

**Manchester City Council  
Report for Information**

**Report to:** Communities and Equalities Scrutiny Committee – 5 September 2019

**Subject:** Peterloo Memorial Design

**Report of:** Director of Strategic Development

---

**Summary**

This report provides an update on the implementation of the Peterloo Memorial, and progress on the work undertaken to determine the most appropriate solution to ensure it is fully accessible.

**Recommendations**

The Committee is asked to note and comment on the report.

---

**Wards Affected:**

Deansgate

---

**Alignment to the Our Manchester Strategy Outcomes (if applicable)**

Manchester Strategy outcomes	Summary of how this report aligns to the OMS
<p>A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities</p>	<p>2019 marks a once-in-a-generation opportunity to remember and raise the profile of the Peterloo Massacre. This important historic event for the city has been commemorated through the completion of the Memorial and a coordinated programme of events over the summer, including the performance event on the 16<sup>th</sup> August 2019, to mark the 200th anniversary for the Peterloo Massacre.</p> <p>Beyond this the Memorial will function as a key visitor destination, telling the location’s historical story. The Memorial will also provide opportunities for linked future events.</p> <p>The Memorial will provide an important visitor attraction, and remembrance place, for the city centre, as well as a place where events can be held, adding to the attractiveness of the city centre as a place to work in, live in, and visit. This can help support the ongoing growth of the city centre.</p> <p>In addition, the Memorial will be located close to Manchester Central, adding a point of interest for visitors to events held at the venue.</p>
<p>A highly skilled city: world class and home grown talent sustaining the city’s economic success</p>	<p>The delivery of the new Memorial in the heart of the city centre will add to the visual attractiveness of its location. The performance co-commissioned by the Council on the 16th August involved:</p> <ul style="list-style-type: none"> <li>• The commissioning of lead musicians and other artists to work alongside local historians, emerging practitioners, young people, community groups and choirs;</li> <li>• Connecting with contemporary audiences to convey the impact of the Peterloo Massacre had 200 years ago. Members of the access campaign contributed to and participated in the ‘From the Crowds’ main commemorative event; and</li> <li>• Supporting young people’s engagement in the co-creation of the production and engage with people from diverse backgrounds, providing a space for young voices.</li> </ul> <p>There will be an ongoing opportunity for local school children and residents to learn from the historic events and participate in future events.</p>

<p>A progressive and equitable city: making a positive contribution by unlocking the potential of our communities</p>	<p>The Peterloo Memorial will remember the gathering of 60,000 Greater Manchester residents in peaceful protest 200 years ago. It provides a focal point for local residents and visitors to be informed of the event close by the site of the original St Peter's Field.</p> <p>As detailed above, a number of local groups and resident volunteers were involved in the commemorative events on 16th August.</p> <p>The lessons learned from the design and engagement stages of the Peterloo Memorial project, will be used to strengthen our mechanisms for consulting with disabled people in the City and with Disabled people's organisations through taking an Our Manchester approach.</p>
<p>A liveable and low carbon city: a destination of choice to live, visit, work</p>	<p>In addition to adding to the attractiveness of the city centre, the identified site for the Memorial is in a particularly sustainable location. For the 60,000 city centre residents and 140,000 people working within the city centre, the Memorial will be within walking distance. For those living in the wider Manchester and Greater Manchester region and visitors nationally, the Peterloo Memorial will be easily accessible using sustainable modes of transport. The St. Peter's Square and Deansgate-Castlefield Metrolink stops are within a few minutes' walk, as is Deansgate and Oxford Road Railway Stations. In addition, the location of the Memorial sits in close proximity to key bus routes that serve the city including the free Metroshuttle service.</p>
<p>A connected city: world class infrastructure and connectivity to drive growth</p>	<p>The Civic Quarter, benefits from excellent transport connectivity. This includes strong public transport links, as outlined above, with both rail and Metrolink stations within a two minute walk from the location identified for the Peterloo Memorial. This will reduce the need for car trips to the site, supporting the city's strategy of creating world class sustainable transport infrastructure.</p>

**Contact Officers:**

Name: Eddie Smith  
Position: Strategic Director  
Telephone: 0161 234 5515  
E-mail: e.smith@manchester.gov.uk

Name: Pat Bartoli  
Position: Head of City Centre Growth & Regeneration  
Telephone: 0161 234 3329  
Email: p.bartoli@manchester.gov.uk

Name: Dave Carty  
Position: Development Manager  
Telephone: 0161 234 5908  
Email: d.carty@manchester.gov.uk

Name: Lorna Young  
Position: Equalities Specialist  
Telephone: 0161 600 8596  
Email: l.young2@manchester.gov.uk

**Background documents (available for public inspection):**

The following documents disclose important facts on which the report is based and have been relied upon in preparing the report. Copies of the background documents are available up to 4 years after the date of the meeting. If you would like a copy please contact one of the contact officers above.

Report to Communities & Equalities Scrutiny Committee – 20<sup>th</sup> June 2019

Access Meeting Presentation DRAFT - 19<sup>th</sup> July 2019

## **1.0 Introduction**

- 1.1 In 2012, as part of the redevelopment of the civic estate and St Peter's Square, a commitment was made by the Council to provide a permanent memorial to mark the events of the Peterloo Massacre in August 1819. The transformation of the square created a new destination which included the expansion of Metrolink, and the development of new offices and retail units. The Peterloo Memorial was also a key component of the square's redevelopment.
- 1.2 As part of the transformation, £1million was set aside from the Town Hall Complex Transformation Programme budget allocation to fund the Peterloo Memorial. A number of design amendments were undertaken following the concept design stage which included: the addition of a handrail; the repeat of the top 4 steps including the compass and stone inlays set within the floor next to the Memorial; and the addition of a 200 mm Portland stone ramp. The costs increased to accommodate these changes and the total costs are now £1.2 million. Following an approach to the Art Fund from the artist Jeremy Deller, a grant of £200,000 was secured to fund these design amendments.
- 1.3 Following the completion of works on St Peter's Square in June 2017, an appropriate location was sought for the Memorial within the area at which the Peterloo Massacre took place. The junction of Lower Mosley Street and Windmill Street was identified, as it allowed the Memorial to occupy a prominent position while still allowing Manchester Central Convention Complex (MCCC) to use the adjacent space for their business activities. The City Council has entered into a temporary licence for the site the Memorial sits on, to recognise the management and liability of the Memorial, now it is open to the public, prior to a formal dedication of the site.
- 1.4 The Memorial was completed and handed over to the City Council on Tuesday 13<sup>th</sup> August prior to the 200<sup>th</sup> anniversary of the massacre on the 16<sup>th</sup> August 2019.
- 1.5 A report to the June Scrutiny Committee provided an overview of the design process and the work undertaken as part of the design of the Peterloo Memorial. This report provides an update both on the review of Council processes to address future accessibility issues, and the work undertaken so far in looking for an appropriate design solution to deliver a fully accessible Memorial.

## **2.0 Update on Design**

- 2.1 The design team and officers met on site with representatives from the Accessible Campaign Group and the Peterloo Massacre Memorial Campaign Group on the 19<sup>th</sup> July. A presentation prepared by the architects Caruso St John looked at seven different options previously suggested by all parties, as discussed below.

- 2.2 The first option considered a straight ramp leading to the top platform of the Memorial, and is about 30 meters long and rises at a 1:21 gradient. It would require a balustrade on both sides of the ramp and all around the top platform. This ramp would occupy a large portion of the forecourt, and would obstruct the access to the stairs leading to MCCC.
- 2.3 The second option presented was a Z-shaped ramp. This would be made of three ten metre long segments, and also rises at a 1:21 gradient and entails a balustrade. Whilst it has a smaller footprint than the straight ramp, it also occupies a large portion of the forecourt and would obstruct the view of a large portion of the Memorial. MCCC's management team have concerns that these two ramp options would compromise the ability to maintain the core operations of the conference and events business, due to the space on the forecourt that these options take up.
- 2.4 The third option considered a platform lift which would deliver a fully accessible solution. This would require the installation of a substantial new rail and uprights and would need to be a bespoke design. The top platform would need to be fenced with a balustrade. Whilst these lifts are widely found in the public realm, they work better within managed spaces as they present challenges associated with maintenance.
- 2.5 The fourth option is a bottom ramp, building up the existing accessible Portland stone ramp to a height of approximately 750mm with a balustrade. This option would require a partial demolition of the existing structure and does not meet the aim of achieving a fully accessible Memorial, as it is located some distance from the top platform which is approximately 2m high. This bottom ramp option would obstruct the view of the victim's and town's names carved on the risers. This option is not supported by the City Council or the access campaign group.
- 2.6 The fifth option is a 38 metre long spiral ramp, rising at a 1:21 gradient. This solution would entail the full demolition of the existing Memorial and a fundamental redesign. This option is not supported by the City Council or the access campaign group.
- 2.7 The sixth option is to make the Memorial inaccessible to all by a light handrail around the bottom step. This could be appropriated and decorated by the people who pay tribute to the victims. The concern is that people would simply climb over the handrail. This option does not deliver a fully accessible Memorial.
- 2.8 The seventh option considered entails the above-mentioned handrail, but envisages the construction of a temporary ramp once a year, on the occasion of the 16<sup>th</sup> August anniversary. This option only provides a fully accessible Memorial on one day of each year.
- 2.9 Straight after the site visit on the 19<sup>th</sup> July, a meeting of a smaller group, representing all parties discussed the options above and next steps. It was agreed that all the above options needed to be considered by the access

campaign networks with the aim of convening a further meeting to receive feedback and to identify the most workable solutions.

- 2.10 A second meeting was arranged on 14<sup>th</sup> August to receive the feedback from the wider consultation undertaken by the access campaign group. It was reported that there was no widespread support for the demolition of the Memorial (option 5) or the handrail around the bottom step (option 6). The preferred option from the consultation was some form of ramp to the top platform. Officers and the design team raised a number of practical concerns associated with the ramp options. Firstly, the site available for a ramp is very limited given the proposed route of the District Heat Network, with works commencing later this year to the south, and the existing public highway footways to the east and north of the Memorial. Secondly, a ramp option would compromise the views of the Memorial and could prevent access to the information on the risers which identify the victims and the places where people travelled from. In the light of this discussion, the architect has agreed to investigate further the possibility of designing a more compact ramped structure within the footprint of the site to be dedicated for use by the Memorial.
- 2.11 The meeting also considered in some detail the option of the platform lift ( option 3 ) which would deliver a fully accessible Memorial. The access campaign group representatives raised a number of concerns regarding maintenance, operation and vandalism. The architect recognised that a bespoke design would be required and it would be a challenge to identify a suitable lift specialist company. A concern is that for any companies with the right knowledge, skills and expertise this is a small project and they may not wish to commit themselves to a bespoke design process and the long term support required to maintain the structure. It was agreed at the end of the meeting that both the ramp and lift options needed further investigation. The access campaign representatives agreed to support and assist the design team and officers to fully explore both options
- 2.12 A conference call involving an officer, the architect and a representative of the access campaign group took place on 27<sup>th</sup> August to review the progress on both the ramp and lift options. The architect had undertaken some initial work on a compact ramp but was finding it difficult to make it work practically. It was agreed that the architect would look again at this option to see if the ongoing concerns about the impact on the visibility of the existing Memorial, and access to the information about victims and places could be resolved. The architect reported that he had spoken to a lift specialist company and an access consultant and had now produced a list of four lift manufacturers with the necessary skills, who would be contacted to see if they were willing to work on this bespoke commission. Both these actions will take a number of weeks to progress and when further information is available it will be shared with the access group representatives and a further meeting will be convened.

### **3.0 Update on the Council's Processes for Access Consultations**

- 3.1 The Lead Member for Disability, the City Solicitor and the Equality, Diversity and Inclusion Team are looking to use the lessons learnt from the Peterloo Memorial process in order to strengthen the Council's approach to disability and access and inclusive design more broadly, working in partnership with relevant services across the Council and specialists in the field. Proactive, early and meaningful engagement with disabled people and disabled peoples' organisations will be crucial; the aim of this work is to develop new and improved processes and assurance to support the Council's commitment to inclusive design, with a strengthened approach to disability engagement at its core. The intention is that this engagement will align with the principles of Our Manchester; a 'doing with', not a 'doing to' approach. Engagement will be timely and support a co-design approach from the outset, ensuring disability and accessibility considerations are strongly embedded within all major Council projects.
- 3.2 To initiate this work, an Inclusive Design round-table event is being planned with the intention of including senior Council officers from across relevant Council services, facilitated by an external accessibility expert. In addition, work is also underway to review the Council's approach to, and governance of, Equality Impact Assessments, with activity to develop corporate capability and capacity in this area a core strand of this work.
- 3.3 Representatives of the access campaign group have volunteered to produce an advice note of best practice on obtaining the views of disabled people on any proposed amendments to the Memorial. This note will be produced in the next few weeks and will be useful in informing the development of our approach.

### **4.0 Current Position**

- 4.1 The Memorial has been completed and the Council has committed to making further modifications to deliver a fully accessible Memorial. A positive dialogue is underway between the design team and representatives of the access campaign group to find a way forward, and two options are being further investigated to see which offers the most appropriate solution. The lessons learned from the design and engagement stages of the Peterloo Memorial project will be used to strengthen our mechanisms for consulting with disabled people in the City, and with disabled peoples' organisations through taking an 'Our Manchester' approach. The approved capital budget has been spent on completing the Memorial. When costs are known for an agreed modification to the structure in order to make it fully accessible, a case for additional funding from the capital programme will be made.