

Planning

Growth & Development

Delegated officer report for planning application

Application no.	137802/LO/2023		
Date registered valid:	8 August 2023		
Proposal:	Listed Building Consent for fire protection remediating works in the New Warehouse including works to stud walls and fire doors.		
Address:	New Warehouse, Science And Industry Museum, Liverpool Road, Manchester, M3 4FP		
Ward(s):	Deansgate		Ward
Applicant:	Science and Industry Museum		
Agent (if any):	Mr Joe McElhone Deloitte LLP		
Case officer:	Jack		Naven
	Tel: 0161	219	2095
	Email: jack.naven@manchester.gov.uk		
Recommendation:	Approved		
Date of recommendation:	3 rd October 2023		

Application Details

Type of application: Listed Building Consent

Development type: Listed building alteration

Date of site visit: 18 August 2023

Standard consultations:

Printed: 17 August 2023 Expired: 7 September 2023

Neighbour notifications

No neighbour notifications have been printed and sent.

Site notice

Posted: 18 August 2023 Expired: 8 September 2023

Press advert

Published: 22 August 2023 Expired: 5 September 2023

Departure from Development Plan: No

Environmental Statement: Not required

Description of Site/Area

Listed building: Not applicable

Conservation area: Castlefield Conservation Area 1979

Tree Preservation Order: Not applicable

The Science and Industry Museum (formerly known as the Museum of Science and Industry) in Manchester, England, is a large museum devoted to the development of science, technology and industry with emphasis on the city's achievements in these fields. The museum is part of the Science Museum Group, a non-departmental public body of the Department for Culture, Media and Sport, having merged with the National Science Museum in 2012.

The site is located within the Castlefield Conservation Area the large and complex former "Liverpool Road Railway Station" site contains a significant collection of Grade I and Grade II listed buildings.

The application site relates to The New Warehouse is a Grade II Listed building within the Science & Industry Museum complex.

The warehouse was constructed as a fireproof bonded (secure) warehouse in 1878-80 for the Great Western Railway Company. The building forms a three-storey (plus basement), seven-bay rectangular red and blue engineering brick warehouse, with entrances for railway lines through the wester elevation from the 1869 viaduct which ran into the warehouse using an apron extended at basement level westwards from the 1867 viaduct.

The building was converted and extended in 2001. Stair cores and entrances were introduced, and its interior was substantially remodelled.

The Lower and Upper Yards are open are open cobbled spaces which connect the historic buildings of the Science and Industry Museum.

The Upper Yard is bounded by the New Warehouse to the north and the Power Hall to the south. The historic electric gantry covers the southern half of the yard space, running along the length of the Power Hall.

Description of Development

The submitted application seeks Listed Building Consent for fire protection remediating works in the New Warehouse including works to stud walls and fire doors.

Consultations & Notification Responses

Publicity - The application was advertised in the local press as an application for listed building consent, a site notice was displayed on site and letters were sent to surrounding buildings. No responses have been received as a result of this publicity.

Historic England (North West) - No comment.

National Amenities - No response.

Policy

The main issue for consideration relates to the impact of the proposals on the identified heritage assets in regard to preserving and, where possible, enhancing identified assets. The main policies that relate to the proposal are Section 16 (Conserving and enhancing the Historic Environment) of the revised National Planning Policy Framework (NPPF) (2023), and Policies DM1 (Development Management), EN1 (Design Principles and Strategic Character Areas), EN3 (Heritage), CC9 (Design and Heritage) and SP1 (Spatial Principles) of the Adopted Core Strategy for the City of Manchester (2012), and saved policies DC18.1 (Conservation Areas) and DC19.1 (Listed Buildings) of the Unitary Development Plan for Manchester (1995).

The Adopted Core Strategy for the City of Manchester

Policy SP1 (Spatial Principles) advises that development in all parts of the City should protect and enhance the built environment

Policy EN1 (Design Principles and Strategic Character Areas) advises that developer's will be expected to consider the City's heritage, including its listed buildings, conservation areas, archaeological remains and historic street pattern.

Policy EN3 (Heritage) advises that new developments must be designed so as to support the Council in preserving or, where possible, enhancing the historic environment.

Policy CC9 (Design and Heritage) advises that development in Manchester should preserve or enhance the heritage assets affected.

Policy DM1 (Development Management) advises that all development should be appropriately sited, scaled, formed, massed and detailed with appropriate layout and materials and should have regard to the character of the surrounding area and effects on built heritage.

The Unitary Development Plan for the City of Manchester

DC18.1 (Conservation Areas) states that the Council will give particularly careful consideration to development proposals within Conservation Area. The Council will seek to preserve and enhance the character of its designated conservation areas by carefully considering; the relationship of new structures to neighbouring buildings and spaces; and the effect of major changes to the appearance of existing buildings.

DC19.1 (Listed Buildings) states that 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 settings by; not permitting any external or internal alterations or addition to a listed building where, in its opinion, there would be an adverse effect on its architectural or historic character; and seek to preserve and enhance the setting 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.

National Policy

Sections 16, 66 and 74 of the Listed Buildings and Conservation Areas Act 1990 requires that special consideration is given to the preservation of the significant fabric and setting of listed buildings and conservation areas. Development decisions should, therefore, accord with the requirements of the NPPF and to section 16 (Conserving and Enhancing the Historic Environment).

It is a fundamental requirement of the NPPF that planning proposals contribute to the achievement of "sustainable development". In order to meet this key planning objective, in this instance, the development should sustain and contribute to the stimulation of a thriving historic environment.

Paragraph 189 advises that heritage assets should be conserved in a manner appropriate to their significance.

Paragraph 194 advises that Local planning authorities should require an applicant to describe the significance of any heritage assets affected. The level of detail should be sufficient to understand the potential impact of the proposal on their significance.

Paragraph 195 advises that LPAs should ensure that any conflict between the heritage asset's conservation and any aspect of the proposal is avoided or minimised.

Paragraph 197 advises that in determining applications, LPA's should take account of:

- The desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation.
- The positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality.
- The desirability of new development making a positive contribution to local character and distinctiveness.

Paragraph 199 advises 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.

Paragraph 200 advises that any harm to or loss of a designated heritage asset should require clear and convincing justification. Substantial harm or loss should be exceptional and substantial harm to or loss of designated heritage assets of the highest significance, including grade I and II* listed buildings should be wholly exceptional.

Paragraph 201 states that 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 securing its optimum viable use.

Paragraph 202 advises that Proposals of less than substantial harm to the significance of a designated heritage asset should be assessed against the wider public benefits of the proposal.

Section 12 (Achieving Well Designed Places) advises that the government attaches great importance to the design of the built environment. Good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people.

Under these criteria the effect of the proposal on the affected heritage assets has been considered.

Issues

Principle

It is accepted that the principle of undertaking fire protection remediation works, including works to stud walls and fire doors at the New Warehouse, including works to stud walls and fire doors, are considered necessary on the grounds of fire safety reasons. Any of these proposed works must be assessed for their impact of the heritage asset and weighed against any impact they might cause.

Impact on Heritage Asset

The proposals include multiple locations where fire proofing works need to be undertaken. Many of these are minor and affect modern non-significant fabric, many are also minor affecting original fabric, and some are minor affecting modern fabric which is a replica or interpretation of original fabric.

The partition work has been fully assessed and it has been determined that there will not be a significant impact cause on the heritage asset by this work.

There will be some harm caused to the heritage asset in terms of new partitions and the covering up of a number of features, including timberwork and metal beams.

The mitigation for this works is that the building will be given greater protected and, in some cases, where existing openings have punched through historic fabric they will be made good with brickwork which is of benefit as some of the previous installations have not been carried out particularly sensitively.

Any modifications to modern fabric will not be of concern.

The proposal would result in less than substantial harm. As required by paragraph 202 of the NPPF, it is necessary to determine if the required public benefits exist to outweigh the harm caused. In this instance, the works would improve fire protection of an important listed building within the science museum complex which will enable to the building to be used by the museum for public benefit.

It has been agreed with the applicant that we will need to see samples to each of the repairs where they affect historic fabric, especially brickwork repairs and repointing/making good.

Mortar specification has been agreed by condition.

Samples of the cleaning has also been agreed by condition.

Conclusion

The works are necessary, appropriate, proportionate and well considered. The works proposed will have limited impact on the heritage assets, but they have been deemed necessary that these works are undertaken for fire safety reasons and the benefits of ensuring fire safety across the assets in this case can justify the minor changes required to facilitate the upgrades needed.

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: Approved

Article 35 Declaration

In assessing the merits of an application officers will seek to work with the applicant in a positive and proactive manner to seeking solutions to problems arising in relation to dealing with the application. In this instance this has included ongoing advice about the information required to be submitted to support the application. All remaining issues can be dealt with by condition.

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:

Received by the City Council as Local Planning Authority on 08 August 2023:

- Location Plan Main Museum E(002)
- NW - LG Proposed Plan 1 P(100)
- NW - LG Proposed Plan 2 P(101)
- NW - LG Proposed Plan 3 P(102)
- NW - LG Proposed Plan 4 P(103)
- NW - G Proposed Plan 1 P(104)
- NW - G Proposed Plan 2 P(105)
- NW - 2nd Proposed Plan 1 P(108)
- NW - 2nd Proposed Plan 2 P(109)
- NW - G Strip-out Plan 1 P(804)
- NW - 2nd Strip-out Plan 1 P(808)
- Design and Access Statement prepared by Atelier MB
- Heritage Statement prepared by Atelier MB
- Method Statements prepared by Atelier MB
- Door Methodologies, New Warehouse - March 2023 (Rev B) prepared by Atelier MB
- Compartmentation Methodologies, Great Western Building Proposed Basement prepared by Atelier MB
- Compartmentation Methodologies, New Warehouse, March 2023 (Rev C) prepared by Atelier MB
- Site Wide Methodologies (Supplementary Details related to Historic Fabric prepared by Atelier MB
- Historic Fabric Repair Specification prepared by Atelier MB
- Fire Protection Works Specification prepared by Atelier MB
- Proposed Basement, Fire Compartmentation Survey Report prepared by NEO
- Great Western Warehouse, Fire Door Survey Report prepared by NEO
- Great Western Warehouse, Fire Compartmentation Survey Report prepared by NEO

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) Mortar work shall be carried out in accordance with the information submitted in the following document, received by the City Council as Local Planning Authority on 08 August 2023:

Repair Specification Rev A

Reason - In the interests of visual amenity and because the proposed works affect a building which is included in the Statutory List of Buildings of Special Architectural or Historic Interest and careful attention to building work is required to protect the character and appearance of this building and to ensure consistency in accordance with policy and EN3 of the Core Strategy and saved policy DC19.1 of the Unitary Development Plan for the City of Manchester.

4) Notwithstanding the details as set out in condition 2 above, prior to repairs being carried out, samples of any repairs where the historic fabric is affected, including brickwork repairs and repointing/making good, shall be submitted to and approved by the City Council as Local Planning Authority. The development shall be implemented in accordance with the approved details.

Reason - In the interests of visual amenity and because the proposed works affect a building which is included in the Statutory List of Buildings of Special Architectural or Historic Interest and careful attention to building work is required to protect the character and appearance of this building and to ensure consistency in accordance with policy and EN3 of the Core Strategy and saved policy DC19.1 of the Unitary Development Plan for the City of Manchester.

5) Notwithstanding the details as set out in condition 2 above, prior to any cleanings work being carried out, samples of the cleaning shall be submitted to and approved by the City Council as Local Planning Authority. The development shall be implemented in accordance with the approved details.

Reason - In the interests of visual amenity and because the proposed works affect a building which is included in the Statutory List of Buildings of Special Architectural or Historic Interest and careful attention to building work is required to protect the character and appearance of this building and to ensure consistency in accordance with policy and EN3 of the Core Strategy and saved policy DC19.1 of the Unitary Development Plan for the City of Manchester.

Appendix 1 – List of consultees & neighbours notified

Heritage & Urban Design
Historic England (North West)
National Amenity Societies

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
Susceptible to Surf Water Flood (Less) -
Area Team Boundary - Name: CENTRAL