

Planning

Growth & Development

Delegated officer report for planning application

Application no. 137071/LO/2023

Date registered valid: 24 May 2023

Proposal: Listed Building Consent for fire protection remediating works in the Station Building including works to stud walls and fire doors.

Address: Station Building , Science And Industry Museum, Liverpool Road, Manchester, M3 4FP

Ward(s): Deansgate Ward

Applicant: Science and Industry Museum

Agent (if any): Mr Joshua Wyatt-Smith Deloitte LLP

Case officer: Jack Naven
Tel: 0161 219 2095
Email: jack.naven@manchester.gov.uk

Recommendation: Approved

Date of recommendation: 26/07/2023

Application Details

Type of application: Listed Building Consent

Development type: Listed building alteration

Date of site visit: 2 June 2023

Standard consultations:

Printed: 1 June 2023 Expired: 22 June 2023

Neighbour notifications

Printed: 1 June 2023 Expired: 22 June 2023

Site notice

Posted: 2 June 2023 Expired: 23 June 2023

Press advert

Published: 6 June 2023 Expired: 20 June 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) 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 proposal site relates to the Station Building, which is a Grade I Listed Building within the Science and Industry Museum complex. It was the terminus for the Liverpool to Manchester Railway and is the oldest surviving passenger railway station in the world.

Description of Development

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

Related Applications

Listed Building Consent **137071/LO/2023** has been submitted in tandem with this for similar works at the 1830 Warehouse.

Consultations & Notification Responses

Historic England (North West) - Did not provide any advice.

Publicity - Neighbour notification letters were sent to surrounding properties. A site notice and local press advert were also produced. At the time of writing this report, no representations have been received due to this publicity.

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) (2019), and Policies DM1 (Development Management), EN3 (Heritage), EN1 (Design Principles and Strategic Character Areas), 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

CC9 (Design and Heritage) states that development in Manchester City Centre should preserve or enhance the heritage assets that have been identified. Developers must recognise the specific design challenges that must be overcome to ensure complementary of function and form.

EN3 (Heritage) states that the Council will encourage development that complements and takes advantage of the distinct historic and heritage features of its districts and neighbourhoods. 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.

SP1 (Spatial Principles) states that development in all parts of the city should protect and enhance the built and natural environment.

DM1 (Development Management) states that development should have regard to appropriate siting, layout, scale, form, massing, materials and detail; impact on surrounding areas in terms of the design, scale and appearance of the proposed development; development should have regard to the character of the surrounding area; and effects on amenity.

EN4 (Reducing CO2 Emissions by Enabling Low and Zero Carbon Development) states that the Council will seek to reduce fuel poverty and decouple growth in the economy, growth in CO2 emissions, and rising fossil fuel prices through a number of actions.

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

The revised NPPF (2019) Section 16 (Conserving and enhancing the Historic Environment) paragraph 193 highlights 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 (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.

Paragraph 196 of the revised NPPF (2019) highlights 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.

Other Legislation

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 considerable importance and weight should be given to the desirability of preserving the setting. Members should consider whether there is justification for overriding the presumption in favour of preservation.

Section 72 of the Listed Building Act provides that in the exercise of the power to determine planning applications for land or buildings within a conservation area, special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area.

Issues

Principle

It is accepted that the principle of undertaking fire protection remediation works, including works to stud walls and fire doors at the Station Building, are considered necessary on the grounds of fire safety reasons. Any of these proposed works must be assessed for their impact on 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 such as the panelled doors in the station building.

The proposed new doors will match the existing, therefore not causing minor impact on the heritage asset. A condition has been included to make sure that any minor changes to doors need to match the existing, even though they are modern replicas to ensure a coherent visual coordination of elements of the doors.

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.

It has been agreed with the applicant that samples will be required for brickwork, paint removal, mortar, and fire door signs will be provided before any work is undertaken so the materials can be fully assessed for what impact they might have on the heritage asset.

For all other fire protection work, a condition has been included to ensure that method statements from the appointed contractor and samples of any repairs or fire protection work for each type, shall be submitted and approved to assess workmanship, mortar match and brick match.

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

Officers have worked with the applicant / agent in a positive and proactive manner to guide the application through all stages of the planning process and resolve any issues that arose in dealing with the planning application. Further information was sought from officers during the application and amendments were made to the proposal. Appropriate conditions were attached to the decision to ensure an acceptable development with the agreement of the applicant.

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:

Received by the City Council, as Local Planning Authority, on the 24 May 2023:

Heritage Statement
Compartmentation Methodologies
Door Methodologies
Site Wide Methodologies (Supplementary Details related to Historic Fabric)
Historic Fabric Repair Specification
Fire Protection Works Specification
Fire Compartmentation Survey Reports
Fire Door Survey Report
Repair Specification
SIM Fire Protection Works
Conservation Management Plan

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

Design and Access Statement Rev B

Received by the City Council, as Local Planning Authority, on the 06 July 2023:
Proposed Wall Details (410)
Proposed New Door Visual Summary P(720)
Proposed New Door Visual Summary P(721)
Proposed Door Schedule T(710)

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

3) Notwithstanding the details as set out in condition 2 above, prior to the work being carried out, a sample of any new brickwork being proposed shall be submitted 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.

4) Notwithstanding the details as set out in condition 2 above, prior to the work being carried out, a final proposal of the detailing of the trailing paint removal shall be submitted 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 the work being carried out, samples of any new mortar works any of the repair types proposed to agree finish, colour, texture and workmanship, shall be submitted 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.

6) Notwithstanding the details as set out in condition 2 above, prior to the work being carried out, method statements from the appointed contractor and samples of any repairs or fire protection work for each type, shall be submitted and approved by the City Council as Local Planning Authority to assess workmanship, mortar match and brick match. 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.

7) Notwithstanding the details as set out in condition 2 above, prior to the work being carried out on any doors, a strategy detailing the approach for changes to doors, including hinges and intumescent seals, shall be submitted and approved by the City Council as Local Planning Authority. The approved strategy shall be implemented in accordance with the approved details.

Best endeavours should be undertaken for any changes to be done on a like for like basis where possible.

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.

8) Notwithstanding the details as set out in condition 2 above, prior to the work being carried out, samples of any proposed new fire signs, shall be submitted 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

Warehouse Rear Of 121 To 123, Liverpool Road, Manchester, M3 4JN

121 - 123 Liverpool Road, Manchester, M3 4JN

119E Liverpool Road, Manchester, M3 4JN

119B Liverpool Road, Manchester, M3 4JN

117E Liverpool Road, Manchester, M3 4JN

117B Liverpool Road, Manchester, M3 4JN

133F Liverpool Road, Manchester, M3 4JN

133C Liverpool Road, Manchester, M3 4JN

131F Liverpool Road, Manchester, M3 4JN

119F Liverpool Road, Manchester, M3 4JN

117 Liverpool Road, Manchester, M3 4JN

125 Liverpool Road, Manchester, M3 4JN

119D Liverpool Road, Manchester, M3 4JN

119C Liverpool Road, Manchester, M3 4JN

119A Liverpool Road, Manchester, M3 4JN

117F Liverpool Road, Manchester, M3 4JN

117D Liverpool Road, Manchester, M3 4JN

117C Liverpool Road, Manchester, M3 4JN

117A Liverpool Road, Manchester, M3 4JN

127F Liverpool Road, Manchester, M3 4JN

133E Liverpool Road, Manchester, M3 4JN

133D Liverpool Road, Manchester, M3 4JN

133B Liverpool Road, Manchester, M3 4JN

133A Liverpool Road, Manchester, M3 4JN

131E Liverpool Road, Manchester, M3 4JN

131D Liverpool Road, Manchester, M3 4JN

131C Liverpool Road, Manchester, M3 4JN

131B Liverpool Road, Manchester, M3 4JN

131A Liverpool Road, Manchester, M3 4JN

129F Liverpool Road, Manchester, M3 4JN

129E Liverpool Road, Manchester, M3 4JN

129D Liverpool Road, Manchester, M3 4JN

129C Liverpool Road, Manchester, M3 4JN

129B Liverpool Road, Manchester, M3 4JN

129A Liverpool Road, Manchester, M3 4JN

127E Liverpool Road, Manchester, M3 4JN

127D Liverpool Road, Manchester, M3 4JN

127C Liverpool Road, Manchester, M3 4JN

127B Liverpool Road, Manchester, M3 4JN

127A Liverpool Road, Manchester, M3 4JN

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