

Planning

Growth & Development

Delegated officer report for planning application

Application no. 141918/FO/2025

Date registered valid: 7 February 2025

Proposal: Installation of roof edge protection guardrail

Address: Museum And Art Gallery, Queens Park, Rochdale Road, Manchester, M9 5SH

Ward(s): Harpurhey Ward

Applicant: Ms Amanda Wallis, Museum And Art Gallery

Agent (if any): Mr Stephen Kendall, Buttress

Case officer: Ellie Knowles
Tel: 0161 219 6633
Email: ellie.knowles@manchester.gov.uk

Recommendation: Approve

Date of recommendation: 24 April 2025

Application details

Type of application: Full Application Consent

Development type: Minor Other

Date of site visit: 2 April 2025

Standard consultations:

Printed: 13 February 2025 Expired: 6 March 2025

Neighbour notifications

No neighbour notifications have been printed and sent.

Site notice

Posted: 2 April 2025 Expired: 25 April 2025

Press advert

No press advert had been published

Departure from Development Plan: No

Environmental Statement: Not required

Description of site/building/area

The building is a non-designated heritage asset within a Grade II listed park - Queens Park which was first designated in 2001, being identified as one of the first public parks in Manchester.



Fig.1. Principal East Elevation



Fig.2. Northwestern corner elevation

Listed building: Queens Park, Grade II Listed

Conservation area: Not applicable

Tree Preservation Order: Not applicable

Description of development

City Council Development for the installation of a roof edge protection guardrail at Museum and Art Gallery, Queens Park (see figs.3-5).



Fig.3. Proposed East Principal Elevation with guardrail

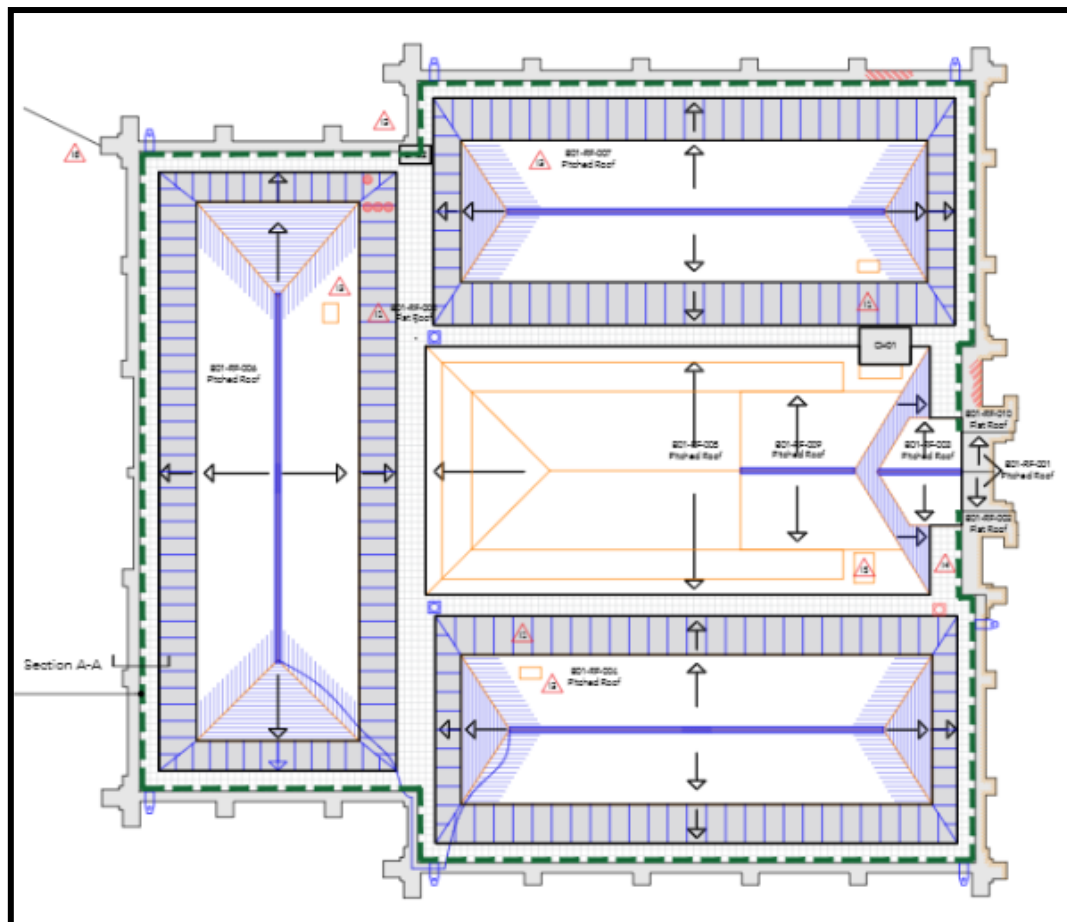


Fig.4. Proposed Roof Plan with guardrail around parapet perimeter

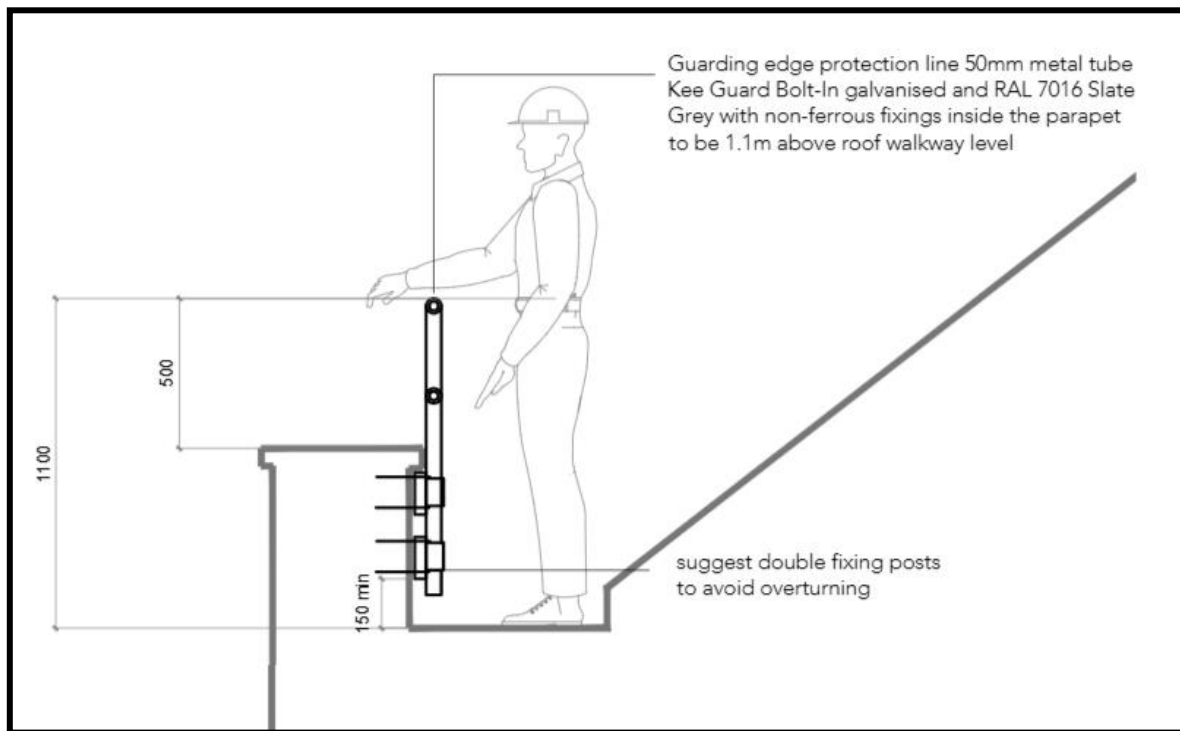


Fig.5. Proposed typical edge protection section

Consultations & Notification Responses

Local responses

None

Consultee responses

Gardens Trust – Do not wish to comment on the proposals at this stage. They would however emphasise that this does not in any way signify either their approval or disapproval of the proposals.

Relevant Planning History

At the application site –

137064/VO/2023 – City Council Development for external fabric repairs and alterations to building. Approved 10.09.2024.

History of negotiations

The planning officer requested that an options appraisal was presented detailing various roof fall protection systems, to address outstanding design and heritage concerns. The agent appointed AtkinsRéalis as Principal Designer for the refurbishment works to the Queens Park Conservation Studio.

The designer's review process included an evaluation into each system, including a folding guardrail system, fall arrest cable system, a fixed handrail system, bespoke solution and the potential use of a MEWP. Each system was assessed based on safety, maintenance requirements and from a logistical point of view.

The agent discounted the following;

- Collapsible handrail system
- Fall arrest system (man-safe system)
- MEWP use
- Bespoke combined solution suggested by Planning, (which includes a localised, permanent full-height handrail at the roof access point to protect the worker when entering the roof area. As the worker progresses along the parapet, collapsible sections would gradually be raised.)

The fixed handrail option has been stated and evidenced as the most suitable system for fall protection. As they provide continuous protection against falls, require minimal maintenance, would not require the use of a harness or similar equipment and would be suitable for the constraints of the Queens Art Gallery roof.

As such, whilst visual harm is anticipated upon the character and appearance of the NDHA as a result of these works, the public benefits identified are considered to outweigh any perceived heritage impact.

Local Planning Policies

Places for Everyone (2022-2039) – Places for Everyone is a long-term plan of nine Greater Manchester districts for jobs, new homes, and sustainable growth. It has been published by the GMCA on behalf of the nine districts and took effect and became part of the statutory development plan on March 21, 2024.

The PfE Plan and its policies are now a material planning consideration in the determination of planning applications. The PfE Plan and its policies must therefore be given full weight in the planning balance.

Manchester Core Strategy Development Plan Document (2012-2027) - The Core Strategy was adopted on the 11 July 2012 and replaces a large number of policies in Manchester's Unitary Development Plan. Parts of the policies have been superseded by the Places for Everyone Plan.

The Unitary Development Plan (UDP) for the City of Manchester (1995) - The Unitary Development Plan for the City of Manchester was adopted in 1995 and has largely been replaced with the policies contained within the Core Strategy. However, there are a number of policies that are extant.

The relevant **Places for Everyone** policies for this application are as follows:

JP-S1 – Sustainable Development
JP-P2 – Heritage
JP-P3 – Cultural Facilities

The relevant **Core Strategy** policies for this application are as follows:

DM 1 – Development Management
SP 1 – Spatial Principles (partially superseded by PfE)
EN 3 – Heritage (partially superseded by PfE)

The relevant saved **UDP** policies for this application are:

National Planning Policy Framework

The NPPF (December 2024) sets out broad national policies on themes such as housing, historic environment, town centres, design, climate change and the Green Belt. Central to the broad policy direction contained within the NPPF is the notion of sustainable development; development which effectively balances economic, social and environmental factors. The Local Planning Authority consider the following sections relevant to this proposal.

- Section 2 – Achieving sustainable development
- Section 4 – Decision-making
- Section 12 – Achieving well-designed places
- Section 16 – Conserving and enhancing the historic environment

Paragraph 135 (f) states that developments “*create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future user and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience.*”

Paragraph 216 states that “*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 directly or indirectly affect non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset.*”

Issues

Principle of development:

Scope of works

Installation of a roof edge protection guardrail which requires planning permission – Kee Guard Bolt-In galvanised specification in RAL 7016 (Anthracite Grey) with non-ferrous fixings inside the parapet to be 1.1m above the roof walkway level (see fig.5).

Heritage, Design, Appearance and Impact to Visual Amenity and setting of the Listed Park:

In this case, the host building can be considered to be a non-designated heritage, due to its architectural and social significance and its contribution to the character and appearance of the immediate area and listed park generally.

The scheme would facilitate the future use of the former Museum and Art Gallery within Queens Park. It is considered that the impact of the proposed roof edge protection guardrail on the character and appearance of the listed park does cause less than substantial harm to the historic qualities of the property and to the special interest of the registered park, however, these impacts are mitigated by the improvements proposed to the ongoing maintenance of the building and are outweighed by the public benefit of maintaining the viable use of the building.

It is considered that on balance and when weighed against the public benefits arising from the improvement to the maintenance of the roof and its continued usage to prevent its decline, the public benefits outweigh any perceived heritage impact, which in this case are considered less than substantial.

The proposal would retain the original building for beneficial use and the architectural detailing and alterations are considered sympathetic to the original character of the host structure. In turn, this would sustain the significance of the non-designated heritage asset, reflecting the relevant guidance contained within the NPPF.

Other Legislative Requirements

Equality Act 2010

Section 149 (Public Sector Equality Duty) of the Equality Act 2010 requires due regard to the need to: Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Act and; Advance equality of opportunity between persons who share a protected characteristic and persons who do not share it. The Equality Duty does not impose a legal requirement to conduct an Equality Impact Assessment. Compliance with the Equality Duty involves consciously thinking about the aims of the Equality Duty as part of the process of decision-making.

Human Rights Act 1998 considerations

This application needs to be considered against the provisions of the Human Rights Act 1998. Under Article 6, the applicants (and those third parties, including local residents, who have made representations) have a right to a fair hearing and to this end the local planning authority must give full consideration to their comments.

Protocol 1 Article 1, and Article 8 where appropriate, confer(s) a right of respect for a person's home, other land and business assets. In taking account of all material considerations, including Council policy as set out in the Core Strategy and saved policies of the Unitary Development Plan, the Director of Planning, Building Control & Licensing has concluded that some rights conferred by these articles on the applicant(s)/objector(s)/resident(s) and other occupiers and owners of nearby land that might be affected may be interfered with but that that interference is in accordance with the law and justified by being in the public interest and on the basis of the planning merits of the development proposal. She believes that any restriction on these rights posed by the recommendation given is proportionate to the wider benefits of and that such a decision falls within the margin of discretion afforded to the Council under the Town and Country Planning Acts.

Recommendation: Approve

Article 35 Declaration

Officers have worked with the applicant/agent in a positive and proactive manner based on seeking solutions to problems arising in relation to dealing with the planning application. In this instance, no negotiations were necessary but appropriate conditions have been attached to the end of this report. The scheme is considered to be in accordance with the guidance contained within saved policy DC1, DC19 of the Manchester Unitary Development Plan and to policies SP1, EN3 and DM1 of the Core Strategy.

Condition(s) to be attached to decision for approval

- 1) The development must be begun not later than the expiration of three years beginning with the date of this permission.

Reason - Required to be imposed pursuant to Section 91 of the Town and Country Planning Act 1990.

2) The development hereby approved shall be carried out in accordance with the documents labelled:

- 9450-BA-XX-XX-DR-A-(05)001: Proposed East Elevation
- 9450-BA-XX-XX-DR-A-(05)002: Proposed South Elevation
- 9450-BA-XX-XX-DR-A-(05)003: Proposed West Elevation
- 9450-BA-XX-XX-DR-A-(05)004 A: Proposed North Elevation
- 9450-BA-XX-XX-DR-A-(05)005: Proposed Roof plan
- Heritage Statement Rev P1 (Prepared by Buttress; Dated 07/02/2025; Received 07/02/2025)
- Planning Statement (Prepared by AtkinsRealis; Dated 17/01/2025; Received 20/03/2025)
- Email from Buttress dated 24/04/2025 – detailing RAL colour

Stamped as received by the City Council as Local Planning Authority on 16/01/2025 unless specified otherwise.

Reason - To ensure the development is carried out in accordance with the approved plans, pursuant to Policies SP1 and DM1 of the Core Strategy

3) The materials to be used on the external surfaces hereby permitted shall match those as specified on the application form/drawings in type, size, colour and texture. For the avoidance of doubt the approved roof edge protection should be finished in RAL 7016 – Anthracite grey colour.

Reason - To ensure the appearance of the building to be extended is not adversely affected by the materials to be used in the construction of the structure, pursuant to policy DM1 of the Manchester Core Strategy.

Appendix 1 – List of consultees & neighbours notified

Heritage & Urban Design
The Gardens Trust

Appendix 2 – Planning constraints

Article 4 Direction - Removal Of PD Rights Change Of Use From Class C3 To Class C4
Coal Authority - Development Low Risk - Name: DEVELOPMENT_LOW_RISK_AREA
Coal Authority - Surface Coal Resources - Name: Coal bearing strata at surface
Area Team Boundary - Name: NORTH AREA