

Planning

Growth & Development

Delegated officer report for planning application

Application no. 136747/LO/2023

Date registered valid: 14 April 2023

Proposal: Listed Building Consent for reprofiling of valley gutters, repairs to roof trusses and replacement of torching to Bay 4 within the 1830 Warehouse roof.

Address: 1830 Warehouse, Museum Of Science And Industry, Liverpool Road, Manchester, M3 4JP

Ward(s): Deansgate Ward

Applicant: Science and Industry Museum

Agent (if any): Deloitte LLP

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

Recommendation: Approve

Date of recommendation: 15 June 2023

Application Details

Type of application: Listed Building Consent

Development type: Listed building alteration

Date of site visit: 25 April 2023

Standard consultations:

Printed: 25 April 2023 Expired: 16 May 2023

Neighbour notifications

Printed: 25 April 2023 Expired: 16 May 2023

Site notice

Posted: 25 April 2023 Expired: 16 May 2023

Press advert

Published: 2 May 2023 Expired: 23 May 2023

Departure from Development Plan: No

Environmental Statement: Not required

Description of Site/Area

Listed building: Grade II

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 proposal site relates to a The Lower and Upper yards of the 1830s Warehouse which are open setted spaces which connect the historic buildings of the Science and Industry Museum, Manchester. The 1830s Warehouse was erected as a railway warehouse in 1830 as part of the construction of the world's first railway station at Liverpool Road and was the first warehouse to be served by railways, in a similar way that canal warehouses had previously. In 1844 Liverpool Road station closed to passengers but remained in operation as a goods station.

Description of Proposal

The application seeks Listed Building Consent for the reprofiling of valley gutters, repairs to roof trusses and replacement of torching to Bay 4 within the 1830 Warehouse roof.

Consultations & Notification Responses

Heritage & Urban Design - Confirmed that the proposals in principle seem acceptable. Have recommended that various finishes be conditioned.

Historic England (North West) - No advice given.

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 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.

Core Strategy policy 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.

Core Strategy policy EN 3 (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.

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

Core Strategy policy DM 1 (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.

Policy EN4 (Reducing CO2 Emissions by Enabling Low and Zero Carbon Development) Policy EN4 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.

Saved UDP policy 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.

Saved UDP policy 19.1 (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.

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

Assessment of significance

The supporting heritage assessment, undertaken by HCUK Group, sets out the significance of the buildings within the site and other designated heritage assets.

The proposal site falls within the designated Castlefield Conservation Area and the SIM site is clearly a key group of assets that contributes greatly to the character and appearance of the Castlefield Consecration Area.

The proposal relate to the reprofiling of Valley Gutters, repairs to roof trusses, and the replacement of torching to Bay 4, and the significance of this area is assessed as follows:

The original trusses making up the roof structure and fully exposed internally are of the Highest significance. They are an integral part of the building and on its top floor levels provide direct illustrative and evidential historic and architectural value enabling an understanding of this building and its construction technologies. The roofs show clearly how traditional and well established structural methods for building warehouses were used to accommodate and address the unusual planform and function.

In line with the physical roof trusses the position and alignment of the valley gutters is also of high significance.

The materials making up the roof other than the principle trusses, such as the twin purlins supporting the valley gutters, the lead lining and current slates are of moderate significance.

Bay 4 is a modern creation of the 1990s restoration to an historic pattern and arrangement. The main structure of trusses, purlins, collars etc are, as above of the Highest architectural and historic significance.

The aesthetic and way the finish is applied of Bay 4 is considered to be of moderate significance, contributing to evidential historic values.

The innate material qualities of the Bay 4 finish are considered of low to moderate significance.

The truss members identified as in need of repair are original elements of the building's primary structure. They have high architectural and historic significance.

Later structural supports such as the hollow steel posts are considered to detract from architectural and historic interest to some degree.

Impact on Heritage Asset

The valley gutters are currently failing due to structural settling which has lowered the central high point of the gutters, narrow openings along the length which has resulted in blockages and makes maintenance more difficult, and more intensive rainfall periods. The solution is to create a deeper sided tapered gutter detail, traditionally lined in lead, with a new profile and slope.

The design will result in a minor change to the visual appearance of the gutters which will become wider and slightly more elevated in the centre over their existing positions. These features are primarily the creation of a 1990s restoration while their historic aspects - the openings through the parapet walls; the alignment between the pitched roofs; the internal support purlins and relationship to the main trusses - will all be preserved. New structure required to raise the central part of the gutters will be located and fixed above the internal roof structures with no greater impact than the current structures.

Repairs to the roof of Bay 4 are essential to maintain active use of the upper floor of Bay 4, to improve the environmental performance of the building overall and to remove the current ongoing risk to users which is arising through failure of the existing torching which has led to material falling from the roof on a regular basis. Nine options were considered and proposed to Manchester City Council and in consultation with our Heritage team, it was determined that this options would provide the most suitable balance in providing the solutions needed for the applicant whilst also not causing harm to the heritage of the building.

This option will see the roof insulated from above the rafters, with appropriate measures taken for vapour permeability. Internally, battens can be retained which visually span the rafters as well as the sarking boards at valley gutter level. Between the battens and rafters, a lime plaster coat would be applied to the underside of the membrane and carrier board giving a very similar finish to that which currently exists.

A variety of failures, splits and damaged truss chords were observed in Bays 1 and 2 of the building's roof.

Proposed works comprise repairs to the truss chords using a combination of spliced timber repairs, bolted over-plates or resin repairs. Where over-plating is used in damaged areas, as much historic fabric will be left in situ as possible. In all instances the proposed repairs seek to retain as much of the original historic fabric as possible and to be fully legible as repair interventions, enabling the ongoing development of the building to be understood.

Conclusion

The works are necessary, appropriate, proportionate and well considered. The proposals in principle seems acceptable and whilst there is a low level of harm, there are heritage benefits in terms of building repairs and futureproofing the building as well as making alterations to ensure its long term preservation. Overall, the works will represent an enhancement.

Appropriate conditions regarding final details and finishes of the works will be attached to ensure that the works are in accordance with the legislation, guidance and policies previously highlighted within this report.

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 / 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:

Proposed Works to Bay 2 GA sectional elevation + plan 275/PD/320

Proposed Works to Typical Detail over Valley Beam 275/PD/321

Proposed Works to Typical Detail over Brick Cross Wall 275/PD/322

Bay 04 Roof: Proposed Works 275/PD/330

Proposed Works to Existing Building: Roof Plan and Reflected Roof Plan 275/PD/714

Proposed Works to Existing Building: External Elevation 275/PD/721

Proposed Works to Existing Building: Internal Elevation GA 275/PD/751

Site Location Plan 275/PD/01

Site Plan 275/PD/02

Design and Access Statement

Heritage Statement

all received by the City Council, as Local Planning Authority, on the 21 April 2023.

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, samples of the materials and details of 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.

4) Notwithstanding the details as set out in condition 2 above, prior to the work being carried out, details of the scaffolding design and fixings 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, full details and locations of the associated Mechanical and Engineering details 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, full details of the colour finish for the new structural steelwork 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

Flood Zones Type 2 (low to medium risk) -
Area Team Boundary - Name: CENTRAL