

<b>Application Number</b>	<b>Date of Appln</b>	<b>Committee Date</b>	<b>Ward</b>
125552/VO/2019	25th Nov 2019	16 January 2020	Deansgate Ward
125553/LO/2019			

**Proposal** CITY COUNCIL DEVELOPMENT Restoration and refurbishment of Manchester Town Hall to facilitate its continued use as the primary civic building in Manchester, incorporating Council offices, civic spaces, Coroner's Courts and accommodation, state rooms and back-of-house support functions, together with ancillary functions, including events, visitor tours, cafe, visitor space and retail area (Sui Generis Use); works to include: revised entrance arrangements including new slopes to Albert Square and Cooper Street entrances; upgrade of catering facilities; roof works; new services, plant and equipment; installation of new building lighting; and associated works.

LISTED BUILDING CONSENT External and internal restoration, refurbishment and alteration works to the Grade I Listed Town Hall building, together with installation of new building lighting.

**Location** Town Hall, Albert Square, Manchester, M2 5DB

**Applicant** Manchester City Council, Town Hall, Albert Square, Manchester, M2 5DB,

**Agent** Mr John Cooper, Deloitte LLP, 2 Hardman Street, Spinningfields, Manchester, M3 3HF

## **Introduction**

This proposal is one of two related applications that have been submitted in relation to the public realm and the Town Hall.

The works to the Town Hall is based upon eight core principles:

1. To secure the long-term future of the Town Hall, its civic role and its external setting.
2. To retain and enhance as a functioning and efficient Town Hall.
3. To restore and celebrate this significant heritage asset
4. To enhance the use of the building, as a visitor destination and increase access to Mancunians.
5. To transform users' and visitors' experiences.
6. To reduce carbon footprint and energy costs.
7. To maximise the commercial opportunities and offset costs to the public purse.
8. To deliver economic and social value for Manchester.

One of the main objectives of the Hall Project is to refurbish and restore the listed building back to its former glory and bring it back into functional civic uses.

The aim is to ensure the project has the maximum positive impact for Manchester residents and businesses and delivers a real legacy of direct and supply chain jobs and helps those working on the project to gain skills and experience that they can build on and use throughout their careers, as well as inspiring others.

Design development has been informed by intrusive and due diligence surveys to fully understand the condition of the building and the public realm, including the condition of hard landscaping, trees and the location of utilities' routes.

The construction phase is scheduled to take place between 2019 and 2024 and would commence with works in the building and courtyard, which were granted planning permission and listed building consent in 2019.

## **Description**

Manchester Town Hall is a Grade I Listed Building in the Albert Square conservation area. It is part of the Town Hall Complex along with the Grade II\* Listed Town Hall Extension, the Grade II\* Listed Central Library, Library Walk, Albert Square and St Peter's Square. The Town Hall Complex is one of Manchester's greatest cultural and civic assets, which makes a significant contribution to the heritage and identity of the City. Manchester Town Hall is the most significant building in the Complex.

It fronts Albert Square which would be pedestrianised and re-landscaped (ref 124918/VO/2019); Princess Street, Lloyd Street and Cooper Street. Cooper Street adjoins St Peter's Square which has high quality public realm, high quality new development and highly graded listed buildings. The Square was redesigned and expanded between 2012 and 2017 and contains a Metrolink station and listed and unlisted statues, structures and monuments including the Grade II\* Listed Cenotaph and the Grade II Listed St Peter's Cross. Lloyd Street is a one way vehicular route which services the Town Hall and Town Hall extension and has controlled access.

The Town Hall is Manchester's most significant civic landmark and an icon of its history. It opened in 1877 and is a masterpiece of Victorian Neo-Gothic architect, Alfred Waterhouse and was Grade I listed in 1952. Its external elevations are constructed of Sandstone ashlar, the rooves are covered by slate and it is between 5 and 8 storeys high. The building has been well maintained over the years, but many aspects are showing their age. Recent studies show that elements are reaching their natural lifespan.

It is triangular in shape with main public entrances on Albert Square and Cooper Street, with further entrances on Princess Street, and Lloyd Street. Corridors run around the building on the courtyard side. It has a richly designed triangular courtyard, beautiful nodal stairs and central stairs with exceptional craftsmanship and high architectural quality. Ceremonial and key public areas, include the principal entrance on Albert Square, the Sculpture Hall, the Great Hall and the state rooms which form the central part and stretch of rooms along Albert Square.

With the exception of these areas, the majority of the rooms in the Town Hall relate to the civic functions and include offices, meeting rooms and other functional spaces.

The notable exception to this is the former police station (located beneath the Great Hall) and cells below it.

The services were distributed underfloor in the principal rooms and within decorative grate-covered routes running in the courtyard facing corridors. Large heating coils at the base of the stairs, allowed warm air to be distributed upward. Carefully designed head and ventilation routes behind the murals with the Great Hall benefit the fabric of the murals and prevent harmful condensation to its large decorative windows.

Waterhouse's original design is largely intact, having undergone relatively little alteration compared to similar buildings. Numerous cumulative alterations have taken place as a result of its ongoing civic use. These have affected the historic services and office spaces to the largest degree and have included harmful alteration including the 1950s and 1960s extensions to the courtyard link bridge to provide kitchens and catering facilities to serve events and functions within the Great Hall.

Paul Waterhouse (Alfred's son) designed the first notable changes to the building, including alterations associated with Victorian WC provision. In the late 19th and early 20th centuries the building was electrified and lifts were introduced.

The expansion of Manchester and associated growth of civic administration led to the construction of the Town Hall Extension during 1934-1938, which was designed by Emmanuel Vincent Harris, who also designed Central Library. The Town Hall Extension included alterations to the Town Hall through the introduction of link bridges over Lloyd Street. The Town Hall Extension and Central Library were extensively refurbished between 2010 and 2014.

In the late 1950s and 1960s, the central link bridge within the courtyard was extended and converted to kitchens and catering facilities.

The highest significance areas of the Town Hall, comprise all nodal/circular stairs, the Albert Square, Princess Street, Lloyd Street and Cooper Street entrance areas, the Sculpture Gallery, the principal circulation space, the ceremonial circulation space and stairs, the Great Hall, the 'Bees' landing, the Banqueting Room, the first floor reception room, the Tower Room, the Ante Room, the Conference Hall, the link bridges to the Great Hall, the organ area and associated retiring room, the Lord Mayor's Parlour, banqueting/reception areas and reception hall.

The functions of the Town Hall include offices and meeting rooms, state rooms, public meeting rooms, spaces for civic events including weddings, recitals and performances, registrar's office, Coroner's Court, catering, retail, staff welfare facilities, WC provision, plant and circulation space. It has a Stop Equipment Room for the St Peters Square Metrolink Stop.

It is also a visitor attraction and hosts Civic Receptions, public and private meetings, conferences, weddings and receptions, banquets, dinner dances, drink receptions, exhibitions, performances, graduation ceremonies, film shows, Tea Dances and Organ Concerts. Many take place in the Great Hall. The Lord Mayor's Apartment, the State Rooms, the Reception Rooms, the Banqueting Room, the Conference Hall, the Registrar's Ceremony Room and function spaces are also used.

The building has been closed since 2018 and removable historic artefacts and special collections have been temporarily relocated where possible. Several applications have also been approved during 2018 and 2019 to allow investigation works to inform the refurbishment to allow all works to be developed from a detailed understanding of the heritage significance of the building and to be implemented following a robust methodology.

The main entrance is located on Albert Square. The listed structures in The Square comprising the Grade I Listed Albert Memorial and the Grade II Listed Jubilee Fountain and the Fraser', Bright, Heywood and Gladstone Statues. The Albert Memorial was also designed by Alfred Waterhouse and is an elaborate 73 foot tall Gothic enclosure with a marble statue within the centre. The condition of the Memorial has deteriorated and is in need of attention.

The site includes the moat, the light wells on Princess Street and land required to deliver slopes to entrances on Albert Square and Cooper Street.

Other applications that are relevant to this application are:

Planning Permission (124918/VO/2019) for the refurbishment and expansion of Albert Square including the installation of a new surface water drainage scheme, tree removal and replacement tree planting and soft landscaping; new lighting columns, wayfinding signage and street furniture; creation of sloped access to the Town Hall entrances; highways and servicing access works.

There is an overlap with this application comprising the land required to deliver the new entrance slopes to the Albert Square and Cooper Street entrances.

Listed Building Consent (106271/LO/2014/C1) approved on 13 March 2018 for the creation of a Stop Equipment Room for the St Peters Square Metrolink Stop within Room 35B of the Basement of the Town Hall.

Listed Building Consent (119106/LO/2018) approved on 18 April 2018 for Internal and external intrusive surveys to the Town Hall and in Albert Square adjacent to the Grade II Listed Frasers Statue, the Grade II Listed Jubilee Fountain, the Grade II Listed Bright's Statue, the Grade I Listed Albert Memorial, the Grade II Listed Heywood's Statue and the Grade II Listed Gladstone's statue.

Application to discharge conditions on Listed Building Consent (CDN/18/0419) approved on 2 August 2018 for condition 3 (Tiered Approach Strategy) and 6 (Storage) and part discharge of 4 (Final Details) and 5 (Method Statement Strategy) of application 119106/LO/2018 in relation to submission of an Engagement Strategy including the reporting and approval procedure.

Listed Building Consent (123036/LO/2019) was approved on 17 May 2019 for works to facilitate an Asbestos Survey to allow for the safe replacement of unsafe services, which contained Asbestos.

This application (123523/TCA/2019) approved on 22 May 2019 the pruning of 7 lime trees within Albert Square, incorporating a crown lift to 3.5m.

Listed Building Consent (123626/LO/2019) approved 22 August 2019 for early works to prepare the Town Hall for refurbishment, including: a soft strip of modern additions, installation of temporary protection measures for items of significance that will remain in situ, removal of a fire door and re-location to a fire testing facility, the installation of secondary glazing to a window to facilitate acoustic testing and works to facilitate the creation of three mock-up rooms for quality control measure.

Listed Building Consent (123627/LO/2019) approved on 9 August 2019 for the erection of temporary scaffolding to Albert Square and Cooper Street elevations within three years of the determination date for five years to facilitate refurbishment works, including installation of fixings in the listed fabric to tie the scaffolding.

Listed Building Consent (application ref: 123628/LO/2019). This application was approved on 17 July 2019 and allowed works to facilitate targeted due diligence surveys within the Town Hall Building.

Listed Building Consent (123629/LO/2019) approved on 23 August 2019 for the temporary demount, dismantle, repair and storage of the Great Hall organ prior to re-installation.

Planning Permission and Listed Building Consent (123631/VO/2019 and 123632/LO/2019) approved on 27 August 2019 for works for the future drainage system, including repair and re-use of elements of existing pipework, replacement of pipework that is beyond repair, installation of attenuation tanks and creation of connections into the facade, lifting existing hard finishes, storage and relaying following completion of the refurbishment works, installation of a temporary surface and scaffolding to the courtyard elevations, including creation of new fixings, during the refurbishment of works.

Application referenced CDN/19/0761 for the discharge of Conditions 3 (Development Programme) and 4d (Final Details) of application reference: 123631/VO/2019 has been submitted and is yet to be determined.

Application referenced CDN/19/0762 for the discharge of Conditions 3 (Development Programme) and 4d (Final Details) of 123632/LO/2019 is yet to be determined.

Advertisement Consent (123654/AO/2019) approved on 9 August 2019 for the display of advertising on phase 1 and 2 site hoarding lines. Phase 1 runs along the Albert Square and Lloyd Street and phase 2 on Cooper Street and Princess Street.

Planning Permission (124260/VO/2019) approved on 21 April 2019 for the installation of underground insulated heating pipes, electrical cabling, communications ducting beneath Albert Square and Princess Street for "The Civic Quarter Heat Network"

For more than 140 years the Town Hall has been central to the governance of Manchester, and is a highly valued heritage asset. The aim is to refurbish and partly restore Manchester Town Hall to allow the building to continue its purpose for another 140 years serving the people and the City of Manchester.

Listed Building Consent is sought for:

- Overlaying the entrance steps at Albert Square to create a 1:24 gradient to allow inclusive access at the primary entrance. The steps and slope would be made of granite and Burlington Stone.
- The refurbishment of the oak swing doors at the portcullis of the Albert Square entrance and the replacement of the original second set of timber glazed doors with doors in the same position within a screen to provide enhanced security and protection.
- It is proposed to remove the stone column and wall within the existing arch to the west elevation of the Albert Square entrance lobby to create an opening to install a new platform lift and steps to provide step free access to the main corridor which sits at the higher level.
- The reopening of the Cooper Street entrance and the extension of the Cooper Street pavement to create a 1:21 gradient ramp for inclusive access, covering three of the original entrance steps.
- The creation of a new door opening to the west elevation of the entrance porch at the Cooper Street to provide a fire escape from a new internal escape staircase.
- The installation of a set of glazed doors within a screen at Cooper Street at the foot of these steps. This would extend to the full height of the arched ceiling and provide enhanced security protection.
- The removal the central section of the steps at Cooper Street to enable platform lift to be installed providing level access to the main corridor.
- The replacement of the Lloyd Street ramp with one which has an improved gradient. Two doorways would be formed by the extension of existing window openings at the top of the steps and ramp.
- The removal of the steps at the Princess Street entrance and the creation of a new door opening on the north elevation of the entrance lobby to provide step free access to a new lift. The existing glazed oak external doors and screen and internal glazed oak lobby doors and screen would be retained and repaired and the adjacent Lord Mayor's staircase would be retained.
- The installation of mechanical and electrical servicing, including risers and horizontal perimeter boxing and trenches, plant rooms, heating and cooling, wet systems, electrical systems, lift safety systems, information and communications technology systems and audio visual systems and lightning protection. All existing plant would be removed and replaced with modern equipment. Additional equipment would improve catering facilities. All externally mounted equipment would be located on the roof and a plant screen would installed to conceal the plant equipment and reduce noise level emitted.
- The partial removal of the 1950s and 1960s extension to the central courtyard link bridge and replacement with a new extension to house additional WC facilities to serve the Great Hall.
- The installation of a passenger lift close to the Princess Street entrance serving the lower ground, ground and first floors and a platform lift serving levels 6 and 8. The lift core would be located within a service area, which currently houses a spiral stair and a modern mezzanine.
- The installation of a passenger lift close to the Lloyd Street entrance serving the external ground level, lower ground, ground, first, second, third, fourth, fifth and sixth levels. The proposed Lloyd Street lift core would also include the installation of a platform lift at the Lloyd Street entrance serving levels three, five and seven and a stair that would access lower ground, ground and first

floor levels. The lift core would be located in an area of the building that was used a workshop on the lower ground floor, storage on the seventh floor and offices on all other levels.

- The installation of a passenger lift for public use close to the Albert Square entrance serving the external ground level, lower ground, ground, first, second, third, fourth, sixth and seventh levels. The lift core would be located within a lower ground floor WC, ground floor circular steward's office and former spirits storage room and a general use space at First Floor.
- The installation of a passenger lift and spiral stair close to the Cooper Street entrance serving the external ground level, lower ground, ground, first, second, third, fifth and seventh levels within areas of the building that were used as storage areas, offices, meeting rooms and an attic space. A platform lift would also be located in the centre of the existing internal steps at the Cooper Street entrance.
- The installation of one goods lift on the Lloyd Street side of the building adjacent the Lloyd Street link bridge close to the proposed catering kitchen. This would serve external ground level, lower ground floor, ground and first floor levels. This involves less alteration to the floor affected, but includes the removal a section of the moat.
- The installation of a platform lift to access the stage within the Great Hall.
- The installation of a platform lift to provide inclusive access through the Albert Square entrance. The platform lift would be located within the Sculpture Hall.
- The removal of the two existing non-original lifts.
- The upgrading of the lesser significant of the existing stairs to be more accessible.
- The provision of wayfinding signage.
- The restoration of the areas of the highest significance in the Town Hall, comprising all nodal/circular stairs, the Albert Square, Princess Street, Lloyd Street and Cooper Street entrance areas, the Sculpture Gallery, the principal circulation space, the ceremonial circulation space and stairs, the Great Hall, the 'Bees' landing, the Banqueting Room, the first floor reception room, the Tower Room, the Ante Room, the Conference Hall, the link bridges to the Great Hall, the organ area and associated retiring room, the Lord Mayor's Parlour, banqueting/reception areas and reception hall; to return the spaces to an earlier state, on the basis of significance and compelling evidence with some selective and minor alterations where these have been justifiably necessary.
- The refurbishment and repair of elements of the external and internal building fabric, doors and windows, and roof.
- The upgrade and replacement of building services, including connections into the Civic Quarter District Heat Network (MCQHN).
- The fit-out of typical spaces, including offices and WC provision.
- The provision of additional WCs including accessible and changing places WCs.
- The installation of new façade lighting.
- The installation of new internal lighting to replace inappropriate modern lighting.
- The repair and restoration of retained internal heritage lighting;

- Alterations to the Central Block at level one of the building to facilitate a larger catering kitchen. This area of the building includes historic and modern WCs, training, storage and utility rooms and a corridor. Ancillary catering areas would also be provided within level one and ground floor rooms.
- Alterations to the Sculpture Hall to provide a café,
- Alterations to rooms facing Albert Square to provide a dedicated visitor centre and retail space;
- Alterations to the former Police Station within the ground floor of Central Block to create a visitor centre and the reopening of the Police Bridge.
- Alterations to relocate the Coroner's Court within three former office rooms on level four of the building. The works include the removal of internal walls.
- The installation of additional temporary protection measures during the construction period.
- The erection of scaffolding to the Lloyd Street and Princess Street elevation.
- The installation of CCTV cameras throughout the building.

Planning permission is sought for:

- Overlaying the entrance steps of the Albert Square entrance to create a 1:24 ramp to create inclusive access to this entrance. The steps and slope would be made from granite and Burlington Stone.
- Opening of the Cooper Street entrance and extension of the Cooper Street pavement to allow a 1:21 ramp to be installed to create inclusive access.
- Replacement of the Lloyd Street ramp with one with an improved gradient. Two doorways would be formed in window openings.
- Removal of an external step at the Princess Street entrance, retention and repair of the glazed oak external doors and screen.
- Restoration of the areas of the highest significance in the Town Hall.
- Refurbishment and repair of the doors, windows and roof.
- Upgrade and replacement of building services, including connections into the Civic Quarter District Heat Network (MCQHN).
- Installation of new façade lighting.
- Plant removed and replaced. Additional equipment would improve catering facilities. All externally mounted equipment located on the roof, concealed by plant screen which would also reduce noise levels.

The main uses per level would be:

- Lower Ground - plant, catering, FM and heritage stores, staff welfare and control room.
- Ground Floor - café, flexible reception spaces, visitor centre, entrances, scrutiny room and offices, catering changing facilities and public facilities.
- Level 1 - banqueting and reception facilities, committee and ceremony rooms and catering kitchen.
- Level 2 - Leadership and executive offices.
- Level 3 - Lord Mayor's accommodation and coroner's offices.
- Level 4 - Coroner's courts and registrar's accommodation.
- Level 5 - Commercial offices.
- Level 6 - Commercial offices.

- Level 7 - No defined function (access for maintenance purposes only).

In support of the overall proposals, the applicants have stated:

The project team has worked collaboratively for a number of years and the works to the building and Albert Square are coordinated and aligned.

The refurbishment and partial restoration of Manchester Town Hall and the redesign of Albert Square would see the Town Hall updated and made fit for purpose for serving the people and the city of Manchester for another 140 years.

The works have developed from a detailed understanding of the heritage significance of the building and following a robust methodology agreed with key heritage stakeholders, including the Local Planning Authority, MCC Conservation Officer, Historic England and the Victorian Society.

The proposed restoration works have been assessed against a list of 12 principles:

1. Maintenance implications of the restoration to be sustainable;
2. Removal of modern (post-1945) intrusive or incremental intrusions into highly significance spaces or fabric;
3. Restoration of high-quality architectural details and features that are distinctive and unique to the Town Hall i.e. civic elements;
4. Restoration is more likely to be appropriate where the impact on significance relates to intangible key values, rather than physical fabric (which would be lost);
5. Restoration only carried out to meet the key objectives of the project;
6. Restoration can range from a minor reinstatement of original features to a full scheme to restore a sub divided room;
7. Decisions on which elements of a space will be restored will be made on a case by case basis, and not necessarily for an entire room; Restoration work to be recorded so not confused with original fabric.
8. The Town Hall and Albert Square are at the heart of Manchester's Civic Quarter and investment in them will help support other investment and job creation nearby. The design development has been informed by site intrusive and due diligence surveys to fully understand the condition of the building and the public realm,
9. The heritage values of the elements to be restored will decisively outweigh the values of those that would be lost;
10. The work is justified by compelling evidence of the evolution of the place, and executed in accordance with that evidence (not speculation);
11. The form in which the element currently exists that is proposed for alteration is not the result of a historically-significant event i.e. evolution of civic services;
12. The work proposed respect previous forms of the place i.e. the original Waterhouse design intent and architectural detailing;

## **Land Interest**

The City Council has a land ownership interest in the site and Members are reminded that in considering and determining these applications they are discharging their

responsibility as Local Planning Authority and must disregard the City Council's land ownership interest.

## **Consultations**

Publicity – The applications were advertised in the local press as affecting a listed building, affecting the setting of listed buildings and as affecting a conservation area. A notice was displayed on site and letters were sent to surrounding occupiers. No responses have been received.

Manchester Conservation and Historic Buildings Panel – Commented that the Panel acknowledge the approach and efforts taken to resolve complex issues of improving the building whilst minimising the impact of interventions, and felt that the detailed design and quality of these elements is critical to the successful integration of these elements.

Historic England - The building is the embodiment of the city's pride, a clear gesture of the power and wealth derived from industry in the 19th century. The Alfred Waterhouse gothic building is recognised as one of the very finest Victorian buildings, by arguably the era's foremost architect. Few Victorian interiors which can rival the quality and elegance of the Town Hall, whilst the extravagant civic rooms such as the Banqueting Hall embody the wealth and status of the city. It remains the civic heart of the city but has fallen behind the functional requirements of a modern public building and to allow it continue to be at the heart of city, works are proposed to improve access and the movement of people around the building. The scheme would also upgrade the existing office facilities; whilst an extensive restoration and repair scheme is to be carried out to enhance the buildings overall condition and best ensure its future.

Historic England is fully supportive of the principle of ensuring continued and increased public access to the Town Hall, as its public role is absolutely fundamental to the buildings significance. Underpinning the project is a commendable range of strong conservation principles, based on accepted conservation philosophy, whilst the methodical and painstaking evidence gathering and pragmatic design development for the project has been exemplary. We therefore have no objection.

National Amenity Societies - The Victorian Society – The Victorian Society has been consulted extensively on proposals for the Town Hall and public realm. This has been extremely positive and they are grateful for the considered and responsive engagement which has been exemplary, and should be taken as a model for all projects of this scale and ambition.

They are almost entirely positive about these proposals. The methodology that has been articulated and followed in refining the initial designs and in justifying the final proposals is clear and coherent and the final proposals of an extremely high quality. They have detailed queries about the entrance portcullises, the plant screens on Central Block, the Lloyd Street entrance and the Albert Memorial but are confident that the works have developed according to a rigorous, conservation-led design process. There would be some harm to the significance of the Town Hall, but this

would be comprehensively outweighed by the benefits of the extensive restoration and renewal.

Manchester Cavaille-Coll Organ Foundation – No comments received.

Head of Regulatory and Enforcement Services (Environmental Health) - No objections and have recommended conditions to agree a scheme for acoustic insulation of plant and equipment; the implementation of the waste management strategy and a scheme for fume extraction.

Travel Change Team, City Policy – The framework travel plan is acceptable, but a detailed travel plan must be produced. The revised travel plan will need to be considered and adapted to ensure it fits with the bigger picture of the Council's estate and policies.

Flood Risk Management Team - There is an issue regarding the drainage in terms of adoption for maintenance by Highways and so at present we are not able to finalise a response. From a flood risk perspective the current design is acceptable but if Highways are unwilling to adopt then the design will have to change and so currently formalising any condition is not possible.

City Centre Regeneration - No comments received.

Corporate Property – No comments received.

Head of Neighbourhood Services (Public Realm) – No comments received.

Highway Services – No comments received.

Greater Manchester Ecology Unit – Ecological issues were identified relating to roosting bats and nesting birds which can be resolved via condition.

Greater Manchester Archaeological Advisory Service – The proposals are supported by a comprehensive suite of drawings and analyses on the heritage interest and significance. Amongst these is the Historic Building Investigation report by Salford Archaeology, dated October 2019, which describes the historic fabric of each room within the Town Hall along with the results of a watching brief on exploratory ground works in the courtyard. The report concludes that additional details will be revealed when modern materials are stripped out from the building. On this basis, GMAAS recommends that an archaeological watching brief is undertaken during the strip-out works to ensure that previously hidden historic fabric is recorded. The results of the historic building analyses should be disseminated to the local and wider community through appropriate means. This work should be secured through a condition. GMAAS will monitor the implementation of the archaeological works on behalf of Manchester Planning Authority.

Transport for Greater Manchester – Confirmed acceptability of the Construction Management Plan. Its implementation should be required by condition.

Counter Terrorism Policing North West – No comments received

Greater Manchester Police (Design for Security) – Recommend a condition to reflect the physical security specifications set out in the Crime Impact Statement.

Greater Manchester Pedestrians Society – No comments received

Environment Agency – No comments received

United Utilities – No comments received.

Planning Casework Unit – No comments received.

Electricity Northwest – No comments received.

Cadent Gas Ltd – No comments received.

## **Issues**

### **Local Policy**

#### **Core Strategy**

The proposals are considered to be consistent with Core Strategy Policies SO1 (Spatial Principles), SO5 (Transport), SO6 (Environment), SP1 (Spatial Principles), CC1 (Primary Economic Development Focus (City Centre and Fringe), CC4 (Visitors – Tourism, Culture and Leisure), CC5 (Transport), CC9 (Design and Heritage), CC10 (A Place for Everyone), T1 (Sustainable Transport), T2 (Accessible Areas of Opportunity and Need), EN1 (Design Principles and Strategic Character Areas), EN3 (Heritage), EN4 (Reducing CO2 Emissions), EN8 (Adaptation to Climate Change), EN14 (Flood Risk), EN15 (Biodiversity and Geological Conservation), EN16 (Air Quality), EN17 (Water Quality) and DM1 (Development Management).

The Core Strategy Development Plan Document 2012-2027 was adopted in July 2012 and is the key document in the Local Development Framework. It sets out the long term strategic planning policies for Manchester. 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, saved UDP policies and other Local Development Documents. The adopted Core Strategy contains a number of Strategic Spatial Objectives that form the basis of the policies contained therein, as follows:

SO1. (Spatial Principles) – The development would allow the retention and improvement of the function of the building as a primary civic building and provide improved event and conference space in a highly accessible location and reduce the need to travel by private car. This would support sustainable growth and help to halt climate change. The building would use energy provided by the Civic Quarter Heat Network, which would improve its efficiency in operation further using its location to help to halt climate change. The proposals would have a positive impact on Manchester residents and businesses.

S05. (Transport) – The location is highly accessible and would make the most effective use of public transport. There is a high level of cycling storage provision within and around the building. The primary cycle route is adjacent the building along Princess Street to the north. The proposals would enhance the functioning and competitiveness of the city by providing access to jobs and services.

S06. (Environment) – It would protect and enhance the natural and built environment and ensure the sustainable use of natural resources. It would mitigate and adapt to climate change; support biodiversity and wildlife; improve air, water and land quality; improve recreational opportunities; and ensure that the City is inclusive and attractive to residents, workers, investors and visitors.

Policy SP1 (Spatial Principles) – It would improve a cultural asset and ensure that the building can be appreciated by future generations. Its function as a primary civic building would be improved. The repair and restoration would create an energy efficiency building and enhance the natural environment. Its efficiency in operation would be improved by its connection to the Civic Quarter Heat Network.

The works would improve the character of the Albert Square Conservation Area, the Civic Quarter and the City Centre. It would improve event and leisure space and additional retail space in an optimum location for sustainable transport reducing the need to travel by car.

Policy CC1 (Primary Economic Development Focus: City Centre and Fringe) – It would retain and improve employment space for Council employees and other civic functions, deliver improved event and leisure space and retail space attracting visitors to the Civic Quarter. It would deliver a legacy of direct and supply chain jobs and help those working on the project to gain skills and experience that they can build on and use throughout their careers and inspire others. The application includes a local labour agreement.

Policy CC4 (Visitors – Tourism, Culture and Leisure) – The restoration and repair works and the improved event, conference, café and retail space, would improve facilities for visitors and open up additional areas of the building to the public. There would be a visitor centre allowing the public to appreciate the internal architectural quality and Special Collections of the building. The accessible entrances would ensure full access with additional welfare facilities provided throughout the building, including an upgrade of the existing Victorian toilet system.

Policy CC5 (Transport) – The re-opening of entrances would improve access for all. Air quality would be improved and carbon emissions reduced as the building is accessible by all forms of sustainable transport.

Policy CC9 (Design and Heritage) – The works would enhance the Grade I Listed Town Hall and would enhance the setting of surrounding listed buildings and monuments and the Albert Square Conservation Area.

Policy CC10 (A Place For Everyone) – Full access would be provided via the sloped access at the Albert Square and Cooper Street entrances with full access to all facilities on all levels via passenger and platform lifts and accessible stairs. The

location is accessible and sustainable. The building would provide events and facilities that would appeal to everyone. Welfare facilities would be modernised. The circulation ties in with the fire escape strategy to ensure the building meets modern standards. One of the main objectives has been to ensure full access and the proposals have been developed in line with Access Groups.

Policy T1 (Sustainable Transport) – The proposal would provide full access and allow jobs and facilities to be retained in an accessible location, close to all sustainable transport modes. The proposal includes a travel plan and the provision of staff cycle parking in the basement.

Policy T2 (Accessible Areas of Opportunity and Need) – It would be accessible to all forms of sustainable transport and be a fully accessible building.

Policy EN1 (Design Principles and Strategic Character Areas) - The design would enhance the character of the area and the image of Manchester. It would enhance a heritage asset. The external envelope would be repaired and cleaned.

Policy EN3 (Heritage) – The architectural qualities of parts of the building that are showing their age would be enhanced and studies show that some elements are reaching their natural lifespan. The building would be repaired and partially restored and would have a positive impact on its character and appearance and the surrounding environment. A Heritage Impact Assessment considers that the proposals would have a high beneficial impact on the building.

Policy EN4 (Reducing CO2 Emissions by Enabling Low and Zero Carbon Development) - Options to retrofit the building to accord with energy efficiency standards were ruled out owing to their impact on the listed fabric. However, the proposals would connect to the Civic Quarter Heat Network and other measures would improve energy efficiency. Energy used during the construction would be supplied from a renewable energy supplier to prevent direct carbon emissions.

Policy EN8 (Adaptation to Climate Change) – The site is in flood risk zone 1, which has a low risk of flooding. The development includes measures to avoid flooding and improve drainage. It would connect to the Civic Quarter Heat Network and minimise carbon emissions when in operation.

Policy EN14 (Flood Risk) – A Flood Risk Assessment and drainage strategy identifies that the site is within Flood Zone 1. The development includes measures to avoid flooding and improve drainages. An attenuation tank in Albert Square and the internal courtyard would reduce surface water runoff and reduce the risk of flooding in preparation for the 1 in 100 year flooding event. The strategy has been designed in consultation with United Utilities and the Lead Local Flood Authority.

EN15 (Biodiversity and Geological Conservation) – The incorporation of measures to enhance ecology for breeding birds and roosting bats should be required by condition and should protect species that do and could nest at the building.

Policy EN16 (Air Quality) - The location is highly accessible by all forms of public transport and reduces the reliance on cars and therefore minimises emissions from

traffic generated. The proposals connect to the Civic Quarter Heat Network reducing the carbon emissions. The Travel Plan encourages the use of sustainable modes of transport to visit/access the site. Air quality during construction would be actively managed to prevent detrimental impact.

Policy EN17 (Water Quality) – There would be no adverse impact on water quality and surface water run-off and ground water contamination would be minimised.

Policy EN19 (Waste) – It would be consistent with waste hierarchy principles and a Waste Management Strategy has been submitted. Waste during construction would be managed in accordance with the Construction Management Plan. Event waste would be managed through an Event Management Plan with individual strategies related to the event. A Waste Management Strategy has been submitted which covers collection and recycling measures.

Policy DM1 (Development Management) – This policy sets out the requirements for developments and outlines a range of general issues that all development should have regard to. Of these the following issues are or relevance to this proposal:

- appropriate siting, layout, scale, form, massing, materials and detail;
- design for health;
- adequacy of internal accommodation and amenity space.
- impact on the surrounding areas in terms of the design, scale and appearance of the proposed development;
- that development should have regard to the character of the surrounding area;
- effects on amenity, including privacy, light, noise, vibration, air quality and road safety and traffic generation;
- accessibility to buildings, neighbourhoods and sustainable transport modes;
- impact on safety, crime prevention and health; adequacy of internal accommodation, external amenity space, refuse storage and collection, vehicular access and car parking; and
- impact on biodiversity, landscape, archaeological or built heritage, green Infrastructure and flood risk and drainage.

The application is considered in detail in relation to the above issues within this report and is considered to be in accordance with this policy.

### **Saved Unitary Development Plan Policies**

DC18.1 (Conservation Areas) – The application is supported by a Heritage Impact Assessment, which provides an assessment of the significance of the site and an impact assessment of the effect of the proposals on the setting of the Albert Square Conservation Area.

DC19.1 (Listed Buildings) – A Heritage Impact Assessment has assessed the significance of the building and the impact of the proposals on the setting of the adjoining listed buildings and monuments.

DC20.1 (Archaeology) – A Historic Building Record and associated Photographic Record has been submitted in support of the proposals, which show the building as it

is now. This would be amended to reflect any findings from due diligence surveys and as works commence to refurbish the building, any other elements uncovered during these works would also be captured within this report. A Desk-Based Archaeological Assessment and Written Scheme of Investigation have also been submitted in support of the proposals.

DC26.1 and DC26.5 (Development and Noise) – A construction management plan details how noise would be mitigated during construction works. An events management plan would ensure noise is managed and an acoustic report has been submitted for the externally mounted equipment.

### **Guide to Development in Manchester Supplementary Planning Document and Planning Guidance (April 2007)**

This Supplementary Planning Document supplements guidance within the Adopted Core Strategy with advice on development principles including on design, accessibility, design for health and promotion of a safer environment. The proposals would comply with these principles where relevant.

### **Relevant National Policy**

The National Planning Policy Framework sets out Government planning policies for England and how these are expected to apply. The NPPF seeks to achieve sustainable development and states that sustainable development has an economic, social and an environmental role (paragraphs 7 & 8). Paragraphs 10, 11, 12, 13 and 14 of the NPPF outline a "presumption in favour of sustainable development". This means approving development, without delay, where it accords with the development plan. Paragraphs 11 and 12 state that:

“The presumption in favour of sustainable development does not change the statutory status of the development plan as the starting point for decision making. Where a planning application conflicts with an up-to-date development plan (including any neighbourhood plans that form part of the development plan), permission should not usually be granted. Local planning authorities may take decisions that depart from an up-to-date development plan, but only if material considerations in a particular case indicate that the plan should not be followed.”

The proposed development is considered to be consistent with sections 6, 7, 8, 9, 11, 12, 14, 15 and 16 of the NPPF for the reasons outlined below:

Section 6 – (Building a strong and competitive economy) – The proposal would support economic growth and create jobs and prosperity through construction. The proposals would secure the long-term civic use of the building and provide enhanced facilities for visitors also supporting economic growth.

Section 7 (Ensuring the Vitality of Town Centres) - The proposal would repair, restore and enhance the condition and appearance of the building and enhance facilities for visitors including a new visitors centre that would enable members of the public to appreciate the internal architectural quality and Special Collections.

Section 8 (Promoting healthy and safe communities) – The building would be made safe and accessible and the additional ancillary uses would relate well to and complement the nearby uses.

Section 9 (Promoting Sustainable Transport) – This site is close to Deansgate and Oxford Road railway stations, St Peter’s Square Metrolink Station, Metroshuttle Services and bus routes on Oxford Road and Deansgate. This would be sustainable development and contribute to wider sustainability and health objectives and would give people a choice about how they travel.

Section 12 (Achieving Well-Designed Places) –The proposals would respect the historic site and the significance of the building and would be fully accessible. The loped access to the Albert Square and Cooper Street entrances would provide inclusive access. The additional welfare facilities would provide sufficient toilet provision. This would enable the building to be used for future generations. The proposals achieve balance between the need for inclusive access and the buildings Grade I Listed status.

Section 14 (Meeting the challenge of climate change, flooding and coastal change) – The site is in flood risk zone 1 with a low risk of flooding. The development includes measures to avoid flooding and improve drainage.

Section 15 (Conserving and enhancing the natural environment) - The potential risks of various forms of pollution, including noise, has been considered. With appropriate mitigation measures, there would be no significant adverse impacts on the natural environment and measures to protect and enhance biodiversity are included.

Section 16 (Conserving and Enhancing the Historic Environment) - The Grade I Listed Town Hall is in the Albert Square Conservation Area. The works would affect the setting of the nearby Grade II and Grade II\* listed buildings. The Grade I Listed building would be restored and refurbished, conserving its fabric and ensuring its continued use for future generations. The building would be brought back into civic use and celebrated in a cultural and social sense through improved access with including to its Special Collections. The conservation areas and listed buildings would be improved by the proposed repair and illumination of the external elevations.

## **Other Relevant City Council Policy Documents**

### Strategic Plan for Manchester City Centre 2015-2018

The Strategic Plan 2015-2018 updates the 2009-2012 plan and seeks to shape the activity that will ensure the City Centre continues to consolidate its role as a major economic and cultural asset for Greater Manchester and the North of England.

It sets out the strategic action required to work towards achieving this over the period of the plan, updates the vision for the City Centre within the current economic and strategic context, outlines the direction of travel and key priorities over the next few years in each of the city centre neighbourhoods and describes the partnerships in place to deliver those priorities.

The application site falls within the area designated as the Central Business District. This area is home to a wide range of companies of varied sizes across a range of business sectors and is fundamental to the City remaining a business destination. The key priorities for this area are:

- Encouraging the supply of more Grade A floor space, particularly through supporting the delivery of commercial developments around the Civic Quarter.
- Co-ordinating the major transport work in the area with the commercial and public realm developments taking place.
- Implementing a strategy to continue to attract major conferences to Manchester Central. Investigating and encouraging further development and investment at the centre, including the Radisson Blu Hotel's plans for the Theatre Royal on Peter Street.
- Delivering the landmark St Michael's development, which includes proposals for a range of uses, including commercial, residential, retail and leisure amenities.
- Working with partners to finalise regeneration proposals, and bring forward development at the Grade II Listed Great Northern Warehouse.
- Delivering the Peterloo Memorial within the Civic Quarter prior to the 200th anniversary of the event.

The proposed development would be consistent with achieving these priorities as it would demonstrate further investment in the City Centre and would enhance the surrounding environment. The proposals also include a visitor centre that would attract additional tourism to the Civic Quarter.

#### Manchester Residential Quality Guidance (July 2016) (MRQG)

The City Council has endorsed the Manchester Residential Quality Guidance which is now a material planning consideration. The document provides specific guidance for Manchester and includes a section on the consideration of how to animate streets and spaces.

It states that residential design should always make a positive contribution to Manchester's streets and spaces to make *a safe and inviting place for everyone*

It sets our requirements for well-considered public realm as an integral as part of all new residential developments and is critical in ensuring that Manchester's neighbourhoods are attractive, vibrant and successful.

It states that the design of the public realm can have a significant impact upon how spaces between buildings are used, on who uses them and also how frequently.

During the day, street furniture encourages adaptable and flexible use, encouraging people outside and helping to establish a sense of place. In the evening, lighting has a significant part to play in ensuring that neighbourhoods, blocks and streets function well and feel safe.

It stresses the importance of ensuring that public realm is designed with management and maintenance in mind. Without successful management, well designed spaces can have the tendency to have a negative impact on the environment and by association, the people and community that surround it.

The proposal is broadly in keeping with the aims and objectives set out in the guidance through the improvements to access into the building and to council services and the external lighting of the building.

#### Heritage Management Plan for Manchester Town Hall (2015)

Policy 1 of the Heritage Management Plan for Manchester Town Hall sets out the requirement for informed conservation, of which understanding of significance is a crucial element:

‘The conservation process relating to the Town Hall (including regular maintenance, recording, repair, site management and promotion of the building complex as a heritage asset) must be demonstrably informed by the sensitivities of the building’s fabric and setting, and based on clear understanding of its history, development and condition.’

Since the building’s closure in 2018, the project team has been at work developing proposals for repair and restoration of the building. The proposals have been informed by site intrusive and due diligence surveys to fully understand the condition of the building and the public realm, including the condition of existing hard landscaping, trees and locations of existing utilities’ servicing routes.

The development would repair and partially restore the listed building having a positive impact on the character and appearance of the building and the surrounding environment. The application includes a Heritage Impact Assessment which considers that the proposals would have a high beneficial impact on the Town Hall building.

#### Civic Quarter – Manchester Central Regeneration Framework (2009)

The building is also located within the area addressed by the Civic Quarter SRF area.

The ‘Civic Quarter – Manchester Central’ Regeneration Framework was adopted in October 2009. The area covered by the framework has been identified as being pivotal to the next phase of growth within the City Centre.

The principles set out within the framework are centred on a Partnership Approach and Delivery, Key Capital Projects, Sustainability, Place Making and Connectivity. Sustainably, the framework seeks to:

- ensure the highest possible standards of energy performance in new development whilst maximising opportunities to reduce carbon emissions from existing buildings;
- create an inspiring urban environment;

- a secure a commitment from all landowners to deliver a city-wide approach to renewable energy and utility strategy;

The proposals includes the refurbishment and retention of the most important building within the Civic Quarter. As part of these works the building would connect to the Civic Quarter Heat Network reducing emissions.

#### Stronger Together: Greater Manchester Strategy 2013 (GM Strategy)

The sustainable community strategy for the Greater Manchester City Region was prepared in 2009 as a response to the Manchester Independent Economic Review (MIER). MIER identified Manchester as the best placed city outside London to increase its long term growth rate based on its size and productive potential.

It sets out a vision for Greater Manchester where by 2020, the City Region will have pioneered a new model for sustainable economic growth based around a more connected, talented and greener City Region, where all its residents are able to contribute to and benefit from sustained prosperity and a high quality of life. The importance of a sustainable economic approach is central to the achievement of these objectives, ensuring that all parts of the city-region can enjoy the improved opportunities that a stronger economy can bring.

The proposed refurbishment of the building would support and align with the overarching programmes being promoted by the City Region via the GM Strategy through the securing of a future for the listed building and through the provision of events and facilities that would appeal to everyone, including families. The proposals have been developed in line with Access Groups to include the necessary facilities, including integrated audio loops, WC facilities, level access, lifts and fire safety upgrades. The existing performance of the building as a tourism attraction and cultural asset would be improved due to the restoration and repair works and the improved event, conference, café, visitor centre and retail space.

#### Greater Manchester Spatial Framework (Draft, January 2019)

The Revised Draft of the Greater Manchester Spatial Framework (GMSF), 'Greater Manchester's Plan for Homes, Jobs and the Environment, was published for formal consultation in January 2019, under Regulation 18 of the Town and Country Planning (Local Planning) (England) Regulations 2012, which closed on 18 March 2019. Paragraph 48 of the NPPF states that local planning authorities may give weight to relevant policies in emerging plans according to: the stages of preparation; the extent of unresolved objections; and the degree of consistency of the relevant policies in the emerging plan to this Framework. Whilst the GMSF is still in draft and at the early stages of consultation, it is considered to carry some weight in the determination of planning applications.

The framework seeks to encourage developments to maximise economic, social and environmental benefits and recognises the importance of supporting a thriving economy in Greater Manchester, placing an emphasis on maintaining economic diversity; facilitating high value clusters in prime sectors; making the most of major

assets including existing and proposed transport infrastructure; and providing the high-quality, sustainable living environments.

### The Greater Manchester Strategy for the Visitor Economy 2014 – 2020

This strategy sets out the strategic direction for the visitor economy from 2014 through to 2020 and is the strategic framework for the whole of the Greater Manchester city-region. It outlines how Manchester will seek to secure its share of the global tourism industry, not just with mature markets but also in the emerging markets of Brazil, Russia, India and China. It also sets out the potential for business tourism to make a considerable contribution to the prosperity of Manchester stating that the attraction of national and international conferences not only contributes directly to the local economy, but also supports wider city objectives of attracting talent and investment in key industry and academic sectors. One of the key aims of the strategy is to position Manchester as a successful international destination.

The refurbishment works would include improved visitor attractions to add to the existing City Centre hotel offer.

### Destination Management Plan (DMP)

This is the action plan for the visitor economy for Greater Manchester that aligns to the tourism strategy, 'The Greater Manchester Strategy for the Visitor Economy 2017 - 2020'. The plan identifies what needs to be done to achieve growth targets by 2020. The activity includes not only the plans of the Tourist Board, Marketing Manchester, but also those of other stakeholders and partners including the ten local authorities of Greater Manchester, Manchester Airport, other agencies and the tourism businesses themselves. The DMP is a partnership document which is co-ordinated and written by Marketing Manchester but which is developed through consultation with all the appropriate stakeholders through the Manchester Visitor Economy Forum. The Forum comprises senior representatives from various visitor economy stakeholders' or The DMP has 4 Strategic Aims:

- To position Manchester as a successful international destination
- To further develop Manchester as a leading events destination
- To improve the quality and appeal of the product offer
- To maximise the capacity for growth

The proposed tourism facilities would align with these aims.

## **Climate Change**

### Manchester Green and Blue Infrastructure Strategy 2015

The Manchester Green and Blue Infrastructure Strategy (G&BIS) sets out objectives for environmental improvements within the City within the context of objectives for growth and development.

The associated application for the redesign of Albert Square (124918/FO/2019) incorporates appropriate trees and planting. The proposals are based upon the

removal of 21 trees within Albert Square and on Princess Street to be replaced with 25 new trees in engineered cellular tree pits that have tailored drainage attenuation features, significantly increasing the growth potential, overall health and species palette available. Four of the Category A London Plane Trees would be retained.

The proposed works also include the removal of the Albert Square highway from the scheme and regrading and resurfacing of the entire Albert Square area to face of buildings. Remedial works are also to be undertaken to the footpaths on Lloyd Street, Cooper Street and Mount Street, further improving the accessibility of the space for pedestrians and cyclists.

Pedestrian linkages across Albert Square would be enhanced in all directions by the development. Pedestrian and cycle access would also be consistent with that adopted within St Peter's Square where pedestrians and cyclists have shared freedom within the Square, creating a mutual respect for the other user. These measures would help make Albert Square a pleasurable environment and encourage visitors to interact with and create a more vibrant public space.

There are no opportunities to incorporate green or blue infrastructure at the building due to its listed status and the inherent design qualities of the building.

#### Our Manchester Strategy 2016-2025

This document identifies the long-term vision for the city (up to 2025). This identifies the enormous change which has taken place across Manchester in the last 20 years and sets out the vision for Manchester to become a liveable and low carbon city which will:

- Continue to encourage walking, cycling and public transport journeys;
- Improve green spaces and waterways including them in new developments
- to enhance quality of life;
- Harness technology to improve the city's liveability, sustainability and connectivity;
- Develop a post-2020 carbon reduction target informed by 2015's intergovernmental Paris meeting, using devolution to control more of our energy and transport;
- Argue to localise Greater Manchester's climate change levy so it supports
- new investment models;
- Protect our communities from climate change and build climate resilience

The strategy is split into five themes: our vision; a thriving and sustainable city; a highly skilled city; a progressive and equitable city; a liveable and low carbon city; and a connected city.

The Strategy recognises the importance of climate change action, identifying that the City has seen a 20% reduction in its carbon emissions since 2005 and is on track to achieve a 29% reduction by 2020 setting a good platform for new activity in order to meet the 41% reduction target and benefit from cost savings and low carbon investment.

As part of this, the strategy includes:

Pursuing growth whilst seeking to improve air quality, decreasing pollution and generation energy from sustainable sources; and

Taking greater control of where the city's energy comes from so that increasing levels of heat and power are being generated through affordable, locally produced low and zero-carbon energy.

### Manchester a Certain Future (2009, 2013 and 2015)

Written initially in 2009, and updated in 2013 in 2015, the plan sets out that in 2015 the energy consumed within the Council's operational buildings estate contributed 66% of the City Councils direct CO2 emissions.

The visions of the plan include:

- Reduce the city's carbon emissions by 41% by 2020;
- Engage all individuals, neighbourhoods and organisation in a process of cultural change that embeds low carbon thinking into the lifestyles and operations of the city;
- Prepare for and actively adapt to a rapidly changing climate; and
- Make a rapid transition to a low carbon economy.

The plan identifies a number of actions identified to take place within the City to achieve this vision including:

- Developing and delivering the City Centre's first new district heating network in the Civic Quarter by 2018
- The identification and development of additional heat networks across the City

### Manchester Climate Change Board (MCCB) Zero Carbon Framework

The City Council supports the Manchester Climate Change Board (MCCB) to take forward work to engage partners in the city to address climate change. 1.3 In November 2018, the MCCB made a proposal to update the city's carbon reduction commitment in line with the Paris Agreement, in the context of achieving the "Our Manchester" objectives and asked the Council to endorse these ambitious new targets.

### The Zero Carbon Framework

This Framework outlines the approach which will be taken to help Manchester reduce its carbon emissions over the period 2020-2038.

The target was proposed by the Manchester Climate Change Board and Agency, in line with research carried out by the world-renowned Tyndall Centre for Climate Change. Manchester's science-based target includes a commitment to releasing a maximum of 15 million tonnes of CO2 from 2018-2100. At 2 million tonnes per year, Manchester's 'carbon budget' will run out in 2025, unless urgent action is taken.

Areas for action in the draft Framework include improving the energy efficiency of

local homes; generating more renewable energy to power buildings; creating well-connected cycling and walking routes, public transport networks and electric vehicle charging infrastructure; plus the development of a 'circular economy', in which sustainable and renewable materials are reused and recycled as much as possible.

#### Manchester Climate Change Implementation Plan 2017 – 2022 (2017)

This plan is the first five-year implementation plan produced in achieving Manchester Climate Change Strategy and identifies the actions that are to take place by 2022.

This plan identifies that by 2022 the Civic Quarter Heat Network will be delivered and the next phase of city centre heat network be deployed, as well as ensuring Manchester is seen as a beacon for sustainable design through industry awards and the promotion of exemplary low carbon, climate resilient development and infrastructure projects.

#### Manchester Climate Change Strategy 2017 – 2050 (2017)

The Manchester Climate Change Strategy 2017 – 2050 is an ambitious plan that seeks to ensure that Manchester is a thriving, zero carbon, zero waste, climate resilient City which actively contributes to and benefits from the City's success.

In order to achieve this, five key visions are set out within the Strategy, these are: achieving a sustainable economy and jobs; healthy communities; resilience to climate change; zero carbon; and a culture change.

The strategy sets out an overview of areas where action is necessary in order to achieve these visions; this includes transport, education, waste and recycling, green spaces, energy efficiency and generation, buildings and businesses, and the economy.

Underpinning building and energy efficiency and generation is the need to minimise existing buildings energy requirements through the implementation of renewable energy technologies by taking greater ownership of the City's energy system in order to ensure a 100% clean energy by 2050.

#### The Greater Manchester Combined Authority (GMCA)

The GMCA is made up of the ten Greater Manchester Local Authorities, which work with other local service providers to improve the city-region. The GMCA was set up in 2011 and has enabled the city-region to have more control over local transport services, planning powers to encourage regeneration and development, funding for housing development and getting people back in to work and to support and develop local businesses.

The GMCA sets out a vision for Greater Manchester:

"We want to be more prosperous, better connected, and greener. By 2020 Greater Manchester should be self-reliant: contributing to national wealth rather than needing government help.

Local people will have more job opportunities, and new skills to contribute to, and benefit from, a stronger economy. They'll enjoy better health and a higher quality of life."

The GMCA's Green City Region Statement sets the target of significantly growing the local low carbon economy by 2020, stating that Greater Manchester is already the UK's 3<sup>rd</sup> largest low-carbon and environmental goods and services sector, generating £3.4 Billion and providing 37,000 jobs.

### Greater Manchester Climate Change and Low Emission Strategies' Whole Place Implementation Plan (2016-2020)

In 2016 GMCA produced a Climate Change and Low Emission Strategies' implementation Plan outlining the ways in which the combined authority will address climate change and lower the area's level of carbon emissions. The plan highlights that growing the low carbon economy is one of the key means by which this will be achieved, stating that major infrastructure development should be pursued that identifies "*spatial, technological and market opportunities and funding to deploy the type and scale of energy efficient/low carbon development, generation, distribution, storage required to deliver carbon and emission targets*" (page 6)

It is stated that over the plan period, Greater Manchester will have to significantly accelerate the rate of development of new low carbon energy generation, including district heat networks and renewables. The combined authority's promotion of the existing low carbon and environmental goods and services sector, whilst also increasing the development and integration of relevant skills of the local workforce, is highlighted as a means by which businesses can be helped to optimise performance and their contribution towards meeting the plan's goals.

### Securing the Future: Delivering UK Sustainable Development Strategy

In March 2005, the UK Government published the UK Sustainable Development Strategy with the overarching aim of enabling people throughout the world to satisfy their basic needs and enjoy a better quality of life without comprising the quality of life of future generations.

As part of this, the Government committed to reducing the country's greenhouse gas emissions and moving to a low carbon, helping to reduce carbon emissions by 60 percent by 2050.

The remainder of the report will assess how the proposals comply with these local, regional and national policies.

## **Conservation Area Declarations**

### Albert Square Conservation Area

The Albert Square Conservation Area is bounded by Princess Street, Cooper Street, Kennedy Street, Clarence Street, Bow Lane, Tib Lane, Cross Street, John Dalton Street, Deansgate, Lloyd Street, Jackson's Row, Central Street, Manchester Central Library and Manchester Town Hall Extension.

It contains many listed buildings, including the Grade I Listed Town Hall, but also contains a number of more recent buildings such as Heron House. There is much variety in the building materials used in Albert Square. Generally buildings on the eastern side of the Square are built of yellow stone whilst those on the west side, opposite the Town Hall, are finished in red brick. This helps to emphasise the civic importance of the Town Hall.

The principal characteristic of the conservation area is the view looking east along Brazenose Street which focuses on the dominant tower of the Town Hall, framed by commercial buildings on either side.

A large amount of the Conservation Area in particular around the Town Hall and on Brazenose Street is pedestrianised.

The architectural emphasis of corners is a characteristic of Manchester buildings which contributes to the urban design character of the city centre. It is evident in the Albert Square area and its use in new developments will therefore be encouraged.

Designers should respect the architectural character of the existing historic buildings and create proposals which harmonise with them. This does not mean producing pastiche or a copy of an old building, since each building should have a vitality of its own and reflect the period in which it is built.

### **Legislative requirements**

Section 66 of the Listed Building Act 1990 provides that in considering whether to grant planning permission for development that affects a listed building or its setting the local planning authority 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 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.

S149 (Public Sector Equality Duty) of the Equality Act 2010 provides that in the exercise of all its functions the Council must have regard to the need to eliminate discrimination, advance equality of opportunity and foster good relations between person who share a relevant protected characteristic and those who do not. This includes taking steps to minimise disadvantages suffered by persons sharing a protect characteristic and to encourage that group to participate in public life. Disability is among the protected characteristics.

S17 Crime and Disorder Act 1998 provides that in the exercise of its planning functions the Council shall have regard to the need to do all that it reasonably can to prevent crime and disorder.

### **Design Issues, Relationship to Context and Impact on Historic Context**

The effect of the proposal on listed buildings, conservation areas, scheduled Ancient Monuments, archaeology, key views and open spaces has been addressed. Section 16 of the NPPF establishes the criteria by which planning applications involving heritage assets should be assessed and determined. Paragraph 192 identifies that Local Planning Authorities should take into account the following considerations:

- 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 viability.
- The desirability of new development making a positive contribution to local character and distinctiveness.

Paragraph 194 states 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.

Paragraph 197 states that 'The effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that directly or indirectly affect non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset.'

The works would refurbish this highly important Grade I Listed building and reveal, restore and reinstate original features. The Town Hall has never undergone a holistic refurbishment with areas of the building maintained or decorated when needed. .

The following works would be highly beneficial works:

- The external repairs and cleaning of the fabric;
- The careful refurbishment of the historic WCs in line with their historic function;
- The removal of modern ensuite facilities within the mayoral suite;
- The retention and reuse of existing service trenches and the refurbishment and reuse of the associated decorative grills;
- The removal of any high level service distribution at ground floor level and above and the making good of any fabric affected;
- The restoration of the original luminaires within the Albert Square, Cooper Street and Princess Street Entrances, Banqueting Hall, Reception Rooms, Tower Room, Lord Mayor's Parlour, Ante Room, Central Staircase, Smoke Room, Great Hall, Main Staircase, The Hexagon/Mayoral Suite, the Courtyards, Council Chamber, Lord Mayor's Stairs, Albert Memorial and Lloyd Street.
- The provision of replica luminaires in the Lord Mayor's Lounge, Committee Rooms 1, 2 and 3, ground floor corridor, Sculpture Hall, first floor corridor, Police Cells, Lord Mayor's Staircase, Spiral Stairs, Conference Hall and Banqueting Hall. These have been informed by firm on-site examples or relevant information including the Hart, Son & Peard catalogue. These would replace detrimental modern and missing luminaires.
- The concealing of a majority of small power cable routes and the removal of past service clutter.

- The restoration of the original Waterhouse corridor layout at lower ground floor.

These works would improve the condition of the building fabric, retain and reinstate important features and resolve harmful water penetration.

The removal and replacement of the extensions to the highly significant link bridge, which originally provided access between the Great Hall and the circulation area on level one. The current extensions have a poor appearance and almost fully conceal the bridge and affect the amount of natural light to adjacent rooms. They resulted in the notable loss of considerable amounts of window tracery and cause significant harm to the building. The structure of the link bridge is remarkably intact and it could be restored. It is proposed to partially retain and reduce the footprint of the extensions and replace them with new extensions for operational reasons. The new extensions would be of a high quality contextual design and reveal more of the original fabric and features of the elevations of the building.

This would improve the impact on the setting of the listed building compared to the existing extensions, but would cause less than substantial harm compared to the possible and desired restoration of the bridge link. All original fabric would be retained and access through the interior of the link bridge would be improved. The proposed extensions are of a significantly higher quality than existing and would reveal more of the courtyard elevations and features. The design is a contemporary intervention but reflects the original composition of three bays, each with three lights, balustrade detailing and overall proportions that is in keeping with Waterhouse's established aesthetic. They would be constructed of glazed terracotta. The design would avoid the 'pastiche' approach, but would respond to the forms and language of the surrounding courtyard. The interior design would reveal the arches along the interior of the original bridge and where possible within the WCs would express the forms of the original bridge façade.

The additional floor space is required to accommodate WC facilities close to the Great Hall. Their installation elsewhere in the building would either be too remote or cause harm to less altered and highly significant areas. Extensive research and assessment has been carried out and having fully explored all options and the proposal was deemed the least intrusive. It is understood that the bridge would be fully restored internally, the elevations would be fully recorded when exposed and tests would be carried out to inform any work needed to stabilise the bridge following the removal and to ensure that the bridge can support the proposed extensions.

The works to the Albert Square entrance, which is the most significant entrance at the building and the original main entrance include the covering over of the steps with two slopes/ramps and a set of steps. The works also include the removal of original masonry balustrade and columns, the localised removal of mosaic tiles from the floor of the Sculpture Hall and the relocation of the statues of Dalton and Joules to the foot of the ceremonial stairs to allow the installation of a platform lift. These works would allow safe and inclusive access through the original main entrance and into the building. It is also proposed to alter the existing screen doors to enhance security.

The harm would be considerably lessened by the creation of level access through the historic main entrance, the bespoke design of the platform lift, the careful removal and finishing of masonry, a decorative surround that would be contextual to the space in which the platform lift would sit, the reuse of the mosaics to provide a surface for the platform lift, the retention of the existing steps beneath the ramp and the high quality materials proposed. The relocation of the statues would be beneficial as it would enhance the intended openness of the space and allow the statues to be placed in keeping with their original intended location. The alteration of the doors would preserve a substantial amount of historic fabric and conserve their aesthetic composition and would therefore have limited impact. Additionally, failure to make this entrance accessible would see this highly significant main entrance closed and replaced meaning that its use could not be conserved.

The works to the highly significant Cooper Street entrance would cover three steps with a slope/ramp and steps that lack symmetry and reduce the landing level. This would allow safe and inclusive access through an important original entrance. A set of internal steps would be regraded and the central section removed to provide a platform lift. A fire escape would be created within an existing arch and glazed doors would be installed in a stone screen that extends to the height of the arched ceiling. The arch would be dismantled, structurally strengthened and reinstated to enhance security.

The harm would be considerably lessened by the reopening and reuse of this important entrance, the creation of level access, the bespoke design of the platform lift, the selective and careful removal and finishing of masonry, the location of the fire escape access in an existing arch to avoid the disruption of the original composition, the retention of the three existing steps beneath the ramp, the reuse of the other two existing steps in the works, the contextual design of the new screen and the high quality materials proposed. Failure to make this entrance accessible would mean that this highly significant entrance would remain closed.

The ramp at the original staff entrance on Lloyd Street would be removed and the 1930s window and doorway would be altered to create a doorway within an original arched stained glass window. The internal doors would be altered and adapted to improve security. These works would create safe and secure inclusive access. The harm caused would also be lessened due to the quality and design of the works with the overall character of the entrance retained.

At the less prominent, but high quality and significant Princess Street entrance original fabric would be removed to lower the internal floor level. An opening would be formed within the north-west wall and the historic external doors and screen and the internal screen would be altered to conceal a new metal frame. These works would create safe and inclusive access and improve fire ratings and the overall composition of the space would remain intact with masonry removed selectively and carefully.

The Albert Square lift would be installed within an area historically used as a pantry and contains a circular former spirit storage room. The rooms affected with the exception of the upper pantry retain their original proportions, however many of the original fixtures and fittings have been altered or lost, although some including

fireplaces remain. The works would cause harm as they include the partial removal of original floors, the relocation of fireplaces, the enlargement and modification of openings to circulation areas and the installation and visual impact of the lift, which would take significant space. The circular form of the affected rooms mean that this is not an obvious location, but was the result of a full option assessment. The works would allow inclusive and dignified access to the lower ground, ground and first floors. The fireplaces would be relocated to carefully considered places within the building and modern cumulative detrimental features and the upper level modern partition would be removed.

The Cooper Street lift core affects a collection of former storage areas, offices, meeting rooms and an attic. These areas have most recently been used as offices and retain their original proportions, but have been affected by cumulative changes to decorative schemes, lighting and wider services. The core would accommodate new lifts, stairs and associated lift lobbies to provide a dedicated firefighting core. The partial removal of floors and alterations to a section of roof truss, the modification or replacement of original doors, the relocation of fireplaces along with the intrusive effects of the stairs, lifts and lobbies and the loss of the historic layout would cause harm.

These works would however protect the building from the significantly more devastating impact that less protection from fire could have on the building and the people working within it and provide inclusive access to several floors and facilities. Fireplaces would be relocated, detrimental modern partitions and cumulative features within these areas would also be removed.

The central corridor staircases are original and make a notable positive contribution to the buildings significance. One of the central corridor staircases would be extended to lower ground floor level, requiring the removal of part of the ground floor slab, selective removal of sections of an original wall, two new doors to existing openings, the alteration of existing doors where necessary, works to the treads and handrails and the installation of fire rated partitions with associated access doors. The removal and alteration of historic fabric and the installation of physical barriers would cause harm. However, the detrimental and non-original lift would be removed as part of the works and the affected floor area restored. Partitions would be sensitively designed and located and would incorporate a significant amount of glazing lessening the impact.

The goods lift core would affect offices and areas that have been previously affected by the installation of the 1930's link bridge and associated and additional alterations in addition to cumulative additions and new decorative schemes. The removal of limited areas of original floor, the removal of a short section of the moat wall, the replacement of the 1930s window with a new door and the visual appearance of the lift within the vicinity of the link bridge entry would cause harm. The goods lift is smaller in height than the other proposed lifts and does not need to meet the same standard for emergency evacuation and requires less alteration to the building fabric.

The Princess Street lift core would affect spaces used as service areas and a service stair. The removal of the original service stair, the partial removal of walls, floors and other features, the relocation of fireplaces and the insertion of new features into the

spaces including the stairs and lift, which would be visible through a window would cause less than substantial harm. Fireplaces would be relocated to carefully considered locations, detrimental modern partitions and cumulative features within these areas including the modern mezzanine floor would be removed

The security lines treatment would affect the spatial openness of circulation areas. These areas make a positive contribution to the significance of the Town Hall and survive well intact. The 23 barriers have been carefully located within leading views from and around the staircases and have been contextually designed and are visually permeable. Their locations have been minimised and are fully reversible.

The Lloyd Street lift core would affect workshops, storage areas and offices areas that have a simple and functional character, the roof and an external window. Two areas were affected by the installation of the 1930's link bridge and associated alterations to form a corridor. The affected area includes historic stairs that lead from ground level to the public gallery of the Council Chamber. The partial removal of walls, floors and other features, the selective modification of walls and doors, the alteration of the historic stairs, the insertion of new features into the spaces including the stairs and lift that can be viewed from the link bridge, the introduction of a new floor with access resulting in the installation of a short new section of roof between two pitches and the replacement of the 1930s window with a new door would cause harm.

These works would protect the building from the significantly more devastating impact that less protection from fire could have on the building and the people working within it. They would provide inclusive access to several floors and facilities. Fireplaces would be relocated to carefully considered locations, detrimental modern partitions and cumulative detrimental features would be removed.

Rooms on the lower ground floor, close to the Lloyd Street entrance that were historically used for the 'weights and measures' and stationary departments would provide staff welfare facilities. This would include showers, changing rooms, cycle storage and WCs and the subdivision and fit out works that would cause harm. These areas of the building are functional in character and simply decorated in line with Albert Waterhouse's distinctive hierarchical design.

Five ground floor office rooms on the Princess Street side that were historically associated with the Markets Department and the Court of Records Offices would be converted to public welfare facilities. The subdivision and fit out associated with the installation of showers, changing rooms, cycle storage and WCs would cause harm.

The overall historic function of the rooms would be maintained and reinforced. The impact would be minimised by the provision of the reasonable minimum necessary welfare facilities, the retention of historic fabric where possible, the removal of harmful modern welfare facilities where possible and the legible and contextual approach to fit out.

New WCs, which would be located in historic office and functional areas that have been heavily altered. The fit out would retain and expose as many historic features and finishes as possible, including cornices, fireplaces and skirting boards. Full

height partitions for cubicles would be avoided and suspended lighting used. Overall the design would ensure legibility of the original spaces but the fit out works and the type of fit out materials would cause harm. However, the fit out includes the use of suspended ceilings to mask mechanical ventilation equipment, which should be removed from the scheme if possible due to the impact that they would have on the original volume of these rooms.

The substantial overhaul of the building services would affect several areas of the building. The heating and ventilation services are significant and whilst they have been heavily modified reflect the technology of the time. Considerations such as circulation, aesthetic interest and building services were aligned and married beauty with efficiency. The services were not revolutionary, but were of a quality befitting an important civic building and were skilfully integrated. In addition to being heavily modified, they are now in some cases detrimental. Waterhouse's routes have been broadly prioritised but the incorporation of water, ventilation and electrical services has accumulated over time.

Many original items have been replaced and removed, localised repairs have been carried out and the effectiveness of the ventilation system has been undermined by the blocking of ventilation masonry. The servicing elements were designed for renewal. Items of specific archaeological interest, including the remaining stair core heating elements and the heating and ventilation routes behind the murals would be retained in situ. Representative examples of elements proposed for removal including pipework lengths would be recorded and added to the historic building record.

The extent of works to the lower ground floor to introduce floor slabs in lieu of timber floors would cause harm. The introduction of Limecrete floors to plant rooms is however justified due to the nature of the use of these rooms. No replacement of timber floors should be carried out without full justification.

Elements of the proposed works to services would cause harm comprising:

- The removal of fabric to extend service risers and create new risers. Riser sizes would be as minimal as possible and would be grouped together and be close to lifts where possible to minimise the removal of fabric. Some existing risers would not need to be extended. The use of risers would avoid unsightly additions to the exterior of the building.
- The removal of fabric and disruption of features including mosaics to create new trenches and concealed service ducts to house power and data and heating. All existing trenches would be reused, but new ones would be required to allow additional services to be concealed. This would conceal unsightly cabling and is the least intrusive option. Works to minimise the impact include finishes to suit the space affected, an assessment to ensure that this is the least intrusive way to incorporate the cabling and pipes within the affected space in each instance, the works would align with the mosaic pattern or would use places where repairs are required and draw cables would minimise further disruption to the mosaics. The existing trenches would be cleared and the trench covers refurbished and adapted to mitigate dust ingress and prevent heels being trapped.

- The installation of perimeter boxing, which would be installed in a number of rooms and although would vary in height and finishes depending on the significance of the room, would essentially be a 'one size fits all' solution that would mask features and finishes within rooms of varying significance, including high significance rooms. The need for this measure must be fully assessed and the possible alternatives investigated on a room per room basis. The boxing is proposed to mask services, but there are instances where an alternatives including exposing the services may be preferable to the proposed boxing.
- The creation of new plant deck on the roof of the central block at the east end of the Great Hall to be obscured by screens of steel posts with perforated metal grilles. These would cause harm as they would be visible when looking from the internal courtyards and from higher floors. They do however contain necessary equipment in a fully considered location.
- The fire safety measures, alarm devices and associated signage could cause visual clutter and be an unsympathetic addition to any space within the building. The outlet and inlet locations would also involve the removal of original fabric. Measures to minimise the harm include the use of low level windows for some inlet and outlet points to avoid the removal of fabric, combining visual alarms within detector heads where possible, the use of contextual emergency lighting and exit signage, including where feasible reusing exiting cable routes, using existing luminaires and locating signage within panelling and routing power through new 'conduit style' coverings to replicate some of the original gas and historic electrical conduits featured in the spiral staircases. Adequate measures are however required to ensure the safety of the occupants of the building.
- Visible Wi-Fi equipment including cabling. There is an ambition to improve the poor Wi-Fi coverage in the Town Hall, however the equipment (WAPs) proposed needs to be visible rather than hidden, which could have an individual and cumulative impact in all areas including the very high significance spaces especially the state rooms. The solution for a fittings in the office spaces also appears to be visually intrusive. Additionally, wireless access points are only currently proposed in very high significance rooms. Measures to disguise wires are however also proposed such as copper distribution to run between joists. Wireless access points would be located in the most functional areas of the high significance rooms and vinyl wrapped to reduce visibility. These additions need to be integrated as much as possible.
- The extent and location of ducting, flues, cable routes, any air handling units, facade mechanical vents and any external louvres and other exposed services.
- The use of soft skin cabling in areas that are not of high significance.
- Fixed position Audio Visual Systems and large audio visual support systems. These include cill mounted speakers and the proposed motorised hoists within the Great Hall and the large demountable screen in the Conference Hall, which are very high significance spaces. AV equipment would also be installed in other high significance rooms including state rooms and scrutiny rooms, the visitor centre and Ceremony Room. These measures are proposed as these locations host events. The proposals for the Great Hall would have benefits in that the use of the hoists would prevent damage to the murals and joinery, including as the use of scaffolding and fixed lighting rigging would no longer

be required. All meeting rooms and Committee rooms would be served with unfixed AV equipment. Any alterations have considered the configuration on the materials and finishes affected. The particular architectural demands of the space have also been taken into account and the proposals aim to ensure the least impact on finishes. This type of equipment would need to be as designed to reduce its visibility as far as possible within the spaces by carefully choosing locations and equipment.

- The number and design of external lighting units and their associated cabling should be as minimal and integrated as possible to avoid a harmful impact. The external lighting does however replace an ineffective and corroding external lighting system with a new system would highlight the key architectural features of the building.
- The 'Waterhouse brackets' that would incorporate CCTV and escape signs. These must be appropriate and of a high quality design and integrate well into very high significance spaces. These service brackets and columns could cause harm as they would constitute an intrusion if cumbersome or aesthetically challenging.
- Lightning protection, which has been designed to be the minimum necessary to minimise fixings to the stonework and minimise visual intrusion. The conductors would cause harm due to their appearance and number, particularly due to the large number of down conductors on building faces including Princess Street. This number should be reduced if possible and the fixing details, colour and specification of the conductors and cables would need careful consideration. However, there is a need to ensure that the building and the people working within are adequately protected. The proposals would also replace the existing solution, which is 20 years old and inadequate.

Overall, the proposed M&E would have an impact, but great efforts have been made to ensure it is fully integrated to minimise any harm. The above areas of work would benefit from further assessment and detailed design and the proposals range from considerably beneficial works such as the works to the internal lighting to those more harmful as detailed above. However, all above works to services would allow the removal of the harmful accumulation of modern services and reinforce the key elements of Waterhouse's original building services design.

The creation of new accommodation for the Coroner's Jury Court to return to the Town Hall by converting three rooms on the fourth floor of the building, which includes more to these rooms than many of the other spaces within the Town Hall. These rooms are functional in character and were not designed to be highly decorative, but retain a number of original features including fireplaces, window surrounds and now block arched openings. Two of the rooms were previously used as office accommodation with the third room used as steward's quarters. They also have a plan form that is consistent with the regularity of room layouts and uses seen on the upper floors of the building.

The principle intervention deemed to cause harm is the removal of two original walls to create a single space that is large enough to accommodate the court and the associated removal and relocation of three fireplaces. This would constitute the removal of original fabric and the loss of legibility of the original floor plan, which is

less substantial in the originally open plan rooms than in the historic steward's quarters. Other harmful works comprise the removal of historic subdivision, the removal of a single flight functional staircase, the installation of a raft ceiling and the installation of blinds, modern lighting and signage. The harm would be lessened by the retention of 'nibs' to aid in the legibility of the original plan form, the structural strengthening works, the reuse of the fire places within rooms of a very similar character and hierarchy on the second floor. The civic function of the rooms would also be conserved. A full survey of the building led to these rooms being chosen for the court. They were chosen due to their size and character compared to the other rooms and groups of rooms within the Town Hall. The return of the Coroner's Court to the building would contribute to the overall sustainable civic use of the building, provide a vital public function and open up additional areas of the building to the public, increasing the number of people that are able to appreciate the interior of this Grade I Listed building.

The creation of the large catering kitchen, which would involve works that would cause harm including the subdivision of this part of the building from the circulation areas, the incorporation of extraction equipment, the loss of a historic toilet and other potentially harmful works. No details are included in the application of the proposed fit out of this area or the visitors centre, retail unit, cafe area and other uniquely purposed spaces. The fit out of all of these areas could cause harm.

Further details are required by condition of the following works:

- Temporary protection for each area of work.
- The removal and storage of heritage items for possible reuse, reinstatement, display or disposal.
- Details of any temporary building works including temporary structural works.
- Method statements for all alterations and demolition works including significant removal works such as the kitchen bridge link and new circulation cores will need to be submitted. A template for the production of these which clearly sets out the location, extent of works, methods and equipment to be used, protection and monitoring.
- Final detailed design of all structural elements of work to include kitchen bridge link, circulation cores, clock tower, stitching repair works, plant decks, visitor experience and any major or minor intervention where there are structural or civils works.
- The existing and proposed new entrance screens
- The air curtains to the Albert Square entrance
- Final details will be needed of new glazed screens and works to upgrade the central evacuation staircase.
- The entrance ramp and works to modify the Lloyd Street entrance.
- The designs for handrails.
- The platform lifts to the Albert Square and Cooper Street entrances.
- The fire upgrade works to doors.
- Internal and external signage and wayfinding whether fixed or freestanding.
- Any internal and external cleaning works
- Samples and details of the use of all materials.
- Final details of carpet design, curtain design and floor/wall coverings.

- Decorative schemes.
- The full extent of plaster repairs and removal.
- Samples of new fixed equipment such as Wi-Fi, door controls, emergency lighting, light fittings, cabling, smoke detection, CCTV etc.
- Details of CCTV design, fittings, locations and fixing details.
- Proposed detailed investigations and repair / alteration works to the link bridges between the Town Hall and Town Hall Extension.
- Details of the repair and reinstatement works to the pavement lights on Lloyd Street and Princess Street.
- Detailed design of the lifts and lift finishes.
- The final detailed designs of new architectural metalwork including internal and external gates, railings, screens and fixings.
- The audio visual proposals.
- Details of the proposed modifications and works to the stage area.
- Detailed works of repairs and any alterations to the clock and associated equipment.
- The final number and details of the Lightning protection.
- The detailed design of all plant and equipment on the roof and the detailed design of the plant screens and their colour.
- The detailed design of the proposed new 'Waterhouse brackets'.
- Details of door repairs, which should include the reuse of as much original ironmongery as possible including original door knobs.
- The detailed design of the interface between the kitchen fit out works and existing fabric.
- The detailed design of all roof interventions and their interface with existing fabric.
- The treatment of the roof spaces and any areas that do not currently have a use.
- The opening to the retail area.
- The works to the Lord Mayors staircase.
- Final details of the proposed mural restoration will need to be submitted and approved.
- The detailed methodology for all works.
- Final details of the design and detailing and making good/adaptation of all building works associated with all alterations and new openings.
- The fire upgrade works to the Bell Hatch floor and any associated fire upgrade works to the clock tower.
- Detailed external repairs, to be reviewed and agreed following detailed inspection when scaffold is erected.
- Final details of the internal fit out of the visitors centre, retail unit, cafe area, kitchen and other uniquely purposed spaces.
- The final details of any new trench heating and floor boxes to the state rooms including any new interventions such as the surface mounted lighting in the Banqueting Room and surface mounted heating controls, Wi-Fi and projectors/AV equipment.
- The protection of the building from harm during events.
- An updated archaeological record and updated conservation management plan on completion of the works.

- A maintenance and repairs strategy to ensure the building is adequately looked after into the future.

Further justification or amendment of the following works would be required by condition:

- The extent of works to the lower ground floor to introduce floor slabs in lieu of timber floors.
- The proposed boxing in works.
- Elements of the proposed M&E such as the extent and location of ducting and flues and other exposed services including cable routes.
- The use and routes of soft skin cabling in areas that are not of high significance.
- The final detailed solution for integrating Wi-Fi.
- The internal and external lighting proposals.
- Poorly considered partitioning works, including those that cover windows.
- The extensive dry lining to room 06-C04b
- The use of grid suspended ceilings appears in back of house areas and WCs and the ceiling raft design in the Coroners Court.
- The removal of the small staircases to the upper levels.
- The proposed lobby to the Conference Hall with associated removal of seating.

Salford Archaeology anticipate that further historic fabric will come to light during the works. It is important that there is a watching brief by the architects and when these are found they are fully evaluated for their significance and adequately recorded and assessed for retention, reused or possible disposal.

A quality control document and final samples for each of the proposed areas of repair works would also be required by condition to ensure a benchmark in quality and consistency of workmanship, this should include how the quality is being supervised and monitored and approved and any issues dealt with.

None of the proposed works are considered to cause substantial harm to the significance of the building.

The works as a whole are considered to have a highly beneficial impact on the significance of the Grade I Listed Town Hall due to the considered restoration, much needed repair, addressed heritage issues and the securing of a sustainable use for the building.

The proposals would have a beneficial impact on the Albert Square Conservation Area by the improvements to the appearance of the Town Hall through the undertaking of necessary repairs in a manner appropriate to the architectural character and significance of the building. A further minor improvement to the contribution that the building makes to the conservation area would be the reopening of the Cooper Street entrance reinstating a civic access point to a key building in the conservation area.

The proposals would have a negligible impact on the setting of the Grade I Listed Albert Memorial and Grade II Listed Memorials as the use of the building would be conserved and the external changes to areas of the building that contribute to the setting of the memorials are mainly limited to repairs.

The proposals would have a beneficial impact on the Town Hall Extension by the improvements to the appearance of the Town Hall through the undertaking of necessary repairs in a manner appropriate to the architectural character and significance of the building.

The proposals would have a negligible impact on other surrounding listed buildings as the use of the building would be conserved and the external changes to areas of the building that contribute to the setting of these buildings are limited to the repairs and the considered alterations to the entrances.

The works also have the following public benefits, which are adequate to address the works that have been deemed to cause less than substantial harm:

- The optimisation of the use of the building to meet public expectations, user needs, best practice and best value in modern day public service delivery;
- The securing of the sustainable use of this highly significant Grade I Listed building that is in line with its original use and character;
- The resolution of issues that could lead to accelerated deterioration and loss of historic and original fabric;
- The use of local contractors and provision of apprenticeships, which will allow local people to gain skills that can be used on other heritage assets for years to come.
- The sharing of information to help other heritage projects;
- Enhancing public enjoyment by increasing public access into the building, increasing engagement, improving public appreciation of the building and providing a safe and accessible environment;
- The prevention of more costly repairs to the public building in the future;
- The provision of controlled, safe and dignified access into a key civic and public building for everyone;
- The provision of facilities to assist the success of the building as a key events space, including increasing the attractiveness of public events and increasing the income of the event spaces within the building to contribute to public services;
- Concentrating harmful works in less intact and more altered areas of the building;
- Provision of reasonable WCs to reasonably accommodate the needs of those engaging with the Town Hall;
- Provision of reasonable access and safe egress around the building, including providing lift access to all levels;
- The upgrading of the welfare offer at the building making the building more useable by the public of Manchester;
- The provision of facilities for cyclists contributing to a reduction to carbon emissions by encouraging the use of more sustainable transport modes;
- The resolution of water penetration and retention;

- Facilitating daily use of the building and the health benefits associated with a sufficiently serviced space;
- Facilitating the use of the sustainable Civic Quarter Heat Network;
- Contributing to the success of the Civic Quarter Heat Network;
- Contributing to the overall sustainable civic use of the building;
- Allowing the provision of a vital public function;

Officers consider that the proposals are consistent with paragraph 196 and 197 of the NPPF and address sections 66 and 72 of the Planning Act in relation to preservation and enhancement.

In view of the above, it is considered that the proposals would enhance the setting of the conservation area and the nearby listed buildings and would be in accordance with Sections 12 and 16 of the National Planning Policy Framework, policies SO6, CC9, EN1, EN3, SP1 and DM1 of the Core Strategy for the City of Manchester and saved policies DC14.1 and 14.2, DC18.1 and DC19.1 of the Unitary Development Plan for the City of Manchester.

### **The Schemes Contribution to Regeneration**

Regeneration is an important consideration in terms of evaluating this application. The City Centre is the primary economic driver in the City Region and is crucial to its economic success. It must continue to meet occupier requirements for a range of activities and uses to improve the economic performance of the City Region. Improved event space is part of this.

The regeneration of St Peter's Square and a large amount of the surrounding Civic Quarter has created a high quality environment and this proposal would continue this progress through the:

- Optimisation of the use of the building to meet user needs and best value in modern day public service delivery,
- The improvement of the appearance of the building and the retention and improvement of the original civic use of this highly significant Grade I Listed building, which is the focal point of the Civic Quarter and its most significant building,
- The use of local contractors and provision of apprenticeships, which will provide employment during the construction phase and allow local people to gain skills that can be used on other heritage assets for years to come and the sharing of information to help other heritage projects,
- The increased public access into and around additional areas of the building.

The development would support the role of the Civic Quarter and Central Business District and the wider City Centre as a tourist destination, would enhance the street scene through its improved appearance, demonstrate investment in the location and contribute to the vitality of Civic Quarter with the improved event and leisure offers.

The building makes a positive contribution to the Conservation Area but its appearance would be improved by the repair of its external envelope and the high quality design and materials proposed.

The development would be in keeping with the objectives of the City Centre Strategic Plan and would complement and build upon Manchester City Council's current and planned regeneration initiatives and as such would be consistent with the City Council's current and planned regeneration initiatives and, as such, would be consistent with Sections 6 and 7 of the NPPF and Core Strategy Policies SO1, SO2, SP1, EC1, CC1, CC4, CC7, CC8, CC10, EN1 and DM1

### **Archaeology**

A Historic Building Record and Photographic Record show the building as it is now. This would be amended to reflect any findings from due diligence surveys and any other elements uncovered during these works would also be captured within this report.

A Desk-Based Archaeological Assessment and Written Scheme of Investigation show that the site has undergone development from the late 18th century including the construction and destruction of structures before it was cleared to make way for Albert Square and the Town Hall. Major disturbance and potential impact on pre-existing archaeology is likely to have come from the construction of the Town Hall which is likely to have resulted in the complete removal of underlying archaeological deposits.

The proposals are supported by a comprehensive suite of drawings and analyses on the heritage interest and significance. The Historic Building Investigation report concludes that additional details will be revealed when modern materials are stripped out from the building.

Greater Manchester Archaeological Advisory Service (GMAAS) recommend that an archaeological watching brief is undertaken during the strip-out works to ensure that previously hidden historic fabric is recorded. They have also recommended that the results of the historic building analyses should be disseminated to the local and wider community through appropriate means and that this work should be secured through a condition. GMAAS have also advised that they will monitor the works for the LPA.

In view of the above, it is considered that the proposals are considered to be in accordance with Section 16 of the National Planning Policy Framework, policies DM1, SP1 and EN3 of the Core Strategy for the City of Manchester and saved policy DC20.1 of the Unitary Development Plan.

### **Relationship to Transport Infrastructure**

A Transport Assessment concludes that the proposal would not have a material impact upon traffic and network capacity. The St Peter's Square tram stop and Piccadilly, Oxford Road and Victoria Train Stations are within walking distance. There are bus stop on Princess Street, Deansgate and Oxford Street. There are good pedestrian and cycle links to the rest of the City Centre.

A Framework Travel Plan (TP) sets out measures to reduce transport and traffic impacts, including the providing information on public transport, walking and cycling. People would be encouraged not to choose single occupancy car use.

A construction management plan, events management strategy and servicing strategy have been submitted.

The proposal would not, subject to compliance with conditions, have a detrimental impact on transport infrastructure. It will be necessary to keep construction impacts to a minimum and a condition would require the submission of a construction management. In view of the above, it is considered that the proposals are considered to be in accordance with Section 9 of the National Planning Policy Framework, policies SO1, SO5, SP1, DM1, CC5, CC10, T1, T2 and EN16 of the Core Strategy for the City of Manchester.

### **Sustainable Design and Construction**

Work has begun to connect the Town Hall to the Civic Quarter Heat Network (MCQHN) which itself is scheduled to be completed by the end of 2020. The network will generate low carbon power, heat and hot water, helping Manchester reach its ambitions to become carbon-neutral, climate resilient and zero waste by 2038.

It will also serve the Grade I Listed Manchester Art Gallery, Grade II\* Listed Town Hall Extension, Grade II\* Listed Central Library, Grade II\* Listed Midland Hotel, Grade II\* Listed Manchester Central, the Bridgewater Hall, Heron House and Number One St Peter's Square. Manchester Central, Manchester Town Hall Extension, the Midland Hotel and the Bridgewater Hall would also have an electrical connection.

The energy centre will contain a 3.3MWe CHP engine and two 12MWe gas boilers. The energy centre will generate electricity and harness the recovered heat from this process for distribution via a 2km district heating network of underground power cables (for the electricity generated) and pipes (to supply heat and hot water for the buildings) – one of the most cost effective ways of reducing carbon emissions from heating.

The scheme is projected to save more than 3,100 tonnes of carbon emissions in its first five years of operation, and the network is designed to enable future expansion, with efficiency and carbon savings increasing as more and more buildings join the network.

To bring this Grade I Listed building up to modern day sustainability and efficiency standards would require a multitude of upgrades building which would significantly harm its listed fabric. Alternative measures such as secondary glazing, double glazed units, wall insulation, photo-voltaic panels, battery storage and green rooves were considered but could not be progressed for this reason.

Estimates have been made of operational carbon emissions, based on the energy saving features within the building design, MCQHN carbon factors and the proposed operational parameters once fully functional. Current projections indicate that 1,140 tonnes CO<sub>2</sub>e will be emitted per year from the Town Hall through its direct activities in 2024.

Without further decarbonisation of the energy provided to the Town Hall by MCQNH, the building's direct emissions during the period 2024 – 2038 would be 15,960 TCO<sub>2</sub>e. This equates to 10.8% of MCC's total carbon budget over the period.

The Civic Quarter Heat Network is aware that the carbon emissions associated with its operation, and as a result Our Town Hall will have a significant impact on the city's carbon budget, and is undertaking a review of potential options for reducing its emissions in the long term. This is understood to include replacement of current gas fired boilers and CHP units with hydrogen fuelled equipment when the plant reaches the end of its useful life in approximately 2035.

The proposal has benefited from lessons learned on the Town Hall Extension and Central Library and has adopted 'soft landings' to improve the efficiency of the design, construction and handover processes to ensure that the building meets its operational objectives. A dedicated team has managed this. This will continue for a minimum period of 18 months post completion ensuring that issues of operational performance are identified and corrected prior to formal closure of the construction contract.

The Main Management Contractor would only source energy during construction from renewable energy suppliers to reduce carbon emissions of the Project. Therefore, there will be no direct carbon emissions associated with the construction works.

Given the above, it is considered therefore that the design and construction would be sustainable, in accordance with Core Strategy Policies EN4, EN6 and EN8 the principles of the energy hierarchy have been applied to the development and it is considered therefore that the development would have sustainable design and construction.

### **Air Quality**

The construction process would produce dust and increased emissions but any adverse impacts would be temporary and would be controlled using the mitigation measures included in the Construction Management Plan. The emissions of the operational stage would include vehicles travelling to and from the site and are unlikely to have a significant effect on air quality.

The main contractor would register with the Considerate Constructors Scheme (CCS) within one month of start on site and comply with the Code of Practice.

In view of the above, it is considered that the proposals are considered to be in accordance with Section 8 of the National Planning Policy Framework, policies SP1 and DM1 of the Core Strategy for the City of Manchester.

### **Noise and Vibration**

An Event's Management Plan outlines how disturbance to surrounding occupiers would be prevented. The Town Hall regularly hosts a wide variety of events. Maximum occupancy for an event in a single room would be 500 persons, with

maximum numbers for a single event occupying all the function space would be 1100 people.

The hours of activity for licensed events would be:

Monday to Saturday: 1100 to 0100.

Sunday: 1200 to 0000.

The hours of activity for non-licensed events would be as follows:

Monday to Saturday: 0600 to 2100.

Sunday: 0700 to 1800.

Entrances and exits would be staffed stewards would manage people leaving the building via the different entrances and exits. On occasion if a larger crowd needs to leave the building, more than one route can be used. This avoids large crowds leaving through the same route.

A lot of the events would be licensed and there would be SIA security stewards specifically dedicated to the safe management of an event. Security stewards would assist wayfinding, safe access and egress. They would also manage dispersal at the end of events and control of noise when people leave. The proximity to various public transport modes would speed dispersal.

A noise assessment outlines how external equipment would be selected and maintained to prevent disturbance to surrounding occupiers. This equipment would be located within a screened rooftop plant area.

Subject to compliance with the recommended conditions in relation to the agreement of a scheme for acoustic insulation of plant and equipment and a scheme for fume extraction, it is considered that the proposal would not have an adverse impact through noise and vibration.

In view of the above, the proposals are considered to be in accordance with Section 8 of the National Planning Policy Framework, policies SP1 and DM1 of the Core Strategy for the City of Manchester and saved policy DC26 of the Unitary Development Plan.

## **Vehicle Movements**

Construction vehicles would arrive during allotted times to minimise any impact on surrounding servicing vehicles or impact traffic on the surrounding buildings in Albert Square. Servicing routes to Lloyd Street and buildings on Albert Square would not be impacted and pedestrian routes around Albert Square would be retained. The servicing route to the Town Hall building and the Town Hall Extension on Lloyd Street would be retained, with vehicles exiting on Cooper Street.

The controlled electronic bollard access point would be set on Mount Street, due to the restriction to all vehicular access to Albert Square.

In view of the above the proposal is considered to be in accordance with Sections 9 and 15 of the National Planning Policy Framework, policies SO1, SO5, SP1, DM1, CC5, CC10, T1, T2 and EN16 of the Core Strategy for the City of Manchester.

### **Waste and Recycling**

The 58.2 m<sup>2</sup> bin store would be within the lower ground floor with access via the internal courtyard to the collection point on Lloyd Street.

The predicted requirements for storage are as follows:

- 6 x 660ltr containers for general refuse collected daily
- 2 x 660ltr containers for pulpable recycling collected weekly
- 2 x 660ltr containers for mixed recycling collected weekly
- 2 x 240ltr container for food recycling collected weekly
- 1 x Euro bin for industrial waste collected monthly

The waste would be transferred from the upper levels to the bin store via the proposed goods lift.

The Town Hall would have a dedicated facilities management team responsible for the management of the events and catering as part of the facilities team. They would manage cleaning and waste removal as per the waste management plan.

During the construction works care would be taken to segregate different waste streams. Earthworks would be undertaken in accordance with an appropriate Material Management Plan in accordance with the CL:AIRE, 2011 Waste Code of Practice.

Given the above, the proposal is in accordance with policies DM1 and EN19 of the Core Strategy.

### **Full access and Inclusive Design**

One of the main objectives has been to ensure accessibility for all. The scheme has been developed with Access Groups to fully integrate the required facilities. All entrances would provide inclusive and dignified access as follows:

- Two slopes/ramps with a gradient of 1:24 and a set of 4no. steps with 160mm risers at the Albert Square entrance
- One slope/ramp with a gradient of 1:21 and a set of 3no. steps with 160mm risers at the Cooper Street entrance
- Level access through the Princess Street entrance
- A new ramp with an improved gradient at the Lloyd Street entrance, which provides access through the side door

At present only the Lloyd Street entrance is accessible and this is via a non-compliant ramp.

The number of passenger lifts would be increased from two to six and would provide access to the upper floors of the building. Two platform lifts would provide access through two of the entrances and a platform lift would be access to the stage in the Great Hall. The proposed lifts are as follows:

- A 21 person passenger lift would access Level 00 to 07
- An 8 person passenger lift would access Level 06 to 08
- A 26 person passenger lift would access Level 00 to 02
- A 17 person passenger lift would access Level 00 to 06
- An 8 person passenger lift would access Level 06 to 08
- A 17 person passenger lift would access Level 00 to 07
- A 2 person platform lift would provide access between the floor of the Great Hall and the stage
- A 2 person platform lift would provide access from external ground level to Level 01 allowing inclusive access through the Albert Square entrance
- A 2 person platform lift would provide access from external ground level to Level 02 allowing inclusive access through the Cooper Street entrance

A dedicated goods lift would free up the other passenger lifts from service requirements.

The following WC facilities are also proposed:

- Changing Places cubicle at ground floor, dedicated for disabled adults and children.
- Consistent locations for WCs relating to specific function areas, such as public facilities, staff areas, Coroner's Court etc. This would help neurodiverse building users locate bathroom facilities.
- Blocks of general men's and women's WCs would include ambulant disabled cubicles. Separate all gender facilities would be provided across the scheme.
- Up to five wheelchair accessible unisex WCs on each floor serving different functional areas, such as events areas, staff areas, Coroner's Court and Registrar's facilities.
- Wheelchair accessible baby changing facilities.
- Accessible welfare points across the building.
- Staff welfare facilities including improved cycle parking and showers.

The additional measures proposed comprise:

- Areas of interface with the public, such as reception points, would have assisted listening systems, including induction loops, infrared systems.
- Wayfinding signage would be provided throughout the building.
- Internal lower ground courtyards would have improved surface paving to accommodate wheelchair users and disabled people in means of escape and also on visitor tours.

- Adjustments to grilles on main corridors to minimise traps for walking sticks and high heels.
- Where new doors are installed, they would be designed to fully accessible standards and doors would have improved closers to ease use.
- The creation of new accessible staircases at Cooper Street and Lloyd Street lift core.
- The upgrading of existing central staircase behind the Great Hall with new level treads laid over existing worn treads, contrasting nosings and second handrails.
- Second handrails on existing busy staircases and all key vertical circulation routes.
- Improved lighting levels on circulation areas including corridors and staircases.
- A means of escape strategy that includes wheelchair refuges close to evacuation lifts.
- Evacuation equipment for use on stairs would be provided on one section of the Princess Street stair and upper floor levels, where there is no level access to the evacuation lifts. However, this route would only be used in the event of a fire in the Cooper Street core.

The proposal would not adversely impact on any relevant protected characteristics in accordance with S149 (Public Sector Equality Duty) of the Equality Act 2010 and would greatly improve on the existing situation.

The proposals would therefore be consistent with sections 8 and 12 of the National Planning Policy Framework and Policies SO1, SO5, SP1, CC4, CC5, CC10, T1, T2 and DM1 of the Core Strategy for the City of Manchester and saved UDP policy DC14.2.

### **Crime and Disorder**

The improved event, retail and visitor centre uses would bring additional vitality to the area and provide useful information to visitors and others. The proposal includes measures included in a Crime Impact Statement carried out by Greater Manchester Police. A condition is recommended requiring the implementation of the crime impact statement.

Furthermore, the security strategy for the scheme has been developed in consultation with Greater Manchester Police's Counter Terrorism Unit.

In view of the above the proposal is consistent with section 8 of the National Planning Policy Framework, and policies SP1 and DM1 of the Core Strategy.

### **Green and Blue Infrastructure, Ecology and Biodiversity**

Ecological issues were identified relating to roosting bats and nesting birds which would be resolved via condition.

The report for the application for Albert Square (application referenced: 124918/VO/2019) confirms the biodiversity enhancements that would be

incorporated within the remaining surrounding public realm along with the additional green infrastructure.

Due to its Grade I Listed status and its design the building itself cannot contribute to biodiversity enhancements or green or blue infrastructure. However, with the existing biodiversity and green and blue infrastructure within St Peter's Square, the street trees on nearby and surrounding streets, the brown roof on the Town Hall Extension and the improvements to Albert Square the Town Hall complex as a whole makes a good contribution.

In view of the above the proposals are considered to be consistent with section 15 of the National Planning Policy Framework, and policies SO6, SP1, DM1, EN9 and EN15 of the Core Strategy.

### **Drainage**

There are no drainage proposals submitted within these applications, however a Flood Risk Assessment, Drainage Strategy and Drainage Maintenance Scheme have all been submitted.

The Town Hall is in Flood Zone 1 and is at low risk of flooding. It is not proposed to change the above ground strategy for the Town Hall and therefore the impermeable roof area would remain. The drainage scheme for the courtyard has been approved under Planning Permission 123631/VO/2019 and Listed Building Consent 123632/LO/2019.

Given the above and for reasons outlined elsewhere in this report in relation to the consistency of the proposal with the City's wider growth, regeneration and sustainability objectives, the development would be consistent with section 14 of the National Planning Policy Framework and Core Strategy policy EN14.

### **Climate Change Mitigation**

No on site car parking is proposed and the site would continue to be highly accessible by sustainable transport. There are cycle parking spaces within the lower ground floor of the Town Hall Extension for City Council employees. 64 spaces would be provided in Albert Square. The Framework Travel Plan (TP) sets out measures to reduce the transport and traffic impact of the development, including the provision of public transport, walking and cycling information. The Plan would encourage individuals to choose alternative modes over single occupancy car use.

Mitigation for climate change has been considered for both the construction and operational stages of the development and the building would be connected to the Manchester Civic Heat Network, which is projected to save more than 3,100 tonnes of carbon emissions in its first five years of operation, and the network is designed to enable future expansion, with efficiency and carbon savings increasing as more and more buildings join the network.

Due to its Grade I Listed status and its design the building itself cannot contribute to biodiversity enhancements or green or blue infrastructure. However, with the existing

biodiversity and green and blue infrastructure within St Peter's Square, the street trees on nearby and surrounding streets, the brown roof on the Town Hall Extension and the improvements to Albert Square the Town Hall complex as a whole makes a good contribution. The identified ecological are capable of being resolved by condition.

The improved drainage scheme for the courtyard has been approved under Planning Permission 123631/VO/2019 and Listed Building Consent 123632/LO/2019.

Overall subject to compliance with the above conditions it is considered that the proposals would aspire to a high level of compliance in terms of measures which can be feasibly incorporated to mitigate climate change for a development of this scale.

## **Conclusion**

The proposals would be consistent with national and local planning policy, and would promote a quality neighbourhood, economic development and sustainable travel patterns. They would greatly improve a public service and have many public benefits and would be consistent with GM Strategy's key growth priorities and meet the demands of a growing economy and population, in a well-connected location within a major employment centre. It would therefore help to promote sustained economic growth.

The proposals would have a beneficial impact on the Grade I Listed Town Hall and a beneficial to neutral impact on surrounding heritage assets. The proposals also represent sustainable development and would deliver significant social, economic and environmental benefits. It is considered, therefore, that, requirements of S66 and S72 of the Listed Buildings Act have been met. The overall impact of the proposed development including the impact on heritage assets would meet the tests set out in paragraphs 193, 196 and 197 of the NPPF.

It is considered that the submission has given sufficient information to assess the environmental impacts of the development and that, with the mitigation measures proposed and those already designed into the development, those impacts would not be significant or would be balanced out by the public benefits that the scheme would bring.

Given the above, it is considered that the proposal is in accordance with the City of Manchester's planning policies and regeneration priorities including the Adopted Core Strategy, the relevant Strategic Regeneration Frameworks and the Community Strategy, as well as the national planning policies contained within the National Planning Policy Framework and should be approved.

**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 the right to a fair hearing and to this end the Committee 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 of the application 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 pro-active manner to seek solutions to problems arising in relation to dealing with the applications. This has included ongoing discussions about the need for more information and has included extensive pre application advice.

#### **Conditions to be attached to the decision**

All conditions to be applied to the applications will be reported by Late Representations to allow time for further comments to be taken into account.

#### **Local Government (Access to Information) Act 1985**

The documents referred to in the course of this report are either contained in the file(s) relating to applications ref: 125552/VO/2019 and 125553/LO/2019 held by planning or are City Council planning policies, the Unitary Development Plan for the City of Manchester, national planning guidance documents, or relevant decisions on other applications or appeals, copies of which are held by the Planning Division.

**The following residents, businesses and other third parties in the area were consulted/notified on the application:**

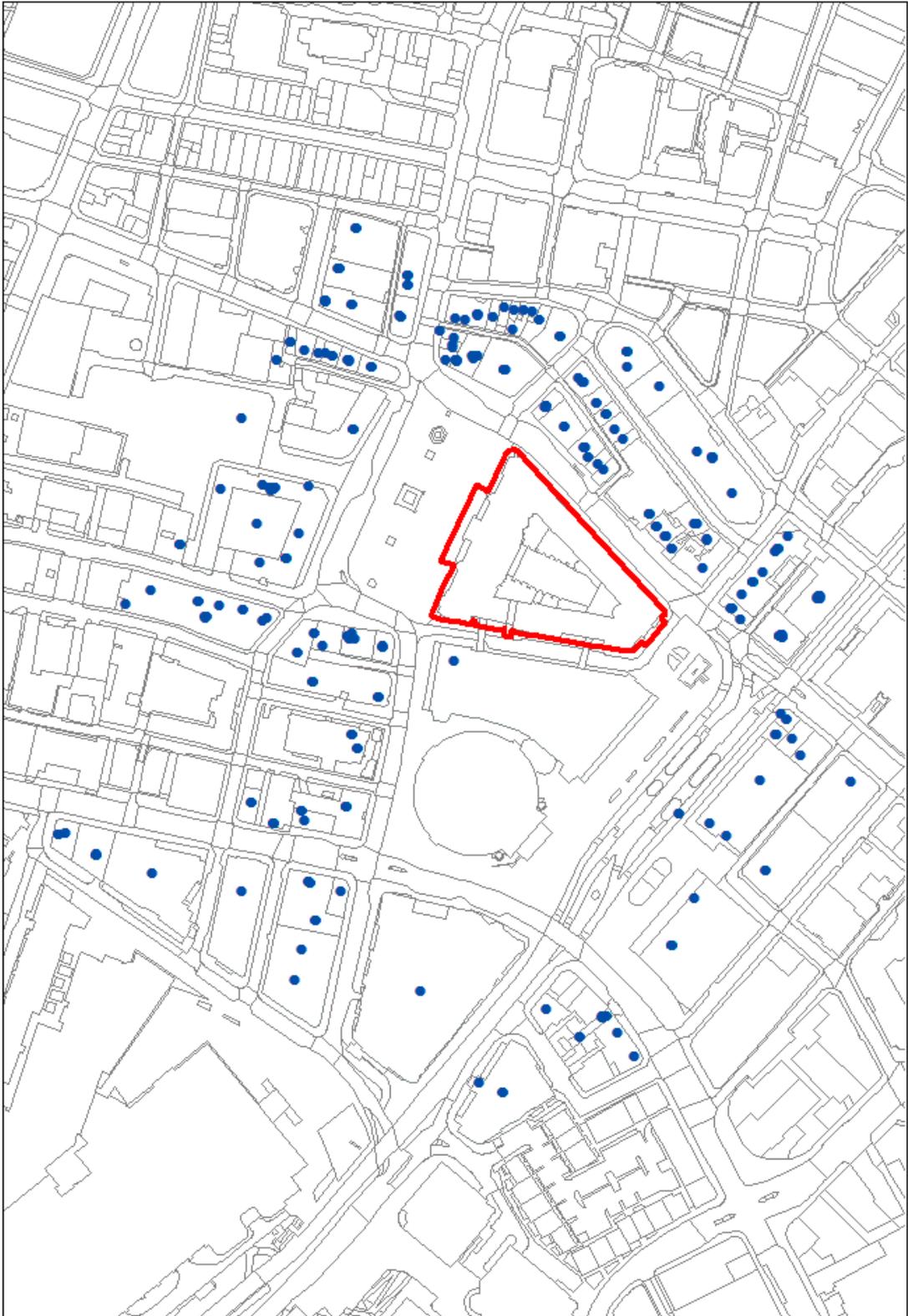
**Highway Services  
Environmental Health  
Corporate Property  
MCC Flood Risk Management  
Oliver West (Sustainable Travel)  
City Centre Regeneration  
Neighbourhood Services (Public Realm)  
Greater Manchester Police  
Historic England (North West)  
Environment Agency**

**Transport For Greater Manchester  
Greater Manchester Archaeological Advisory Service  
United Utilities Water PLC  
National Amenity Societies  
Counter Terrorism SA  
Greater Manchester Ecology Unit  
Greater Manchester Pedestrians Society  
Manchester Cavaille-Coll Organ Foundation  
Planning Casework Unit  
Electricity Northwest  
Cadent Gas Ltd**

**A map showing the neighbours notified of the application is attached at the end of the report.**

**Representations were received from the following third parties:**

<b>Relevant Contact Officer :</b>	Emily Booth
<b>Telephone number :</b>	0161 234 4193
<b>Email :</b>	e.booth@manchester.gov.uk



 Application site boundary  Neighbour notification  
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