

Planning

Growth & Development

Delegated officer report for planning application

Application no. 141801/LO/2024
Date registered valid: 20 December 2024
Proposal: Listed building consent for the replacement of the drill hall roof and second floor roof light and associated external works.
Address: Army Reserve Centre, Ardwick Green North, Manchester, M12 6HD
Ward(s): Ardwick Ward

Applicant: Rev. Mark Roper Manchester City Centre Resource Church Trust (Fabric Church)
Agent (if any): Neil Lucas AshtonHale
Case officer: Ian Jarvis
Tel: 0161 234 4079
Email: ian.jarvis@manchester.gov.uk
Recommendation: Approve
Date of recommendation: 14 February 2025

Application details

Type of application: Listed Building Consent

Development type: Listed building alteration

Standard consultations:

Printed: 8 January 2025 Expired: 29 January 2025

Neighbour notifications

Printed: 8 January 2025 Expired: 29 January 2025

Site notice

Posted: Expired:

Press advert

Published: 14 January 2025 Expired: 4 February 2025

Departure from Development Plan: No

Environmental Statement: Not required

Description of site/building

This application relates to a Grade II Listed Building, which lies on the city centre fringe, adjacent to a main radial route to/from the city centre (A6).



View of application building (Source: Google Maps)

The premises was last used as a military installation, known as Ardwick Green Barracks, having been occupied by regimental forces since the end of the nineteenth century and has been more recently occupied by the Territorial Army. Planning permission was granted in 2023 for a place of worship with associated community facilities, offices and ancillary accommodation. The range of facilities proposed within the approved application included co-working space, social outreach, meeting rooms, community cafe, creche, young people's activity spaces and a main meeting hall. Following the approval of the above permission in March 2023, the Fabric Church congregation began to occupy the site for worshipping and social purposes. At present, the Church utilises a number of rooms within the site for the above purposes however, the current

condition of certain areas of the Church has meant that the site cannot be utilised to its full potential.

The host building is generally 3 storeys high, with a four-storey tower, and has a coarse sandstone type finish. The site comprises the main barracks building fronting on to Ardwick Green, the Drill Hall immediately behind and a 1950s garage/workshop building. The main building is stone built in a castellated gothic style with large arched entrance. A large open column free drill hall extends to the rear supported by delicate iron trusses and features glazed rooflight along its length.

Listed building: Grade II

Conservation area: No

Tree Preservation Order: No

Description of area

The immediate area is mixed use in character, comprising a variety of office, community building, light industrial, residential and other commercial uses. Immediately opposite the site is Ardwick Green Park.

Description of development

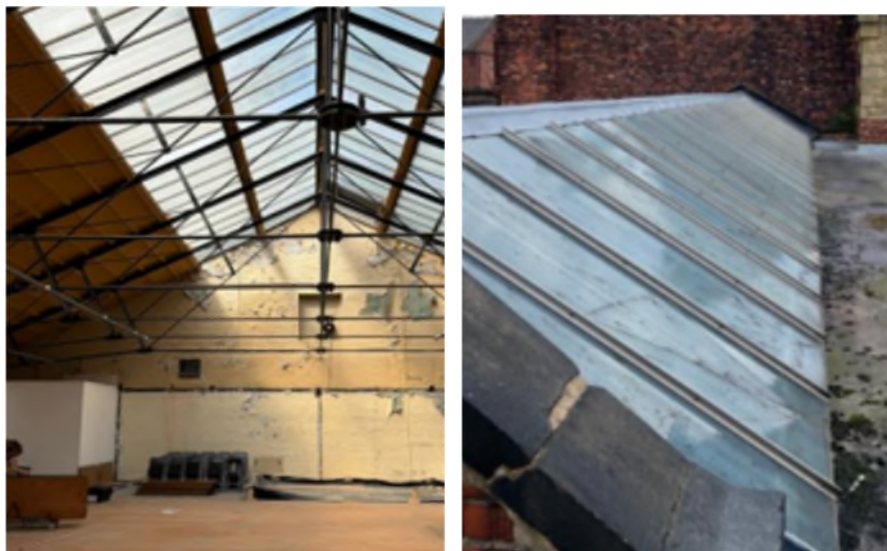
Listed Building Consent is proposed to replace and reinstate the Drill Hall roof and the second-floor roof light at the Grade II listed Army Reserve Centre, Ardwick in order to protect the existing historic fabric of the site from further damage and moisture ingress and to allow for repairs in preparation for more extensive refurbishment of the building. Following a survey of the roof, particular issues have been identified on the eastern eaves gutter where serious leaks have occurred during heavy rain at both the northern and southern end.

The application proposes:

-The replacement of the late-20th century Drill Hall roof with aluminium standing seam roof.

The replacement of the late-20th century Drill Hall roof light with double glazed aluminium roof light.

-The replacement of the late-20th century roof light on the second floor of the barracks building with double glazed aluminium rooflight.



Photographs of existing roof and rooflight (Extracted from submitted application)

The intention is to replace the existing roof and roof light to the drill hall with an aluminium composite roof and double-glazed roof lights in order to protect the existing fabric from any further water ingress, and allow the historic fabric to dry out, in preparation for more extensive refurbishment works to follow, securing the future of the building. Also proposed is the replacement of roof light to barracks building and removal of later second floor suspended ceiling.

During the course of the application, at the request of the Council, amended eaves and gutter detail was requested. An updated drawing was submitted accordingly.

Consultations & Notification Responses

Local Residents/Occupiers – 1 objection has been received from a neighbouring occupier in which concerns are raised about construction work having the potential to increase noise and disturbance which would affecting operations of a nearby education provider. Concerns are raised about acoustic insulation and the potential use of amplified sound.

Planning History

136050/FO/2023

Change of use of former military installation to place of worship with associated community facilities, offices and ancillary accommodation including retention of ground floor indoor car parking. *Approved 22 September 2023.*

Policy

The following policy and guidance is considered relevant to the assessment of this application:

- Saved policy DC19.1 of the Unitary Development Plan for the City of Manchester;
- Policies EN3, CC8, CC9, DM1 and EN4 of the Manchester Core Strategy;
- Policy JP-P2 of Place of Everyone Joint Development Plan;
- National Planning Policy Framework - Sections, 3, 4 and 16.

Issues

Principle

Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 states that: 'In considering whether to grant planning 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'.

Policy EN3 of the Core Strategy, likewise refers to the need for the consideration to be given to the impact of new developments on heritage assets, whilst saved Policy DC19.1 of the UDP seeks to preserve and enhance listed buildings and specifically states that listed building consent will not be granted for external or internal alterations or additions to a listed building, were in its opinion, there would be an adverse effect on its architectural or historic character.

Policy CC8 notes that the Council will provide appropriate support for schemes which are likely to contribute to the promotion of social, environmental or economic well-being of Manchester.

Policy CC9 refers to the need to protect or enhance the heritage assets that have been identified, including listed buildings, conservation areas and scheduled ancient monuments

Policy J2-P2 of the Places for Everyone goes make reference to the need for development proposals affecting designated and non-designated heritage assets and/or their settings to be considered having regard to national planning policy

Further guidance is provided within Section 16 of the National Planning Policy Framework (NPPF).

Paragraph 207 states that in determining applications:

'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 into account when considering the impact of a proposal on a heritage asset, to avoid or minimise any conflict between the heritage asset's conservation and any aspect of the proposal.'

Paragraph 208 states that:

'LPAs should ensure that any conflict between the heritage asset's conservation and any aspect of the proposal is avoided or minimised.'

Paragraph 210 goes on to state:

'In determining applications, LPA's should take account of, the desirability of sustaining and enhancing the significance of heritage assets and the desirability of new development making a positive contribution to local character and distinctiveness'.

Paragraph 212 states:

'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'.

Paragraph 213 states:

'Any harm to, or loss of, the significance of a designated heritage asset should require clear and convincing justification.

Paragraph 215 states:

'Proposals of less than substantial harm to the significance of a designated heritage asset should be weighed against the wider public benefits of the proposal'.

In this case, the significance of the building is derived from its architectural interest evidenced in its attractive design with a castellated stone barracks frontage building with column free extensive drill hall to the rear and historically associated with the 2nd Manchester volunteers corps in Ardwick. These elements are considered to be of high significance, as noted in the submitted Heritage Statement which accompanies the application.

It is considered that the proposal would result in varying degrees of adverse and beneficial direct impacts on building fabric, these principally range from minor to negligible (adverse and beneficial). The harm to heritage significance is considered to be outweighed by sustaining the continued use of the building, visual enhancement of drill roof from the exterior and thermal gains to the building.

On this basis, the principle of the proposal is considered to accord with overarching Development Plan policy and guidance and is therefore considered acceptable.

Heritage Impact

Assessment of the following elements is provided below.

Replacement Drill Hall Roof.

The existing roof covering to the drill hall is a corrugated roof and single glazed rooflight which replaced the use of original slate. The roof covering is in itself not attractive and visually prominent from the street. It is thereby considered to be of no significance.

The rooflight whilst not original, is an important feature flooding the drill hall with light. The choice of the replacement roof covering with an aluminium standing seam roof has been driven by the need to retain the lightweight steel trusses also a significant feature and thereby minimise additional loads on the structure. It would include an insulating layer to improve thermal performance that would benefit and sustain the use of the building. This would however increase the depth of thickness of roof covering which would require adapting eaves gutter parapet detail as per image below. Proposed aluminium eaves gutter sitting above the raised parapet would appear visually conspicuous from the road and would be better sited behind the raised parapet. Due to the Council's concerns, revised eaves and gutter details have been received which are now considered acceptable.

The existing non-original rooflight is to be replaced with aluminium framed double glazed rooflight, incorporating vents. There would be small visual change in appearance by incorporating double glazed units. The replacement roofing and rooflight would appear as contemporary modern finishes, however the grey colour of the aluminium would resonate with the original slate appearance and present a visual improvement overall compared to the corrugated metal, as well as protecting the building from water ingress.

There would be greater impact from the removal of the timber boards which feature across the drill hall roof internally as these would be replaced by a metal deck. This has been justified in order to avoid additional loads on the lightweight steel trusses. This would incur a moderate adverse impact, and there may be scope for the boards to be repurposed elsewhere in the building.

It is considered that the overall approach is acceptable following the amended eaves gutter detail and the replacement roof would be an improvement to the current roof covering. It brings beneficial effects such as visual external enhancement and thermal benefits, as well as replacing some building elements of lesser significance. It is considered that there is moderate adverse effect from the loss of internal timber boards to underside of roof which can be considered to amount to less than substantial harm but is justified to minimise impact on steel trusses. This harm is believed to be outweighed by the ensuring the building is sustained in continued use, as well as providing visual enhancements and thermal benefits. On this basis, the impact is considered acceptable.

Replacement roof light.

The main barracks building has a flat roof behind stone parapet with a later twentieth century rooflight.

The scope of works includes the removal existing late twentieth century internal partitions, subdividing the second-floor function room, restoring the room to its original extent, the removal of internal suspended ceiling to the second floor function room, thereby providing access to the roof light and existing single glazed roof light, to be replaced with a double glazed aluminium framed roof light, incorporating opening vents. The work proposed impacts twentieth century fabric of lesser significance and there is a benefit in revealing the rooflight from the interior by removing the second-floor suspended ceiling.

Fabric proposed to be removed is of no heritage significance, as the glazing and glazing bars date to late twentieth century. However, use of double-glazed units would affect the visual appearance to a minor degree. This is offset by providing thermal enhancements to ensure the space is usable. Minor works proposed and repairs would enhance the appearance of the building and are considered to be sympathetic to the heritage asset. The proposed works to this part of the building are thereby considered acceptable.

Wider benefits

Policy EN4 states that the Council will seek to reduce fuel poverty and will support applications which seek to reduce the need for energy through energy efficient features such as improved insulation and glazing.

In this case, the current roof is in a poor condition and leaks water, whilst reducing the thermal efficiency of the building which would lead to the increased need for heating.

As a consequence of the proposed works, the thermal efficiency of the building would be vastly improved and would result in the reduced need for heating, with an associated reduction in carbon.

Other issues

An objection has been received from a neighbouring occupier because of potential noise and disturbance during works and concerns are raised about the use of amplified sound and the need for acoustic insulation.

Inevitably, there will always be a degree of noise and activity as result of development and whilst the City Council has no control over what time of year the works would take place, through the implementation of a Construction Management Plan (required by an attached condition), including a control over the hours of working, any impact can be satisfactory minimised.

In term of amplified sound and acoustic insulation, the current application is only concerned with the roof works proposed and the impact to heritage. The use of the building has already been established by a previous planning permission, which includes the use of conditions requiring the building to be acoustically insulated and a restriction of the hours of operation. Further, the roof works in this case would undoubtedly improve the any noise breakout by infilling existing gaps. As such, any noise/disturbance impact is considered satisfactory.

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

Condition(s) to be attached to decision for approval OR Reasons for recommendation to refuse

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

Reason - Required to be imposed pursuant to Section 18 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

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

Drawings referenced 2411 SKM RF XX D A 009001 PO2, 2411 SKM RF 01 D A 019101 PO3, 2411 SKM RF 02 D A 019102 PO3, 2411 SKM RF ZZ D A 019105 PO3, 2411 SKM RF 01 D A 019111 PO3, 2411 SKM RF 02 D A 019112 PO3, 2411 SKM RF ZZ D A 019200 PO3, 2411 SKM RF ZZ D A 019300 PO3, 2411 SKM RF ZZ D A 019301 PO3, 2411 SKM RF ZZ D A 019302 PO3, 2411 SKM RF 01 D A 039101 PO3, 2411 SKM RF 02 D A 039102 PO3, 2411 SKM RF ZZ D A 039105 PO3, 2411 SKM RF 01 D A 039111 PO3, 2411 SKM RF 02 D A 039112 PO3, 2411 SKM RF ZZ D A 039200 PO3, 2411 SKM RF ZZ D A 039300 PO3, 2411 SKM RF ZZ D A 039301 PO3, 2411 SKM RF ZZ D A 039302 PO3, 2411 SKM RF ZZ D A 209300 PO2, 2411 SKM RF ZZ D A 209310 PO2, 2411 SKM RF XX D A 279501 PO2 and 2411 SKM RF XX D A 279511 PO2, received by the City Council as Local Planning Authority on 20 December 2024 and drawing referenced 2411 SKM RF XX D A 279502 PO3, received by the City Council as Local Planning Authority on 13 February 2025.

Reason - To ensure that the development is carried out in accordance with the approved plans, pursuant to saved policy DC19.1 of the Unitary Development Plan for the City of Manchester and policies SP1, EN3 and DM1 of the Manchester Core Strategy.

3) No development that is hereby approved shall commence unless and until samples and specifications of all materials to be used on all external elevations of the development have been submitted to and approved in writing by the City Council as local planning authority.

Reason - To ensure that the appearance of the development is acceptable to the City Council as local planning authority in the interests of the visual amenity of the area within which the site is located, as specified in policies SP1 and DM1 of the Manchester Core Strategy.

3) Prior to the commencement of development, a construction management plan outlining working practices during development and demolition shall be submitted to and approved in writing by the local planning authority, which for the avoidance of doubt should include:

- Dust suppression measures;
- Compound locations where relevant;
- Location, removal and recycling of waste;
- Detail of an emergency contact telephone number;
- Parking of construction vehicles; and
- Sheeting over of construction vehicles.

The development shall only be carried out in accordance with the approved construction management plan.

Reason - To safeguard the amenities of nearby residents and to protect the fabric of the building, pursuant to policies SP1, EN3, EN19 and DM1 of the Manchester Core Strategy.

Appendix 1 – List of consultees & neighbours notified

Heritage & Urban Design

Unit 1, Progress Centre, Charlton Place, Manchester, M12 6HS
Tanzaro House Block D First Floor Front, The Mews, Charlton Place, Manchester, M12 6HS
Tanzaro House, Ardwick Green North, Manchester, M12 6HS
Unit 10, Progress Centre, Charlton Place, Manchester, M12 6HS
Unit 5, Progress Centre, Charlton Place, Manchester, M12 6HS
Unit 14, Progress Centre, Charlton Place, Manchester, M12 6HS
1 - 3 Ardwick Green North, Manchester, M12 6ZZ
24 Ardwick Green South, Manchester, M13 9XE
Second Floor, 9 - 19 Ardwick Green North, Manchester, M12 6FZ
29 Wadeson Road, Manchester, M13 9UG
Block A Second Floor Front, Tanzaro House, 9 - 19 Ardwick Green North, Manchester, M12 6JU
Unit 6, Progress Centre, Charlton Place, Manchester, M12 6HS
Unit 13, Progress Centre, Charlton Place, Manchester, M12 6HS
First Floor, Tanzaro House, 9 - 19 Ardwick Green North, Manchester, M12 6FZ
Second Floor, Tanzaro House, 9 - 19 Ardwick Green North, Manchester, M12 6FZ
29B Wadeson Road, Manchester, M13 9UG
Unit 2B, Progress Centre, Charlton Place, Manchester, M12 6HS
Tanzaro House Block D First Floor Rear, The Mews, Charlton Place, Manchester, M12 6HS
Unit 1F, Progress Centre, Charlton Place, Manchester, M12 6HS
Block A Second Floor Rear, Tanzaro House, 9 - 19 Ardwick Green North, Manchester, M12 6JU
1 Charlton Place, Manchester, M12 6HS
22 - 24 Ardwick Green South, Manchester, M13 9XE
Unit 3, Progress Centre, Charlton Place, Manchester, M12 6HS
Unit 8, Progress Centre, Charlton Place, Manchester, M12 6HS
Unit 2C, Progress Centre, Charlton Place, Manchester, M12 6HS
Unit 12, Progress Centre, Charlton Place, Manchester, M12 6HS
Ground Floor, Tanzaro House, 9 - 19 Ardwick Green North, Manchester, M12 6HS
29A Wadeson Road, Manchester, M13 9UG
Unit 2A, Progress Centre, Charlton Place, Manchester, M12 6HS
Unit 3D, Progress Centre, Charlton Place, Manchester, M12 6HS
Unit 1D And Unit 1E, Progress Centre, Charlton Place, Manchester, M12 6HS
Unit 3C, Progress Centre, Charlton Place, Manchester, M12 6HS
Halfords Autocentre, 22 Ardwick Green South, Manchester, M13 9XE
Block D Second Floor, Tanzaro House, Ardwick Green North, Manchester, M12 6HS
Unit GC, Progress Centre, Charlton Place, Manchester, M12 6HS
Unit 15, Progress Centre, Charlton Place, Manchester, M12 6HS
65 - 69 Downing Street, Manchester, M1 7JE
First Floor, Tanzaro House, Ardwick Green North, Manchester, M12 6JH
Basement To First Floor, Tanzaro House, Ardwick Green North, Manchester, M12 6FZ
8 - 10 Ardwick Green South, Manchester, M13 9XE
Unit 3B, Progress Centre, Charlton Place, Manchester, M12 6HS
Unit 3A, Progress Centre, Charlton Place, Manchester, M12 6HS
Unit 11, Progress Centre, Charlton Place, Manchester, M12 6HS
Caretakers Flat, Territorial Army Centre, Ardwick Green North, Manchester, M12 6HD
Tyre And Exhaust Depot, Kale Street, Manchester, M13 9XE

Appendix 2 – Planning constraints

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

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

Coal Authority - Development Low Risk - Name: DEVELOPMENT_LOW_RISK_AREA

Area Team Boundary - Name: NORTH AREA