

Planning

Growth & Development

Delegated officer report for planning application

Application no. 137625/LO/2023

Date registered valid: 21 July 2023

Proposal: Listed Building Consent for refurbishment of roof including installation of new roof material

Address: Lower Campfield Market Hall , Liverpool Road, Manchester, M3 4FP

Ward(s): Deansgate Ward

Applicant: T Hewins Allied London Campfield Developments Limited

Agent (if any): Mrs Deborah Baker Barnett Zerum

Case officer: Jennifer Atkinson
Tel: 0161 234 4517
Email: jennifer.atkinson@manchester.gov.uk

Recommendation: Approve

Date of recommendation:

Application details

Type of application: Listed Building Consent

Development type: Listed building alteration

Date of site visit:

Standard consultations:

Printed: 25 July 2023 Expired: 15 August 2023

Neighbour notifications

No neighbour notifications have been printed and sent.

Site notice

Posted: Expired:

Press advert

Published: 1 August 2023 Expired: 15 August 2023

Departure from Development Plan: No

Environmental Statement: Not required

Description of site/building

Lower Campfield Market, along with the Upper Campfield Market (not part of this application), were designed as purpose-built covered market halls with the Lower Campfield Market being completed first in 1878, and the Upper Campfield Market being completed soon after in 1882.

Lower Campfield has had a number of uses over the years including exhibition hall and a training centre in WW1. More recently the building has been used in association with the Science Museum.

Listed building: Not applicable

Conservation area: Castlefield Conservation Area 1979

Tree Preservation Order:

Description of area

The application site is located along Liverpool Road which is characterised by a variety of commercial uses and residential properties. The site is also located in the Castlefield Conservation Area.

Description of development

Listed Building Consent for refurbishment of roof including installation of new roof material

Consultations & Notification Responses

Publicity – The proposal has been advertised in the local press and by way of site notice as affecting the setting of a conservation area and listed building works. Letters have also been sent to surrounding properties. No comments have been received as part of this process.

Policy

The Development Plan

The Development Plan consists of The Manchester Core Strategy (2012); and Saved policies of the Unitary Development Plan for the City of Manchester (1995). The Core Strategy is the key document in Manchester's Local Development Framework and sets out the long-term strategic planning policies for Manchester's future development.

A number of UDP policies have been saved until replaced by further development plan documents to accompany the Core Strategy. Planning applications in Manchester must be decided in accordance with the Core Strategy and saved UDP policies as directed by section 38 (6) of the Planning and Compulsory Purchase Act 2004 unless material considerations indicate otherwise.

The relevant policies within the Core Strategy are as follows:

Strategic Spatial Objectives - The adopted Core Strategy contains Strategic Spatial Objectives that form the basis of its policies, as follows:

Manchester Core Strategy Development Plan Document (July 2012)

The relevant policies within the Core Strategy are as follows: SP1, EN1, EN3 and DM1

The Unitary Development Plan for the City of Manchester (1995)

The Unitary Development Plan for the City of Manchester was adopted in 1995. However, it has now been largely replaced by the Manchester Core Strategy. There are some saved policies which are considered relevant and material and therefore have been given due weight in the consideration of this planning application. The relevant policies are as follows: saved policy DC19

Other legislative requirements

Section 16 (2) of the Planning (Listed Building and Conservation Areas) Act 1990 (the "Listed Building Act") provides that "in considering whether to grant listed building consent for any works to a listed building, the local planning authority or the Secretary of State shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses"

Section 66 Listed Building Act requires the local planning authority to have special regard to the desirability of preserving the setting of listed buildings. This requires more than a simple balancing exercise and case law has considerable importance and weight should be given to any impact upon a designated heritage asset but in particular upon the desirability of preserving the setting with a strong presumption to preserve the asset.

Issues

The Lower Campfield Market is a Grade II listed building, and is located within the Castlefield Conservation Area. The building forms a key structure within the conservation and demonstrates the importance of Manchester's commercial development and improvement during the 19th Century. This gives the building high historic value.

The architecture of the building is also largely unaltered and is of high architectural and aesthetic value. Internally are surviving 1870s cast and wrought iron structures. There are also more modern features from the 1980s which are of limited interest and significance.

Following the Science Museum vacation of the building, survey work has revealed the need to replace the modern, artificial slate roof. The roof has deteriorated and there is asbestos present in the roof structure. The artificial slate and roof covering was installed in the 980s when the building was converted for its use as part of the Science Museum. The roof has now come to the end of its meaningful life and requires replacement.

A structural report has been provided as part of the listed building application which confirms that the use of a natural slate roof (as per the original design) cannot be achieved without structural strengthening of the roof due to the increase in weight of the original surviving cast and wrought iron roof structure.

The report has been considered and it is accepted that additional strengthening would cause further intervention into the listed building and result in removal of fabric.

The applicant has considered various options for the roof coverings and the preferred product is a fibre cement slate, Cedral Birkdale slate, which would allow the aesthetic of the original roof to be created visually without the need for the additional strengthening. A sample of the product has been examined and a sample installed on site. The product is slim profile with a serrated edge to provide the effect of slate.

A summary of the proposed roof works are as follows:

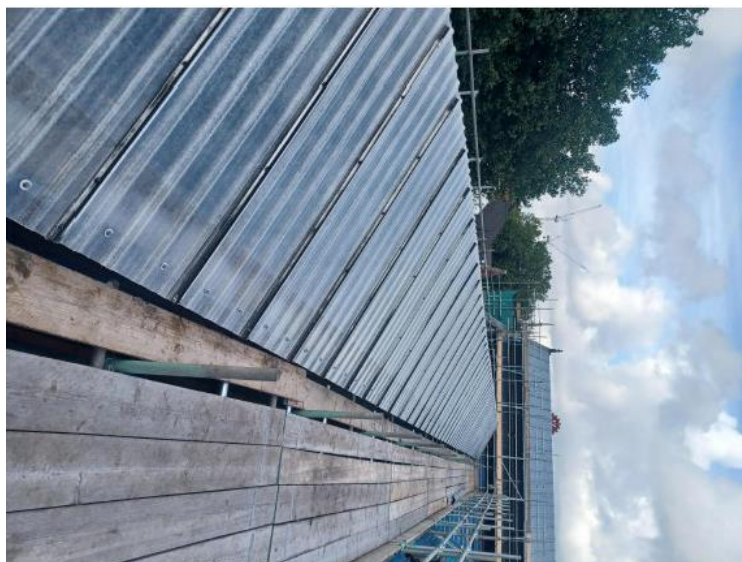
- Replacement of the existing modern artificial slate with a new artificial slate;
- Repair and replacement of modern rotten timber boards to the roof and valley gutters;
- Replacement of the modern GRP roof lights and replacement of cracked / damaged wire glass rooflights;
- Replacement of modern aluminium or artificial slate ridge cappings;
- Supply and installation of new lead valley gutters and flashings;
- Redecoration of rainwater goods and external joinery at roof level;



Redecoration work to roof level joinery



Sample of fibre roof slate



GRP roof covering to Georgian wire glass

The GRP roof covering is similar to the product removed from the site in terms of profile and finish. This would maintain the appearance of the building and continue to allow light to penetrate into the internal space.

The proposed, roof replacement works to the Grade II listed Lower Campfield Market will ensure that only fabric components of a modern date (early-1980s and later) will be replaced, and that replacement components will be of the equivalent quality or better than those used at present on the roof structure.

Due to the age of the existing, modern fabric components across the roof structure, failure within these components has started to arise, coupled by the recent discovery of the presence of asbestos in the existing modern artificial slate coverings.

A series of options have been explored within the wider project team, which have looked at a number of possible roof coverings. The preferred material for recovering is natural slate, which would have been the original choice of covering when the building was built in the 1870s. However, it has been concluded that the additional weight of natural slate on the existing cast and wrought iron roof structure would require additional strengthening internally, which would

visually and physically impact on the high significance original roof structure. It has thus been decided that the only way to achieve the aesthetic of an original slate covering is to use an artificial slate of a better quality to those used at present, subsequently allowing for the avoidance of any structural strengthening.

All other proposed works to the roof will result in like-for-like replacement of timber boards, leadwork and Georgian wire glass where necessary. These works will form the initial stages of a wider redevelopment/restoration scheme for the entire Lower Campfield Market.

The proposed works would cause a low level of less than substantial harm in that it would not return the roof to its original condition. It is, however, that there are structural constraints to the building which would preclude a natural slate finish and that the solution chosen would be the most suitable in this instance.

Any level of harm should be outweighed by the public benefits that would be delivered in accordance with the guidance provided in paragraph 202 of the NPPF. In assessing the public benefits, consideration has been given to paragraph 8 of the NPPF which outlines the three dimensions to achieve sustainable development: economic, social and environmental.

The proposal would protect an important listed building from further deterioration and facilitate the wider repair strategy for the building. The future use of the building is intended to be a business space for start up and small businesses support by ancillary event and food and drink space. This would allow other parts of this important listed building to be celebrated and used for the future.

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 in a positive and proactive manner based on seeking solutions to problems arising in relation to dealing with the planning application. Pre application advice has been sought in respect of this matter where early discussions took place regarding the repair strategy, structural integrity of the building and examination of materials. The proposal is considered to be acceptable and therefore determined within a timely manner.

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:

Roof condition report Part 1 and Part 7, Risk assessment, method statement and rescue plan, structural condition report, design and access statement, heritage statement and covering letter received by the City Council, as Local Planning Authority, on the 21 July 2023

Email from OBI dated the 9 August 2023

Reason - To ensure that the development is carried out in accordance with the approved plans. Pursuant to policies SP1 and DM1 of the Core Strategy.

3) The development here approved shall be carried out in accordance with the Cedral Birkdale slate, GRP sample detailed in the email from OBI dated the 9 August.

Reason – In the interest of the visual appearance of the listed building pursuant to policies EN1 and EN3 of the Manchester Core Strategy (2012) and saved policy DC19 of the Unitary Development Plan for the City of Manchester(1995).

Appendix 1 – List of consultees & neighbours notified

Heritage & Urban Design

Appendix 2 – Planning constraints

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

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

Aircraft Safeguarding Zone - Aircraft Safeguarding Zone - All Exceeding 90M

Coal Authority - Development Low Risk - Name: DEVELOPMENT_LOW_RISK_AREA

Conservation Area - Castlefield Conservation Area 1979

Area Team Boundary - Name: CENTRAL