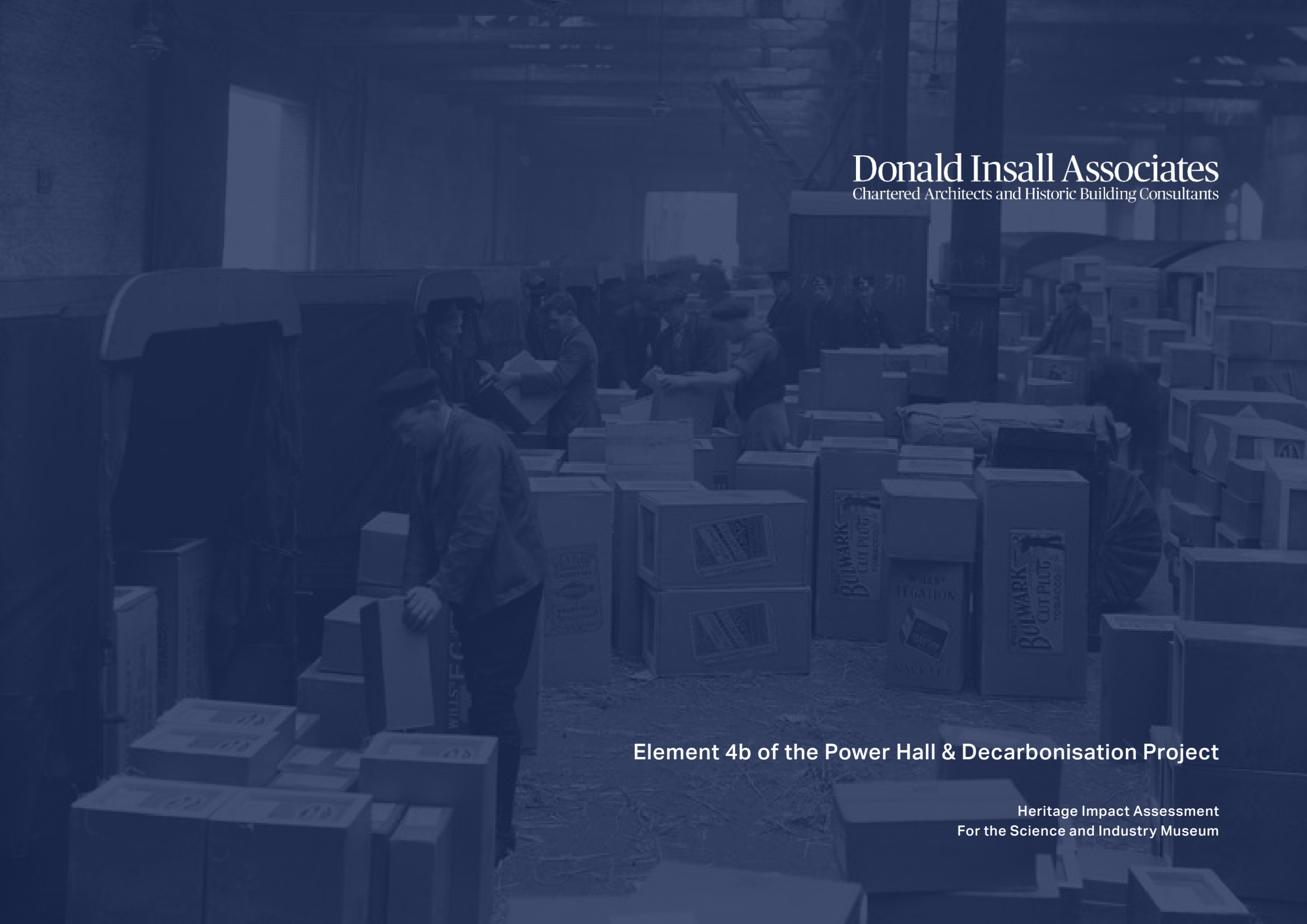


A historical photograph of a tobacco warehouse, likely from the early 20th century. The scene is filled with numerous large, rectangular boxes stacked in rows. Several men, dressed in work clothes and hats, are visible, some standing and others working with the boxes. The warehouse has a high ceiling with exposed wooden beams and a large open doorway in the background. The overall tone is sepia, giving it a historical feel.

Donald Insall Associates

Chartered Architects and Historic Building Consultants

Element 4b of the Power Hall & Decarbonisation Project

Heritage Impact Assessment
For the Science and Industry Museum



Contact Information

Kate Martyn (Practice Director)

E: kate.martyn@insall-architects.co.uk

Manchester Office

T: 0161 359 4326

www.donaldinsallassociates.co.uk

<i>Version:</i>	2
<i>Issue date:</i>	17 July 2024
<i>Prepared by:</i>	VXW / KXM
<i>Checked by:</i>	KXM
<i>Version description:</i>	For planning submission

This report and all intellectual property rights in it and arising from it are the property of or are under licence to Donald Insall Associates Limited. Neither the whole nor any part of this report, nor any drawing, plan, photograph, other document or any information contained within it may be reproduced in any form, including online, without the prior written consent of Donald Insall Associates Limited. All material in which the intellectual property rights have been licensed to Donald Insall Associates Limited, and such rights belong to third parties, may not be published or reproduced at all in any form, and any request for consent to the use of such material for publication or reproduction should be made directly to the owner of the intellectual property rights concerned. Checked by: KM

Contents

1.0	Summary of Impact Assessment	1
2.0	Description of Area of Proposed Works and Assessment of Significance	3
3.0	Description of the Proposals and their Impact	10
	Appendix I - Statutory List Descriptions	12
	Appendix II - Planning Policy and Guidance	13



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

1.0 Summary of Impact Assessment

1.1 Introduction

Donald Insall Associates was commissioned by the Science and Industry Museum in November 2019 to assist them in producing a Heritage Impact Assessment for alterations to the roof, windows and doors, 1980s platform, high level services and fabric repairs. These works form part of the wider Power Hall + Decarbonisation project at the Museum to restore and refurbish the Power Hall (Grade II) and to substantially improve energy efficiency and lower carbon emissions across this globally significant site. These works have been the subject of several applications and further revisions are now sought to the consented floor finishes.

This assessment has been prepared in accordance with the requirement of the National Planning Policy Framework (2023), paragraph 200, which asks that applicants 'describe the significance of any heritage assets affected' by proposals for change. This assessment takes account of the guidance provided by Historic England in 'Statements of Heritage Significance: Analysing Significance in Heritage Assets. Historic England Advice Note 12' (2029); IEMA, IHBC and CIfA: 'Principles of Cultural Heritage Impact Assessment in the UK' (2021).

This report is based on historical research, using both archival and secondary material and consulting the relevant Historic Environment Record (HER), and site inspections undertaken throughout the course of the project. A description of the flooring within the Power Hall and assessment of significance are within Section 2. The specific constraints for this site are summarised

below and Section 3 provides a justification of the scheme according to the relevant legislation, planning policy and guidance.

1.2 The Building, its Legal Status and Policy Context

The Power Hall is a Grade II-listed building located in the Castlefield Conservation Area in the City of Manchester. It is on the museum complex, which includes the following listed buildings:

- Former Liverpool Road Railway Station, Station Master's House / 1830s Station Buildings (Grade II);
- The Old Warehouse to North of Former Liverpool Road Railway Station / 1830 Warehouse (Grade II);
- Railway Viaduct lining Bridge over Irwell River to Liverpool Road Station / 1830 Viaduct (Grade II)
- Manchester Museum of Science and Industry, Former Lower Byrom Street Warehouse / New Warehouse (Grade II);
- The Colonnaded Railway Viaduct at the Former Liverpool Road Goods Depot / 1867 Colonnaded Viaduct / 'Pineapple Line' (Grade II).

Also within the setting of the Power Hall, but outside the complex are the following listed buildings:

- The Air and Space Museum (Grade II);
- The Former Grape Street Bonded Warehouse (Grade II);
- Former St Matthews Sunday School (Grade II);
- 123 Liverpool Road (Grade II);
- The Former Commercial Hotel (Grade II).

The statutory list description is included in Appendix I and extracts from the relevant legislation and planning policy documents provided by the local planning authority are in Appendix II. In summary, the relevant legal and policy backgrounds is as follows.

1.2.1 The Planning (Listed Buildings and Conservation Areas) Act 1990

The Planning (Listed Buildings and Conservation Areas) Act 1990 is the legislative basis for decision-making on applications that relate to the historic environment. Section 16 of the Act imposes a statutory duty upon local planning authorities with the aim to protect the special interest of a listed building.

1.2.2 The Local Plan

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 plans applicable to the Site are the Manchester Core Strategy 2012-2027 (adopted 2012) and retained policies of the Unitary Development Plan (1995). These require that proposed works preserve or enhance the historic environment, including the character, setting and accessibility of important buildings and areas.

1.2.3 The National Planning Policy Framework (2023)

The courts have held that following the approach set out in the policies on the historic environment in the National Planning Policy Framework (2023) 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). At the heart of the Framework is '*a presumption in favour of sustainable development*' and there are also specific policies relating to the historic environment.

The Framework requires that proposals for change give 'great weight' to the conservation of heritage assets (paragraph 205), that harm to the significance of heritage assets requires 'clear and convincing justification' (206), and that such harm is outweighed by public benefits. Harm is to be categorised as substantial (207) or less than substantial (208).

2.0 Description of Area of Proposed Works and Assessment of Significance

2.1 The Power Hall

The vast Power Hall was built as a Shipping Shed in 1855 for the LNWR to provide space for immediate unloading and transhipment of goods on to carts and trucks and overnight garaging for locomotives. It was located at the corner of Liverpool Road and Lower Byrom Street, further east from its smaller predecessor. Offices were built at its western end in the early-1860s, also facing Liverpool Road, to serve the burgeoning administrative functions of Shipping Shed. In c.1881, a substantial electrical travelling gantry crane was installed by the LNWR, adjoining the north elevation of the Power Hall – intended for transhipment (transferring goods from one train to another for onward transport). The building remained in use until 1975, when the station closed. It was repaired in 1979 and used as part of the station's 150th anniversary celebrations, following which it was converted into the Power Hall between 1980 and 1983.

The Power Hall is of **high historic value** for its role as one of Manchester's key hubs for goods transfer and it represents the success of the Liverpool Road Station as part of a wider network of goods distribution across the country and throughout the world; it is also representative of the site's historic development – as the first major building to be erected following the station's transfer to a goods only station in 1844. The building is also historically significant as the first building to be converted and used by the North Western Museum of Science and Industry (now the Science and Industry Museum) to celebrate the station's 150th anniversary.

- The site and the building are of **high evidential value** for the continued development of the site for goods / shipping sheds;
- The building has **strong group value** with the other railway buildings and structures on the site;
- It is of **high aesthetic value** – as a rare survivor of an early urban goods transfer shed and is representative of development of the railway good sheds as a building type;
- Some of its features exemplify LNWR's architectural standards – including the rooflights and the blind arcading to its street-facing elevations, which contributes to its significance;
- The layout follows something of a hybrid plan for good sheds of the time – a through-type, with openings in the short elevations, with rail tracks along the north side of the building and a roadway on the south, for direct transfer from rail to road vehicle across a loading stage;
- The former Goods Offices contribute to the building's significance and are representative of the mid-Victorian development of the goods station and are a decent, if not rather typical example of their type;
- The late-19th century travelling crane, located along the north elevation is of **high significance** as an increasingly rare survivor of its type;
- The mid-20th century WC block has little or no architectural value and does not contribute;
- The early-1980s Visitor Entrance Block was designed to reflect the architecture and detailing of the Power Hall, however it fails to contribute as its details are not well-handled and it features large expanses of smoked brown glazing, which detracts; overall this building is of **neutral significance**.

2.2 Power Hall Flooring

The flooring within the Power Hall comprises a number of different levels and materials. In general, the flooring is stone setts set with rails – much of this appears to have been reset following the 1980s works and the cement is rather unsightly. Photographs of the conversion works clearly show the extent to which the floor finishes were disturbed during the installation of exhibits **[Plates 1 & 2]**. Amongst the setts are modern concrete walkways, lino or timber plank flooring around the exhibits (laid in the 1980s) and a central raised platform with ramped access which incorporates a large portion of the fabric of the original loading stage (with wide timber boards). The flooring in the north-west of the building is a mixture of stone setts into which two railway tracks are laid and there are short concrete thresholds inside each of the fire escapes within the north wall **[Plates 3 - 5]**. The setts located where the original loading stage would have been, are larger in size than others found elsewhere in the building, suggesting the smaller setts may be 1980s replicas and the remainder reset historic setts. The area in front of the canted corner at the south-east is formed of setts on top of modern brick, suggesting they have been reinstated as part of the 1980s refurbishment **[Plate 6]**. The central section of the building is set at a raised level for the display of various engines. The western portion of this contains fabric from the original loading stage, with access via a ramp. A large section of the stage is lined with original timber boards – notable for their width in comparison with the narrower modern boards **[Plate 7]**. The ramp itself appears to incorporate reused original boards, the infill beneath the stage is rebuilt in modern brick

and timber (the structure beneath is not visible). The south side of the loading stage is lined by historic curbs and screed **[Plate 8]**. Access to the stage is also provided elsewhere by modern steps. The rest of the raised platform areas to the east are finished with a rubber/ lino type floor covering, with a number of enclosures for the engine exhibits which is largely a modern construction **[Plate 9]**.

At the east end of the building, the entrance area from the north-east entrance comprises entrance matting, to the east of this is a wide area of concrete screed which appears slightly lower than the exterior of the building and the original railway track level. The southern portion of the Power Hall has a concrete walkway running the length of the building with setts either side, mainly surrounding the exhibits. At the south-western end, a short section of railway track has been laid on gravel, within a raised timber plinth.

Whilst the setted floor finishes, curbs and tracks are of **high significance**, some appear to have been re-laid, whilst others are replacements and are therefore of **lower significance**, whilst the general patchwork which has been created through the addition of modern finishes such as concrete and lining **detracts**.

The reset timber-boarded loading stage and relocated tracks at the western end of the building – the timbers (joists and floorboards) are of **moderate to high significance**, the ramp is of lesser significance as a newly formed element reusing historic boards, the modern dwarf brick walls, timber fascias, vinyl floor coverings and railings are of no significance.



1. c.1981 View of the Power Hall. (SIM Archive YA2007.4129. Licence CC-BY-NC-SA 4.0)



2. c.1981 View of the Power Hall (SIM Archive YA2007.4129. Licence CC-BY-NC-SA 4.0)



3. Cobbles in the north-west corner (Insall)



4. Cobbles surrounding exhibit plinth (Insall)



5. Concrete walkway between cobbles (Install)



6. Cobbles with modern brick underneath (Install)



7. Remaining portion of the Central Loading Platform (Insall)



8. South side of the Central Loading Platform (Insall)



9. The modern raised platform, looking west (Studio Downie)

3.0 Description of the Proposals and their Impact

3.1 Description of the Proposals

The proposals are outlined in detail in submission document by Carmody Groarke and seek consent for a revised flooring design to the approved scheme. It is proposed to expand the consented area for laying accessible cobbles (Region A) with a flanking section either side (Regions B and C) previously consented for relaid cobbles (in the place of a concrete finish) and retention of existing cobbles respectively. The consented scheme sought to provide a more cohesive floor finish and coherent circulation route throughout the Power Hall with 94% of lifted cobbles re-laid, a single area with a concrete finish and new accessible cobbles of a slightly differing appearance at the entrance as a means of wayfinding into the building and to create a sense of arrival.

The development of the Interpretative Design has however found that this strategy renders some parts of the exhibition displays inaccessible and most critically to the east and west of the consented area of accessible cobbles at the entrance. It is therefore proposed to extend the area to include Regions B and C laid with accessible mixed colour granite cobbles, reducing the extent of cobbles retained overall within the building from 94% to 80%.

Whilst the floor finish now proposed has seen a decrease in the quantum of cobbles relaid, this forms part of an overall rationalisation of the floor finishes which would enhance the overall appearance of the Power Hall whilst bringing forward significant improvements to accessibility within the gallery space.

3.2 Justification of the Proposals

The proposals seek revisions to the flooring layout to provide egalitarian access throughout the Power Hall and to some of its important exhibits. They have been carefully developed to ensure the extent of harm brought about by the further loss of historic cobbles is limited to the minimum necessary to achieve this overriding ambition. The resulting impact on significance overall would be a minor degree of 'less than substantial harm', mitigated to a degree by the rationalisation of historic finishes elsewhere within the Power Hall and the improved aesthetic whilst providing a significant enhancement to the visitor experience.

As such the proposals would accord with MCC's relevant Policies EN 3 and DC19.1, whilst the reuse of materials as part of the wider flooring strategy, and indeed the overall scheme, contributes towards the Museum's sustainability positioning statement, MCC's zero carbon target and the objectives of the Climate Change Action Plan.

3.2.1 Planning (Listed Buildings and Conservation Areas) Act 1990

The Act is the legislative basis for decision making on applications that relate to the historic environment. Section 16 imposes a statutory duty upon local planning authorities to consider the impact of proposals upon listed buildings and states that new development should preserve or enhance their special architectural or historic interest. As a minimum, therefore, the impact of development on these heritage assets should be neutral to not engage the

presumption within the Act against the grant of listed building consent. This report has demonstrated that whilst the proposals would bring about the loss of historic fabric, this is the minimum necessary in order for the museum to still meet its objective for egalitarian access whilst otherwise the works would introduce a more cohesive design which would improve the internal visual character of the space and enhance its special interest overall.

3.2.2 National Planning Policy Framework

As explained above, the loss of historic fabric brought about by the proposals would cause a minor degree of 'less than substantial harm' to the significance of the Power Hall overall. 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. 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 205 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 208 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 which in this case are compelling and would considerably outweigh the harm identified:

- Rationalisation of the ad-hoc floor coverings, visually uplifting the appearance of the building and improving accessibility – collectively enhancing the visitor experience;
- Reordering of the collections on display to create a simple visitor experience, which is participative, engaging and interprets the collection;
- Significantly, they would facilitate the enhancement of this building's optimum viable use as a vital part of the popular Science and Industry Museum, which would in turn support and be beneficial to the long-term conservation of the Grade II-listed building and the wider museum complex – resulting in a major heritage benefit.

3.3 Conclusion

Any 'less than substantial' harm identified in the loss of cobbles would be offset by the public benefits which underpin the ambitions of the Power Hall project to increase the accessibility within the building and the ability for all to engage with the exhibition displays utilising materials which would not compromise its aesthetic overall. As such the proposals would meet the tests for sustainable development outlined in the NPPF insofar as they relate to the historic environment, the statutory duties contained within the Planning (Listed Buildings and Conservation Areas) Act 1990 and Manchester's local policies.

Appendix I - Statutory List Descriptions

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

Appendix II - 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.

Section 16 of the Act imposes a statutory duty upon local planning authorities to consider the impact of proposals upon listed buildings and 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.

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.

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.*

National Planning Policy Framework

Any proposals for consent relating to heritage assets are subject to the policies of the NPPF (December 2023). 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 well-designed, beautiful and safe places, 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 protect and enhance our natural, built and historic environment; including making effective use of land, improving 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:

- 201. *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.*

In determining applications local planning authorities are required to take account of significance, viability, sustainability and local character and distinctiveness. Paragraph 203 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 designated heritage asset, in paragraph 205 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 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 206 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. Substantial harm to or loss of:

- a) grade II listed buildings, or grade II registered parks or gardens, should be exceptional;*
- b) assets of the highest significance, notably scheduled monuments, protected wreck sites, registered battlefields, grade I and II* listed buildings, grade I and II* registered parks and gardens, and World Heritage Sites, should be wholly exceptional.*

Where a proposed development will lead to 'substantial harm' to or total loss of significance of a designated heritage asset paragraph 207 of the NPPF states that:

...local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or total 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 not for profit, 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, paragraph 208 of the NPPF states the following;

208. 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.

Other Relevant Policy Documents

National Planning Policy Guidance (2019)

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

Historic England: Conservation Principles and Assessment (2008)

