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Science and Industry Museum

Concise Heritage Impact Assessment for 1830 Warehouse Pipework and Trenching within the Curtilage
Part of the Power Hall + Decarbonisation Project

April 2021



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1.1 Map of nearby listed buildings, indicating curtilage listing of Upper and Lower Yards

1.0 Summary of Heritage Impact Assessment

1.1 Introduction

Donald Insall Associates was commissioned by the Science and Industry Museum (SIM) in February 2021 to assist them in producing a Heritage Impact Assessment for the introduction of pipework into the 1830 Warehouse, trenching and installation of a borehole cover within the curtilage listed Lower Yard (to facilitate the installation of a new water source heat pump). This forms part of a wider Power Hall + Decarbonisation Project which seeks to substantially improve energy efficiency and lower carbon emissions across this globally significant site.

The investigation has comprised historical research, using both archival and secondary material, and a site inspection. A brief illustrated history of the site and building, with sources of reference and bibliography, is in Section 2; the site survey findings are in Section 3. The investigation has established the significance of the building, which is set out in Section 4

The specific constraints for this building and its setting are summarised below. This report has been drafted to inform the design of proposals for the building, by Carmody Groarke and Max Fordham, so that they comply with these requirements. In due course, Section 5 provides a justification of the scheme according to the relevant legislation, planning policy and guidance.

1.2 The Buildings, their Legal Status and Policy Context

The 1830 Warehouse is a Grade I-listed building and the 1830 Viaduct is a Grade II-listed building; The Lower Yard is considered to be curtilage listed along with the 1830 Warehouse (and both Grade II viaducts); they are located in the Castlefield Conservation Area in the City of Manchester. It lies on the SIM complex, which includes the following listed buildings:

- Former Liverpool Road Railway Station, Station Master's House / 1830s Station Buildings (Grade I);
- The Colonnaded Railway Viaduct at the Former Liverpool Road Goods Depot / 1867 Colonnaded Viaduct / 'Pineapple Line' (Grade II);
- Manchester Museum of Science and Industry, Former Lower Byrom Street Warehouse / New Warehouse (Grade II);
- The Former Grape Street Bonded Warehouse (Grade II);
- Power Hall of Museum of Science and Industry (Grade II);
- The Air and Space Museum (Grade II).

Also within the setting of the 1830 Warehouse, but outside the complex are the following listed buildings:

- 123 Liverpool Road (Grade II);
- The Former Commercial Hotel (Grade II).

The statutory list descriptions are included in Appendix III and a summary of guidance on the Castlefield Conservation Area provided by the local planning authority is in Appendix IV, along with extracts from the relevant legislation and planning policy documents.

The Planning (Listed Buildings and Conservation Areas) Act 1990 is the legislative basis for decision-making on applications that relate to the historic environment. Sections 16, 66 and 72 of the Act impose statutory duties upon local planning authorities which, with regard to listed buildings, require the planning authority to have '*special regard to the desirability of preserving the listed building or its setting or any features of special architectural or historic interest which it possesses*' and, in respect of conservation areas, that '*special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area*'.

Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires planning applications to be determined in accordance with the development plan, unless material considerations indicate otherwise. The development plan applicable to the site comprises the Manchester City Council: *Core Strategy Development Plan* (2012).

The courts have held that following the approach set out in the policies on the historic environment in the National Planning Policy Framework 2019 will effectively result in a decision-maker complying with its statutory duties. The Framework forms a material consideration for the purposes of section

38(6). The key message of the NPPF is the concept of 'sustainable development' which for the historic environment means that heritage assets 'should be conserved in a manner appropriate to their significance'.

The NPPF recognises that, in some cases, the significance of a designated heritage asset can be harmed or lost through alteration or destruction of the heritage asset or development within its setting. The NPPF therefore states that any harm or loss to a designated heritage asset 'should require clear and convincing justification' and that any 'less than substantial' harm caused to the significance of a designated heritage asset should be weighed against the benefits of the proposal including, where appropriate, securing its optimum viable use. A designated heritage asset is defined as a World Heritage Site, Scheduled Monument, Listed Building, Protected Wreck Site, Registered Park and Garden, Registered Battlefield or Conservation Area.

2.0 Concise Historical Background

2.1 The Development of Liverpool Road Station

2.1.1 The First Passenger Station in the World

By the 1820s, the North West of England had become the global centre of the textile industry and an improved transport link for goods transport between Liverpool and Manchester was required.¹ Engineers had been surveying potential routes for a rail link as early as 1797, but it was not until the 1820s that the network began to materialise.²

The site chosen for the Manchester terminus of the Liverpool & Manchester Railway was on the eastern side of the River Irwell, adjacent to Liverpool Road and close to the Castlefield terminus of the Bridgewater Canal [Plate 2.1]. The railway line was carried over the Irwell by a double-arch skew bridge and over Water Street by an iron girder bridge - both by George Stephenson.³

Two structures were initially constructed in 1830: a railway viaduct and also a five-bay goods warehouse – known now as the 1830 Warehouse and 1830

Viaduct. Shortly thereafter, a station for passengers was erected opposite the warehouse [Plate 2.2]. The immediate popularity and success of the station rendered its warehousing capacity inadequate and in 1831 two new cotton stores were added, along with a 'shipping shed'.⁴ A third warehouse was built in 1837 - resulting in a considerable complex, linked by numerous rail tracks [Plate 2.3].

When Victoria Station (then Hunt's Bank) opened in 1844, Liverpool Road became a dedicated goods station.⁵ The London & North Western Railway (LNWR) took over operation of the station in 1846 and some of the older buildings were gradually replaced as the site expanded under their auspices. The first of these was the new Shipping Shed (now known as the Power Hall) in 1855, replacing the 1831 building. An associated Goods Office was erected in the first half of the 1860s, abutting the west end the Shipping Shed.⁶

A fire in 1866 destroyed the 1830s cotton stores and they were replaced by the 5 ½ storey Grape Street Bonded Warehouse (1867-9).⁷ A cast-iron viaduct was



2.1 1828 map by Banck's & Co. (University of Manchester Maps Collection).

1 SIM Archives, YA1996.1034, p.11

2 Hulme, C, 1991, pp.6-7

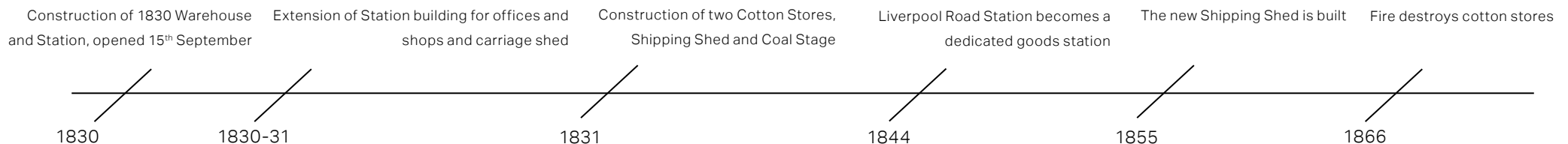
3 Biddle, G & Nock, OS, 1983, p.104

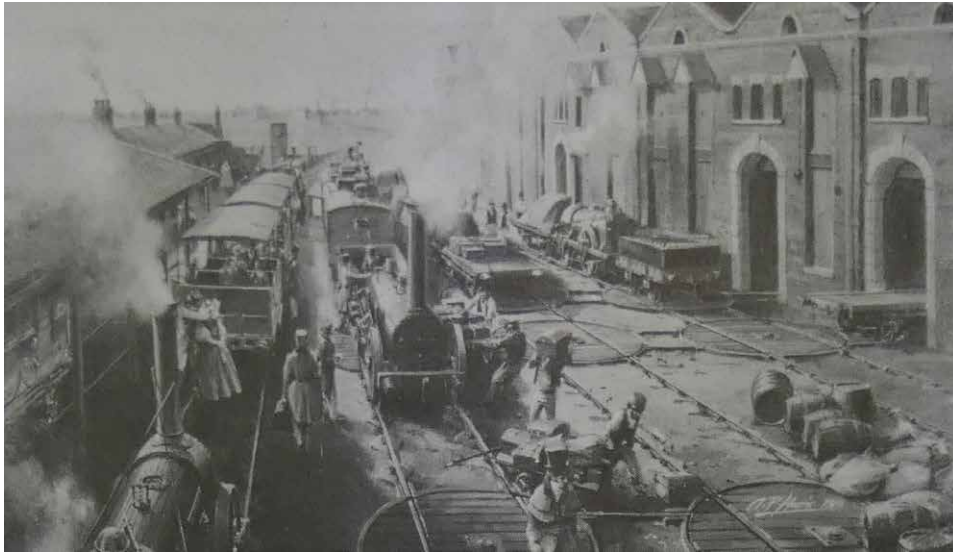
4 SIM Archives, YA1996.1034, pp.11-13

5 Hulme, C, 1991, pp.8-9

6 Kathryn Sather & Associates, 2007, p.67-8

7 Hartwell, C, Hyde, M & Pevsner, N, 2010, pp.353-4

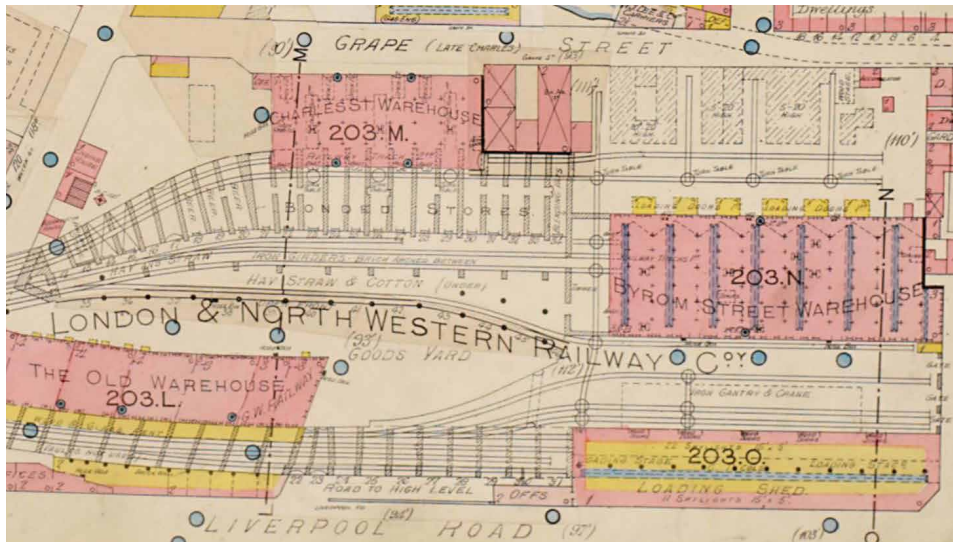




2.2 Impression of the 1830 station and warehouse (SIM Archive, YA 1996.1034).



2.3 1850 Ordnance Survey map (University of Manchester Maps Collection).



2.4 1889 Goad Insurance Plan (Manchester Archives).

built over the Irwell, abutting Stephenson's bridge and continuing through the site, to serve this new warehouse (1867 Colonnaded Viaduct). From 1878-80, the Great Western Warehouse (or New Warehouse) was built on the north side of the Upper Yard, opposite the Shipping Shed, it used the latest in fireproof construction.⁸ The 1867 Colonnaded Viaduct was extended to serve this building and a roughly triangular extension was made to the north of the 1830 Viaduct to link the two viaducts and provide linked rail access to the Upper Yard. By 1881, a gantry crane had been added to the yard between the Shipping Shed and New Warehouse - directly abutting the north elevation of the Shipping Shed **[Plate 2.4]**.

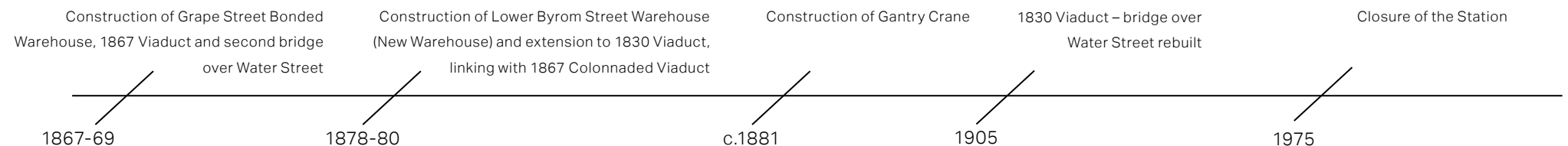
Liverpool Road Goods Station became one of the busiest centres of goods distribution throughout the North West with its peak activity between 1890 and 1940 **[Plate 2.5]**.⁹



2.5 The City Centre from the South-West, 1934 with Liverpool Road Station on the left (Britain From Above, EPW045993).

⁸ Pevsner, 2010, pp.353-4

⁹ SIM Archives, YA1996.1034, p.13



2.1.2 Decline and Reuse

The decline of Liverpool as a major port in the 20th century, the shift in preference to road freight following the Second World War and the loss of industry in central Manchester led to the gradual decline of the station. Part of the site, including the Grape Street Warehouse, was sold to Granada Television in the 1950s, who redeveloped the building to form studios.¹⁰ The rest of the station remained in use by British Rail until 1975, when it was sold to Greater Manchester Council. From this point, plans emerged for the site to become the new home of the North Western Museum of Science and Industry.¹¹ Complete refurbishment of the site was not possible prior to the anniversary celebrations in 1980, and so the focus was placed on restoring the Shipping Shed and converting it to an exhibition hall. Following this, the whole site underwent gradual repair and redevelopment for museum use, having been in very poor condition by the time it was sold in 1975¹² [Plates 2.6-2.8]. After the exhibition, the Shipping Shed was more thoroughly converted to become the Power Hall which housed engine exhibits

and the 1830 station was also restored; the site was opened as the Greater Manchester Museum of Science and Industry on 15th September 1983.

Phased restoration of the buildings continued throughout the late-20th century. In the 1980s, the basement and ground floor of the New Warehouse was restored to create exhibition galleries and between 1987 and 88, the upper floors were restored and a library and record centre were added to the western end of the basement. Shortly after (c.1991) a car ramp was constructed to provide vehicular access between the Upper and Lower Yards.

From 1985-1993, the 1830 Warehouse was restored to designs by BDP Architects and in 1990-91, parts of the 1830 Viaduct were renovated to create the Gas Gallery. In 1995, the ground floor Textile Gallery in the New Warehouse was reconfigured and from 1999-2000, self-contained units were installed within the colonnaded area of the 1867 Viaduct. The south eastern end of the viaduct was also altered when the area beneath the car ramp was enclosed to form a plant room and a spiral staircase was added externally.

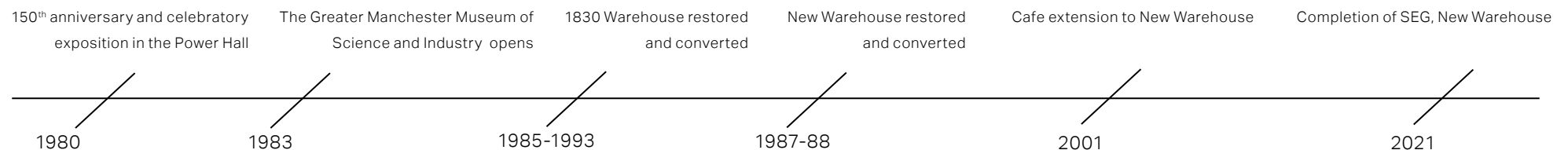
In 2001, a glass and metal-framed entrance extension was introduced to the New Warehouse (now the café)¹³ and in 2009-10 further alterations were made including the addition of glazed stair cores and a series of internal refurbishments. In 2018, the Museum undertook a rebranding exercise and became known as the Science and Industry Museum. In March 2021, the Special Exhibitions Gallery (SEG) was completed on the lower ground floor of the New Warehouse with an outdoor welcome area in the Lower Yard, set beneath the 1867 Colonnaded Viaduct.

10 Hulme, 1991, p.9

11 SIM Archives, YA1996.1034, pp.33-35

12 SIM Archives, YA1996.1034, p.29

13 Pevsner, 2010, p.354





2.6 The 1830 Station in 1975 (MMU Visual Resources Centre).



2.7 1830 Warehouse and Station c.1979, looking east (SIM Archive 2015-2002).



2.8 1830 Warehouse, c.1979 (SIM Archive 2015-2002).

2.2 The 1830 Warehouse and 1830 Viaduct

Alternative name for the 1830 Warehouse: The Old Warehouse and Warehouse 3.

Alternative names for the 1830 Viaduct: Railway Viaduct lining Bridge over Irwell River to Liverpool Road Station.

The 1830 Warehouse and Viaduct were both built as part of the initial station complex. The company originally advertised for five separate warehouses, which was executed as a single warehouse with five double bays. David Bellhouse Junior was awarded the work in April 1830, which was completed by the 15th August. The viaduct was designed and built in 1830 by George Stephenson, its tracks extended eastwards through the site to the first Shipping Shed (1831, demolished). An engraving from 1830 shows the warehouse and viaduct in place, with the arches of the latter clearly expressed. Shortly thereafter, the passenger station was erected opposite the 1830 Warehouse, which covered these majority of these arches.

The warehouse's design was inspired by that of canal warehouses and featured turntables at rail level on the viaduct allowing waggons to be manoeuvred into the building for loading and unloading [Plate 2.9]. Access to the road was on the north side of the Warehouse, facing what is now the Lower Yard, with the floor level elevated such that it was in line with the height of a standard cart [Plate 2.10]. In this way, goods were able to be transhipped from railway waggons down to road

carts using hoists at roof level.¹⁴ Owing to the unusual footprint of the Warehouse and the demands which would have been placed on casting an iron structure in this shape, a largely timber-framed construction was chosen. Cast-iron columns were however used in the basement of the structure to provide additional support, along with wrought-iron straps used to strengthen the timber beams.¹⁵ Drawings in Fitzgerald's survey of the station dated 1978,¹⁶ show details of the splayed capital columns and the bearing of the timber structure above. The axonometric and plan drawings show a series of openings at basement level (containing double doors) between the 1830 Warehouse and the Viaduct, required as the arches were used for storage.

A mezzanine was inserted into the three westernmost bays in 1831 and an engine house was built between the Warehouse and Water Street in the same year - with power being transmitted to the building via a vertical shaft up the west façade and from there across the building. Various goods were stored within the building over the following years, including spirits, requiring the addition of bars at the windows.¹⁷ The addition of the Cotton Stores to the north and east of the Warehouse in 1831 had little effect on the building, although the 1850 Ordnance Survey map does show a single railway track was carried through the 1830 Warehouse over the yard and into Cotton Store No.1 to the north [Plate 2.11]. This map also shows the

arched entrance to the Lower Yard from Liverpool Road, passing underneath the 1830 Viaduct to the east of the Warehouse. Following the fire of 1866 and the subsequent redevelopment and expansion of the station with the 1867 Colonnaded Viaduct to the north, the 1830 Warehouse retained its function serving the Lower Yard. 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 Upper Yard; this blocked off some of the eastern arches of the Viaduct. The tunnel through to the Lower Yard was altered in the late-1880s and in 1905 the bridge over Water Street was rebuilt. Also around this time, the engine house attached to the 1830 Warehouse was rebuilt in blue engineering brick.

After the station closed in 1975, the 1830 Warehouse was unused and quickly fell into disrepair. Between 1985 and 1993, the 1830 Warehouse was restored in phases to designs by BDP Architects. In 1985, work began on renovating the easternmost bay of the building to house the National Electricity Gallery. The timber frame was found to be in such poor condition that a complete replacement was required; a steel frame structure was inserted along with concrete floors, which allowed for the installation of Electricity Gallery's large exhibits. As part of this work, some of the 1830 Viaduct arches at basement level were reopened for the installation of stairways to provide access to the ground floor of the Station Building.¹⁸ Since 1982 the western arches of the Viaduct have

14 Kathryn Sather & Associates, 2007, p.45

15 Ibid, p.44

16 Fitzgerald, R.S., 1986 (though not included due to copyright)

17 Kathryn Sather & Associates, 2007, p.15

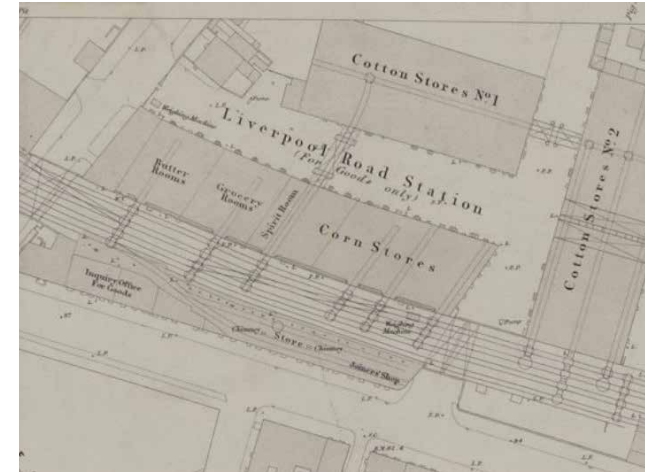
18 Ibid, pp.83-4



2.9 South elevation of the 1830 Warehouse, c.1979 (SIM Archive 2015-2002).



2.10 East and north elevations of the 1830 Warehouse, c.1990 (SIM Archive 2015-2002).



2.11 Detail of 1850 Ordnance Survey map (University of Manchester Maps Collection).

been incorporated into the exhibition space and provide a link between the 1830 Warehouse and the Station Building.

The next phase of restoration work was carried out between 1990 and 1991 to create the Gas Gallery in the two eastern arches of the 1830 Viaduct, here concrete floors and ceilings were inserted. Following this, wholesale restoration of the remainder of the 1830 Warehouse began in May 1992, including the installation of a lift and stair core along with an access ramp to the Lower Yard. Alongside restoration, other works included the tanking of walls in the basement and installation of mechanical and electrical services.¹⁹ Photographs held by the SIM Archive show the 1830 Warehouse prior to restoration and the considerable level of intervention of these works [Plates 2.12-2.14]. At basement level, the iron columns and some timber bressumers were retained though much of the original timber ceiling joists and ground floor floorboards were replaced. Whilst many of the original brick floors were repaired and retained, part of Bay 2's floors were screeded to allow them to accommodate plant. Arches 2B and 3A of the 1830 Viaduct were also used to accommodate plant, with similar alterations – screeded floor, modern doors, pipework openings under RSJs and breezeblock partitions inserted.

In 2016, listed building consent and planning permission were granted for major alterations to the 1830 Viaduct, 1830 Warehouse and eastern portion of the Lower Yard to create new galleries, declutter the yard and improve access. This has not

been implemented. In 2019, listed building consent was granted for the excavation of three pits in the basement of the 1830s Warehouse to ascertain the nature of observed structural movement in the structure.²⁰

These areas evolved along with the continuing development of the Liverpool Road Station site and were further affected by the restoration works to convert the complex to museum use in the late-20th century.

19 Ibid, pp.87-8

20 Clifford M, 2019



2.12 1830 Warehouse, interior, Aug 1991 (SIM Archive M1703012)



2.14 Internal works to Bay 2, Level 1 (SIM Archive 2015-2002).



2.13 Insertion of stairway in 1830 Warehouse (SIM Archive 2015-2002).

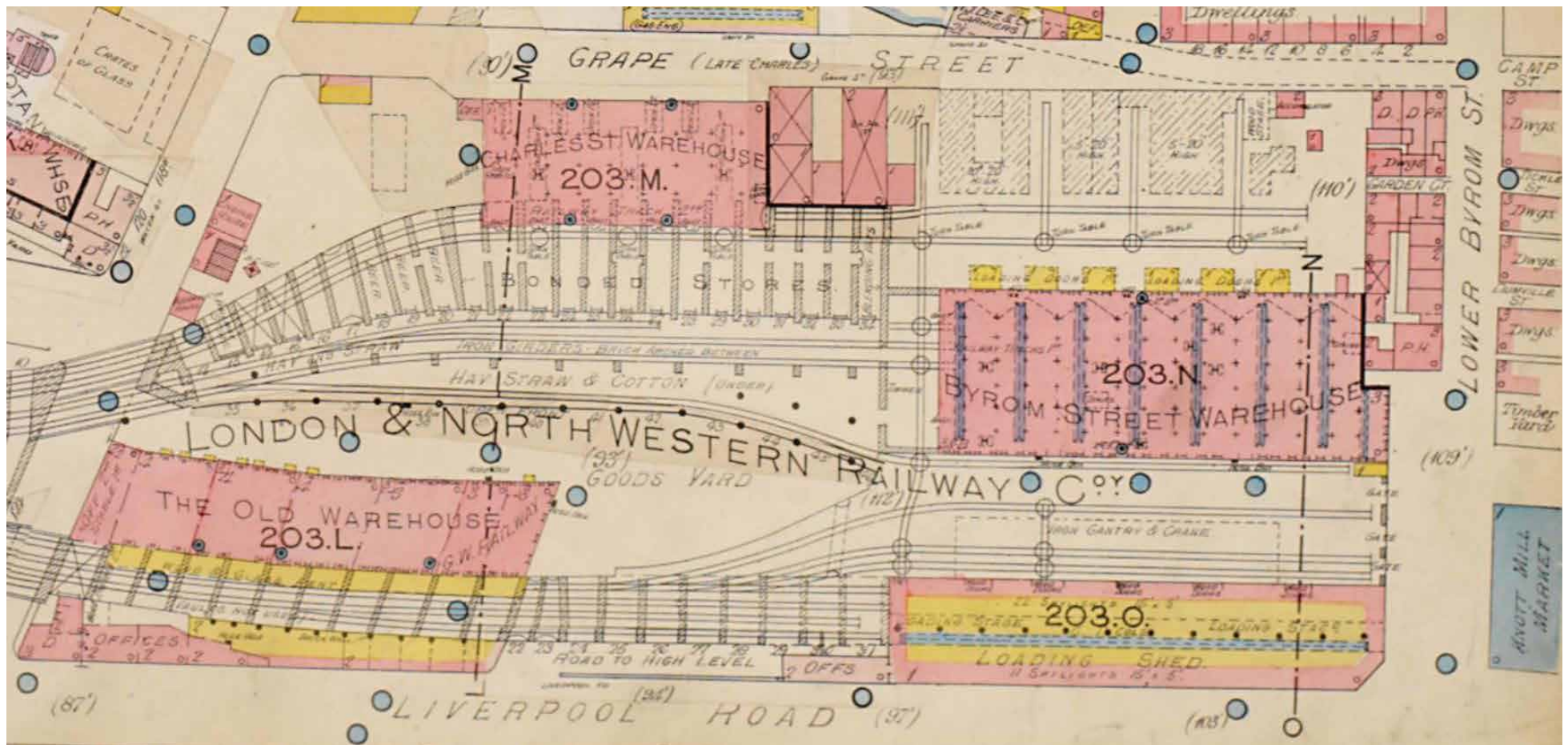
2.3 The Lower Yard

The Lower Yard came into use in 1830 when the original Station and Warehouse buildings were built. At its western end was accommodation for carts delivering goods to and collecting them from the 1830 Warehouse and its eastern end served as a timber and coal yard. These functions remained unchanged when the Lower Yard was reduced in area in 1831 despite the construction of the two Cotton Stores within part of the yard (see Plate 2.11). Its character was altered in 1867 following the destruction of these two stores (by fire) and the construction of the 1867 Colonnaded Viaduct at the north end of the Yard **[Plate 2.15]**. Along the south side of this Viaduct was series of hydraulic cranes used to raise and lower goods between the Viaduct and the Lower Yard. The underside of the Viaduct was initially used for covered storage for hay, straw and cotton, workshops and stabling. In 1867 the 1830 Viaduct was extended (affecting the south side of the Yard) and the 1967 Viaduct was extended to the east to serve the New Warehouse in c.1878-80. In the early-20th century, a petrol store was added at the eastern end of the Lower Yard. In the early-20th century, an earth embankment was introduced to the north side of the Viaduct, adjacent to the west elevation of the 1830 Warehouse – which blocked the arched entrance from Liverpool Road into the Lower Yard.

A series of photographs taken in 1975 – when the station was closed – are held at the Science and Industry Museum Archive (SIM Archive), they show the setted areas of the Lower Yard (beneath the 1867 Viaduct) to be overgrown, while the central

area stretching the length of the 1830 Warehouse looks to have been covered in asphalt [see Plates 2.8, 2.10 and 2.16]. A photograph from 1987 shows the setted surfaces, with smaller patches of asphalt by the Viaduct **[Plate 2.17]**. The early-20th century embankment was removed in the early-1980s and the arch / tunnel here was reopened and strengthened with concrete. The form of the Lower Yard was altered with the introduction of a car ramp in c.1991, added against the diagonal north-east face of the altered 1830 Viaduct and adjoining the south eastern end of the 1867 Colonnaded Viaduct. Photographs held at the SIM Archive show the introduction of this ramp, as well as considerable repair / relaying works to the setted surface **[Plates 2.18 & 2.19]**. It appears from recent site visits, that the setts in the Yard were either replaced in phases or perhaps laid in the 1990s by 'grouping' reclaimed setts – as there are notable bands / patches across the Yard.

The triangular area below the junction of the c.1991 car ramp and two viaducts was infilled in 1999-2000 to form a plant room enclosure of blockwork and a metal, glass and concrete spiral stair was added to connect the Upper and Lower Yards.



2.15 1889 Goad Insurance Plan (Manchester Archives).



2.16 Lower Yard from the 1867 Viaduct (SIM Archive YA 2007.41).



2.17 View of Lower Yard, 1987 (SIM Archive 296252)



2.18 Construction of the car ramp (SIM Archive YA 2007.41).



2.19 Construction of the car ramp (SIM Archive YA 2007.41).

3.0 Site Survey Descriptions

3.1 The Setting of the Buildings and the Conservation Area Context

3.1.1 The Wider Setting

The study site is located within the Castlefield Conservation Area, which is one of the largest in the city. The area is the site of the Roman fort of Mamucium and therefore the first known human settlement in Manchester. The industrial development of the area from the mid-18th century has created layer upon layer of distinctive industrial structures which were built over the Roman remains, such as the canal basin at the junction of the Bridgewater and Rochdale Canals and the Castlefield Viaduct (Grade II) with its crenelated towers standing above. Overall, the character of the Conservation Area is defined mainly by the brick industrial buildings which mark the development of this part of the city from the early-19th century along with the later viaducts to the south as this continued. The viaducts are prominent in views due to their elevated position on ground, which descends to the basin. Modern buildings are somewhat unsympathetic in massing but are generally faced with brick, which is in-keeping with the area's origins.

3.1.2 The Immediate Setting

The former Liverpool Road Station complex comprises a range of mostly Georgian and Victorian buildings, which form a cohesive complex representing the railway station's evolution. The study site – the 1830 Warehouse – is part of the oldest portion of the site [Plate 3.1].

The **1830 Station and Master's House** and **Old Warehouse** lie across the rail track from one another (all Grade I), supported by the 1830 Viaduct (Grade II) carrying the tracks to the Power Hall (Grade II) [Plate 3.2]. The 1830 Station's elevation to Liverpool Road is loosely Classical, with regular fenestration, stuccoed ground and first floor, prominent pilaster door surrounds and a high brick parapet. The station building is exposed on the north side, where the original timber platform sits under a canopy supported by iron columns, part of this area has been enclosed with glazing.

The **1830 Viaduct** runs from the Bridge over the Irwell, between the 1830 Station Buildings and 1830 Warehouse, to the east side of the Museum complex (running beneath part of the Power Hall). It comprises a series of red brick viaduct arches, supporting the rail tracks (only small portions of these arches are visible externally). The bridge over Water Street is a replacement, dating from 1905. Facing the Lower Yard is a curved brick outer wall on the northern face of the Viaduct, which dates from 1867 [Plate 3.3]. This wall and the cast iron and brick structure behind it was designed to support rail tracks leading to the north side of the Upper Yard and is referred to as the 'Undercroft, 1867'. This blocks the original eastern arches of the viaduct. There is a 1980s concrete bridge over the arches at the eastern end of the 1830s Station Buildings [Plate 3.4]. The tracks on the viaduct were all re-laid during the 1980s restoration works and the tubular railings also date from this period.

The **1867 Colonnaded Viaduct** runs from the west side of the Irwell to the west side of the New Warehouse [Plate 3.5]. It passes over the Lower Yard, supporting cast and wrought iron beams and a series of brick jack arches on a series of hefty cast iron columns. Within the colonnaded area, its eastern end connects through to the basement of the New Warehouse via a new entrance – lined with backlit panels.

The **Upper Yard** is finished with a mixture of setts (many re-laid), concrete paving, historic York stone paving and curbs and asphalt paths. Some tracks remain, others have been replaced, but all of the turntables have been removed. Views across the yard are open, enabling museum visitors to see the various railway buildings and structures from a distance and this gives a good impression of the scale of the former goods yard [Plate 3.6].

The **Power Hall** (Grade II) lies on the south side of the Upper Yard, opposite the New Warehouse; it is a considerable single storey former shipping shed – with a red brick structure and double hipped slated roofs, modern glazed arched openings and a late-19th century iron gantry crane fixed to its north elevation. Attached to its west elevation is the two-storey **Goods Office** (c.1860), it is a red brick structure with a slate roof – quite residential in scale and character – with paired round-headed windows with stepped surrounds, stone cills and keystones [Plate 3.7]. Attached to this is a single storey toilet block (1948-1955); this is a squat red brick structure, which is functional and of little architectural merit



3.1 View from the Upper Yard looking towards the 1830 Warehouse and Station (Insall)



3.2 View from the tracks looking towards the 1830 Warehouse and Station (Insall)



3.3 Outer wall of the 1830 Viaduct and Car Ramp (Insalls)



3.4 Concrete bridge of 1830 Viaduct, 1830 Warehouse to right (Insalls)



3.5 View of the 1867 Viaduct from the Lower Yard (Insall)



3.6 The Power Hall and Gantry from the Upper Yard (Studio Downie)

. The current structure dates from 1985 but is broadly in the place of the earlier access to the first Transit Shed, which provided cart access from Liverpool Road to the Upper Level. This modern ramp runs between blue engineering brick walls, with tubular steel handrails and which form large planters.

To the north east is the Factory – a large metal-clad shed with a pitched roof – of similar height to the New Warehouse but with blind elevations; its southern elevation is painted with a mural demonstrating rail history (see Plates 3.1 and 3.5). There is a lower pitch-roofed block to its east, again clad in metal and painted green, with a series of matching plant to the east.

To the north east is the **Grape Street Warehouse** (1867-68, Grade II), this building formed part of the station complex but is now visually separated from it due to the scale and position of the Factory. It is a handsome bonded warehouse – rectangular in plan and of six storeys – of red brick with blue engineering detailing including banding and quoins, and with two hipped Welsh-slates roofs. All windows are set under vousoirred brick segmental heads, with blue-brick keystones and reveals, ashlar springers and cills.

3.1.3 The Lower Yard

The Lower Yard came into use in 1830, being used for goods delivery / collection from the 1830 Warehouse and with a timber and coal yard to the east. Its surfaces are setted (comprising around five types of different setts, of different ages), with some tarmac paths. The mismatched setts – apparently replaced in phases or perhaps laid in the 1990s by ‘grouping’ reclaimed setts – form bands and patches across the Yard and there are a number of undulations across it. It largely retains

its original form, but changes to its periphery brought about through the 1867 Colonnade Viaduct to the north, the 1867 extension to the 1830 Viaduct and the 1990s car ramp to the south and plant room and spiral staircase to the east (c.2000 with later alterations).

The car ramp is a concrete and metal structure which was installed in the early-1990s along the north wall of the 1830 Viaduct (the 1867 extension to it); it leads between the Lower and Upper Yards **[Plates 3.8-3.11]**.



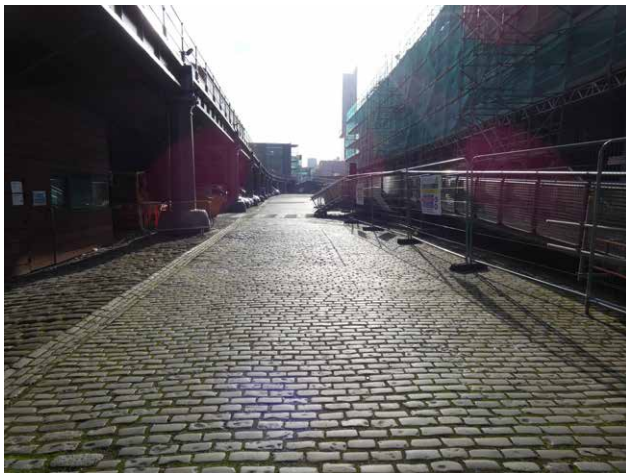
3.7 The 1860s Goods Offices (Studio Downie)



3.8 View of the Lower Yard from the top of the spiral stair (Insall)



3.9 Lower Yard, looking south west (Insall)



3.10 Lower Yard, looking east (Insall)



3.11 Lower Yard (Insall)

3.2 The 1830 Warehouse

3.2.1 The Building Externally

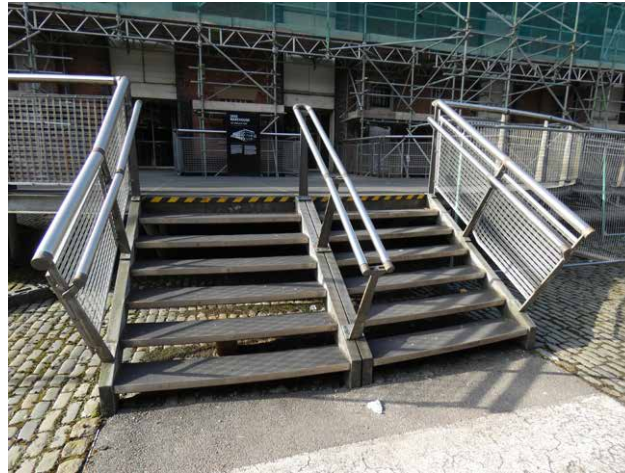
This warehouse is three-storeys over basements (though at rail level it presents only two), of ten-bays, in plan it is a skewed parallelogram, it is of timber and iron construction, red brick in Flemish bond, with details in stone and slated roofs. Its long north and south elevations consist of a repetition of short gabled bays arranged in pairs. The south elevation with slotted pilasters between each pair and a small lunette on the cornice of each; there is a series of two-stage timber loading slots with arched glazed carriage openings. The short six-bay west elevation is three storeys, with a small pediment to the centre, with a stone-framed oculus and a series of mostly blocked window openings, under stone lintels. The short six-bay east elevation has a doorway with stone surround at the left end of the ground floor, two segmental-headed doorways at first floor level, and narrow rectangular windows diminishing upwards. There is a modern railed ramp to the entrance. '1830 Warehouse' in lettering above first floor level on the right hand bays **[Plate 3.12]**.

The north elevation is three storeys, with cornice and lunettes as on the south elevation, and pilasters which have small windows, it has three-stage loading slots arranged singly or in pairs corresponding to those at in the south front, doorways with stone surrounds next to the single slots framed with blue engineering brick, some of the hoists remain above second floor, covered by protective mesh. There is a series of modern metal ramps and steps leading to this elevation **[Plate 3.13]**. There are small rectangular barred windows, some

blocked with timber, with wedge lintels. Basement windows are fronted by 1980s grated lightwell covers. One of the window openings within Bay 2 has been blocked. **[Plates 3.14 & 3.15]**.



3.12 East elevation of the 1830 Warehouse (Insall)



3.13 Modern stairs leading to the entrance in Bay 3 (Insall)



3.14 North elevation, Bay 2 (Insall)



3.15 North elevation, Bay 2 (Insall)

3.3 The Buildings Internally

3.3.1 1830 Warehouse Basement (Grade I)

Original structure remains; a series of cast iron columns with splayed capitals, timber bressumers beams and the brick external and dividing walls. Many of the joists and floorboards are 1990s and some of the bressumers have also been replaced. The basement areas have been converted for Museum use, some bays contain modern glazed stair cores, apsidal brick stair cores and mechanical plant. Floor surfaces are largely original brick, with some screeded areas for back of house areas or plant rooms [Plates 3.16-3.18].

Bay 2 (LG02) is divided laterally in two – forming rooms LG02 and P01 – by a breeze block partition containing windows / fixed vision panels. The northern portion of Bay 2 – **Room P01** is a plant room, with original iron columns, some timber beams and also 1990s timber ceiling structure [Plates 3.19 & 3.20]. The floor is screed, which supports a range of mechanical plant and a multitude of pipes fixed to the ceiling structure via wires (modern timber joists) [Plate 3.21]. The north (external) wall contains areas of modern brickwork (infilling former window) and a large number of openings for pipework. Surrounding this is a red brick wall – a historic stair enclosure now containing service runs – which also contains numerous service penetrations [Plate 3.22]. The south wall, between P01 and LG02 is modern blockwork, pipework from P01 passes through this wall into LG02 [Plate 3.23]. **Room LG02** also has original structure as before as well as brick floors. The southern end of this space fronts the 1830 Viaduct, there are arcaded openings in the south wall, which are blind (originally were open) and

modern metal framed glazed doors through to Arch 2B; the brickwork infill is possibly early-20th century [Plate 3.24]. There is pipework fixed to the modern timber joists and it passes through the dividing brick wall into Arch 2B of the 1830 Viaduct [Plate 3.25].



Basement / Lower Ground Floor Plan of the Station Buildings & 1830 Warehouse



3.16 1830 Warehouse, LG01 (Insall)



3.17 1830 Warehouse, LG01 (Insall)



3.18 1830 Warehouse, Stair core LG01 (Insall)



3.19 1830 Warehouse, P01 looking west (Insall)



3.20 1830 Warehouse, P01 looking to north wall (Insall)



3.21 1830 Warehouse, P01, pipes and plant fixed to modern structure (Insall)



3.22 1830 Warehouse, P01, north wall (Insall)



3.23 1830 Warehouse, LG02, blockwork wall to P01 (Insall)



3.24 1830 Warehouse, LG02 looking south (Insall)



3.25 1830 Warehouse, LG02, south wall lining 1830 Viaduct (Insall)

3.4 Basement Arches 2B and 3A of the 1830 Viaduct (Grade II)

Viaduct arches 1A to 5B lie at basement level between the 1830s Station Buildings and the 1830 Warehouse.

Arches 2B and 3A are two skewed segmental viaduct arches of red brick. They have been adapted for use by the Museum – they both have raised floors which are screeded and contain plant. **Arch 2B** contains a large piece of defunct CHP equipment, which is served by pipework leading from the 1830 Warehouse (via rooms LG02 and P01) and which passes through to the adjacent archway via a large opening set under a RSJ (Arch 3A) **[Plates 3.26-3.27]**. Some plant is suspended via wires from the brick arch. The arch is divided in two by a full-height blockwork partition **[Plate 3.28]**. The north wall – shared with the 1830 Warehouse – features red brick arches infilled with brown brickwork pierced by a series of pipes, to the east are modern metal framed glazed doors **[Plate 3.29]**. Beyond the blockwork wall, the south side of the arch has lined out walls up to the springing point, with modern brown and white glazed tiles. Lighting beams rest on top of the lining out, further lights are suspended from the arch. **Arch 3A** is a boiler room; largely filled with plant and pipework, again passing through the lateral brick walls and some attached to the arch above **[Plate 3.30]**. The north wall contains two red brick arches, infilled with modern brickwork **[Plate 3.31]**, to the south is a brick apsidal stair well which passes through the arch (1990s).



3.26 1830 Viaduct, Arch 2B (Install)



3.27 1830 Viaduct, Arch 2B (Install)



3.28 1830 Viaduct, Arch 2B (Install)



3.29 1830 Viaduct, Arch 2B, north wall (Install)



3.30 1830 Viaduct, Arch 3A (Install)



3.31 1830 Viaduct, Arch 3A, north wall (Install)

4.0 Assessment of Significance

4.1 Introduction

The purpose of this section is to provide an assessment of significance of the 1830 Warehouse, curtilage listed Lower Yard and the 1830 Viaduct so that the proposals for change to them are fully informed as to their significance and so that the effect of the proposals on that significance can be evaluated.

The assessment begins with a general summary of their history and significance; then the various elements of them are assessed according to a sliding scale of significance, reflecting the extent to which they contribute to the special architectural and historical interest of the listed buildings, the setting of other listed buildings and the character and appearance of the Castlefield Conservation Area.

This assessment responds to the requirement of the National Planning Policy Framework to 'recognise that heritage assets are an irreplaceable resource and conserve them in a manner appropriate to their significance'. The NPPF defines significance as:

'The value of a heritage asset to this and future generations because of its heritage interest. That interest may be archaeological (potential to yield evidence about the past), architectural, artistic or historic. Significance derives not only from a heritage asset's physical presence, but also from its setting'.

4.2 Assessment of Significance

4.2.1 The Site

The Liverpool Road Railway Station opened in September 1830 as the Manchester terminus of the world's first inter-city passenger railway which renders it of the highest significance. The station quickly changed to a goods station in 1844, when Victoria Station opened, and was thereafter operated by the London and North Western Railway company (LNWR). Its rapid conversion to a goods station essentially saved it from the future, fast-paced upgrades required of passenger stations; which ultimately contributed to the retention and preservation of the original buildings in a substantially unaltered form.

4.2.2 The Old Warehouse to North of Former Liverpool Road Railway Station / 1830 Warehouse (Grade I)

The Warehouse was built in 1830 to the north of the newly-erected viaduct. It was altered in 1831 and 1905 and fell out of use in 1975 when the station closed. It was restored in phases between 1985 and 1993.

This building is highly unique and of **considerable significance** as a well preserved example of a railway warehouse – and crucially one which represents the initial transition between canal and rail travel.

- It is of **considerable historical value** as the world's oldest railway warehouse and is the least altered surviving element of the original station site. It also holds historical value for its connection with George Stephenson;

- Despite considerable refurbishment (principally 1985-1993), the building is considered to be of **considerable evidential value** due to the amount of surviving historic fabric;
- It is of **considerable aesthetic value** as a handsome and well-designed goods warehouse with simple yet high quality architectural detailing. Furthermore, its design served as the prototype for future railway warehousing and its door, window openings / slots demonstrate its original use;
- It has a distinct interrelationship with the adjoining 1830 Viaduct and also with the 1830 Station Buildings – with which it has a **very strong group value**;
- The building represents the early development in railway architecture. The building now plays a key educational role in the Museum complex – through both its history and its exhibits; as such it is of **high communal value**;
- Many of the 1990s repair works were sensitively done, they are of **low evidential value** but contribute to the building's aesthetic value.

The special interest is manifest in the fabric and form of the building, in relation to these proposals this has the following hierarchy of significance:

- Original structure in the basement areas – iron columns and timber bressumers and brick walls - is of the highest significance, whilst the replacement ceiling and floor structure is of lower significance;

- Some of the original brick walls have been adapted for pipework and contain modern brickwork and patch repairs, this has reduced the aesthetic and evidential value of these areas and they are subsequently of **moderate to low significance**;
- 1980s and 90s interventions including the glass and brick stair cores, modern doors and exhibition fittings are of neutral significance;
- The series of blockwork walls within the basement obscure plan form and also visually **detracts**;
- The plant is located within dedicated areas of the basement (Bay 2, P01 and LG01), specifically-designed for this purpose in the 1990s – the screed floors and modern partitions are of **no significance**.

4.2.3 The Lower Yard

The Lower Yard came into use in 1830, its western end providing accommodation for carts delivering goods to and collecting them from the 1830 Warehouse and its eastern end serving as a timber and coal yard. These functions remained unchanged when the Lower Yard was reduced in area in 1831 following the construction of the two Cotton Stores. Its character was altered in 1867 following the destruction of these two stores (by fire) and the construction of the 1867 Viaduct.²¹ Its form has been further altered through the introduction of a car ramp (c.1989), a spiral staircase and boiler room enclosure (c.1999-2000).

- The Lower Yard is considered to be of **moderate historical, evidential and aesthetic value** and forms a key element of the setting of the 1830 Warehouse (Grade I) and 1830 and 1867 Viaducts (both Grade II) in particular;
- The Lower Yard is **curtilage listed** along with the aforementioned listed buildings;
- The overall form of the Yard is of moderate significance overall and contributes to the setting of the 1830 Warehouse;
- The mismatched setts form bands and a 'patchwork' across the Yard and despite their varied age and appearance, collectively they contribute positively to the setting of the nearby listed buildings;
- The tarmac paths and patch repairs **detract**;
- The large metal ramp (1980s), **detracts**, as does the car ramp and metal spiral staircase connecting the Upper and Lower yards (1999-2000).

4.2.4 Railway Viaduct linking bridge over Irwell to Liverpool Road Station / 1830 Viaduct (Grade II)

This Viaduct adjoins the 1830 Station Buildings and the 1830 Warehouse; it was designed and built in 1830 by George Stephenson. The Viaduct was altered in 1867, when a cast iron and brick apron structure, with a curved brick outer wall, was added to the northern face of the Viaduct. In 1905, the bridge over Water Street was rebuilt and since 1982 its arches have been

adapted and function as Museum exhibition space and plant rooms. It is of **high significance** overall, for the following reasons:

- It is of **exceptional historical value** as one of the earliest structures on the station site and indeed of the first passenger railway station in the world and has survived largely in its original form. Also for its association with the early railway engineer George Stephenson;
- The 1867 extension has some **historical value** as part of the development of the structure and the wider site, yet it conceals the Viaduct's original arches; this portion if considered to be of **moderate / low aesthetic value** which is lessened by the detracting car ramp;
- The Viaduct was intended to be purely functional – carrying the tracks and providing storage. It is therefore considered to be of **moderate / low aesthetic value**;
- It has **very strong group value** with the 1830s Station Buildings and 1830 Warehouse, as well as the other former station buildings on the complex, particularly the Power Hall and New Warehouse;
- The structure is of **high communal value** given its vital role in supporting the first rail passenger platform; the arches are intimately linked to both of the 1830s buildings. This value is enhanced by its educational role and as a key part of the infrastructure of the 1830 station and its vaults provide storage and exhibition space for the SIM (its role for storage purposes has been continuous since its construction);

21 *Ibid*, pp30-31

- 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;
- The 1905 bridge over Water Street is of **moderate historical and aesthetic value**; The altered tunnel through to the Lower Yard largely **detracts** (altered in the 1880 and 1980s);
- A series of apsidal stairwells crudely pass through the arches and **detract**;
- The 1980s car ramp and c.2000 spiral staircase **detract**, by concealing the Viaduct and cluttering the Lower Yard.

The proposals relate to the basement level Arch 2B. The special interest outlined above is manifest in the fabric and form of the structure, in relation to these proposals this has the following hierarchy of significance:

- The arch is of moderate significance overall;
- The brick infill to the arches where the Viaduct connects to the 1830 Warehouse is a later alteration, presumably linked to increased security measures required for the storage of precious goods - it is of some **very modest historic value and low evidential and aesthetic value**;
- The modern doors leading to the 1830 Warehouse are **neutral**;

- The modern plant, pipework, blockwork and lightweight partitions and modern finishes **detract**.

4.3 The Setting and the Castlefield Conservation Area

The site is located within the **Castlefield Conservation Area** - one of the largest conservation areas in the city. The area is significant as a site of Roman origin with subsequent phases of industrial development - mainly between the Georgian and Victorian periods - which has created layer upon layer of distinctive industrial structures and buildings. Overall, the character of the conservation area is defined mainly by its early-19th century brick-built industrial buildings, along with later viaducts to the south. Some of the viaducts are particularly prominent in views due to their elevated position and the former Liverpool Road Station complex is visible in views from the viaducts across Castlefield. Although a particularly urban and historically industrial area, there is a generous green network owing to its pockets of parks and front gardens within 20th century housing developments.

The SIM complex is highly significant as the first passenger station in the world and is a physical representation of a testbed for railway architecture and design. Its buildings, massing and their relationship with one another, as well as the less obvious series of surfaces - rail tracks, setts, York stone paving and curbs - attest to this development and provide

an extremely cohesive complex, which **contributes considerably** to the conservation area and the setting of the listed buildings.

As part of the initial and most significant phase of development - the 1830 Warehouse, 1830 Viaduct and Lower Yard - make a considerable contribution to the conservation area. The Warehouse is the most prominent and unique of these structures and accordingly makes the strongest contribution as a handsome and well-designed railway goods warehouse – the first of its kind - with its simple yet high quality architectural detailing recalling the nearby canal warehouses. Although relatively little of the viaduct's structure is readily visible within the conservation area, it **contributes considerably** as part of a wider network of viaducts and bridges and its elevated plane enables an understanding of, and allows dramatic views across, the former station site.

The Lower Yard was integral to the functioning of the station complex. It retains many original stone setts, as well as replacements and although this has resulted in an inconsistent mixture and 'banding' of setts – it provides a considerable contribution to the setting of the listed buildings and the character of the conservation area. The tarmac paths and modern ramps and staircases leading to the 1830 Warehouse **detract**. As does the visual clutter of other modern interventions – the car ramp, fussy spiral staircase and railings. Despite its alteration, the Lower Yard retains its historic form and identity as a former goods yard.

5.0 Commentary on the Proposals

5.1 Description of the Proposals and their Impact on the Heritage Assets

These proposals seek to introduce pipework internally within the 1830 Warehouse and to introduce a network of water source heat pipes and a borehole cover within the curtilage-listed Lower Yard. Whilst these proposals presently stand in isolation, they represent the first phase of a wider holistic approach to the decarbonisation of the Museum complex. How they sit within this wider project is explained in the drawings and Design and Access Statement by Carmody Groarke and documents prepared by Max Fordham. Accompanying methodologies have been prepared by HH Smith.

The proposals are outlined in brief below and their impact on the heritage assets is set out in italics.

5.1.1 External Proposals: Lower Yard

It is proposed to form trenches across the Lower Yard, one 'arm' leading from the boiler room in the east, to the north elevation of the 1830 Warehouse and the other branching off this arm and leading to a borehole. The Lower Yard is mostly setted, with no rail tracks. There are strips of tarmac paths which the trenching route would pass through (owing to the modern finish the trenching here would not impact on the special interest of the Lower Yard).

The methodology by HH Smith sets out how the setted (or cobbled) areas would be surveyed in advance to enable the sourcing of replacement setts (particularly in areas where breakage during lifting is anticipated

due to already damaged setts) and to fully record the appearance of the Yard – in terms of laying patterns, spacing, undulations and sett types.

Trial holes are proposed in the Lower Yard, the location is shown in Carmody Groarke's drawings and HH Smith's accompanying methodology explains the process for their formation. On carrying out the trenching works, surrounding areas would be protected, setts carefully lifted, sorted and stored safely nearby on site. Following the excavation and laying of pipework, the setts would be reinstated using the same mortar mix, in the same locations and following any existing spacing / pattern. Areas containing unsightly patch repairs would be removed and appropriately reinstated. Where tarmac is encountered, this will be cut, the area excavated and following the laying of pipework the surface would be reinstated to match. The methodology sets out how the works would be monitored by carrying out test areas and by reviewing the works as they progress from various viewpoints on the site - to ensure no scar is left following the works.

These works would be carried out according to a careful, sequential methodology of recording, removal, careful storage and like-for-like reinstatement, including test sections and reviews, which would ensure the special interest of this area – namely the form and its series of historic setted surfaces - is not adversely affected. Rather the appearance would be moderately improved through the making good of unsightly patch repairs. The Castlefield Conservation Area and setting of the nearby listed buildings - principally

the 1830 Warehouse (Grade I) 1830 Viaduct and 1867 Colonnaded Viaduct (both Grade II) - which this Yard contribute considerably to - would similarly not be affected by these works given the carefully considered proposals for the reinstatement process. The proposals to form a trial hole and trench to connect through to the 1830 Warehouse would again be carried out by hand digging only, ensuring no harm would be brought about to the fabric of the Grade I listed building through these works. Significantly, they will enable the installation of a water source heat network, which will enable the Museum to reduce its carbon footprint.

5.1.2 Internal Proposals: 1830 Warehouse

It is proposed to install a series of pipes within the 1830 Warehouse (Grade I). They will pass from the abovementioned external trench, through the north wall of the building at basement level, through Bay 2, into Arch 2B of the 1830 Viaduct (Grade II). They will feed into a new boiler within this viaduct, replacing an existing defunct boiler (this replacement will not impact on the special interest of the listed building and will be dealt with via an exchange of correspondence).

A series of modest pipework and cabling openings would be formed by core-drilling in the north wall of the 1830 Warehouse, through an area of original brickwork, which also contains numerous service openings and repairs. The route would pass through a brick enclosure (former stair wall) and run at ceiling level in room P01, alongside existing pipework. This wall also contains numerous service openings. The new pipes would be fixed to the timber joists (1990s fabric) using

wire hangars, screwed into the timber. The pipework would pass through a blockwork wall, again core-drilled, and through to room LG02. Again, pipework would run alongside existing routes and would be fixed to the modern joists using wire hangars. The pipework would pass through two new core-drilled openings within a section of brick wall (later infill, possibly early-20th century fabric), into the 1830 Viaduct (Grade II).

The proposals are minor in nature, largely affecting modern fabric and areas of the buildings which have already undergone significant change.

The visual impact of a new series of new pipework in this area would be neutral given the routes selected, the already much-altered nature of the spaces and existing pipe runs.

The physical impact would be limited to the formation of modest openings in the external wall and the former stair wall for pipework, which would result in the loss of a minor amount of original wall fabric. Whilst this this could be perceived as harmful, given its location and limited contribution to the significance of the listed building, its removal would cause little or no harm to the significance of the listed building overall whilst facilitating the efficient servicing of the new boiler via the water source heat network. The formation of the modest openings in the blockwork wall and brick wall between the 1830 Viaduct would cause no harm, given the limited significance of these areas. Fixings

to the modern joists would be minimal and reversible and would cause no harm to the significance of the listed building.

Overall, it is considered that given the previous alterations in this area and the modest size of the openings - this proposal would not affect the special interest of the listed building overall, whilst providing the Museum with a more sustainable means of power – which would result in a series of major public benefits.

5.2 Justification of the Proposals

The proposals are minor in nature and relate to the installation of new pipework within much-altered basement plant room areas of the 1830 Warehouse (Grade I) and the 1830 Viaduct (Grade II). The proposals for trial holes and trenching have been developed to ensure the significance of the curtilage listed Lower Yard – which resides in its form and setted finishes – and the fabric of the 1830 Warehouse, would be preserved.

The proposed works seek to enhance the environmental performance of the 1830 Station Building and 1830 Warehouse (Grade I). 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*.

The proposals have been sensitively designed and it is considered that overall they would not cause harm to the special interest of the listed buildings – 1830 Warehouse (Grade II) and the 1830 Viaduct (Grade II) - nor the curtilage listed Lower Yard. Given the careful methodology prepared for the reinstatement of the setts in the Lower Yard, the setting of the 1830 Warehouse (Grade I), 1830 and 1867 viaducts (Grade II), that of other nearby listed buildings and the character and appearance of the Castlefield Conservation Area would be preserved. The special architectural and historic of the listed buildings and the character and appearance of the conservation area would be preserved in accordance with the statutory duties in accordance with the statutory duty imposed by Sections 16, 66 and 72 (I) of the Planning (Listed Buildings and Conservation Areas) Act 1990.

These statutory requirements set a high bar for allowing development that would harm heritage assets. However, the statutory requirements must be viewed in light of the relevant heritage policies in the National Planning Policy Framework (NPPF). As noted by the court in *Mordue v Secretary of State for Communities and Local Government* (2015): 'Paragraph 134 of the NPPF appears as part of a fasciculus of paragraphs, set out above, which lay down an approach which corresponds with the duty in section 66(1). Generally, a decision-maker who works through those paragraphs in accordance with their terms will have complied with the section 66(1) duty.' Although the court was concerned with the previous version of the NPPF and section 66 specifically, the same approach is considered appropriate in respect of the heritage policies in the current NPPF and in respect of the

section 16 and 72 duties. It is therefore important to consider the proposed development against the relevant NPPF policies.

The NPPF

As explained above, it is considered that the proposals would result in no harm to the significance of heritage assets overall. They would therefore accord with the relevant policies of the NPPF, including policies 185, 192 and 193 and with the relevant policies of the *Core Strategy Development Plan* as outlined above and are considered to be acceptable in heritage terms.

Should the decision maker disagree, any perceived harm would be considered very much 'less than substantial harm' in accordance with the terminology of the NPPF. Whilst the *Core Strategy Development Plan* makes no provision for harm to heritage significance to be weighed directly against public benefits, the NPPF, which is a material planning consideration, does allow for this. As noted above, the courts have previously held that a decision-maker that properly works its way through the relevant paragraphs of the NPPF will typically have satisfied its statutory duties under the 1990 Act (see *Mordue v Secretary of State for Communities and Local Government (2015)*). Paragraph 193 of the NPPF makes clear that great weight should be given to the conservation of designated heritage assets, irrespective of whether the harm amounts to substantial harm, total loss or less than substantial harm to its significance. Paragraph 196 of the NPPF states that any less than substantial harm to the significance of a designated heritage asset should be weighed against the public benefits of the proposal. Any perceived 'less than

substantial' harm to the listed buildings resulting from these proposals would be considerably outweighed by the following public benefits:

- Enhancing the environmental performance of the entire Museum complex - contributing considerably towards the Museum's sustainability positioning statement, MCC's zero carbon target and the objectives of its *Climate Change Action Plan*.
- Significantly, they would facilitate the enhancement of this building's optimum viable use as a vital part of the popular SIM complex, which would in turn support and be beneficial to the long-term conservation of the Grade I-and Grade II-listed buildings and the wider Museum complex.
- The opportunity to review and improve the appearance of the Lower Yard's surfaces, through the removal of detracting patch repairs and its sensitive repair.

5.3 Conclusion

The proposals are the first phase in the decarbonisation of the Museum complex, which would result in considerable public benefits. It is considered that the proposed development meet the requirements of the Planning (Listed Buildings and Conservation Areas) Act 1990, the tests outlined in the National Planning Policy Framework insofar as they relate to the historic environment and Manchester's local policies. It is therefore the conclusion of this report that they should be recommended for approval.

Appendix I – Relevant Planning History

The 1830 Warehouse

124068/LO/2019

18 May 2020

Approved

LISTED BUILDING CONSENT for urgent repair works to the 1830 Warehouse, required to prevent weather ingress and deterioration of the building fabric, including external facade works and internal works.

123052/LO/2019

12 August 2019

Approved

LISTED BUILDING CONSENT for the installation and upgrade of the fire alarm systems throughout the 1830 Warehouse Building and former Liverpool Road Station Building of the Manchester Museum complex.

122660/LO/2019

9 May 2019

Approved

LISTED BUILDING CONSENT for 3 Trial pits in the basement of the 1830 warehouse.

122660/LO/2019

9 May 2019

Approved

LISTED BUILDING CONSENT for 3 Trial pits in the basement of the 1830 warehouse.

113753/LO/2016

15 Nov 2016

Approved

Listed Building Consent for alterations to the Museum of Science and Industry 1830 Complex. Includes internal and external alterations to create an improved exhibition gallery space and new excavated entrance hall. Associated access, hard landscaping alterations, lighting and other associated works.

113752/FO/2016

15 Nov 2016

Approved

Removal of existing wall and railings to Liverpool Road, removal of existing 1980s ramp and railing entrance to the 1830 Warehouse, conversion of existing Viaduct into a new excavated entrance hall including accessible entrance to the Lower Yard and new frontage to Liverpool Road, associated access ramp, hard landscaping, lighting and other associated works.

045699/DL/CMDC/94

24 August 1994

Approved

LISTED BUILDING CONSENT Demolition of 8 No. barrel drops and retention and refurbishment of 4 No. drops in association with approved works on building.

040764

27 April 1992

Approved

DETERMINATION BY THE CENTRAL MANCHESTER DEVELOPMENT CORPORATION Restoration and change of use of 1830 warehouse to a museum with associated external yard.

040766

27 April 1992

Approved

DETERMINATION BY THE CENTRAL MANCHESTER DEVELOPMENT CORPORATION/LISTED BUILDING CONSENT Internal and external alterations in connection with proposed use as a museum.

The Lower Yard

117791/LO/2017

19 December 2017

Approved

LISTED BUILDING CONSENT for the installation of steel supports to corroded structural beams in the undercroft corridor

093050/FO/2010/C1

23 June 2010

Approved

Provision of steam boiler, associated plant and flue, within enclosure.

093051/LO/2010/C1

23 June 2010

Approved

LISTED BUILDING CONSENT Provision of steam boiler, associated plant and flue, within enclosure.

059654/FO/CITY3/00

9 October 2000

Approved

Replacement passenger railway platform for use by visitors for continuing the operation of pleasure rides on & around the Museum site.

052469/FO/CITY3/97

18 September 1997

Approved

Various external alterations including extensions to form new workshop/storage facilities within an existing colonnade, new main entrance and stairways as part of the wider improvement of facilities.

052470/LO/CITY3/97

18 September 1997

Approved

LISTED BUILDING CONSENT Various internal and external alterations as part of the wider improvement of facilities including extensions to form new workshop/storage facilities within an existing colonnade, new main entrance and stairways.

040116

8 November 1991

Approved

DETERMINATION BY THE CENTRAL MANCHESTER DEVELOPMENT CORPORATION New vehicle ramp.

040115

31 October 1991

Not Required

DETERMINATION BY THE CENTRAL MANCHESTER DEVELOPMENT CORPORATION / LISTED BUILDING CONSENT Addition of vehicle ramp between the upper and lower yard to allow car parking in the lower yard.

Appendix II – Sources & Bibliography

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YA2008.18 'Photographs of Science and Industry Museum Site'

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Kathryn Sather & Associates, *Liverpool Road Station, Museum of Science and Industry: Conservation Management Plan* (Altrincham, 2007).

Appendix III – Statutory List Descriptions

OLD WAREHOUSE TO NORTH OF FORMER LIVERPOOL ROAD RAILWAY STATION (1830 Warehouse)

Grade: I

Date first listed: 8 May 1973

Railway warehouse. c.1830, together with Liverpool Road Railway Station (q.v.), by George Stephenson and his son Robert; altered. Red brick in Flemish bond, with sandstone dressings and slate roofs. Long slightly curved plan, convex to the railway line and concave to the rear. Three storeys but presenting only 2 storeys to the raised level of the track, 10 individually gabled bays arranged in pairs, with slotted pilasters between each pair and at both ends, a moulded stone cornice (carried round the whole), a small lunette on the cornice in the centre of each bay, and stone gable copings linked by short flats. In each pair of bays (except the 5th pair, at the right-hand end), one bay has a segmental-headed wagon archway with stone surround, 3 small segmental-headed barred windows above the archway with linked sills and wedge lintels (except the 4th bay where the wagon entrance has been raised so as to leave only the heads of the windows) and one 2-stage loading slot to left or right, and the other bay has 2 loading slots. The last pair of bays both have the wagon-archway form. The right-hand loading slot in the 3rd bay has a hoist pulley over the lintel, and apparently altered brickwork over the other loading slots suggests that all were formerly equipped with similar hoists. The left hand return wall has (inter alia) a small pediment to the centre, with an oculus; the 3-storey 6-window right-hand return wall has a

doorway with stone surround at the left end of the ground floor, 2 segmental-headed doorways at 1st floor level, and narrow rectangular windows diminishing in the height. The 3-storey rear, with cornice and lunettes like the front, and pilasters which have small windows, has 3-stage loading slots arranged singly or in pairs corresponding to those at the front, with hoists over all except one at the west end and 2 at the east end, doorways with stone surrounds next to the single slots, and small rectangular barred windows with wedge lintels. Interior: timber construction visible.

Listing NGR: SJ8299097886

FORMER LIVERPOOL ROAD RAILWAY STATION STATION MASTERS HOUSE (1830 Station Buildings)

Grade: I

Date first listed: 18 December 1963

Also known as: Museum of Science and Industry, Liverpool Road Station LOWER BYROM STREET. Passenger railway station at terminus of Liverpool and Manchester Railway, now part of museum complex. 1830, by George Stephenson for the Liverpool and Manchester Railway Company, with attached house of 1808, formerly occupied by station agent; altered. Red brick, the booking offices faced with sandstone ashlar and stucco; hipped slate roofs. Rectangular plan parallel to street, with house to left and added range of former shops to right. Classical style. The BOOKING OFFICES, which back onto an embankment carrying the railway line at 1st floor level to the rear, have a 2-storey 4-bay facade (2:1:2:1 windows), symmetrical

except for the 4th bay, with channelled rustication to the ground floor, panelled pilasters to the upper floor, a moulded cornice and high parapet with cornice and blocking course. The 2nd bay (the centre of the symmetrical portion, containing the entrance to the 1st Class booking hall) breaks forward slightly, has a large square-headed doorway with an architrave of coupled pilasters, moulded cornice and blocking course surmounted by a vase-pedestal sundial, and a recessed panelled door with rectangular overlight; and at 1st floor a tripartite sashed window with a cornice. The flanking bays have 15-pane sashed windows at ground floor flanked by wide segmental-headed tripartite sashed windows with glazing bars, and 12-pane sashes at 1st floor with moulded architraves. The 4th bay, containing the entrance to the 2nd Class booking hall, has a doorway at ground floor similar to the other but with single pilasters, and a 12-pane sash above like the others. Interior: separate booking halls and staircases leading to platform. Rear: 2 doorways to the platform with moulded stone surrounds, a tripartite sashed window to the left of the 1st Class doorway and a one-light sash to the left of the other. To the east, an added hipped-roof platform canopy on slender iron columns (C20 offices with glazed screen wall inserted under this roof). The former HOUSE to the left of the booking offices, 3 storeys and 3 bays to the same height, symmetrical, has a doorway with pedimented stone architrave, sashed windows of 16 panes at ground and 1st floors and 12 panes at 2nd floor, all with raised sills and flat-arched heads, and modillioned eaves; and a double-splayed left corner to the return wall, with sashed and blind windows. To the right of the booking offices is a long 9-bay range, recently rebuilt or restored, formerly with shops at ground floor and

a train shed above, which is stuccoed at ground floor, has coupled pilasters, 1st-floor sill-band, moulded cornice and high brick parapet (carried across from the booking offices), and most bays with symmetrical openings including a round-headed doorway at ground floor flanked by windows in segmental-headed blank arches, and 2 windows above. HISTORY: oldest surviving passenger railway station in the world; ceased to handle passenger traffic in 1844 (when Hunt's Bank station was opened, now Victoria Station, q.v.), but continued in use as goods station until 1975. Forms group with Old Warehouse on opposite side of railway track (q.v.).

Listing NGR: SJ8295297867

RAILWAY VIADUCT LINKING BRIDGE OVER IRWELL TO LIVERPOOL ROAD STATION (1830 Viaduct)

Grade: II

Date first listed: 20 June 1988

Railway viaduct, with attached animal ramp at east end of south side, including bridge carrying railway line over Water Street to former Liverpool Road Station. 1830 with bridge rebuilt 1905. Brick viaduct, iron bridge. Viaduct has arcade of segmental arches (that at the west end with springing built into stone abutment of bridge over river); animal ramp attached at right-angles, also of brick with parapets and cobbled deck. Iron-girder bridge over street. Retaining wall to Water Street with monumental banding. Although re-built, forms integral element of railway structures associated with Liverpool Road Station, the first

passenger railway station in the world, linking it to the bridge over the river Irwell.

Listing NGR: SJ8291897896

MANCHESTER MUSEUM OF SCIENCE AND INDUSTRY, FORMER LOWER BYROM STREET WAREHOUSE (New Warehouse)

Grade: II

Date first listed: 6 June 1994

Formerly known as: Lower Byrom Street Warehouse of Liverpool Road Station LOWER BYROM STREET. Railway goods warehouse, now part of museum complex. 1880, altered. Red brick with dressings of red brick and some sandstone, slate and glass roof. Large rectangular plan on east-west axis with entrances for railway lines through west end. Three storeys and basement, with south facade of 7 gabled bays, each bay having 2 pairs of windows; blue brick plinth and bands between floors with vertical strips extended to the windows; segmental-headed windows diminishing in the height, with stone impost and blue brick keystones and arch-bands, iron-framed small-pane glazing; large segmental-headed wagon archways to the 2nd, 3rd and 5th bays, 2-stage loading slot to the upper floors of the 3rd bay. Eight-window west end, with 2 large square train entrances at ground floor; staggered east end with 4-window main facade, altered entrance at ground floor.

Listing NGR: SJ8317297868

POWER HALL OF MUSEUM OF SCIENCE AND INDUSTRY (Shipping Shed)

Grade: II

Date first listed: 6 June 1994

MANCHESTER LIVERPOOL ROAD (North side) Power Hall of Museum of Science and Industry

Railway goods transfer shed, now museum exhibition hall. 1855, for London and North Western Railway. Red brick with some sandstone dressings, hipped slate roof. Very long rectangular plan parallel to street, with wide splayed corner and short return to Lower Byrom Street. Single storey, 6:7:4 blind windows with wagon entrances between these groups and another in the splayed corner; round-headed blind windows with stepped surrounds and raised stone sills, large square-headed wagon doorways with flat-arched heads and stone fenders at the bases of the jambs (formerly furnished with sliding wooden doors but now glazed); continuous brick frieze with simplified corbel table and white brick band, brick parapet with stone coping. Three-bay return side similar.

Includes offices at the W end with four pairs of arched windows with keystones and shared stone sills to each of the two storeys, which are separated by a dentillated string course (formerly eaves, prior to the addition of the first floor). Rubbed-brick arched doorway on Liverpool Road with stone open pediment above retains timber double doors and later fanlight. Four-pane timber sash windows to front and rear elevation (some to rear altered during conversion to museum).

Modillioned timber box gutter, central four-pot chimney stack and two-pot end stack. Rear (N) wall has carriage stones at each corner. Office interior said to retain fireplaces and cornices.

Listing NGR: SJ8315597820

MUSEUM OF SCIENCE AND INDUSTRY, AIR AND SPACE MUSEUM

Grade: II

Date of most recent amendment: 16 June 1994

Formerly known as: Lower Campfield Market
LIVERPOOL ROAD. Market hall, now museum. 1876, by Mangnall and Littlewood. Cast-iron and wood with slate and glass roofs. Large rectangular plan in the form of a nave with north and south aisles under parallel roofs, and north and south transepts to the centre and both ends. Two storeys, 1:3:1:3:1 bays, the centre and ends gabled, and the centre both wider and higher. Cast-iron columns with crocket caps, each bay divided horizontally by a moulded cornice, with small columns and decorated cast-iron railings below this and large-paned glazing above. The centre has a tall segmental-headed doorway rising into the glazed upper portion, a latticed band above eaves level, the gable filled with round-headed lights with slender shafts and margin panes, a bracketed cornice and the gable end of a continuous louvred ventilator, with a finial. Each end bay has a segmental-arched open-work panel in the centre, and an elliptical-arched iron bressummer to the gable, with glazing like that of the centre. The intermediate bays have oversailing eaves with scallop

fringes, and continuous ridge ventilators. Three-bay east and west ends in matching style. Interior: cast-iron pillars with decorated caps carrying latticed girders, slender elliptical-arched latticed roof girders. Forms group with former Higher Campfield Market Hall to east (q.v.), by same architects in very similar style.

Listing NGR: SJ8327097786

FORMER GRAPE STREET RAILWAY BONDED WAREHOUSE

Grade: II

Date first listed: 31 July 2018

HISTORY

The former Grape Street bonded warehouse was constructed between 1867 and 1868 between Liverpool Road Station and Grape Street (originally known as Charles Street), as part of a complex of goods warehousing associated with the former Liverpool Road Station (listed Grade I). The station was built in 1830 (the oldest surviving terminal railway passenger station in the world) along with a warehouse opposite (the world's first large urban railway warehouse; listed Grade I). In 1844, following the opening of Manchester's Victoria Station, Liverpool Road Station became a goods depot under the ownership of London and North Western Railway. By 1851 two cotton stores had been built to the north-east of the station and in around 1855 a goods shed was built on the corner of Liverpool Road and Lower Byrom Street (listed Grade II). In 1866 a fire destroyed

the cotton stores, which were replaced by the former Grape Street bonded railway goods warehouse. A further warehouse was built on Lower Byrom Street in 1888 (listed Grade II).

The former Grape Street bonded warehouse was a secure building where goods were stored in advance of any duty payments being made. The building is marked on historical late-C19 and C20 Ordnance Survey Maps as both a goods shed and warehouse and it is unclear whether it was used as a general goods store before it officially became a bonded warehouse. Originally goods were brought in by rail tracks, carried on a brick-vaulted viaduct which ran in front of the warehouse's south elevation; some of the viaduct arches in front of the warehouse were used as bonded stores. There were three turntables in front of the large doors on the south elevation that directed the tracks into the building. Three further turntables were located within the warehouse, linked to an internal railway track network. This included a track which ran through openings in the east and west elevations and along the south end. The ground floor on the north side of the building was at a lower street level. In the late C19 a timber yard was established on the east side of the warehouse, and between 1890 and 1908 was replaced by two parallel rectangular buildings containing stables, stalls and a harnessing room. The warehouse remained in operation as part of the wider railway goods complex until 1975, after which the building was sold.

In the mid-C20 Granada Television Centre was established on the north side of Grape Street and by the 1980s it had expanded south to incorporate part of

the former goods depot. The bonded warehouse was retained and converted to form part of the television studios which included the insertion of lifts, staircases, WC facilities and associated plant. The adjoining stables were also retained and converted into an experimental theatre with a performance space and a bar. New buildings were added to the site including those constructed above adjacent viaduct. The exterior television set for the soap opera Coronation Street was also built to the east side of the stables in 1982. In 1989 the basement and ground-floor levels of the bonded warehouse were further remodelled internally when the building was converted for use as part of the Granada Tours Scheme (the tours ended in 1999). Part of the single-storey stable range was converted to create a copy of the Coronation Street's Rover's Return, including a replica facade, to provide tour customers with a place to drink. Granada left the site in 2007. Since then parts of the warehouse have been reused on a temporary basis. The building is currently (2018) subject to internal and external refurbishment.

DETAILS

Former railway bonded warehouse, built 1867 to 1868 for the London and North Western Railway; it underwent internal modifications in the C20 and early C21.

MATERIALS: red-brick construction with blue-engineering-brick detailing including banding and quoins, with Welsh-slate roof coverings.

PLAN: the warehouse has a rectangular footprint and is orientated east-west. There are six floors including a

lower and upper ground floor.

EXTERIOR: five-and-a-half storeys, with four storeys to the south side where the ground level is higher, beneath hipped roofs of slate. All windows have segmental heads, brick voussoirs, blue-brick keystones and reveals, ashlar springers and cills, and are fitted with metal multi-pane casements. Taking-in doors are timber with glazed uppers. Ground floor entrances are fitted with double battened timber doors.

The 12-bay north elevation has six loading bays arranged in three pairs, with taking-in doors to the first to fourth floors, and the remains of brackets for the hoists above. The ground floors of the loading bays have small window openings. The other bays have tall, wide, arched entrances to the ground floor, and arched windows to the upper floors. The six-bay west elevation has two loading bays with taking-in doors and three lower ground-floor doors. The ground level at the southern end of this elevation is higher and there is another door at first-floor level (formerly access for an internal railway line). The 12-bay south elevation has three large first-floor doors where the railway tracks would have originally entered the warehouse. The remainder of this elevation has a similar arrangement to the north elevation, but has three single loading bays. The east elevation is largely blind, with a regular arrangement of arched recesses and there is a first-floor door to the higher south end (similar to that on the west elevation). Part of the east elevation's lower floors is obscured by the attached former stable block. The building has a dentilled parapet. At the top of the west elevation is a painted sign reading BONDED

WAREHOUSE. Behind the parapet is the twin-hipped roof housing some C20 plant.

INTERIOR: it was not possible to gain access to the buildings, and the following description is based on other available information. All of the floors are supported by cast-iron cruciform and circular-hollow columns. The lower and upper ground-floor levels are also supported by substantial brick piers, some of which have blue-brick quoins and chamfer detailing to the corners. Along the southern edge of the lower ground-floor are sections of brick arches. The three lower floors are fire-proof constructions with wrought-iron girders and brick-jack arch ceilings. The upper three levels have timber floors. Most of the ceilings are covered in modern ceiling tiles. The lower four floors are subdivided by C20 and C21 plasterboard and concrete-block partitions to form office and studio spaces, and there are several C20 and C21 inserted stairs and lift shafts, particularly on the north side of the building. The upper two floors remain as large open spaces. The top floor is open to the roof and is topped by a twin queen-post roof structure, within which there are the remains of the original hoist machinery.

COLONNADED RAILWAY VIADUCT AT FORMER LIVERPOOL ROAD GOODS DEPOT (1867 Viaduct)

Grade: II

Date first listed: 6 June 1994

Railway viaduct. Probably c.1870. Cast-iron. A series of cast-iron columns on stone bases supports the viaduct which has cast-iron beams

showing at the sides.

Listing NGR: SJ8301397907

FORMER ST MATTHEWS SUNDAY SCHOOL

Grade: II

Date of most recent amendment: 6 June 1994

Mission church and Sunday School, now office. Dated 1827 over door; altered. Red brick in Flemish bond with some sandstone dressings (roof not visible). Rectangular plan with apsidal south end, on island site. Simple Gothic style. Gable to street, two storeys and cellar, three bays, symmetrical, with pilastered corners, 1st-floor sill-band; slightly raised centre with two semicircular steps up to 2-centred arched doorway which has fanlight with intersecting glazing bars, a large stone plaque above the door inscribed "SUNDAY SCHOOL / MDCCCXXVII", a large 2-centred arched 3-light window at 1st-floor with intersecting glazing bars, and another stone plaque above this (worn inscription illegible); smaller 2-centred arched windows to both floors of the outer bays, with Y-tacery; gable parapet with oculus (now open, the roof lowered). Five-window sides in similar style.

Listing NGR: SJ8321097758

123, LIVERPOOL ROAD

Grade: II

Date first listed: 6 June 1994

Pair of town houses, now office. Early to mid C19, altered. Red brick in Flemish bond with some sandstone dressings and slate roof. Double-depth plan with back extension. Three storeys, 4 windows (probably originally 2+2); round-headed doorway to the right with set-in wooden pilastered doorcase including dentilled cornice, plain fanlight; similar round-headed opening to 2nd bay probably formerly a doorway but now a window; otherwise, all windows have raised sills and flat-arched heads of gauged brick, and C20 top-hung casements imitating 4-pane sashes. Left return side similar. Included for group value.

Listing NGR: SJ8299097826

FORMER COMMERCIAL HOTEL

Grade: II

Date first listed: 6 June 1994

Hotel. Early to mid C19, altered. Red brick in Flemish bond, with some sandstone dressings, slate roof. Double-depth double-fronted plan, with rear wing. Three storeys and three bays; central round-headed doorway with set-in doorcase of Tuscan columns and dentilled cornice, plain fanlight; "corner-shop" shop-front to right-hand corner, with splayed doorway flanked by one window in each side, all in pilastered

surround with right-angled frieze and dentilled cornice; windows with raised sills and flat-arched heads of gauged brick, that to left of door with altered glazing but 4-pane sashes to the upper floors. Four-window right-hand return wall with round-headed doorway and altered windows at ground floor and 4-pane sashes above. Interior altered.

Listing NGR: SJ8298297827

Appendix IV - Planning Policy and Guidance

Planning (Listed Buildings and Conservation Areas) Act 1990

The Act is legislative basis for decision making on applications that relate to the historic environment.

Sections 16, 66 and 72 of the Act impose a statutory duty upon local planning authorities to consider the impact of proposals upon listed buildings and conservation areas.

Section 16 of the Planning (Listed Buildings and Conservation Areas) Act 1990 states that:

[...] in considering whether to grant listed building consent for any works 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.

Similarly, section 66 of the above Act states that:

In considering whether to grant permission for development which affects a listed building or its setting, the local planning authority, or as the case may be 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.

Similarly, section 72(l) of the above Act states that:

[...] with respect to any buildings or other land in a conservation area, special attention shall be paid to the desirability of preserving or enhancing the character or appearance of a conservation area.

Local Policy

Manchester City Council: Core Strategy Development Plan

Manchester's **Core Strategy** was adopted on 11 July 2012 and is the key Development Plan Document in the Local Development Framework (LDF).

Policy CC 9: Design and Heritage

Design of new buildings will need to be of the highest standard in terms of appearance and function. The standards and guidance explained in other LDF policies should be the basis for the approach to design, with particular attention to be given to the City Centre context and character. Development in Manchester City Centre should preserve or enhance the heritage assets that have been identified, including listed buildings, conservation areas and scheduled ancient monuments. The Council will support high density and mixed use development in the City Centre, but developers must recognise the specific design challenges that must be overcome to ensure complementarity of function and form. New development must support the range of uses the Council expects in the City Centre and contribute to a coherent and integrated physical environment.

Policy EN 3: Heritage

Throughout the City, the Council will encourage 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.

Proposals which enable the re-use of heritage assets will be encouraged where they are considered consistent with the significance of the heritage asset.

The **Unitary Development Plan** for the City of Manchester (UDP) was adopted by the Council on 21 July 1995; the following relevant policies remain extant.

18. CONSERVATION AREAS

DC18.1

The Council will give particularly careful consideration to development proposals within Conservation Areas.

- a. *The Council will seek to preserve and enhance the character of its designated conservation areas by carefully considering the following issues:*

i) the relationship of new structures to neighbouring buildings and spaces;

ii) the effect of major changes to the appearance of existing buildings;

iii) the desirability of retaining existing features, such as boundary walls, gardens, trees, (including street trees);

iv) the effect of signs and advertisements;

v) any further guidance on specific areas which has been approved by the Council.

- b. *The Council will not normally grant outline planning permission for development within Conservation Areas.*
- c. *Consent to demolish a building in a conservation area will be granted only where it can be shown that it is wholly beyond repair, incapable of reasonably beneficial use, or where its removal or replacement would benefit the appearance of character of the area.*
- d. *Where demolition is to be followed by redevelopment, demolition will be permitted only where there are approved detailed plans for that redevelopment and where the Council has been furnished with evidence that the development will be undertaken.*
- e. *Development proposals adjacent to Conservation Areas will be granted only where it can be*

shown that they will not harm the appearance or character of the area. This will include the protection of views into and out of Conservation Areas.

19. LISTED BUILDINGS

DC19.1

In determining applications for listed building consent or planning applications for development involving or having an impact on buildings of Special Architectural or Historic Interest, 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. In giving effect to this policy, the Council will:

- a. *Not grant Listed building consent for the demolition of a listed building other than in the most exceptional circumstances, and in any case, not unless it is satisfied that every possible effort has been made to continue the present use or to find a suitable alternative use;*
- b. *Not permit a change of use of a listed building, where it would have a detrimental effect on the character or appearance of the building;*
- c. *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;*
- d. *Seek to preserve and enhance the settings 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;

- e. *Permit demolition only where there are approved detailed plans for redevelopment and where there is evidence of a firm building contract;*
- f. *Not permit alterations to a listed building which would prevent the future use of any part of the building, in particular upper floors or basements, or where poor maintenance is likely to result.*

Castlefield Conservation Area

The following information was taken from the 'Conservation Areas' page on Manchester City Council's website.

Castlefield and its buildings today

The recent revival of interest in Castlefield is having a significant impact on the refurbishment of buildings. Warehouses have been converted to flats, offices, galleries and studios. The various buildings in the Liverpool Road Station complex have undergone extensive repair and modification to house the exhibits in the Museum of Science and Industry. The buildings are exhibits in themselves, and provide an ideal setting for the smaller items within.

Liverpool Road Station was a pioneering and speculative venture, as no one knew in 1830 if the railways would be a successful means of transport.

The station, constructed inexpensively in the Classical style, is a very modest building when compared with the great train sheds of Piccadilly, Victoria and Central stations. The 1830s warehouse to the north of the station is a long, curved building with five bays, each with two roof ridges. It was not completed until after the opening of the station, but enough of it was built by then for it to house the lavish opening ceremony.

It then assumed its normal role as a store and interchange between rail and road transport. The different levels for servicing road and rail were crucial to its functioning. Railway waggons could be easily unloaded by being tipped into trucks on the lower level. These buildings and viaducts were the first of their type, and consequently are vital artefacts in the history of Manchester and the railways.

The Merchants and Middle warehouses also had interchange facilities. Canal arms allowed barges to enter the buildings and be off-loaded directly on to horsedrawn carts.

The Grocers Warehouse, Manchester's first (c.1775), also had water-powered lifting machinery which could hoist coal from barges to the street level high above. Unfortunately, this building was demolished in 1960. As far as is known, measured drawings were not made before this occurred, and the partial reconstruction of 1986 was very basic.

Trains were operated at high level, to prevent them from obstructing road and canal traffic, and this involved the construction of bridges and viaducts.

The first of the railway viaducts was built across the River Irwell in 1830 by George Stephenson, the locomotive designer.

Acres Fair, which had been held in St. Ann's Square (and later at Shudehill) annually since 1222, moved to Castlefield in 1872 and remained there for four years. When it was abolished, the attendant market traders remained. The site they originally occupied was known as Lower Campfield Market, from which, in 1878, they expanded into the Higher Campfield Market. Both areas were covered over by large, glazed buildings with cast-iron frames.

The larger of the two, Lower Campfield, was used as the City Exhibition Hall for many years and is now the Air and Space Gallery. St. Matthew's Church, designed in 1825 by Sir Charles Barry, the most eminent British architect of the time, was built on Liverpool Road between what later became Higher and Lower Campfield Markets. It was demolished in 1951, but its Sunday School, now called Gunn House, still exists and has been converted to offices.

The most significant church still standing in Castlefield is the Church of St. George on Chester Road. It has been vacant for many years but current negotiations for commercial re-use will ensure the future of the building. It was designed by Francis Goodwin in the Neo-Gothic Perpendicular style and was built between 1826 and 1828.

Castlefield is still developing, and older buildings - particularly warehouses - are being adapted to other uses. New buildings include a stadium with a tensile

skin roof for viewing spectacular events. A curvilinear footbridge across the Bridgewater Canal, the walkway suspended from an angled and counterbalancing arch, is an adventurous structure.

Control of development

Castlefield, Britain's first Urban Heritage Park, is the place where industrial innovation occurred, particularly in the area of transport.

Events are now organized which require large areas of paving together with new buildings such as a grandstand with a stressed-fabric, tent-like roof. The purpose of a conservation area is to preserve, and even enhance, the character of those elements which are of historic significance, but this does not rule out further development provided that it respects the character of the area. There is already some commercial property in Castlefield and there is room for more.

Present uses in Castlefield are mainly directed towards tourism and recreation, and this is likely to remain the case for the foreseeable future. However, this does not preclude further uses being introduced provided they are appropriate. For instance, in recent years a number of warehouses have been converted to residential use. Ideally, new development should incorporate a mix of uses. In places where existing buildings have narrow frontages, it is important that new proposals have similar dimensions. This will ensure that a vertical rhythm in the 'street wall' is maintained when viewed obliquely. The height and scale, the colour, form, massing and materials of new buildings should relate

to the existing high-quality structures and complement them. This policy still leaves scope for innovation, provided that new proposals enhance the area.

The extreme diversity of form and style in Castlefield's existing structures makes it permissible for designers to use their imaginations freely. Where buildings are arranged along a street, new structures should follow the street frontage and no attempt should be made to iron out 'anomalies', such as a slight bend in the street.

Improvement and enhancement

In recent years Castlefield has undergone dramatic changes which have transformed it from a forgotten corner of the city to a thriving centre of activity. Many projects are currently underway, and some of these will serve to trigger further activity in both the private and public sectors.

Generally speaking, as Castlefield has always been a centre of innovation, imaginative new proposals for development are likely to receive a warm welcome.

Castlefield has for a long time been an area which could claim to be the centre of tourism in the north-west. It has become a generator of prosperity for the City, and it is the City Council's intention that this should continue for many years to come.

However, there is still room for improvement in the area, and there are many disused and semi-derelict buildings for which new uses should be found. Cafes, pubs, clubs and bars are suitable ground floor uses, though there is a limit to the number of these

that the area can sustain. The upper floors of large buildings can be used for housing, offices, studios, galleries and museums.

The nature of Castlefield does not demand that new buildings should all be of brick and stone with slate roofs. Modern materials used in a modern manner can find a place here, but the resulting buildings must, above all, be of high quality.

National Planning Policy Framework

Any proposals for consent relating to heritage assets are subject to the policies of the NPPF (February 2019). This sets out the Government's planning policies for England and how these are expected to be applied. With regard to 'Conserving and enhancing the historic environment', the framework requires proposals relating to heritage assets to be justified and an explanation of their effect on the heritage asset's significance provided.

Paragraph 7 of the Framework states that the purpose of the planning system is to 'contribute to the achievement of sustainable development' and that, at a very high level, 'the objective of sustainable development can be summarised as meeting the needs of the present without compromising the ability of future generations to meet their own needs.

At paragraph 8, the document expands on this as follows:

Achieving sustainable development means that the planning system has three overarching objectives, which are interdependent and need to

be pursued in mutually supportive ways (so that opportunities can be taken to secure net gains across each of the different objectives:

a) an economic objective – to help build a strong, responsive and competitive economy, by ensuring that sufficient land of the right types is available in the right places and at the right time to support growth, innovation and improved productivity; and by identifying and coordinating the provision of infrastructure;

b) a social objective – to support strong, vibrant and healthy communities, by ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generations; and by fostering a well-designed and safe built environment, with accessible services and open spaces that reflect current and future needs and support communities' health, social and cultural well-being; and

c) an environmental objective – to contribute to protecting and enhancing our natural, built and historic environment; including making effective use of land, helping to improve biodiversity, using natural resources prudently, minimising waste and pollution, and mitigating and adapting to climate change, including moving to a low carbon economy.

and notes at paragraph 10:

10. So that sustainable development is pursued in a positive way, at the heart of the Framework is a presumption in favour of sustainable development (paragraph 11).

With regard to the significance of a heritage asset, the framework contains the following policies:

190. Local planning authorities should identify and assess the particular significance of any heritage asset that may be affected by a proposal (including by development affecting the setting of a heritage asset) taking account of the available evidence and any necessary expertise. They should take this assessment into account when considering the impact of a proposal on a heritage asset, to avoid or minimise conflict between the heritage asset's conservation and any aspect of the proposal.

In determining applications local planning authorities are required to take account of significance, viability, sustainability and local character and distinctiveness. Paragraph 192 of the NPPF identifies the following criteria in relation to this:

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.

With regard to potential 'harm' to the significance of a designated heritage asset, in paragraph 193 the framework states the following:

...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 the any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance.

The Framework goes on to state at paragraph 194 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.

Where a proposed development will lead to 'substantial harm' to or total loss of significance of a designated heritage asset paragraph 195 of the NPPF states that:

...local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or 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 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.

With regard to 'less than substantial harm' to the significance of a designated heritage asset, of the NPPF states the following:

196. 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.

In terms of non-designated heritage assets, the NPPF states:

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

The Framework requires local planning authorities to look for opportunities for new development within conservation areas and world heritage sites and within the setting of heritage assets to enhance or better reveal their significance. Paragraph 200 states that:

Proposals that preserve those elements of the setting that make a positive contribution to the asset (or which better reveal its significance) should be treated favourably.

Concerning conservation areas and world heritage sites it states, in paragraph 201, that:

Not all elements of a Conservation Area or World Heritage Site will necessarily contribute to its significance. Loss of a building (or other element) which makes a positive contribution to the significance of the Conservation Area or World Heritage Site should be treated either as substantial harm under paragraph 195 or less than substantial harm under paragraph 196, as appropriate, taking into account the relative significance of the element affected and its contribution to the significance of the Conservation Area or World Heritage Site as a whole.

National Planning Practice Guidance

The National Planning Practice Guidance (NPPG) was published on 23 July 2019 to support the National Planning Policy Framework (NPPF) 2019 and the planning system. It includes particular guidance on matters relating to protecting the historic environment in the section: Conserving and Enhancing the Historic Environment.

The relevant guidance is as follows:

Paragraph 2: What is meant by the conservation and enhancement of the historic environment?

Conservation is an active process of maintenance and managing change. It requires a flexible and thoughtful approach to get the best out of assets as

diverse as listed buildings in every day use and as yet undiscovered, undesignated buried remains of archaeological interest.

In the case of buildings, generally the risks of neglect and decay of heritage assets are best addressed through ensuring that they remain in active use that is consistent with their conservation. Ensuring such heritage assets remain used and valued is likely to require sympathetic changes to be made from time to time. In the case of archaeological sites, many have no active use, and so for those kinds of sites, periodic changes may not be necessary, though on-going management remains important.

Where changes are proposed, the National Planning Policy Framework sets out a clear framework for both plan-making and decision-making in respect of applications for planning permission and listed building consent to ensure that heritage assets are conserved, and where appropriate enhanced, in a manner that is consistent with their significance and thereby achieving sustainable development. Heritage assets are either designated heritage assets or non-designated heritage assets.

Part of the public value of heritage assets is the contribution that they can make to understanding and interpreting our past. So where the complete or partial loss of a heritage asset is justified (noting that the ability to record evidence of our past should not be a factor in deciding whether such loss should be permitted), the aim then is to:

- capture and record the evidence of the asset's significance which is to be lost

- interpret its contribution to the understanding of our past; and
- make that publicly available (National Planning Policy Framework paragraph 199)

Paragraph 6: What is "significance"?

'Significance' in terms of heritage-related planning policy is defined in the Glossary of the National Planning Policy Framework as the value of a heritage asset to this and future generations because of its heritage interest. Significance derives not only from a heritage asset's physical presence, but also from its setting.

The National Planning Policy Framework definition further states that in the planning context heritage interest may be archaeological, architectural, artistic or historic. This can be interpreted as follows:

- **archaeological interest:** As defined in the Glossary to the National Planning Policy Framework, there will be archaeological interest in a heritage asset if it holds, or potentially holds, evidence of past human activity worthy of expert investigation at some point.
- **architectural and artistic interest:** These are interests in the design and general aesthetics of a place. They can arise from conscious design or fortuitously from the way the heritage asset has evolved. More specifically, architectural interest is an interest in the art or science of the design, construction, craftsmanship and decoration of buildings and structures of all types. Artistic interest is an interest in other human creative skill, like sculpture.

- **historic interest:** An interest in past lives and events (including pre-historic). Heritage assets can illustrate or be associated with them. Heritage assets with historic interest not only provide a material record of our nation's history, but can also provide meaning for communities derived from their collective experience of a place and can symbolise wider values such as faith and cultural identity.

In legislation and designation criteria, the terms 'special architectural or historic interest' of a listed building and the 'national importance' of a scheduled monument are used to describe all or part of what, in planning terms, is referred to as the identified heritage asset's significance.

Paragraph 7: Why is 'significance' important in decision-taking?

Heritage assets may be affected by direct physical change or by change in their setting. Being able to properly assess the nature, extent and importance of the significance of a heritage asset, and the contribution of its setting, is very important to understanding the potential impact and acceptability of development proposals.

Paragraph 13: What is the setting of a heritage asset and how should it be taken into account?

The setting of a heritage asset is defined in the Glossary of the National Planning Policy Framework.

All heritage assets have a setting, irrespective of the form in which they survive and whether they are designated or not. The setting of a heritage asset and the asset's curtilage may not have the same extent.

The extent and importance of setting is often expressed by reference to the visual relationship between the asset and the proposed development and associated visual/physical considerations. Although views of or from an asset will play an important part in the assessment of impacts on setting, the way in which we experience an asset in its setting is also influenced by other environmental factors such as noise, dust, smell and vibration from other land uses in the vicinity, and by our understanding of the historic relationship between places. For example, buildings that are in close proximity but are not visible from each other may have a historic or aesthetic connection that amplifies the experience of the significance of each.

The contribution that setting makes to the significance of the heritage asset does not depend on there being public rights of way or an ability to otherwise access or experience that setting. The contribution may vary over time.

When assessing any application which may affect the setting of a heritage asset, local planning authorities may need to consider the implications of cumulative change. They may also need to consider the fact that developments which materially detract from the asset's significance may also damage its economic viability now, or in the future, thereby threatening its ongoing conservation.

Paragraph 15: What is the optimum viable use for a heritage asset and how is it taken into account in planning decisions?

The vast majority of heritage assets are in private hands. Thus, sustaining heritage assets in the long term often requires an incentive for their active conservation. Putting heritage assets to a viable use is likely to lead to the investment in their maintenance necessary for their long-term conservation.

By their nature, some heritage assets have limited or even no economic end use. A scheduled monument in a rural area may preclude any use of the land other than as a pasture, whereas a listed building may potentially have a variety of alternative uses such as residential, commercial and leisure.

In a small number of cases a heritage asset may be capable of active use in theory but be so important and sensitive to change that alterations to accommodate a viable use would lead to an unacceptable loss of significance.

It is important that any use is viable, not just for the owner, but also for the future conservation of the asset: a series of failed ventures could result in a number of unnecessary harmful changes being made to the asset.

If there is only one viable use, that use is the optimum viable use. If there is a range of alternative economically viable uses, the optimum viable use is the one likely to cause the least harm to the significance of the asset, not just through necessary initial changes, but also as a result of subsequent wear and tear and likely future changes. The optimum viable

use may not necessarily be the most economically viable one. Nor need it be the original use. However, if from a conservation point of view there is no real difference between alternative economically viable uses, then the choice of use is a decision for the owner, subject of course to obtaining any necessary consents.

Harmful development may sometimes be justified in the interests of realising the optimum viable use of an asset, notwithstanding the loss of significance caused, and provided the harm is minimised. The policy on addressing substantial and less than substantial harm is set out in paragraphs 193-196 of the National Planning Policy Framework.

Paragraph 18: How can the possibility of harm to a heritage asset be assessed?

What matters in assessing whether a proposal might cause harm is the impact on the significance of the heritage asset. As the National Planning Policy Framework makes clear, significance derives not only from a heritage asset's physical presence, but also from its setting.

Proposed development affecting a heritage asset may have no impact on its significance or may enhance its significance and therefore cause no harm to the heritage asset. Where potential harm to designated heritage assets is identified, it needs to be categorised as either less than substantial harm or substantial harm (which includes total loss) in order to identify which policies in the National Planning Policy Framework (paragraphs 194-196) apply.

Within each category of harm (which category applies should be explicitly identified), the extent of the harm may vary and should be clearly articulated.

Whether a proposal causes substantial harm will be a judgment for the decision-maker, having regard to the circumstances of the case and the policy in the National Planning Policy Framework. In general terms, substantial harm is a high test, so it may not arise in many cases. For example, in determining whether works to a listed building constitute substantial harm, an important consideration would be whether the adverse impact seriously affects a key element of its special architectural or historic interest. It is the degree of harm to the asset's significance rather than the scale of the development that is to be assessed. The harm may arise from works to the asset or from development within its setting.

While the impact of total destruction is obvious, partial destruction is likely to have a considerable impact but, depending on the circumstances, it may still be less than substantial harm or conceivably not harmful at all, for example, when removing later additions to historic buildings where those additions are inappropriate and harm the buildings' significance. Similarly, works that are moderate or minor in scale are likely to cause less than substantial harm or no harm at all. However, even minor works have the potential to cause substantial harm, depending on the nature of their impact on the asset and its setting.

The National Planning Policy Framework confirms 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). It also makes clear that any harm to a designated heritage asset requires clear and convincing justification and sets out certain assets in respect of which harm should be exceptional/wholly exceptional (see National Planning Policy Framework, paragraph 194).

Paragraph 20: What is meant by the term public benefits?

The National Planning Policy Framework requires any harm to designated heritage assets to be weighed against the public benefits of the proposal.

Public benefits may follow from many developments and could be anything that delivers economic, social or environmental objectives as described in the National Planning Policy Framework (paragraph 8). Public benefits should flow from the proposed development. They should be of a nature or scale to be of benefit to the public at large and not just be a private benefit. However, benefits do not always have to be visible or accessible to the public in order to be genuine public benefits, for example, works to a listed private dwelling which secure its future as a designated heritage asset could be a public benefit.

Examples of heritage benefits may include:

- sustaining or enhancing the significance of a heritage asset and the contribution of its setting
- reducing or removing risks to a heritage asset
- securing the optimum viable use of a heritage asset in support of its long term conservation

Other Relevant Policy Documents

Historic England: Historic Environment Good
Practice Advice in Planning (March 2015)

Historic England: Conservation Principles and
Assessment (2008)

