OUR TOWN HALL

PROJECT



EARLY WORKS
HERITAGE IMPACT ASSESSMENT
MANCHESTER CITY COUNCIL

OTH-PUR-XX-XX-RPT-A-0088

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PURCELL

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1.0 HERITAGE IMPACT ASSESSMENT: EARLY WORKS
INTRODUCTION

1.1 THE PROPOSALS IN CONTEXT

This Heritage Impact Assessment has been compiled to form part of the required documentation for the current application for Listed Building Consent, in line with good conservation practice and paragraph 189 of the National Planning Policy Framework. This assessment should be read in conjunction with the Design & Access Statement, application drawings and additional information provided.

The current proposals sit within the context of the 'Our Town Hall' project, a heritage-led project which seeks to achieve the following principal objectives;

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

The current proposals are 'early' works necessary to develop and help achieve the goals of this ambitious project. These works include for areas of scaffolding, and the works necessary to enable them, the temporary removal of the organ for repair and later reinstatement, surveys, stripping of modern features, mock-up rooms and the physical protection of special collections remaining insitu during the main works. The exact nature of these works are detailed in Section 3.0 of this assessment.

1.2 SCOPE OF THE REPORT

This Heritage Impact Assessment provides a proportionate analysis and assessment of the impact of the proposed enabling works upon the significance of Manchester Town Hall. This has been undertaken to accompany the current application for Listed Building Consent. The principal sections of this report will encompass:

1 Introduction
This section sets out the basic information regarding the background to the report, including the context of the proposals and scope of the assessment.

2 Assessment of Significance
This section outlines the methodology for assessing the significance of the heritage site and details the significance of both the overall building and the contribution made by affected areas.

3 The Proposed Works
Details the proposed works, and the key factors informing the nature of the proposals.

4 Assessment of Impact
This section assesses the impact of the proposals upon heritage significance using established methodology for the 'Our Town Hall' project.

5 Legislation and Policy
The impact of the proposal upon the significance of the heritage assets in question is tested against the relevant legislative and policy considerations, as well as the Heritage Management Plan.

6 Conclusion
This section provides a concise summary of the report.

1.3 AUTHORSHIP

This Heritage Impact Assessment has been prepared by Purcell Architecture Ltd, and written by Christina Sinclair (MA BArch MSc IHBC), Senior Heritage Consultant and Rebecca Burrows (BA Hons MSc IHBC), Associate.

2.0 HERITAGE IMPACT ASSESSMENT: EARLY WORKS
ASSESSMENT OF SIGNIFICANCE

2.1 OVERVIEW

Significance can be defined as the sum of the cultural heritage values that make a building or place important to this and future generations. It is the special architectural or historic interest of a place. Within this special interest, heritage assets have a number of key values that best reveal this significance, which are set out in this chapter, along with a summary of significance.

Manchester Town Hall is of outstanding national importance as a Grade I listed building and is the best example of its type in England. The Town Hall and Albert Square are jointly a source of local pride and identity and are the embodiment of the city. They are the physical heart of Manchester. Visitors are brought here, Mancunians assemble here on great occasions and it has been open to the public since opening in 1877.

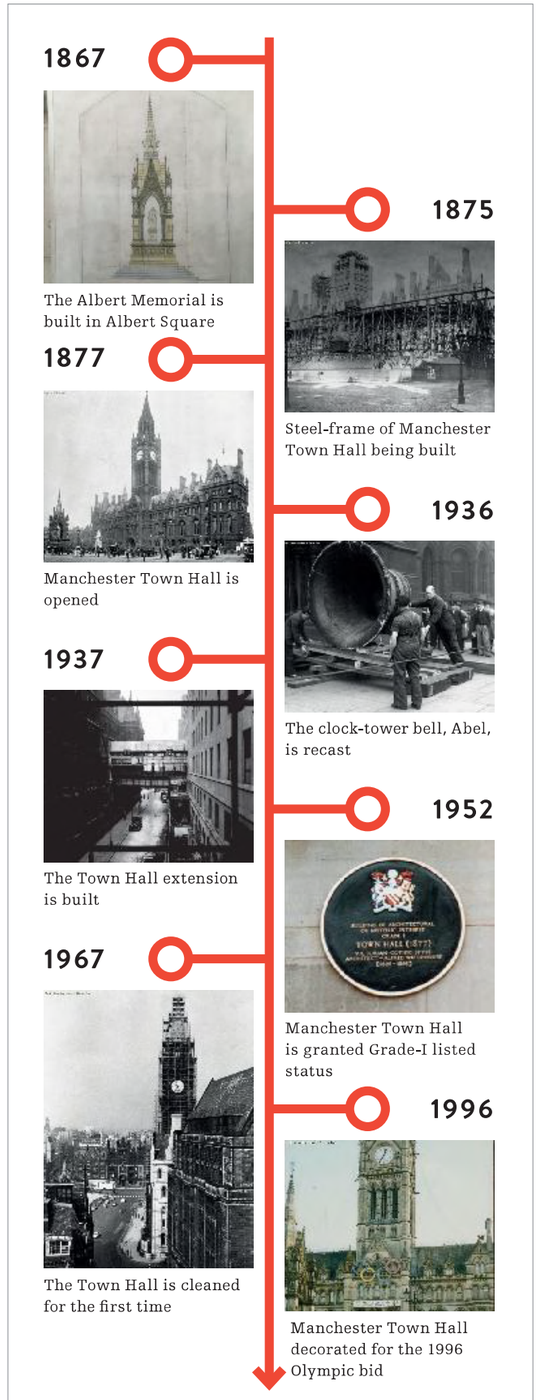


The building is of international significance as a work of exceptional architectural quality and craftsmanship. The two squares that adjoin it; Albert Square and St Peter's Square, are major public spaces at the heart of the city. Together with the Central Library and Town Hall Extension, this site represents the finest civic complex outside of London.

The association of the Town Hall with Alfred Waterhouse holds the highest significance, particularly in relation to his original design intent and how the building met the needs of the citizens of Manchester. From the functional to the highly-decorative, and from service spaces to state rooms, each component illustrates the design intent of Waterhouse, no matter where in that hierarchy they fall. The plan form and circulation within the building is also an important visual illustration of that hierarchy.

The Town Hall is highly significant for its integrity and the intactness of its original design. The majority of the tangible and intangible aspects of the original Waterhouse building, including form, design, material, use, function, techniques and setting remain intact, which is an important contribution to significance. Alterations and later additions are generally of lower significance.

Today, the value of the building is eroded by the decaying fabric, which requires substantial investment, repair and renewal. The existing inaccessibility of the public entrances and deterioration of external stonework also diminish significance. The current deteriorating condition and non-compliance of the spaces has resulted in many spaces being unused, threatening the sustainability of the site. It is within this context that the Our Town Hall project has been progressed to positive address these issues.



Key dates in the Manchester Town Hall's development

2.2 HISTORIC DEVELOPMENT

Manchester is one of the great cities of the Victorian Era, renown for its highly characteristic combination of ambitious Victorian architecture, and industrial innovation.

The settlement of Manchester dates back to around AD 79, when the Roman fort of 'Mancunium' was established. Like many historic settlements in the medieval period, the then town developed primarily around natural resources, in this case the confluence of the rivers Medlock and Irwell. During this time, Manchester was a manorial township, considerably smaller than the city we see today. From the latter 18th century, the Industrial Revolution brought the explosion in trade and textile manufacture, which came to form the heart of its character. By the mid-19th century, Manchester was a key city of the industrial revolution. The rapid expansion, influence and population surge brought both great (though disproportionate) wealth and change to the city.



Manchester 'Tinker' map of 1772 (Manchester Central Library)



Manchester 'Swire' map of 1824 (Manchester Central Library)

ASSESSMENT OF SIGNIFICANCE

Historically, city status was linked to settlements with a more prestigious history. Despite being a major settlement, it therefore was not until 1853 that Manchester achieved city status. The recognition was a meaningful one for the city, both in terms of administration and local pride.

This boom in both production and population led to a rapid, and at times unplanned, expansion of the city. Civic, residential, and industrial uses were often greatly mixed within areas, and populations and urban spaces were frequently highly dense in form.

At the beginning of the 1860's, the area now known as Albert Square was a combination of a town yard and periphery buildings, its urban context characterised by dense townscape of housing, industrial works, and derelict land. Within the context of the death of Prince Albert, and very likely a desire to show support to Queen Victoria, the decision was made to erect a memorial to commemorate Prince Albert. Clearance of the site began in 1864, resulting in the demolition of a considerable number of buildings. The resultant space was named Albert Square, and some years later in 1867, the sculpture and canopy of the Albert Memorial was erected. It is of note that it was the first major Albert Memorial to be built. Its design was published in the Builder in September of 1862, over a year before G. G. Scott's more elaborate design for Kensington. Though this was not acknowledged by Scott, it is possible that Worthington's design notably influenced the design of the famous Albert Memorial in Kensington. The location of the Albert Memorial dictated the early flow of traffic in front of the Town Hall, which had no restrictions imposed upon it. Traffic could pass through the square in each direction and did so for over a century.



1891 OS map (local studies library)



Manchester Town Hall, 1890 (Manchester Central Library)

Nine sites were originally considered for construction of the Town Hall, with that of the Royal Infirmary preferred at one stage. However, concern regarding the clash between the classical architecture of the infirmary and the Gothic design for the memorial led to a space in Town's Yard being chosen. The space was unremarkable, and it was agreed that substantial civic improvement was required in the area. Plans from this period show the proposed layout of Albert Square and buildings identified for purchase and clearance. The proposed Albert Memorial was directly responsible for the creation of a new public space for Manchester.[01] The square was in existence by 1864 but was still un-paved by 1867, when the Albert Memorial was unveiled. The public realm of Albert Square was only finally improved with completion of the Town Hall.

At the time of the inauguration of Manchester City Council in 1838, civic functions were carried out in the then-Town Hall inherited from the Manchester Police Commissioners. While inefficient, the building was both insufficient and inefficient for civic administration, and in 1864 the decision was made to, *"secure…a Town Hall which shall be in every respect worthy…of the city…and equal, if not superior to any similar building in this country"* (Sub-committee report, 17 August 1864).

This ambitious intent reflects both the pride of Manchester at this key point in its history, and the desire to establish itself appropriately in the national context. This was reflected in the detailed and professional brief which formed the basis of the competition which was to determine the architect for the new Town Hall, the thorough conditions of which were hailed as, *"for the age and country, an immense innovatory stride"* (Vol 25, The Builder, March 1867).

The near-triangular nature of the site proved a challenge for many of the designers. At this time, Alfred Waterhouse was an established and rightly well-considered architect, and Manchester Town Hall would become arguably his major work. His design for the Town Hall was as pragmatic as it was visually rich. He utilised the Early English Gothic style, but not in an archaeological fashion. The architectural language was skilfully applied and adds considerable visual interest to the building both in views within its urban context and internally, but did not dictate the plan form and layout.



Early depiction of the proposed Albert Memorial, drawn here as located in the possible Piccadilly site

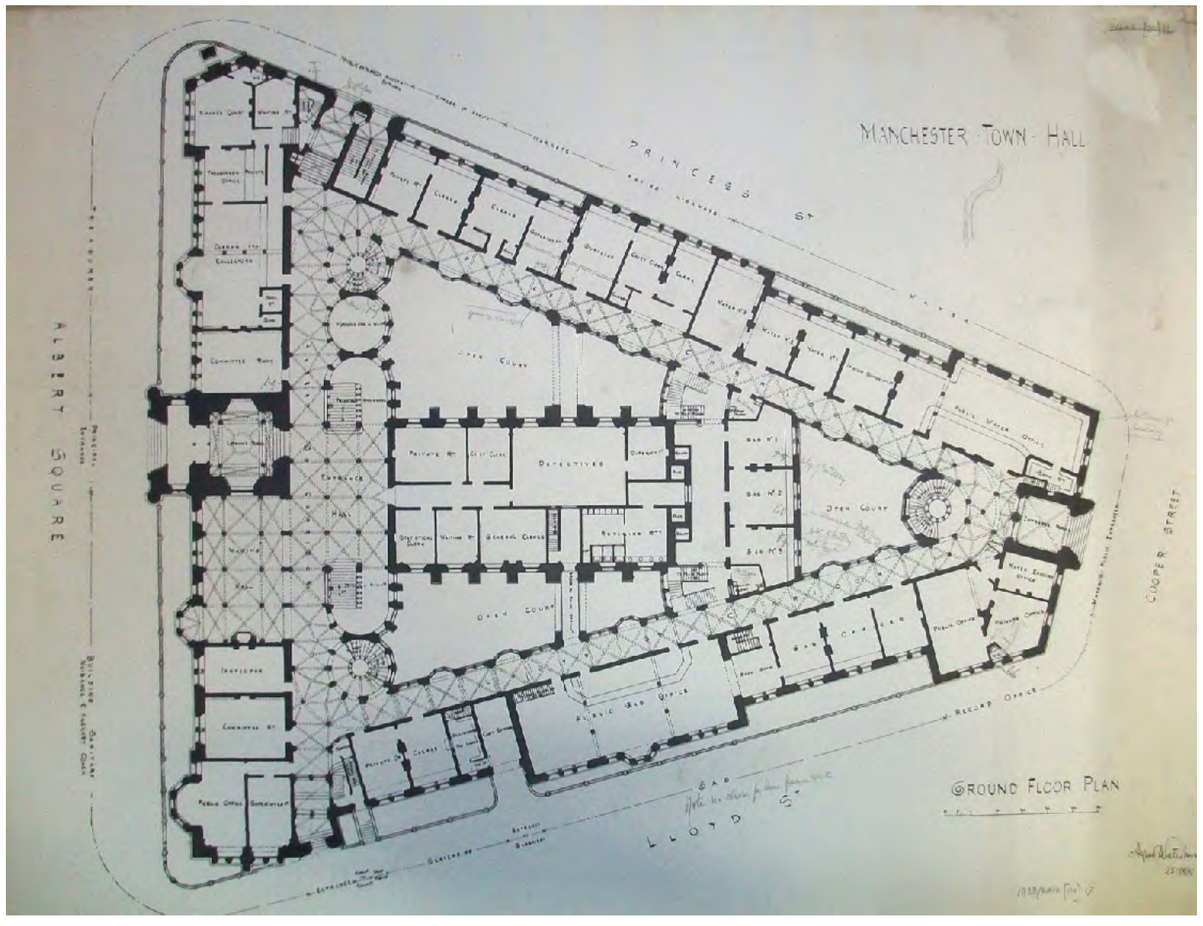


Manchester Town Hall exterior

—

01 A Space for the Prince Consort, Malcolm Lorimer, 2005

This was driven by the practical needs of the building as a civic centre, with a clear sensitivity to its urban context. Waterhouse addressed the awkward shape of the site by establishing a plan form that was in effect a hollow near-triangle with central block and vertical communication at the nodes of the triangles and central points. This created a diagrammatic plan form that was elegant in its simplicity – making efficient use of the site area to maximise floor space, facilitating efficient movement around the building and allowing light to penetrate deep into the building. The services design is of particular note, and inextricable from the plan form and wider design considerations of the building. Services were distributed efficiently through the building using peripheral routes (running underfloor in the principal rooms) and grate-covered routes running in the courtyard facing corridors. Utilising the nodal location of the circular stairs, large heating coils were placed at their base, allowing warm air to be distributed upward through the building at these key points. Similar bespoke designs can be found in the Great Hall, where carefully designed head and ventilation routes behind the murals benefit both the fabric of the murals and prevent harmful condensation on the large decorative windows above.



Historic floor plan of Manchester Town Hall, ground floor level

This commendable pragmatism was married skilfully with rich internal and external craftmanship, with everything from the masonry, eclectic painted decoration, metalwork, mosaic, terrazzo, terracotta, plasterwork, joinery and decorative glazing vigorously expressing both hierarchy of design and Mancunian civic pride.



Mosaic of 'The Manchester Bee' in the foyer to the Great Hall

Overall, Manchester Town Hall survives largely intact, having undergone relatively little alteration in comparison to similar buildings of its type and age. Over time, numerous cumulative alterations have taken place as a result of its ongoing civic use – such as the piecemeal addition of electrical provision and alterations to lighting. These have affected the historic services (with the notable loss of the lower level heating coils to two of the circular stairs) and office spaces to the largest degree. The first notable changes occurred with the alterations designed by Paul Waterhouse, including selective alterations such as associated with WC provision. The late 19th and early 20th centuries saw further change, such as the electrification of the building and introduction of lifts. The expansion of Manchester and associated growth of civic administration led to the construction of the Town Hall Extension between 1934-1938 to the designs of E. Vincent Harris, with associated alterations to the Town Hall including introduction of link bridges. In a number of phases in the late 1950's, a central link bridge was extended and converted to kitchens associated to better serve the functions of the Great Hall.

The public realm associated with the Town Hall has also seen notable alteration, with the decreasing traffic and increasing formalisation and additions of statuary in Albert Square from the late 19th century. Traffic and parking were removed from the Square when the central area was pedestrianised and relaid in the 1980's. Though the degree of formalisation has changed notably over the years, alongside notable changes to vehicular needs and characteristics, Albert Square's character remains one associated with movement, activity and a sense of openness.

2.3 THE KEY VALUES OF MANCHESTER TOWN HALL

Key values are a range of key elements, attributes or heritage values that contribute to the significance of a place. The values can be tangible or intangible and are the main components that make the Town Hall unique, distinctive and cherished. The more intact each key value is, as a whole or by component, the higher the level of significance ascribed to it.

Civic Pride and Collective Memory
This derives from the meaning of a place for the people who relate to it and the position the Town Hall holds within the collective past, present and future experiences of visitors and the people of Manchester. It is crucial to understanding significance locally and nationally. From a gathering place for commemorative events, to a public visitor space, the Town Hall has both positive and negative experiences associated with it, which differs for each individual. The continued civic and ceremonial role that the Town Hall embodies is significant.

Architectural Form
The architectural language of the Town Hall is coherently expressed externally and internally throughout the building as a monument to Neo-Gothic architecture and the aesthetic movement. The high-quality carvings, techniques, materials and decorative details used across the building are part of its aesthetic significance, and its presence within the townscape of Manchester is highly important. Its setting within Albert Square expresses the hierarchical intent of the building through decorative detail and many of the internal rooms also exhibit the hierarchy of spaces through their embellishment.

Plan Form
The Town Hall's plan form was designed to allow multiple uses and the corridor plan is one of the key components of the building's significance. The triangular site, four entrances, spiral staircases, central corridor with periphery internal spaces, enclosing the Great Hall and Police Station in the central area, within courtyards. The layout is simple and legible, allowing the separation and expression of various uses in a hierarchy of spaces.

Built Fabric and Construction Techniques
The Town Hall was built in the late 19th century, at a time when mass production was rapidly expanding, and handcrafts were being replaced by mechanisation. The construction of the Town Hall is both typical and innovative, in different ways. For example, the concrete construction of the jack arches and the use of riveted steel were newly patented techniques and internally we see the use by Waterhouse of applied terracotta for the first time. In other areas, commonly-used techniques and the overall scale and repetition of fabric reduces significance. Many of the decorative features within the Town Hall are of the highest quality and designed specifically for the building or space.

Continued Use and Functionality
The Town Hall continues to function in its original use as a civic and ceremonial hub for the City of Manchester. These uses are tangibly expressed within the building and the designed functionality of the spaces adds substantially to their importance.

Collections
The importance of the Town Hall collection is intrinsically linked to the significance, status and function of the building itself. The collections provide extensive evidence of the role of the City Council in shaping Manchester, as it evolved from the world's first industrial city to its current position as an internationally influential city. The collection has local, regional, national and international significance.

2.4 CONTRIBUTION OF AFFECTED AREAS

2.4.1 Measuring relative significance

As part of the wider Town Hall project, a robust methodology for assessing relative significance within the building was established in the 'Heritage Engagement and Assessment Strategy'. This provides a clear methodology which is both in line with relevant legislation, policy considerations and conservation best practice in a manner bespoke to the particular significance of the Town Hall.

The detailed process can be found within the cited document, provided in Appendix A. In broad terms, any particular element is considered with respect to the degree to which it contributes to the established 'key values' in the preceding section as a result of its intactness, illustrative nature, potential, aesthetic and communal qualities.

This information is then used to attribute a clear 'level of significance' in line with the table below.

The following sections apply the above process to each of the areas affected by the current proposals for enabling works.

LEVEL OF SIGNIFICANCE	DEFINITION	EXAMPLE
Very High	A component of the Town Hall that is outstanding and holds all key values that contribute to its significance.	These are unique components that illustrate the key elements of significance, for example the component retains the original Waterhouse configuration intact. Spaces will be high-quality with significant architectural detailing and importance within the collective memory of Manchester. These components are fundamental to revealing the significance of the Town Hall.
High	A component of the Town Hall that many of the key values that contribute to its significance.	These may be components that illustrate many of the key elements of significance. Spaces have good architectural detailing and express the hierarchies of the building. These components are important to revealing the significance of the Town Hall.
Medium	A component of the Town Hall that holds some of the key values that contribute to its significance.	These may be components that illustrate some of the key elements of significance but could have been subject to high-quality historic alterations. These components have a moderate contribution to revealing the significance of the Town Hall.
Low	A component of the Town Hall that holds a degree of the key values that contribute to its significance.	These may be components that illustrate some of the key elements of significance but have been subject to low-quality historic alterations and detailing. These components have a minor contribution to revealing the significance of the Town Hall.
Neutral	A component of the Town Hall that holds none of the key values that contribute to its significance.	These may be components that exhibit none of the key elements of significance and may have been subject to modern alterations. These components have a limited or no contribution to revealing the significance of the Town Hall.
Detrimental	A component of the Town Hall that harm the key values that contribute to its significance. In material terms, removal or reversal of these aspects should be strongly encouraged.	These may be components that exhibit no or few key elements of significance and have been subject to modern, low-quality or intrusive alterations. These components detract from significance of the Town Hall.

ASSESSMENT OF SIGNIFICANCE

ASSESS SIGNIFICANCE

Manchester Town Hall Key Values

Significance

Relative Importance

What is significant?

DEVELOP PROPOSALS

Develop proposals with sensitivity to significance.

Consider quality of design and strive to avoid harm.

Collaboration between the Conservation Officer, Historic England, Purcell and other project team members as necessary

What are the proposals?

OUTLINE IMPACT ASSESSMENT

Identify and assess impact by testing proposals against significance to ensure harm is properly identified, mitigated and avoided.

Key questions will be used to understand the potential impact of change.

What is the level of change?

What is the potential impact of change?

JUSTIFICATION

Justify any harm to heritage, focussing on beneficial public impact.

Substantial harm should be outweighed by substantial public benefits:

- Economic
- Social
- Environmental

Less than substantial harm should be weighed against public benefits, including securing optimum viable use.

Can harm be justified against public benefit?

MITIGATION AND DETAILED DESIGN

Establish detailed mitigation measures, avoiding and minimising harm to significance of the building.

Carry out detailed design for the project, ensuring high quality and respect to historic built fabric.

Can harmful change be mitigated?

Will the proposals result in substantial harm?

Yes

No

Is the change necessary?

No

Yes

The Process for Assessing Significance

2.4.2 The Albert Square and Cooper Street Elevations

The external elevations of Manchester Town Hall are of the highest significance, and embody all of the established key values of the building. Waterhouse's design is of the highest aesthetic and design quality, with its Neo-Gothic (based on the Early English) style with influences of the Aesthetic movement forming a coherent and high quality architectural piece. These design choices illustrate the developing architectural styles of the latter 19th century, communicate internal uses and express the civic pride of Manchester. Despite being a large scale, robust Victorian building, the Town Hall was designed with particular sensitivity to its context, responding to unfolding urban views from numerous approaches. Only the Albert Square (principal) elevation can be fully viewed 'in elevation', with other elevations either viewed up close from within a tighter urban context, or in longer views. In reaction, Waterhouse designed the building to be appreciated from these perspectives by creating corresponding architectural 'moments' – such as the highly articulated entrance with tower and spire to St Peter's square, and architectural treatment which creates a harmonious transition to the return elevations.

Each elevation of the Town Hall is carefully designed to address views on approach from the urban context. The elevation to Albert Square is the building's principal elevation, signalled in both the space afforded to it by Albert Square, as well as its grand architectural composition with central clock tower over the principal public entrance. The Albert Square elevation is undeniably fundamental to the Town Hall's overall architectural form. Similarly, the Cooper Street elevation is highly prominent, addressing the key public space of St Peter's Square with a dominating central tower and entrance providing a robust conclusion to the building from this key view. Both elevations embody all key elements of Waterhouse's design, from the free-use of 13th century style Gothic elements in a pragmatic and Victorian form, to expressions of pride, use and hierarchy. They makea a major contribution to the building's embodiment of Manchester's civic pride, both in Victorian England and today. They also provide the building with its landmark status, and its visibility and association with collective memory is correspondingly strong.

The Albert Square and Cooper Street elevations are therefore considered to make a **very high** contribution to the overall significance of Manchester Town Hall.



The Albert Square Elevation of Manchester Town Hall

2.4.3 The Town Hall Courtyard

The Town Hall Courtyard is both physically and conceptually central to Waterhouse's design for the building. Given the difficult task of providing a high quality and functional building on the near-triangular site, his solution was to create a broadly hollow triangle with a central block housing the Great Hall and police station. This made efficient use of the site's floor area, and created three courtyard areas centrally within the site to enable both controlled access and light to permeate internal spaces. The courtyard elevations are both highly visible from the corridor areas, and as equally highly decorated as the outward-facing elevations, illustrating their importance as part of the overall design. These spaces are also appreciated by those visit the building, and are recognisable as a regularly used site location for many historic films and tv series. Though the setts have seen some alteration, they remain an important contributor to the significance of the courtyard area. Intrusive survey investigation has found evidence that the setts have been re-laid some time in the late 20th century.

As a result, the courtyard makes an important contribution to *all the key values* of Manchester Town Hall identified in Section 2.2 above. With the exception of the 1960's link bridge extension and some wear this space survives intact, illustrating well the design intention of Waterhouse and illustrating the pride and craftmanship of Manchester in the latter 19th century.

The Town Hall Courtyard is therefore considered to make a **very high** contribution to the overall significance of Manchester Town Hall.



Circular stair from the courtyard



General view of the Town Hall courtyard

2.4.4 The Great Hall Organ

The assessment of significance and assessment of impact for the Town Hall organ have been based on more detailed information set out in the following documents:

- OTH-MCC-XX-XX-K-RPT-0112 - The Cavaillé-Coll Organ, Instrument Survey and Evaluation of Removal and Storage Methods, Andrew Carter, February 2019
- OTH-MCC-XX-XX-K-RPT-0111 – Organ specification report for restoration, February 2019
- OTH-MCC-TH-2-RPT-K-0058, A Report on the Organ, William R McVicker, December 2017
- OTH-MCC-XX-XX-RPT-K-0092, Pipe Organ Condition Survey - Report on Findings, Johannes Klais Orgelbau, December 2017

Built fabric and construction techniques

The organ at Manchester Town Hall was constructed in 1877 by the world-renowned organ builder Aristide Cavaillé-Coll (1811-1899) of Paris. It was constructed to the designs of W. T. Best and Dr Kendrick Pyne (Liverpool and Manchester Cathedral organists respectively). Cavaillé-Coll was perhaps the most important organ-builder of the 19th century and a number of UK instruments were imported from him. His instruments had a significant influence on English organ building in the 19th century (particularly in the north-west) and a small number of his instruments survive nationally. In Paris, Cavaillé-Coll instruments are so significant that at St Sulpice they are considered for inclusion as a UNESCO World Heritage Site.

ASSESSMENT OF SIGNIFICANCE

At the Town Hall, the original 1877 instrument has been subject to several major rebuilding campaigns in 1893, 1913, 1929 and 1970:

- In 1893 Cavaillé-Coll enlarged the instrument by adding a fourth manual and six new stops. These initial alterations retain high significance.
- In 1913, Lewis & Co. made alterations to the blowing plant and a fifth manual was added. Cavaillé-Coll's audience-facing console was removed along with his transmission system. The Cavaillé-Coll pedals de combinaison (foot pedals), which created the effect of a 'storm', was much enjoyed by Victorian listeners but was removed at this point. Various other alterations were made, including alterations to the winding, which have been detailed in the cited reports. The tone and sound of the organ has changed since the original instrument was constructed and became more conventionally English at this date. While relatively well understood, the extensive works carried out are difficult to unpick within the physical instrument.[02] These alterations are considered to have minor significance in the evolution of the instrument.
- In the 1970s, the 1913 console was replaced with a mobile 5-manual console and further alterations were made by Jardine & Co of Manchester. A new stop was added and the pneumatic coupler relays were replaced by an electro-mechanical relay switching system. These alterations are considered to have limited significance and are detrimental to the original instrument in some instances.

Civic Pride and Collective Memory
The Manchester Town Hall organ was built as the focal point of the Great Hall and has long been used as the centre piece for civic events at the Town Hall.

The Cavaillé-Coll organ cost £3,500 to build in 1877; about double the cost of an English organ.[03] The significance, expense and prestige associated with the continental organ builder was recognised at the time and highly prized. This illustrates both the importance of the instrument to the people of Manchester at the time, and the significance that should be attached to it now.

Although in a poor condition, the organ is still playable and its last restoration in the 1970s is within living memory. Many people working and living in Manchester are likely to have positive recollections of the organ in use at events.

Architectural Form
The organ was built as a three-manual instrument with 61 notes in five complete octaves, which was unusual at the time. The organ was described by Waterhouse and a transcript of this is included at the end of this report. It had about 3000 pipes, 43 stops and 15 pedals. Unusually, the manuals were placed so that the performer faced the audience, with his back to the audience, which allowed him to better hear the organ. Each manual's pneumatic actions were by Cavaillé-Coll and could be placed separately or in combination. Bellows were hydraulic with iron mechanisms. Today, the organ has approximately 5000 pipes and a mobile console was installed in the 1970s.

Plan Form
The organ was carefully constructed to fit into the overall Waterhouse Town Hall building design and was the centre piece of the Great Hall. Overall, the original configuration with the star-painted ceiling, apse and staging has all survived relatively intact. The organ case was designed by Farmer & Brindley of London as part of Waterhouse's original design, now with some later additions.

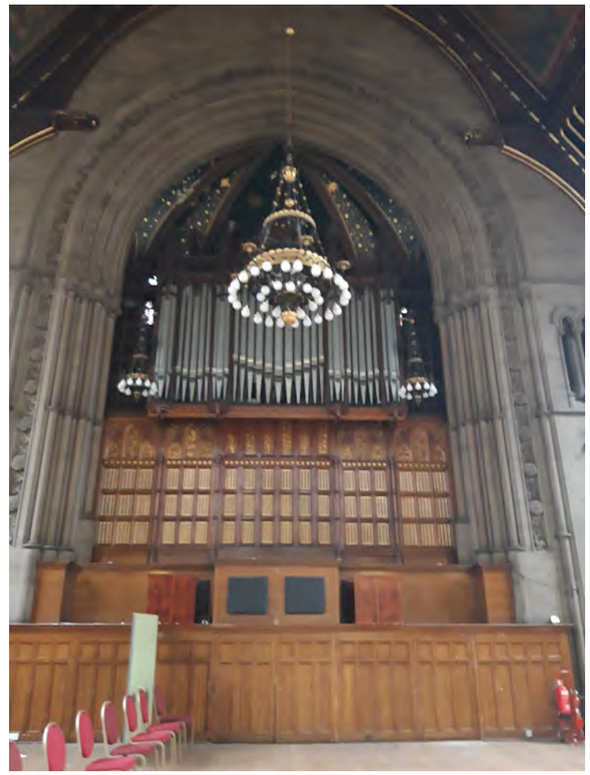
Illustrations from1878 show the organ with two staircases ascending from doors in the dais up to the top of the organ, which may have been intended as a room for performers but now houses the blowing plant and humidifier. These staircases were lost in 1913 when the organ increased in size to the left and right of the stage.

Continued use and functionality
The organ is now extremely dirty and in very poor mechanical condition. The organ's wind system has been repeatedly patched over the years and the wind reservoirs now need releathering. Few of the organ stops are fault free and little maintenance has been carried out in recent years. Pipes are suffering from metal fatigue and collapsing. Whilst the instrument is theoretically playable, the are obvious defects and there is a clear requirement for a substantial repair project.

Despite the later changes, the Cavaillé-Coll scheme of work remains visible beneath new additions. Lewis and subsequent builders respected the original such that, apart from the pedal organ and revoicing of reeds, much of the organ's original character (in terms of sound) may be relatively straightforward to recover.[04]

Whatever the agreed principles for restoration and the chosen period in time that the organ is restored back to, it is clear that removal is required to allow for a substantial repair and restoration programme, returning the organ to a functional and playable condition.[05]

In light of the above, the Cavaillé-Coll organ is considered to make a **very high** contribution to the overall significance of Manchester Town Hall.



The Cavaillé-Coll Organ location

02 OTH-MCC-TH-2-RPT-K-0058, A Report on the Organ, William R McVicker, December 2017

03 Ibid.

04 Ibid

05 It is thought to be possible to restore the organ to the 1893 configuration, including the original console mechanism and the Barker Lever transmission system. Some of the later alterations may have been related to fashions, but it may also have been due to poor functionality. It will also be important that evidence of the original configurations is provided prior to restoration.

ASSESSMENT OF SIGNIFICANCE

The above represents an overview of the significance of Manchester Town Hall's Cavaillé-Coll organ. The levels of intactness set out in the heritage strategy document (OTH-PUR-XX-XX-RPT-A-0007) can be applied to the physical fabric of the instrument:

- **Original:** Original fabric, details, layout or intent, as designed from inception of the building in 1868 up to the death of Waterhouse in 1905. This applies specially to the organ to include the original 1877 Cavaillé-Coll construction as well as the 1893 rebuilding.
- **Historic:** Early 20th century changes to the site and building up to 1945. This incorporates the 1913 Lewis rebuilding of the organ.
- **Modern:** Changes made to the building after 1945, and up to the present day are classified as modern. This includes the 1970s rebuilding.

The original fabric of the organ is defined as being of **very high** significance, the later historic fabric is of some interest **(medium)** and the modern work is generally of **low significance** or **detrimental**.

2.4.5 The 'Special Collections' and Ford Maddox Brown murals

The collections associated with Manchester Town Hall include historic items such as the following;

- Foundation collection: furniture, textiles, silver and ceramics
- Sculpture collection
- Paintings and photographs
- Civic gifts
- Busts
- Murals

Those affected by the current enabling works are principally the busts in the great hall, selective items of furniture and the Ford Maddox Brown murals.

As outlined in Section 2.2 above, the importance of the Town Hall collection is intrinsically linked to the significance, status and function of the building itself. The collections provide extensive evidence of the role of the City Council in shaping Manchester, as it evolved from the world's first industrial city to its current position as an internationally influential city. The elements of collection outlined are in many cases part of the architectural composition of the building – most notably in the case of the Ford Maddox Brown Murals and busts commissioned as part of the original design with built-in display areas. They also express a great deal about both the history of the city, it's qualities and pride as well as craftmanship.

They therefore make a particular contribution to the *architectural form* and *civic pride and collective memory* Town Hall values. These elements survive relatively well intact, illustrate a great deal about Manchester's history and have notable aesthetic value as (in many cases) works of art.

The special collections outlined above are therefore considered to make a **very high** contribution to the overall significance of Manchester Town Hall.



Examples of the murals and special collections subject to protection as part of the current 'early works

2.4.6 Mock Up Room 02-017

Room 02-017 was historically the 'Paving and Highways Clerks Office'. As a functional civic office space, it is similar to a high number of rooms in the Town Hall - designed to be functional and relatively simple in its architectural detailing. The room retains its broad overall proportions and key features such as the external facing windows and original door to the main circulation area.

Like many historic office spaces within the Town Hall, it has undergone piecemeal change as a result of its ongoing office use, including the installation of strip fluorescent lighting, carpet tiles services alterations, paint scheme alteration and boxing-in under the windows.

This altered but historic office room makes a contribution to the plan form and circulation of the building as well as its tangible expression of the designed functionality of the building. Though it does illustrate these values in its overall form and functional aesthetic, this is to some degree limited by cumulative modern interventions.

Room 02-017 is therefore considered to make a **high** contribution to the overall significance of Manchester Town Hall.







Room 02-017, as existing

2.4.7 Mock Up Room 06-019

Room 06-019 was historically a Steward's bathroom. As such it was a functional space, which is reflected in its simple architectural treatment. Over the years, the rooms has been used as a kitchen area, and has undergone notable alteration withregards to its historic services (including detrimental modern additions) and new paint scheme.

This altered historic bathroom area makes a contribution to the plan form and circulation of the building as well as its tangible expression of the functional areas within the Town Hall. This has been to some degree limited by modern intrusive features which detract from its legibility, however the overall character of the space remains functional as per its original intention.

Room 06-019 is overall considered to make a **high** contribution to the overall significance of Manchester Town Hall with notable capacity for change and enhancement.







Room 06-019, as existing

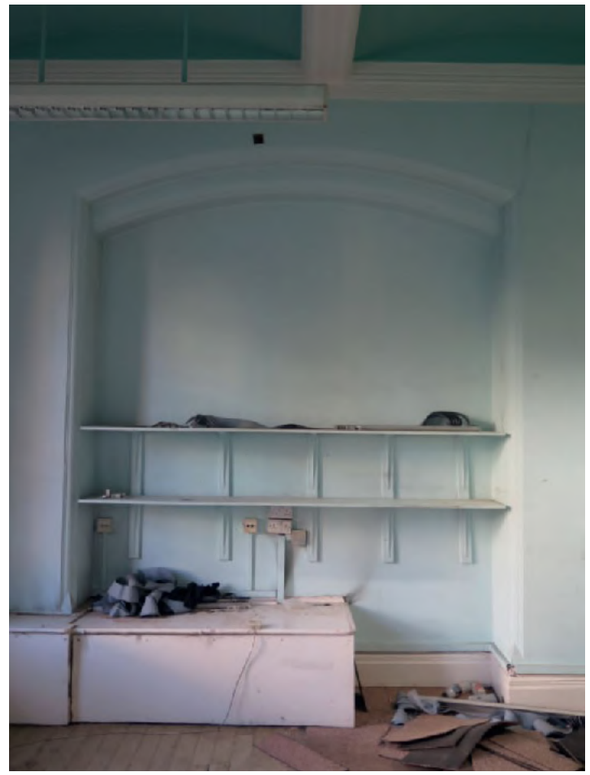
2.4.8 Mock Up Room 04-008
Room 04-008 was historically part of the City Surveyor's Department. As a result it shares some of the characteristics of the historic office space outlined in section 2.3.6 above. It retains its overall form and notable features such as the three external windows, fire surround, exposed jack arch and ceiling. Modern alterations detract to some degree from the appreciation of the original design, most notably in changes to the flooring, lighting, services boxing-in and paint scheme.

Like Room 02-017, this altered but historic working space makes a contribution to the plan form and circulation of the building as well as its tangible expression of the designed functionality of the building. Though it does illustrate these values in its overall form and functional aesthetic, this is to some degree limited by cumulative modern interventions.

Room 04-008 is therefore considered to make a **high** contribution to the overall significance of Manchester Town Hall.









2.4.9 Modern features and door

The range of modern features subject of this application relate to cumulative 20th century additions, including cabling routes, notice boards and limited-height partitions. These features have a harmful impact on the appreciation of the Town Hall, and are cumulative in their nature.

The internal doors of Manchester Town Hall are a notable element of the overall design. In particular, they contribute (alongside other architectural elements) to Waterhouse's characteristic expression of hierarchy of spaces in the building - ranging from very simple 'back of house' doors, to the larger scale and more ornate pieces associate with the Great Hall and State rooms. While some doors have been moved or lost through piecemeal interventions over time, and many doors have been altered to some degree, this has not fundamentally undermined their contribution to the overall significance of the building. As a collective entity, the doors are considered to make a high contribution to the significance of Manchester Town Hall. The individual contribution of each door is proportionate within this context of door collection, which numbers in its hundreds.

3.0 HERITAGE IMPACT ASSESSMENT: EARLY WORKS
THE PROPOSED WORKS

3.1 OVERVIEW OF THE PROPOSED WORKS

The current proposals seek permission to undertake necessary works to enable the progression of the wider 'Our Town Hall' project.

This wider heritage-led project seeks to secure the sustainable use of the building as the civic heart of Manchester for generations to come and increase public access to, and enjoyment of, this valuable heritage asset. The concept of conserving and enhancing the significance is a cornerstone of this project, which takes a positively 'long view' on positively managed change on a historic site.

As outlined in Section 1, the established objectives of the 'Our Town Hall' project are;

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

In order to realise these objectives and deliver the wider 'Our Town Hall' project, it is necessary to undertake carefully considered enabling works. The need to undertake the works and the changes proposed are outlined in the following sections. These sections are intended to give a helpful overview of the proposed works in relation to heritage impact, and should be considered in conjunction with the associated application drawings and documents for full detail.

3.2 ALBERT SQUARE AND COOPER STREET ELEVATIONS SCAFFOLDING

3.2.1 What is the need for change?

In order to carry out the wider Our Town Hall project works and ensure the project programme is maintained; it is necessary to erect scaffolding to the Albert Square and Cooper Street elevations of the Town Hall in order to begin the detailed inspections of the external elevations.

3.2.2 What are the changes proposed?

The proposals seek to temporarily introduce scaffolding to the Albert Square and Cooper Street elevations.

The majority of the scaffold will be constructed off the existing surface finish within the moat, with the notable exception to this being the necessary scaffold to either side of the Albert Square tower. As the project progresses the tower will be fully scaffolded and will require a firmer base. The proposal is to construct a limited foundation off which the scaffold in this area can be constructed.

The fixing method will be padded self-tapping anchors the method of which in each location will be informed by minimising any adverse impact on historic fabric in each local area. The principles which have informed this work can be found in Section 4 of this report, and full detail can be found in the accompanying application drawings.

In addition there will be a 2.45m high temporary hoarding erected around the scaffolding and the site entry points to prevent access into the site by the public.

3.3 COURTYARD DRAINAGE & WORKS TO ENABLE SCAFFOLDING

3.3.1 What is the need for change?

In order to carry out the wider Our Town Hall project works, it is necessary to erect scaffolding to the courtyard areas of the Town Hall. This has driven the need to bring forward the courtyard elements of the wider project in order to most effectively programme the sequence of works and provide a sound base for the scaffolding.

At present, the rainwater goods of the Town Hall are notably blocked in a considerable number of areas. As a result, rainwater is being incorrectly deflected away from the courtyard, and in a number of cases is being absorbed into the stonework causing accelerated deterioration. The wider Our Town Hall project will clear the drainage system and restore its original overall functionality and water drainage routes into the courtyard. This will result in increased water volume within the courtyard which requires the proactive provision of additional drainage in order to prevent high levels of water retention which would be damaging to historic fabric in the long term.

3.3.2 What are the changes proposed?

As a result, the proposed works to the courtyard comprise both long-term works to address drainage issues in the courtyard and works necessary to facilitate the temporary scaffolding provision. The courtyard scaffolding itself is subject to detailed design development and will be subject of a later application for consent. Detailed information can be found within the accompanying documents, and can be summarised as follows;

- Recording of courtyard setts in line with Historic England's 'Understanding Historic Buildings: A Guide to Good Recording Practice' to a Level 3 record level minimum as identified within the guidance as appropriate to dismantling prior to re-introduction
- Careful lifting of the setts, and safe storage for reinstatement (with planing of select areas for level access) as part of the main project works.
- Later reinstatement of the courtyard setts and flagstones, including replacements where necessary, as part of the main project works, including some levelling of surface area for drainage and improved gradients for accessibility purposes (comprising selective landscaping, introduction of a new concrete slab and relaying of original setts and flagstones). The use of bedding and jointing materials that provide a breathable construction and allow for future lifting of the setts that would not damage or compromise the material.)
- Installation of new drainage to the courtyard, comprising a single large attenuation tank and connecting drains linking to the internal system with associated openings and making good as per the accompanying application drawings

3.4 THE GREAT HALL ORGAN

3.4.1 What is the need for change?

The condition of the Cavaillé-Coll organ in the Great Hall has been assessed by a number of organ consultants and builders. It has been found to be extremely dirty and in very poor condition. The main issues are:

- The organ's wind system has been repeatedly patched over the years, the correct wind pressure cannot be maintained, and the wind reservoirs now need releathering
- One of the main bellows does not rise
- Notes are not working on all departments and various stops do not work
- Pipework is collapsing through metal fatigue and lack of supports
- Whilst the instrument is theoretically playable, there are many obvious defects that affect its quality as an instrument[01]

The above points offer a clear requirement for a substantial repair and restoration project, the first stage of which will be to carefully remove the organ from its in-situ location within the Town Hall and transfer the instrument to an organ builder's workshop for restoration. Removal of the organ from the building is considered to require Listed Building Consent and is included as part of the current enabling works package. The need for restoration back to the historic Cavaille-Coll arrangement respects the significance of this organ builder's vision and removes later accretions that have damaged this arrangement and sound.

3.4.2 What are the changes proposed?

The proposal to remove the Cavaillé-Coll organ for restoration will result in the temporary removal of a substantial musical instrument and associated casework/ancillary equipment from the Town Hall. This instrument is of very high significance and is considered to be a fixed element of the listed structure.

Change will be temporary and the organ will be returned to its current position following repairs and restoration.

Removal

The organ is substantial in size, constructed over five levels and is fitted tightly into the space, having been extended and enlarged since the 1870s. The methodology proposed by the organ builder Andrew Carter (2019) is one that would traditionally be used for an organ of this size.

Process of dismantling from the top down:

- Readings (such as wind pressure) and a record of the organ (sketch layouts and photographs of individual parts) will be made prior to dismantling.
- The case panels at stage level will be removed first, followed by the display pipes seen from the Great Hall.
- Scaffolding will be erected to full height to remove parts, starting with the upper central casework, with each part being recorded as it is dismantled.
- A lifting beam will be inserted at the top of the apse, allowing a one-ton electric chain hoist and motor to move constituent parts up and over the casework below. Items such as the weights associated with the bellows will be heavy.
- The main building frame, large pedal pipes and last elements of the casework will be the final items removed.
- The 'chambre de la soufflerie' and blower room will be dismantled separately.
- The Great Hall will be used for arranging, cataloguing, storing and packing the parts for transportation to the workshop. Each individual component, such as the pipes, will be marked with their organ stop, department and working pressure.

Constituent parts will then be removed from the building. This will be undertaken manually, with large parts moved down the stairs and smaller elements in the public lift.[02]

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01 OTH-MCC-XX-XX-K-RPT-0112 - The Cavaille-Coll Organ, Instrument Survey and Evaluation of Removal and Storage Methods, Andrew Carter, February 2019

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02 Ibid.

Restoration
The proposal is to restore the organ to a similar state to the instrument's condition in 1893, as this point in time represents Cavaille-Coll's full realisation of the instrument as he intended.

The restoration is in line with the twelve overarching restoration principles for the OTH project adjacent, and additionally set within the framework of the following instrument-specific principles:

- All materials used must be authentic to the original build period. Substitutions must show a reasoned approach
- All remaining Cavaille-Coll material is to be cherished and present in the reconstructed instrument[03]

Some minor changes are proposed to ensure the instrument is useable. These remain in the spirit of the original instrument, for example the inclusion of a 16' extension to the solo chamade tubas (originally 8' and 14').

A second mobile console will be included for outreach activities to supplement the main console, positioned in 'reverse' as many Cavaille-Coll organs are.

The organ specification report for restoration (OTH-MCC-XX-XX-K-RPT-0111) provided within this application contains more detail on the proposals relating to the pipework, soundboards, building frame, wind system, consoles and action.

Following more detailed inspection upon removal, a full method statement for restoration and reinstatement will be provided. The organ will be reinstated as part of the wider Our Town Hall project.

1. The heritage values of the elements to be restored will decisively outweigh the values of those that would be lost

2. The work proposed is justified by compelling evidence of the evolution of the place, and will be executed in accordance with that evidence (not speculation)

3. 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

4. The work proposed will respects previous forms of the place i.e. the original Waterhouse design intent and architectural detailing

5. The maintenance implications of the proposed restoration will be sustainable

6. Modern (post-1945) intrusive or incremental intrusions into highly significance spaces or fabric will be removed

7. High-quality architectural details and features that are distinctive and unique to the Town Hall will be restored i.e. civic elements

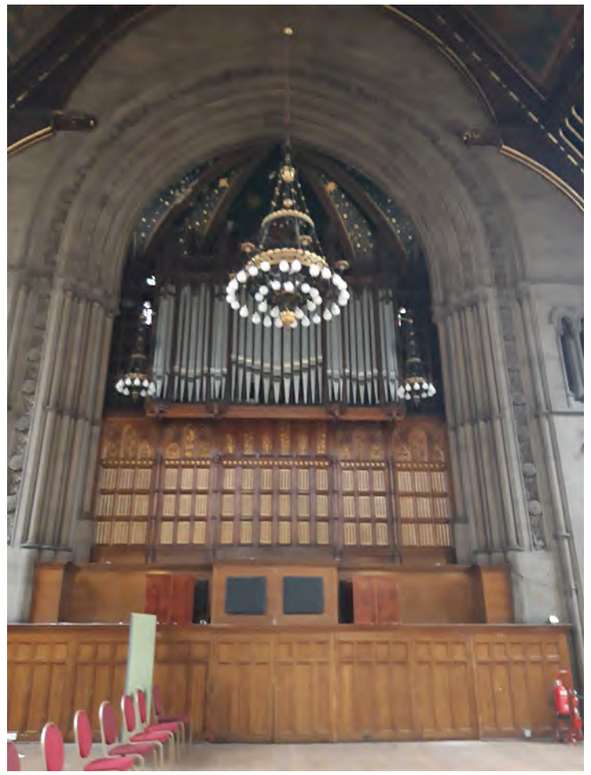
8. Restoration is more likely to be appropriate where the impact on significance relates to intangible key values, rather than physical fabric (which would be lost)

9. Restoration will only be carried out in order to meet the key objectives of the OTH project

10. Restoration can range from a minor reinstatement of an original feature to a full scheme to restore a sub divided room

11. 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

12. Restoration work will be recorded to ensure it is not confused with original fabric



The cavaille-coll organ location, Great Hall

3.5 MOCK-UP ROOMS AND SECONDARY GLAZING

3.5.1 What is the need for change?
The works seek to complete three carefully selected rooms (see paragraphs 2.4.6 to 2.4.8) in line with the wider Our Town Hall project specifications. The aim of these works is to inform the main works and provide an opportunity to test and validate important practical, construction and heritage considerations such as quality control and a clear understanding of impact. Some aspects of servicing will not be serviceable as it cannot be commissioned until the main works are progressed, however the physical and visual impacts will be appreciable.

The three rooms will test the following design strategies;

- Removal of modern elements and modern services, including non-breathable paint
- Removal of some elements of the original services
- Associated making good of areas of affected historic fabric
- Lighting, including fittings, type and light bulbs' colour temperature
- Casing and perimeter boxing
- Servicing strategy in line with principles previously established (without connections but including fixtures/ fittings and floor boxes)
- Heating (not working but to test visual appearance)
- Ventilation (aesthetics and to set an example for buildability)
- Access control (including electric strikes)
- Fire Strategy (e.g. upgrading of doors, fire stopping, alarms)
- Wi-Fi (appearance only)
- Acoustic (including reverberant treatment)
- Application of new finishes

The need to remove historic services has been carefully considered, and subject to detailed investigation and consideration. A feasibility study relating to M&E was commissioned by MCC in 2014, and followed up with a full M&E condition survey by Crown House Technologies in 2015. These identified the need to completely replace the M&E of the Town Hall on the basis of their age, safety, non-compliance, inefficiency and fitness for purpose.

3.5.2 What are the changes proposed?
Three mock-up rooms have been chosen as good representatives of the scope of work and design of the Our Town Hall proposed scheme. They have been selected for their usefulness in testing key considerations including aiding in procurement management on a large-scale project and managing client expectations. The extent of works for each represents a different stage of completion; from strip out/openings only through to full fit-out.

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03 OTH-MCC-XX-XX-K-RPT-0111 – Organ specification report for restoration, February 2019

THE PROPOSED WORKS

Room 02-017

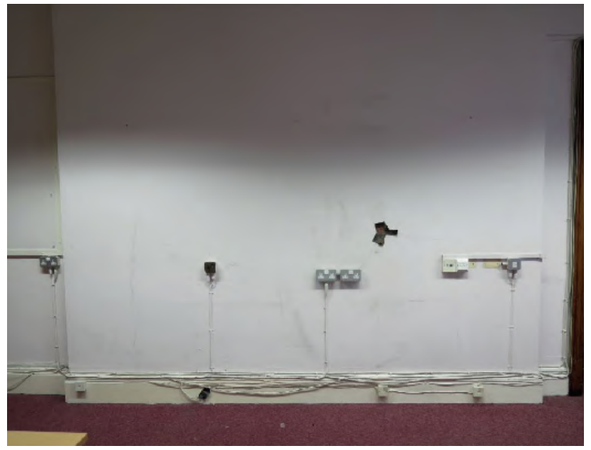


Location of Room 02-017 (formerly Room 313)

Reasoning: This room is a good example of a typical office, and has a high degree of cumulative modern features which would be removed as part of the wider project. It is therefore a useful test of physical impact of modern features removal. It is an exemplar of the type or work proposed within the main building. By carrying out work in this room it will provide information which would be useful in informing the future scope and buildability of the main project, particularly in terms of procurement and client expectations.
Full detail regarding the works can be found in the application drawings provided, and Design & Access Statement. These works can be summarised as follows;

- Existing services strip-out and introduction of new services with associated plainly-detailed boxing. This will result in the loss of the original perimeter services. While this loss does constitute some harm, it has been identified as necessary as a result of the MEP condition surveys undertaken as cited earlier in this report. The associated boxing will be similar to that seen throughout the building and appropriately simple in its detailing.
- Soft strip-out (modern features only), including a non-original door any areas of modern non-breathable paint, and making-good on a like-for-like basis
- Small openings for services distribution, including 2no perimeter openings to adjacent rooms, 1no opening to the corridor and small floor penetrations to provide for service hatches and light fittings
- Introduction of new light fittings, a visual alarm and smoke alarm. These will replace existing modern light and alarm systems with equivalents of a similar overall character but of a higher quality more in keeping with the space. There will be no high-level visible conduits, considerably reducing negative cumulative intrusion on the space.
- Repairs to historic fabric, including selective plaster replacement, plaster hole-fill, plaster crack repair, fixture/fitting repairs, fireplace repair, timber repair and cleaning (please refer to accompanying specification for full detail)
- Introduction of acoustic plaster to jack arches. This has been identified as reasonably necessary for office use during design development on the basis of testing and expert advice provided by Arup.The acoustic plaster will be 20mm thick and applied to the underside of the jack arches only, avoiding any impact on cornicing or decorative moulding. It will sit behind the reveal of the cornicing and result in minimal appreciable change from eye level.
- Application of new finishes, including; breathable paint (colour to be confirmed) to cornices and walls, and new marmoleum on 6mm timber board
- Additional minor works as necessary; such as minor changes to fittings, product and colour choice. Any necessary test areas will be made to match the agreed proposals specified in the main works. This allows the clarification of reviewable design data from the client such as fitting choice and paint colour to inform the wider project.









Example of lighting scheme proposed

THE PROPOSED WORKS

Room 06-019



Location of Room 06-019 (formerly 720)

Reasoning: This scope of work reflects the 'Shell and Core Plus' fit-out approach to some offices as part of the wider project, and will provide a good understanding of this approach.

Full detail regarding the works can be found in the application drawings provided, and Design & Access Statement. These works can be summarised as follows;

- Existing services strip-out and introduction of new services with associated plainly-detailed boxing. This will result in the loss of the original perimeter services. While this loss does constitute some harm, it has been identified as necessary as a result of the MEP condition surveys undertaken as cited earlier in this report. The associated boxing will be similar to that seen throughout the building and appropriately simple in its detailing.
- Soft strip-out (modern features only) including walls with associated doors , and making-good of adjacent fabric on a like-for-like basis
- Removal of section of original corridor wall and 2no associated historic doors necessary to meet regulatory and practical requirements to bring the space into office use. Small sections of original wall or 'nibs' to be retained in order to conserve a legibility of the space to minimise heritage impact.
- Re-use of historic door within existing modern opening in adjacent corridor area
- Small openings for services distribution, including 2no perimeter openings to adjacent rooms, gutter access hatch and small floor penetrations to provide for service hatches and light fittings
- Introduction of new light fittings, a visual alarm and smoke alarm. These will replace existing modern light and alarm systems with equivalents of a similar overall character but of a higher quality more in keeping with the space. There will be no high-level visible conduits, considerably reducing negative cumulative intrusion on the space.
- Addition of thermal lining to the internal face of the external walls and insulation between rafters at ceiling level. This has been identified as necessary to address thermal issues in the room and is necessary for the sustainable use of the room as an office area. Such an approach is proposed at this level only within the main works. This would be a natural, breathable material (wood fibre) of a 50mm thickness which would be finished with lime plaster skim. While this would to some degree impact on the appreciable size of the space, due to the lack of architectural detailing it would have a minimal appreciable impact on its visual appreciation and functional character.
- Repairs to historic fabric, including selective plaster replacement, plaster hole-fill, plaster crack repair, fixture/fitting repairs, fireplace repair, timber repair and cleaning (please refer to accompanying specification for full detail)
- Application of new finishes, including breathable paint (colour to be confirmed) to cornices and walls
- Additional minor works as necessary; such as minor changes to fittings, product and colour choice. Any necessary test areas will be made to match the agreed proposals specified in the main works. This allows the clarification of reviewable design data from the client such as fitting choice and paint colour to inform the wider project.







THE PROPOSED WORKS

Room 04-008



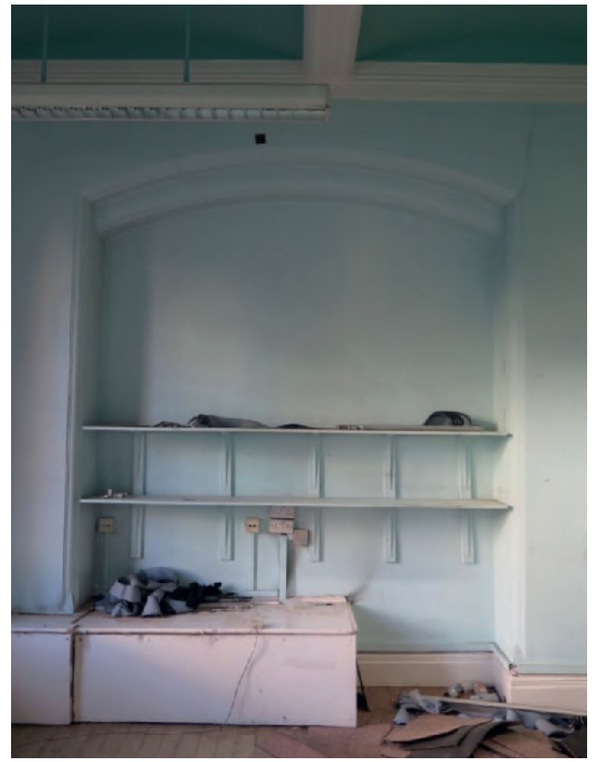
Location of Room 04-008 (formerly 509)

Reasoning: this room will accommodate a number of different elements of the final fit out (meeting room requiring acoustic upgrade and welfare space) and acts as a good representative example of these works.

Full detail regarding the works can be found in the application drawings provided, and Design & Access Statement. These works can be summarised as follows;

- Removal of existing services and introduction of new services with associated plainly-detailed boxing. This will result in the loss of the original perimeter services. As in preceding sections, while this loss does constitute some harm, it has been identified as necessary as a result of the MEP condition surveys undertaken as cited earlier in this report. The boxing will be a simple aesthetic appropriate to the space and similar to the existing arrangement.
- Soft strip-out (modern features only), including any areas of modern non-breathable paint, and making-good of adjacent fabric on a like-for-like basis
- Small openings for services distribution, including 3no openings to adjacent rooms, 1no opening to the corridor and small floor penetrations to provide for service hatches and light fittings
- Introduction of new light fittings, a visual alarm and smoke alarm. As outlined in other mock-up rooms, these will replace existing modern light and alarm systems with equivalents of a similar overall character but of a higher quality more in keeping with the space. There will be no high-level visible conduits, considerably reducing negative cumulative intrusion on the space.
- Insertion of removable 'welfare pod' (tea making facilities). The provision of such facilities is necessary to facilitate the sustainable use of these spaces as offices. The 'pod' system has been designed to accommodate all servicing within it, necessitating only one access point. As a result, it can accommodate change without cumulative impact to adjacent historic fabric. The pod will be entirely reversible. The object would be highly visible within the space and have some harmful impact on the appreciation of its overall proportions.
- Removal of non-original door and associated infilling of wall area to match the existing recess
- Introduction of acoustic plaster to jack arches. This has been identified as reasonably necessary for office use during design development on the basis of testing and expert advice provided by Arup.The acoustic plaster will be 20mm thick and applied to the underside of the jack arches only, avoiding any impact on cornicing or decorative moulding. It will sit behind the reveal of the cornicing and result in minimal appreciable change from eye level.
- Upgrading of existing corridor door to achieve 30 minute fire rating, comprising panel and bead upgrades to conserve the door design aesthetic. This would involve the removal of the beading to the panels on the inward-facing side of the door, addition of veneered plywood to match the existing aesthetic and new beading to match the existing design. The result would be a minimal appreciable change in the door aesthetic.
- Repairs to historic fabric, including selective plaster replacement, plaster hole-fill, plaster crack repair, fixture/fitting repairs, fireplace repair, timber repair and cleaning (please refer to accompanying specification for full detail)
- Application of new finishes, including; breathable paint (colour to be confirmed) to cornices and walls, and new marmoleum on 6mm timber board
- Additional minor works as necessary; such as minor changes to fittings, product and colour choice. Any necessary test areas will be made to match the agreed proposals specified in the main works. This allows the clarification of reviewable design data from the client such as fitting choice and paint colour to inform the wider project.
- The temporary sealing of internal gaps to measure air-tightness fo the space and interrogate analysis undertaken at RIBA stage 3. This will take the form of the selective application of reversible and low-adhesive tape for a short period of time, resulting in no appreciable long term impact on the historic fabric.









THE PROPOSED WORKS

Secondary glazing

Introduction of secondary glazing to 2no windows in room GF-025

Reasoning: this room has been identified as a good representative example of office space proposed for secondary glazing

- Removal of modern paint to windows
- Varnishing of timber to inner sections
- Select like-for-like repairs as necessary
- Temporary lifting of inner architrave to accommodate aluminium secondary glazing frame
- Associated making good on a like-for-like basis



3.6 SOFT STRIP

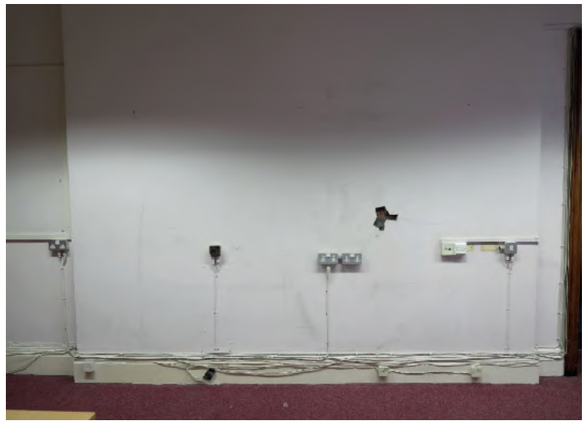
3.6.1 What is the need for change?
Over time, modern additions such as cabling routes and notice boards have been introduced in a piecemeal fashion to many of the rooms within the Town Hall. These features have a harmful impact on the appreciation of the Town Hall, and are cumulative in their nature.

The wider Our Town Hall project seeks to remove these harmful, cumulative modern features. As part of the main project works (not subject of the current application), any necessary replacement provisions such as servicing routing will be provided in a carefully considered system which reinforces Waterhouse's original distribution design and mitigates the need harmful piecemeal interventions in the future.

The stripping out of modern features throughout the building is necessary at this stage to facilitate necessary levels of access and the effective progression of wider project works.

3.6.2 What are the changes proposed?
This aspect of the works involves the removal of small-scale elements of exclusively modern fabric which has accumulated over time, such as modern limited-height subdivisions, notice boards and shelving. No historic or original fabric is proposed for removal as part of the 'soft strip' works. All elements and relevant methodologies are detailed within the soft strip schedule provided as part of this application and detailed within the drawings provided.

Any making good required as part of these removals will be undertaken to match associated historic fabric in a manner appropriate to the building's significance as part of the main works. In order to protect the heritage elements of the fit out and to ensure any elements of significance are retained, these are also being surveyed and recorded.



Modern cumulative additions in Room 02-017

3.7 PROTECTION OF SPECIAL COLLECTIONS

3.7.1 What is the need for change?
'Special collections' are defined within the project as furniture, textiles, silver, ceramics, sculptures, paintings, photographs and civic gifts. Protecting these valuable assets as the wider Town Hall project proceeds is a priority, and the current works seek to undertaken temporary protection measures to facilitate this.

3.7.2 What are the changes proposed?
The following assets are to remain in the Town Hall during the course of the wider project works, and have been identified as requiring temporary protection;

- 3no busts and sculptures in the great hall
- 1no piece of furniture in the banqueting room

The method of protecting these assets will be achieved through temporary boxing in with ventilated GRP using the scaffolding necessary for the wider project. Pressure fixings will be used in contact with historic fabric to avoid fixings to sensitive material. For full technical detail of the protection works, please refer to the accompanying application drawings.



Special collections for temporary protection within the Great Hall



Historic furnishing (left) for temporary protection within he Banqueting Room

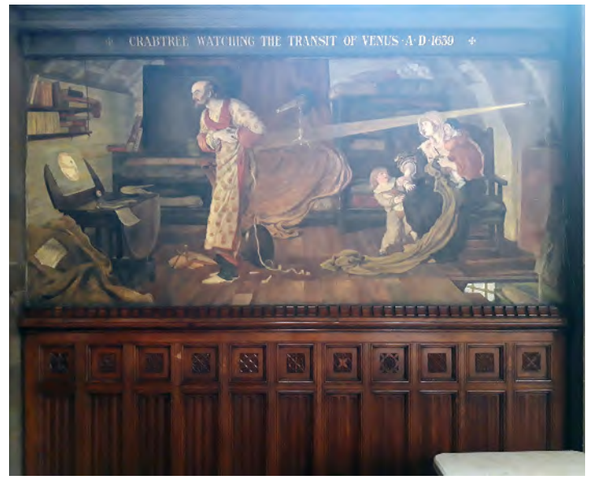
3.8 PROTECTION OF MURALS

3.8.1 What is the need for change?
The Ford Maddox Brown Murals are highly significant assets, both for their artistic and heritage values. Their protection during the course of the wider Town Hall works is therefore a high priority.

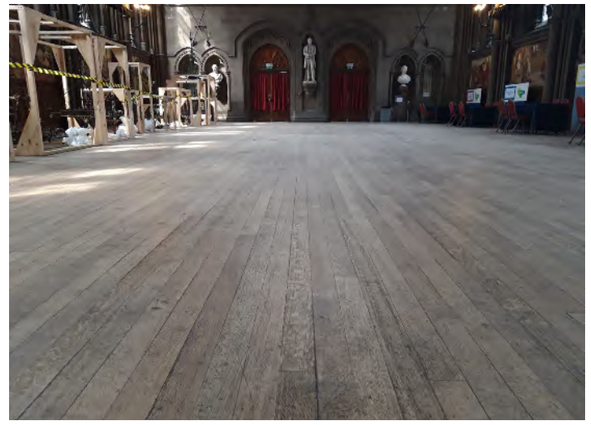
3.8.2 What are the changes proposed?
The methodology for these works have been informed by historic paint experts 'Hirst Conservation' to ensure a best practice approach in conservation terms. The method for protecting the murals is to apply a tissue facing, and cover the murals and covering using boxing-in. Ensuring a stable structure for the boxing in will be critical in ensuring the adequate protection of the murals. Due to characteristics of the space and size of the murals, pressure-fixing would not provide sufficient stability. Similarly, direct fixing to significant historic fabric is not proposed, due to potential for physical impact. Detailed information on the specification of the protection design can be found in the accompanying application drawings.

The 1950's timber floor of the Great Hall is proposed to be carefully lifted and relaid as part of the main project works in order to accommodate underfloor heating. In the context of this proposed disturbance to the floor, it is proposed to bring forward the lifting of the floorboards to accommodate the fixing necessary for the mural protection structure. The floorboards will be carefully lifted, recorded for reinstatement and stored safely for reinstatement as part of the main project works. This system will achieve the adequate protection of the murals while avoiding any long-term impact on the surrounding historic fabric.

Vibration testing equipment will be non-intrusively placed against the building to monitor any physical disturbance. The method of fixing will not involve any physical intrusion or lasting impact on the historic fabric.







The 1950's Great Hall floor

3.9 PRE-COMMENCEMENT DUE DILIGENCE SURVEYS

3.9.1 What is the need for change?
In 2017, consent for 'intrusive surveys' necessary to positively inform the development of the Our Town Hall project were consented. This included a wide range of exploratory survey types, ranging from scaffolding for visual access, to opening up original ceiling construction and trial stone cleaning. These survey works have been progressed, and have provided important information about the building to inform the wider project.

During the course of these surveys, and with the detailed development of the design proposals, the need for targeted additional surveys to positively inform the project has become clear. The specific reasons for each additional survey are detailed alongside the description in the following section.

3.9.2 What are the changes proposed?
The pre-commencement due diligence surveys not covered by the existing consents are limited in both number and nature. Any associated R&D surveys necessary for these surveys include no additional work than those outlined for each item below, and so are addressed within each point. These works principally include;

01 Dismantling and cleaning of 1m2 of glazed bricks from the Level 02 WC area: *to inform the method of recycling of glazed bricks proposed for removal as part of the main works for re-use*



02 Undertake a dimensional survey of the dumb-waiter shaft, including the creation of 3no small holes on levels 00, 02, 04 and 06: *to accurately determine the size of the shaft proposed for MEP distribution*



Dumbwaiter access point, ground floor level

03 The lifting and (where necessary) breaking out) of 3no manhole covers on Level 00: *to confirm stack locations and pipework condition*
04 Lifting of 5no steel plates and if necessary breaking out of 7no existing gully's: *to enable checking of gully locations and pipework condition downstream*



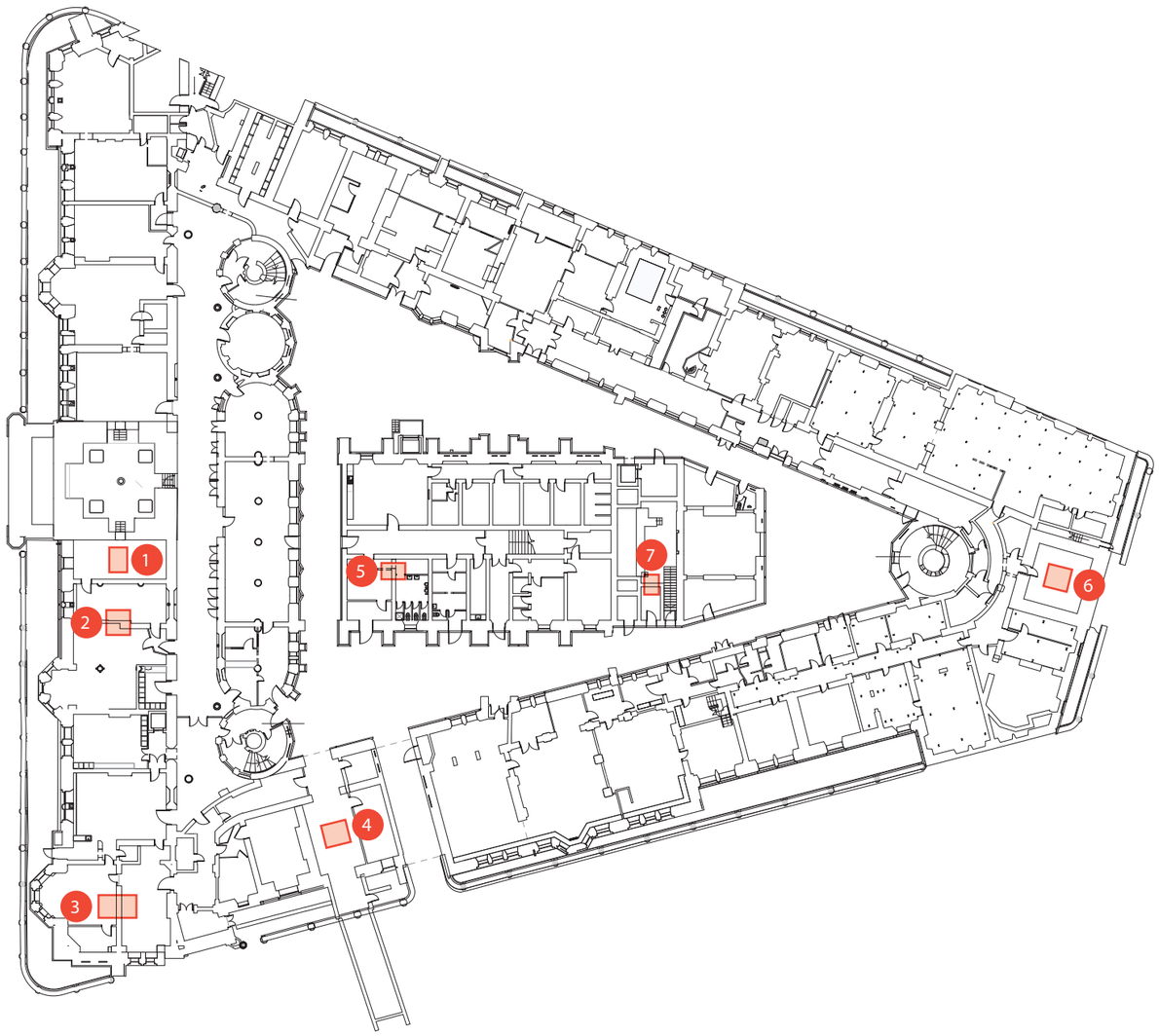
Lloyd Street steel plates



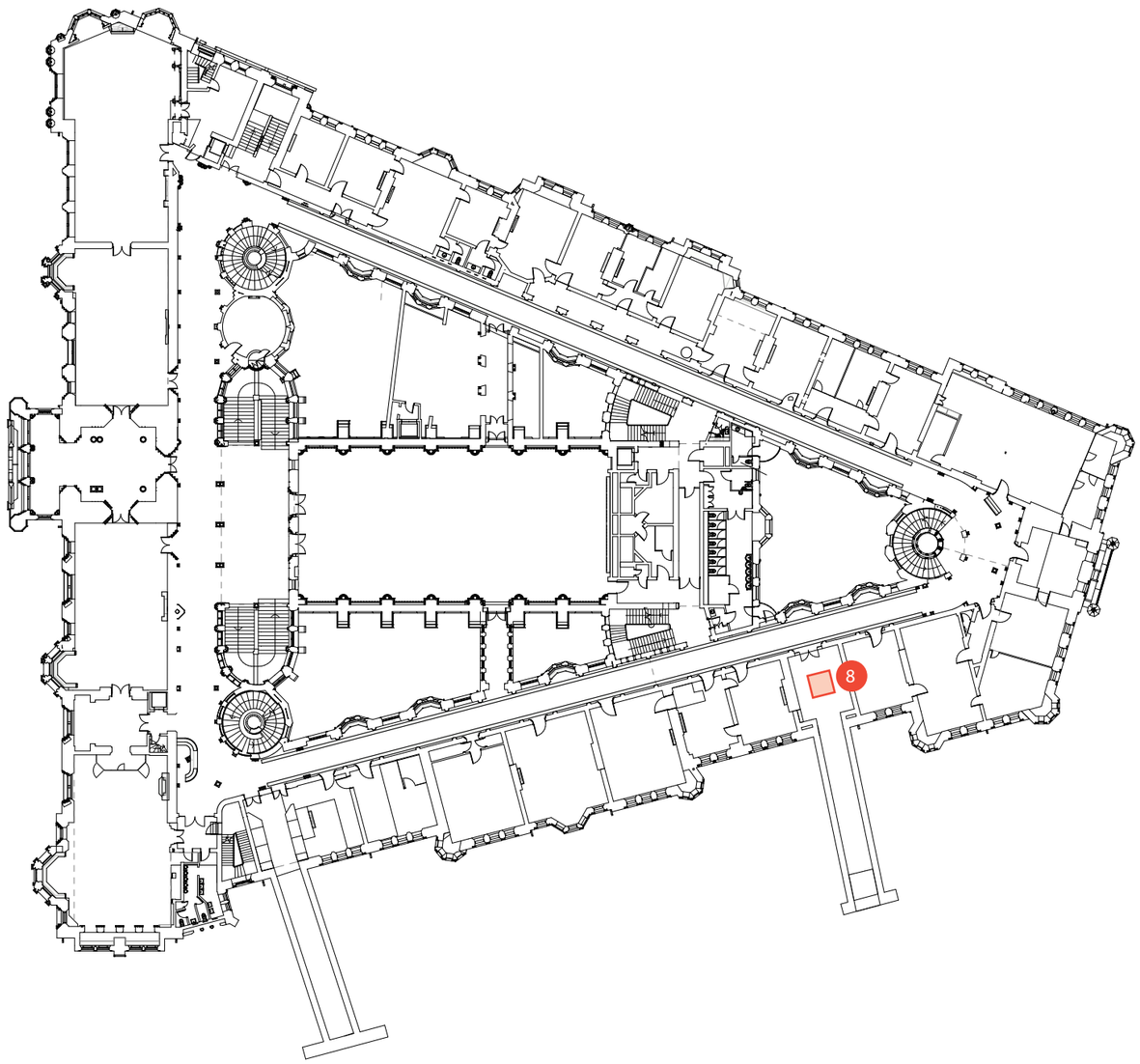
Princess Street steel plates covers

THE PROPOSED WORKS

05 Selective (7no) penetrations of 500mm2 to subgrade level through floor slab on Lower Ground & 20mm pilot hole drill through slab on Level 1 with associated removal of 500mm2 of vinyl and suspended timber floor above:
to check for build up and quality of construction and to inform the extent of the temporary works required to complete major interventions



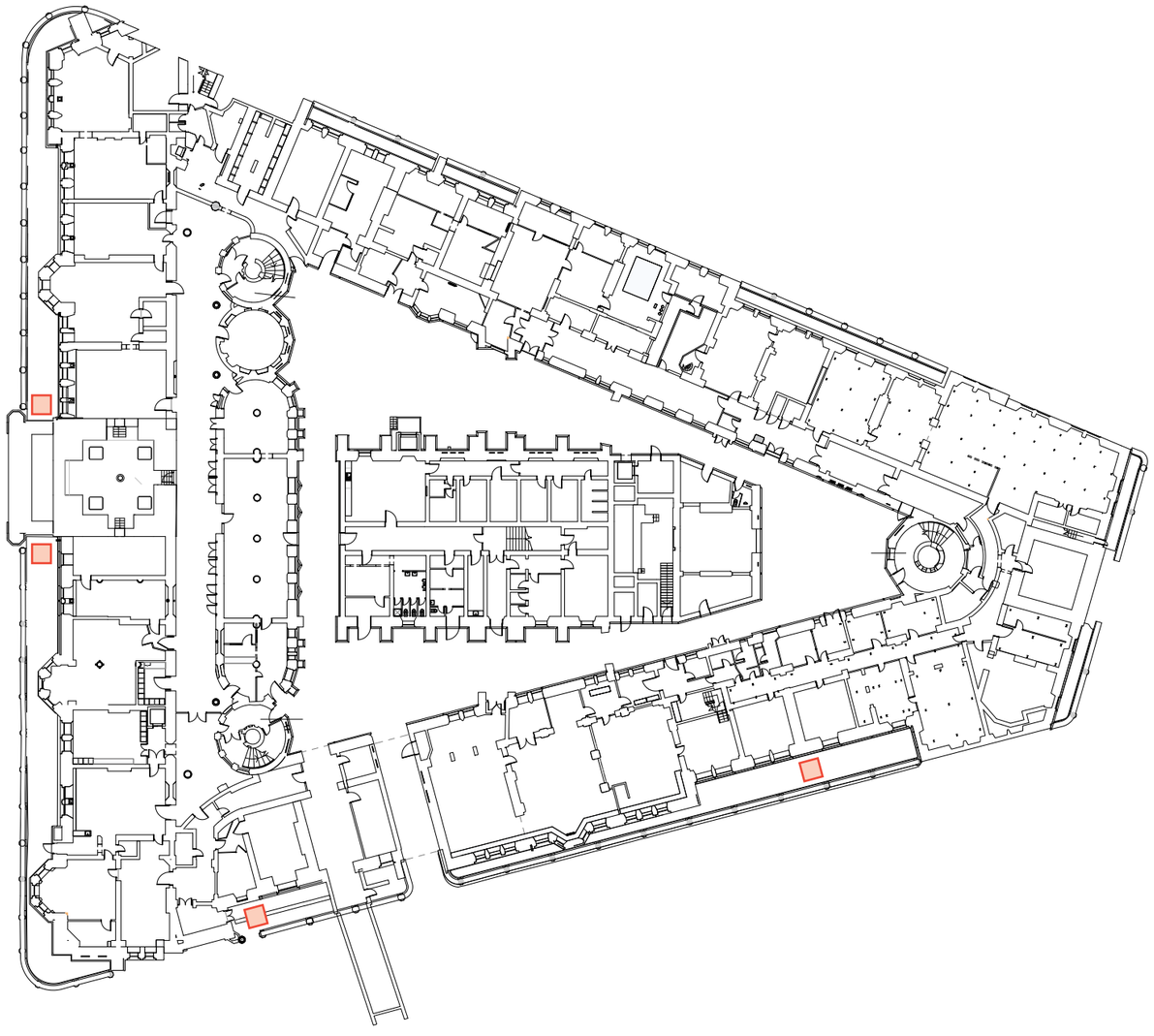
Lower Ground Level indicating the floor slab penetrations proposed



Level 1 indicating the floor slab penetrations proposed

06 Careful digging of 3no trial pits to the moat with associated making good on a like-for-like basis (1m x 1m x 1m each): *to identify the sub soil layers and include strength testing to indicate settlement and inform on the performance of the moat construction under temporary loading from the access scaffolding*

07 Careful digging of 1no trial pit to the Lloyd Street moat and associated making good on a like-for-like basis (1m x 1m x 1m): *to investigate whether the historic wall foundation is still in place below the moat finish to inform the wider design process*



Lower Ground Level indicating trial pit locations

3.10 DOOR FIRE TESTING

3.10.1 What is the need for change?
Achieving appropriate levels of fire safety within the building is a critical part of the Our Town Hall project. It is essential to accurately provide reasonable fire safety measures in both the interests of public safety and mitigation of damage to historic fabric in the case of a fire. In order to achieve this, it is necessary to test the fire resistance of an existing door (including associated joinery and architrave) within the building to achieve certification of performance. The feasibility of achieving this data by creating a replica door and testing this have been robustly explored and found not to be feasible on the basis of specialist fire testing advice.

3.10.2 What are the changes proposed?
The proposal is to remove a single door with associated joinery and architrave and subject it to fire testing in a controlled off-site location. This will result in the loss of the historic door. The door selection will need to establish the 'worst case scenario' in fire terms, which requires further investigation. It is not possible to specify which door at this time, as this will be subject to such further investigation. However, significance will be carefully considered and will avoid the testing of any of the ceremonial or state room doors.

4.0 HERITAGE IMPACT ASSESSMENT: EARLY WORKS
ASSESSMENT OF HERITAGE IMPACT

4.1 ASSESSMENT METHODOLOGY

The methodology for assessing impact for proposed works associated with the 'Our Town Hall' project uses the established in the 'Heritage Engagement and Assessment Strategy'. This methodology is in accordance with good practice guidance, legislation and national policy for the assessment of impact on heritage sites, and tailored to the specific context of this valuable heritage asset.

The assessment of impact measures the identified levels of significance against the degree of change proposed, and where this causes harm to heritage significance should be avoided. If this is not possible, the second test is to ensure that the harm is necessary and thirdly, that the harm can be clearly and convincingly justified. Justification relies on the balance between harm and benefit. The heritage and wider public benefits of a proposal should outweigh harm in heritage terms to be acceptable.

The process for assessing the impact of change is carried out by testing against five key questions;

01 What is the level of change?
02 What is the potential impact of change?
03 What is the need for change? *Please refer to section 3*
04 Can harmful change be mitigated?
05 Can harm be justified against public benefit?

4.2 WHAT IS THE LEVEL OF CHANGE?

Assessing the degree of harm to significance first requires an understanding of what level of change is going to take place. The scale of change does not directly correlate to the level of impact and should therefore be recorded separately. The cumulative effect of impacts is also considered. For the purposes of this assessment, the levels are defined below;

No change	No alteration of existing components or character.
Negligible change	Very minor alteration of existing components or character, including unsubstantial loss of existing elements and the introduction of new ones.
Minor change	Some measurable alteration of existing components or character, including loss of existing elements and the introduction of new ones.
Moderate change	Considerable alteration of existing components or character, including loss of existing elements and the introduction of new ones.
Major change	Large scale or major alteration of existing components or character, including total loss of existing elements and the introduction of substantial new elements.

The current proposals involve elements of small-scale and cumulative change, such as the 'soft strip' of modern features from the building. It also involves considerable but temporary change as seen in the proposals to enable the courtyard scaffolding and those associated with the long-term restoration of the Great Hall Organ. Those works which involve the highest level of change in the long term are the proposals to introduce necessary courtyard drainage. As a result, the level of change proposed between elements of the enabling works varies considerably.

When considered as a cumulative and collective whole, these works constitute a **major change** to Manchester Town Hall.

4.3 WHAT IS THE POTENTIAL IMPACT?

The potential impact of change relates to the impact upon the significance of the building as outlined in section 2.0. Although the scale of change has been identified in section 4.2 as being 'major', this does not directly correlate to the level of impact. This is in line with the Planning Practice Guidance associated with the National Planning Policy Framework, paragraph 17 of which states, *'It is the degree of harm to the asset's significance rather than the scale of the development that is to be assessed'*.

The proposed works are necessary to progress the wider 'Our Town Hall' project, and are therefore inextricably linked with the major heritage impacts of that wider project, including the undertaking of necessary repairs, increasing public engagement and facilitating the continued use and functionality of the building as a civic hub. The short-term impacts of the proposal merit consideration, and are detailed within this assessment. However, considering that a number of the aspects of the proposed works are fundamentally temporary in nature (such as the scaffolding) the overall assessment of impact is considered with respect to their long-term impact.

Owing to the broad-ranging nature of the works, and the range of key values they interact with, the potential impact of proposed works is wide ranging, and highly dependent on the extent of care taken with respect to scoping and methodology of intervention. For example, if undertaken without due care and adherence to good conservation principles, the works to the organ could be notably harmful in heritage terms. Conversely, a carefully considered approach (please refer to Section 4.4) could significantly reduce potential impact upon important heritage values, whilst delivering the heritage benefits associated with facilitating necessary work to uphold the continued use and functionality of the building.

This variation in the potential impact upon the significance of the building can be summarised and expressed using the following table:

MAGNITUDE OF IMPACT	DEFINITION	
High Beneficial	The development considerably enhances the heritage assets, views of the heritage assets, or the ability to appreciate their significance.	**Enhances Significance**
Moderate Beneficial	The development enhances to a clearly discernible extent the heritage assets, views of the heritage assets, or the ability to appreciate their significance.	
Minor Beneficial	The development enhances to a minor extent the heritage assets, views of the heritage assets, or the ability to appreciate their significance.	
Neutral	The development does not affect the heritage assets, views of the heritage assets, or the ability to appreciate their significance.	**Preserves Significance**
Minor Adverse	The development harms to a minor extent the heritage assets, views of the heritage assets, or the ability to appreciate their significance.	**Less than Substantial Harm**
Moderate Adverse	The development harms to a clearly discernible extent the heritage assets, views of the heritage assets, or the ability to appreciate their significance.	
High Adverse	The development severely harms the heritage assets, views of the heritage assets, or the ability to appreciate their significance.	**Substantial Harm**

Range of potential magnitude of impact, depending on approach

4.4 CAN HARMFUL CHANGE BE MITIGATED?

4.4.1 Overview
Careful consideration has gone into conserving or enhancing the significance of Manchester Town Hall while delivering these necessary works. The following sections detail how the range of potential impact of the proposed works established in Section 4.3 have been managed through careful design development.

4.4.2 Albert Square and Cooper Street Elevation Scaffolding
Any harm in heritage terms as a result of the scaffolding works to the Albert Square and Cooper Street elevations of the Town Hall has been minimised through developing the works upon the following heritage-led principles;

- Establishing the minimum necessary extent of scaffolding to realise the wider project and ensure reasonable levels of health and safety
- Minimising physical impact on historic fabric wherever possible, including size and number of fixings
- Ensuring careful selection of padding material to best protect adjacent historic fabric
- External fixings to be located to minimise potential for long-term impact (e.g. fixing into areas of flat-faced ashlar and avoiding areas of decorative masonry)
- Ensuring that external fixings are located to minimise any long term visual impact
- Careful making-good of affected historic fabric on a like-for-like basis
- Protection from water ingress and facilitation of 'breathability' in design to avoid accelerated deterioration of historic fabric during duration of scaffolding presence
- Minimising the length of time the elevation is obscured by scaffolding

Options regarding the method of fixing have been carefully considered with regard to minimising impact on historic fabric whilst achieving the necessary scaffolding. For example, the option of some internal bracing through open windows was considered, and was discounted due to the adverse effect this would have on the ability to carry out the internal works associated with the main project. A detailed statement regarding the reasoning behind the scaffolding methodology can be found within the application pack.

In addition to the scaffolding the associated hoarding has been carefully considered and a phasing programme implemented to ensure the extent of the hoarding is kept to a minimum both in scale and longevity in order to minimise the visual impact. The majority of the hoarding will be solid with a public engagement graphics scheme describing the project with interactive panels.

In terms of fixings, it will be set back from the building and will be either freestanding or fixed to the scaffolding structure.

4.4.3 Courtyard Drainage and Work to Enable Courtyard Scaffolding
Any harm in heritage terms as a result of the works outlined in Section 3.2.2 has been minimised by the following principal methods;

- The careful recording, lifting and safe storage of the courtyard setts for reinstatement as part of the main project works
- Discounting of levelling methods on the basis of heritage considerations, including the selective sawing-off of setts to create more level routes which would have had a harmful impact in both fabric and aesthetic terms
- The proactive clearing of rainwater goods to prevent their accelerated deterioration and that of the fabric surrounding them
- The proactive provision of necessary underground draining in order to address drainage issues within the courtyard
- A minimum-intervention and minimum visibility approach with respect to necessary openings to link new drains to the internal system
- Recording of historic services proposed for removal in line with Historic England's 'Understanding Historic Buildings: A Guide to Good Recording Practice' to a Level 3 record level minimum as identified within the guidance as appropriate to loss of historic features.

4.4.4 The Great Hall Organ
Any harm in heritage terms as a result of the works outlined in the preceding section has been minimised by the following principal methods;

- Specialist organ consultants and builders have provided their expertise as to the most appropriate methods for removing the organ from the building, as well as its recording and its storage.
- The specification for removal is based on an understanding of the significance of the instrument's constituent parts, its historic development and its construction. This understanding informs a clear conservation approach for removal that will protect significance. There are some minor gaps in knowledge, that may be filled as the instrument is dismantled and spaces can be better accessed.
- The specification for removal follows a traditional methodology that has been used (abet on a smaller scale) at many churches with fixed organs across the country. Removal of the instrument from its in-situ location to a workshop is standard practice.
- Dismantling and removal of the organ from its in-situ position is mitigated through careful recording during the process and well-organised storage during restoration. Each individual component will be marked with information on location or use, and pipes marked with their organ stop, department and working pressure.
- Risks such as prolongation of the instrument being ex-situ as well as the potential impact of a full-scale restoration are mitigated through a thorough understanding of the instrument and its construction, as well as the principles for restoration being established before removal.
- Production of a full specification for restoration will mitigate any long-term impact.

4.4.5 Mock-Up Rooms and Secondary Glazing
Any harm in heritage terms as a result of the works outlined in Section 3.4.2 has been minimised by the following principal methods;

- Following the heritage-led design development methodology for the project as detailed in the appended 'Heritage Engagement and Assessment Strategy'
- Careful consideration of historic services as part of the wider project, e.g. recording and conservation of representative examples
- Taking the positive opportunity to remove notably harmful cumulative modern additions
- Establish the minimum necessary servicing provision to facilitate sustainable use, through specialist analysis and reports by Arup
- Conserving and enhancing the service and office character of the rooms in question
- Taking positive opportunities to improve the consistency and contextual design of historic/proposed office areas
- Great care to be taken in the removal of service and modern features to avoid harmful impact upon adjacent historic fabric
- Associated making-good of affected historic fabric in a manner appropriate to its significance
- A minimum-intervention approach with respect to the creation of any new openings

4.4.6 Soft Strip
As the 'soft strip' relates to the removal of detrimental modern features only, there is limited potential harm and considerable heritage benefit inherent in this aspect of the proposed works. The principal method of avoiding harm for this element is therefore the care taken in the removal of modern features to minimise damage to adjacent historic fabric, and associated making good of any affected historic fabric in a manner appropriate to its significance.

4.4.7 Protection of Special Collections
Any harm in heritage terms as a result the proposals to protect the special collections has been minimised by the following principal methods;

- The use of scaffolding already necessary for the main project works as structural framing for protective boxing, minimising the need for fixings to historic fabric
- Where contact with historic fabric is necessary, pressure fixings to be used to avoid intrusive fixing

4.4.8 Protection of Murals
Any harm in heritage terms as a result of the works outlined in Section 3.7.2 has been minimised by the following principal methods;

- The early removal of the Great Hall floor (proposed as part of the main project works) in order to avoiding fixings and damage to exposed historic fabric and ensure appropriate protection for the murals
- The use of non-intrusive fixings to secure the protective frame to the under-floor structure of the Great Hall
- The careful recording, lifting and safe storage of the affected floor boards for reinstatement as part of the main project works

4.4.9 Pre-commencement due diligence surveys
Any harm in heritage terms as a result of the additional surveys necessary has been minimised by the following principal methods;

- Establishing the reasonable minimum necessary additional works to inform the development of the Our Town Hall project) in order to minimise disturbance of historic fabric
- Intrusive investigations (e.g. to the floor slab) undertaken in areas proposed for removal as part of the main works wherever possible
- Following the heritage led methodology for decision making as set out in the appended 'Heritage Engagement & Assessment Strategy'
- Associated making good (to be undertaken as part of main works, where not proposed for removal)
- Recording of any historic elements for removal in line with Historic England's 'Understanding Historic Buildings: A Guide to Good Recording Practice' to a Level 3 record level minimum as identified within the guidance as appropriate to loss of historic features.

4.4.10 Door Fire Testing
As the fire testing to the door in question will result in the loss of the element, it is not possible to mitigate impact upon this individual feature. However, as with all aspects of the project, impacts have been considered with respect to the significance of the building as a whole. By accurately establishing the fire resistance through testing on a single door, it is hoped (subject to findings) that this will contribute to the retention of historic doors within the building within the wider project.

The door selection will need to based upon the 'worst case scenario' in fire terms, which has yet to be established. The ability to mitigate in terms of door selection is therefore limited, however the doors associated with the Great Hall and state rooms have been excluded.

4.5 STATEMENT OF HERITAGE IMPACT

As a result of the great care taken to minimising harm in heritage terms while delivering notable benefits, the impact of the proposed works upon each element can be detailed as follows;

4.5.1 Albert Square and Cooper Street Elevations Scaffolding
The current proposed works to the Albert Square elevation of the Town Hall is the introduction of necessary scaffolding necessary to progress the Our Town Hall Project. While in place, the scaffolding would obscure the principal two key façades of the Town Hall, considerably affecting the architectural composition of the building and its contribution to local pride. As such, the short term (5 years) impact of this aspect of the works would be **moderate adverse** in nature.

However, these works are fundamentally temporary in nature, and inextricably linked to achieving the positive, heritage led Our Town Hall project. It is therefore more accurate to consider the proposal fully in terms of their long-term impact.

As a result of the measures taken to mitigate impact on the building through scaffolding design detailed in Section 4.4, the long-term impact of the proposals upon the building would be limited to relatively small drilled areas necessary to fix the scaffold. These would be limited in number and small (approximately 12-14mm diameter), resulting in a negligible appreciable impact upon the elevation. As a result, the long-term impact of the proposed scaffolding to the Albert Square and Cooper Street elevations would be **neutral/minor adverse** in nature.

4.5.2 Courtyard Drainage and Works to Enable Courtyard Scaffolding
The proposed works to the courtyard are predominantly temporary in character. While the lifting of historic setts and works necessary to facilitate the introduction of scaffolding will have an impact on the site during the course of the works, following the completion of the project these impacts will be removed.

The permanent elements of the works are principally limited to the installation of a single large attenuation tank within the courtyard and associated openings to link the connecting drains to the internal system. These interventions will not disturb fabric of notable historic significance, nor will they be visible upon completion. They will, however, have the notable heritage benefit of addressing damaging water retention within the Town Hall site. The relaying of the historic setts and flagstones as per the original arrangement after completion of the works best conserves these elements during the construction phase. The long-term impact on the setts will be limited to the minor change associated with the selective 'planing' of setts in select areas to achieve a more level appearance in select areas (subject of a later application).

Overall, while the temporary works are harmful in to the established heritage values of the courtyard with respect to its architectural/aesthetic form in the short term, these impacts are only relevant during the course of the construction period. Following the completion of the Our Town Hall Project, these impacts will reduce significantly, being limited to a select number of small new openings, below ground installation and levelling of some setts.

An archaeological assessment was carried out in 2017 to inform below-ground considerations for the project. This surmised that the site was of low archaeological potential. Further investigation into the courtyard was undertaken during intrusive survey works, which resulted in no historically significant findings, and evidenced that the setts have been relaid, at least in part, in the late 20th century.

The heritage impact associated with the courtyard drainage and works to enable scaffolding will be **moderate adverse** during the course of the project and **minor adverse** at project completion.

4.5.3 The Great Hall Organ
Removal
Whilst the removal of the Cavaillé-Coll organ is temporary and necessary, due to its poor condition, there is potential for the instrument to be adversely harmed through its physical removal, storage, rebuilding and a lack of understanding of the original tone and construction that prevents its return on a like-for-like basis.

Every effort will be made to avoid mechanical damage during dismantling and transportation of the organ elements.

Restoration
The restoration of the organ back to its original configuration will be beneficial to the significance of the instrument and its position within the Town Hall.

The instrument will be revoiced on the original 1893 pressures, original soundboards will be restored where possible, post-1893 additions will be stripped where possible to return to the original building frame configuration, a new wind system will incorporate existing materials and designs, and a replica of the original console will be made.

However, the original French instrument had a particular sound and tonality, and the inability to return the instrument to the building in a way that preserves or enhances its significance is a potentially harmful impact. The instrument is currently unplayable but has remained in-situ for over 100 years and there is potential to harm the delicate instrument without a carefully designed specification for removal and its return. It is recommended that a condition of the LBC is for a full restoration specification to be produced once the organ has been removed to the workshop for inspection.

One proposal that may impact on the mechanics and configuration of the organ is that to include a second mobile console. The electrical systems needed to switch between the two consoles and between the electric and mechanical actions may have a detrimental impact on the original configuration.

Summary
As a result of the great care taken to minimising harm in heritage terms while delivering notable benefits, the impact of the proposed works upon each element can be detailed as follows;

- Removal of the Cavaillé-Coll organ from the Town Hall represents a substantial but temporary change that can be justified in terms of the heritage benefits of its long-term restoration to a playable condition.
- Potential impacts relate to the dismantling, transportation and recording of the instrument. If these processes are not carried out to the highest standards the instrument could be damaged and its significance harmed.
- A clear methodology for removal of the instrument has been produced, which provides methods for mitigating any potential impact. As such, the removal of the organ is considered to have a neutral heritage impact and a positive beneficial outcome in the long-term.
- The proposals for restoring the instrument back to its original (1893) configuration is in compliance with the OTH principles for restoration and will be based on sound evidence for change. This will enhance the organ as a historic fixture and as a playable instrument.

Overall, the proposed works to the organ in their short-term are considered to be neutral and, within their relevant context of restoration in line with the above principles, are considered to have a **moderate beneficial** heritage impact.

4.5.4 Mock-Up Rooms and Secondary Glazing
As outlined in Section 2, the three rooms subject of this aspect of the works are historically functional areas which make a contribution to the overall plan form and circulation of the building as well as tangible expressions of its designed functionality. These room types form a notable proportion of spaces within the Town Hall, and there is therefore notable value in testing the impact of the final proposals through these example 'mock up' rooms.

Room 02-017: The proposed works include numerous positive interventions, such as the removal of notably harmful modern cumulative elements, undertaking of repairs and improved quality of those elements necessary to facilitate 21st century office use. New finishes will be of a quality appropriate to the Town Hall, and sensitively reflect the historic and 21st century use of the space as a working office. New wall finishes will be in breathable paint, maintaining all historic decorative elements and notably enhanced by the removal of modern cumulative features and associated cabling. Service routes will maintain the original perimeter route arrangement, with simple boxing surround. The carpet-tile floor finish will be replaced with a high quality marmoleum similar to that used in the works to Manchester's Central Library.

There is some harmful impact associated with the introduction of plaster to the underside of the jack arches. Due to the limited depth (20mm) that will sit behind the existing cornicing reveal, this will have a very minor aesthetic impact. This intervention has been identified as reasonably necessary for office use during design development on the basis of testing and expert advice provided by Arup. The principal harmful is associated the removal of some elements of the original perimeter services, and introduction of selective new openings to facilitate service routes. While the overall historic services design are of significance, this loss is not a high level of harm due to the relatively small area of fabric affected within the context of the wider building, and such elements being designed for periodic renewal (unlike the majority of other architectural elements).

On balance, and taking into consideration the contribution of the room to the significance of the Town Hall as detailed in Section 2 of this report, the heritage impact is considered to be **minor beneficial** in nature. Those individual elements of harm are considered necessary to reasonably sustain the office use and character of the room.

Room 06-019: The positive and negative heritage impacts for room 06-019 are largely the same as those for room 02-017 above, including the removal of services. Modern intrusive

elements, including the modern subdivisions and additions to outward-facing wall, are particularly harmful and their removal will have a considerable beneficial heritage impact. The benefits associated with stripping out of harmful, cumulative modern services, repairs, increasing design quality of new elements and addressing a currently harmful paint scheme are also considerable.

This is balanced against individual elements of harm such as the removal of some sections of the corridor wall (nibs retained for plan legibility), the removal of some original services and small openings. The introduction of thermal lining would have a harmful impact as a result of obscuring the original walls affected, however this would be limited in its application and by the application of lime plaster skim to the extent that the principal impact would be a modification of the dimensions of the space due to the increased depth of affected surfaces. This room has very limited architectural detailing and so harm in this respect is similarly limited.

On balance of these beneficial and adverse individual impacts, the proposals would have a **minor adverse** impact in heritage terms when considered in the appropriate context of the contribution of the room to the significance of the Town Hall as detailed in Section 2 of this report.

Room 04-008: The positive and negative heritage impacts for room 04-008 are largely the same as those for the accompanying mock up rooms above. The removal of modern, cumulative features which detract from the space is a notable heritage benefit, as is the introduction of carefully considered replacement of modern features (lighting, services, flooring etc) with high quality equivalents and considerably less associated cabling. Repairs to historic fabric as detailed in the schedules provided are a notable benefit.

The adverse impacts include the loss of some elements of the historic servicing, the need for replacement of which has been evidenced in the MEP condition survey cited. New services will positively follow the historic routes and be concealed via simple boxing. As with room 02-017 above, the application of acoustic plaster will have some relatively minor adverse impact which is necessary to accommodate reasonable office use. The principle harmful impact is the introduction of a 'welfare pod' within the room, which will have a notable impact upon the appreciation of the original room and its character. Such provision is necessary to facilitate sustainable office use in the 21st century, and harmful impact carefully mitigated by maximising reversibility and accommodation of services within the pod to minimise immediate and cumulative intrusions to adjacent historic fabric.

On balance of these beneficial and harmful heritage impacts, the proposals would have a **minor adverse** impact upon the significance of the Town Hall when considered in relation to the contribution of the room as detailed in Section 2 of this report. Those individual elements of harm are considered necessary to reasonably sustain the office use and character of the room.

Overall, the proposed mock-up rooms are considered to have a **minor adverse** heritage impact.

Secondary glazing to room GF-025: The removal of modern paint to the two windows in question would be a notable heritage benefit. The secondary glazing would be accommodated within the existing internal reveal to mitigate impact. Overall, this would have a **neutral/minor adverse** impact on the window within the context of considerable heritage benefit associated with facilitating the sustainable use of the space for office use as per its original function.

4.5.5 Soft Strip
Great care will be taken in the removal of these detrimental, modern features in the building to minimise any damage to adjacent historic fabric, in line with the accompanying specifications. The removal of exclusively modern, detrimental features from the Town Hall is considered to have a cumulative positive effect that is **moderate beneficial** in nature.

4.5.6 Protection of Special Collections
The covering of special collections as specified in Section 3.6.2 will limit their visibility and therefore contribution to the overall architectural form of the building during the course of the works. However, this will protect these valuable historic assets during the course of the works, ensuring a **neutral** long term impact.

4.5.7 Protection of Murals
The temporary protection works to the Great Hall murals will have harmful temporary effects as a result of their lack of aesthetic contribution to the overall Great Hall composition and the temporary impact of removing the 1950's floorboards to accommodate the protective frame. However as with the special collections above, this impact is entirely temporary and necessary to ensure that these valuable artistic pieces are conserved in the long term. The temporary effects are considered to be **moderate adverse** and the long-term effect secured as a result will be **neutral**.

4.5.8 Pre-commencement due diligence surveys
The pre-commencement due diligence surveys are relatively small-scale intrusive surveys, as detailed in Section 3 of this report. The works are limited in number, and range from negligible (such as the sealing of internal gaps within a single room) to the selective penetrations through the floor slab as necessary to properly inform the wider project. While these intrusive surveys are not without harm, many are temporary in nature - the trial pits to the moat will be re-filled and made good as per the existing arrangement and those areas of floor slab survey are proposed for removal as part of the main works to accommodate established interventions such as the lift cores. Overall, these works are relatively small scale and limited within the content of the Town Hall as a collective heritage asset. These works are considered to have a **minor adverse** impact on the overall significance of the building.

4.5.9 Door fire testing
As the precise door selection for fire testing has yet to be established, it is not possible to give a firm view with respect to precise heritage impact. However, on the basis of the avoidance of the Great Hall and state room doors, the impact will be limited. While the loss of a historic door and its associated joinery/architrave will undoubtedly have some harmful impact upon the significance and appreciation of the overall building, this is notably limited due to any door's proportional contribution as one of hundreds of historic doors within the building. This element of the work is therefore considered to have a **neutral/minor adverse** impact on the overall significance of the building.

4.5.10 Summary of Heritage Impact
When considered cumulatively, in terms of both the beneficial and adverse heritage impacts of individual interventions proposed, and in the appropriate context of the Our Town Hall project works the overarching, long term impact of the works proposed within this application for Listed Building Consent is considered to be **neutral** in nature.

MAGNITUDE OF IMPACT	DEFINITION	
High Beneficial	The development considerably enhances the heritage assets, views of the heritage assets, or the ability to appreciate their significance.	**Enhances Significance**
Moderate Beneficial	The development enhances to a clearly discernible extent the heritage assets, views of the heritage assets, or the ability to appreciate their significance.	
Minor Beneficial	The development enhances to a minor extent the heritage assets, views of the heritage assets, or the ability to appreciate their significance.	
Neutral	The development does not affect the heritage assets, views of the heritage assets, or the ability to appreciate their significance.	**Preserves Significance**
Minor Adverse	The development harms to a minor extent the heritage assets, views of the heritage assets, or the ability to appreciate their significance.	**Less than Substantial Harm**
Moderate Adverse	The development harms to a clearly discernible extent the heritage assets, views of the heritage assets, or the ability to appreciate their significance.	
High Adverse	The development severely harms the heritage assets, views of the heritage assets, or the ability to appreciate their significance.	**Substantial Harm**

5.0 HERITAGE IMPACT ASSESSMENT: EARLY WORKS
LEGISLATION AND POLICY

5.1 THE PLANNING (LISTED BUILDINGS & CONSERVATION AREAS) ACT 1990

The Planning (Listed Buildings and Conservation Areas) Act 1990 sets out relevant legislative considerations for listed buildings and conservation areas, including authorisation of works such as currently proposed. In particular;

'In considering whether to grant listed building consent for any works the local planning authority…shall have special regard to the desirability of preserving the building of its setting or any features of special architectural or historic interest which it possesses'

—

Section 16(2)

5.2 THE NATIONAL PLANNING POLICY FRAMEWORK (NPPF)

The National Planning Policy Framework (NPPF) sets out the Government's planning policies for England and how these should be applied. A key concept of this is that of achieving 'sustainable development', which is defined as having three principal objectives – economic, social and environmental. The historic environment makes a notable contribution to all these important considerations, as evidenced in Historic England's *'Heritage Counts'* research: https://historicengland.org.uk/research/heritage-counts/. The NPPF gives particular emphasis to the heritage contribution to the environmental objective, defining this as, *"contribut[ing] to protecting and enhancing our natural, built and historic environment"*.

Chapter 16 of the NPPF addresses specifically national planning considerations with respect to the historic environment. The overall impact and long-term heritage impact of the proposed works being neutral, the proposals 'conserve' the overall significance of the building. However, there are individual elements of harm identified within this overall impact. In light of this, the following paragraphs are of particular relevance to the current case;

"In determining applications, local planning authorities should take account of:

a) the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation
b) the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and
c) the desirability of new development making a positive contribution to local character and distinctiveness" (Paragraph 192)

"When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation…" (Paragraph 193)

"Any harm to, or loss of, the significance of a designated heritage asset (from its alteration or distribution, or from development within its setting), should require clear and convincing justification…" (Paragraph 194)

"Where a proposed development will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be outweighed against the public benefits of the proposal include, where appropriate, securing its optimum viable use" (Paragraph 196)

5.3 THE LOCAL PLAN

Manchester City Council's Local Plan principally comprises of the Core Strategy 2012 – 2027 and associated documents. The policy on heritage is as follows;

"Throughout the city, the Council will encourage development that compliments and takes advantage of the distinct historic and heritage features of its districts and neighbourhoods, including those of the city centre.

New developments must be designed so as to support the Council in preserving or, where possible, enhancing the historic environment, the character, setting and accessibility of areas and buildings of acknowledged importance, including scheduled ancient monuments, listed buildings, registered parks and gardens, conservation areas and archaeological remains.

Proposals which enable the re-use of heritage assets will be encouraged where they are consistent with the significance of the heritage asset." (Policy EN2)

5.4 THE HERITAGE MANAGEMENT PLAN

The proposed works have been carefully developed in line with the established Heritage Management Plan. In particular, the following policies are relevant and addressed in this Impact Assessment and associated Listed Building Consent Application.

HMP Policy 1: Informed Conservation Decisions
The conservation process relating to the Town Hall…must be demonstrably informed by the sensitivities of the building's fabric and setting, and based on a clear understanding of its history, development and condition.

HMP Policy 5: New Works and Alterations
Proposals for new works and alterations to the Town Hall building must be demonstrably well-informed and accord with the guiding principles for new works set out in the Heritage Management Plan. Particular regard should be given to the preparation of a specific Statement of Significance relevant to the impacted fabric or space, to help inform and refine proposals for change, and avoid irreversible harm to significant features. Alterations to the building should always be carried out in a way that avoids or minimises harm to its significance.

HMP Policy 6: Assessment of Heritage Impact
All proposals for change of use, or alteration affecting the fabric or setting of the Town Hall should be the subject of an objective Heritage Impact Assessment which should accompany any application for listed building consent or planning permission.

5.5 SUMMARY OF COMPLIANCE

The long term impact of the proposed works would be neutral with respect to the overall significance of Manchester Town Hall. This impact has been achieved through giving 'great weight' (paragraph 193, NPPF) to conserving and taking positive opportunities to enhance the significance of the Town Hall throughout the design development process.

Though great care has been taken in developing the works, some elements of harm remain; including the temporary harm associated with obscuring the Albert Square frontage, and minor individual elements of harm associated with openings associated with the mock-up rooms. The necessity of these works in order deliver the major heritage (and wider public) benefits of the wider Our Town Hall Project provide a sound basis for both clear and convincing justification and public benefits in line with paragraphs 192, 194 & 196 of the NPPF.

As a result of the overall neutral impact upon significance, the proposed works conserve the significance of this valuable heritage asset in line with the relevant legislation, planning policy and management principles detailed above.

6.0 HERITAGE IMPACT ASSESSMENT: EARLY WORKS
CONCLUSION

The significance of the Grade 1 listed Manchester Town Hall lies in its unique values associated with civic pride, architectural form, plan form, built fabric as well as its continued use and functionality as detailed in Section 2 of this assessment. Through careful design development, the long-term impact of the proposed works would be neutral with respect to the significance of the Town Hall. Within the context of appropriate clear and convincing justification and major associated heritage and public benefits associated with the relevant context of the wider Our Town Hall project, the proposed works fully accord with relevant considerations under national legislation, planning policy, management plan and good conservation practice.



7.0 HERITAGE IMPACT ASSESSMENT: EARLY WORKS
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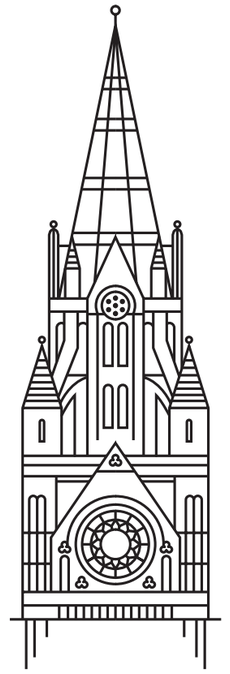
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OUR TOWN HALL
MANCHESTER CITY COUNCIL
HERITAGE ENGAGEMENT AND ASSESSMENT STRATEGY
NOVEMBER 2017

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OUR TOWN HALL PROJECT

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HERITAGE ENGAGEMENT AND ASSESSMENT STRATEGY
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1.0 HERITAGE ENGAGEMENT AND ASSESSMENT STRATEGY
INTRODUCTION

1.1 AUTHORSHIP AND HERITAGE ENGAGEMENT BACKGROUND

This Engagement Strategy has been prepared by Purcell to support the effective delivery of the Manchester Town Hall (MTH), 'Our Town Hall' project. Specifically, this document has been prepared by Rebecca Burrows, BA(Hons), MSc, IHBC, Senior Heritage Consultant, and Heritage Asset Consultant & Consultation Coordinator for the MTH project.

Purcell were appointed as lead designer in July 2017 to lead the architectural project package, including conservation, heritage and historical assets. Purcell will ensure that the heritage benefits of the project and the opportunities to preserve and enhance MTH remain at the heart of the development.

Heritage consultancy up to and during RIBA Stage 1 was provided by Stephen Levrant, who were involved in the production of the baseline information, including the Heritage Management Plan, Portable Heritage Assets report and initial Engagement Strategy. Early in the process, heritage constraints and policies for the Town Hall were set out, which the design team will be using to inform space planning and design intervention proposals.[01]

The architectural Stage 1 brief has been developed with reference to the 2006 Conservation Plan and the 2015 Heritage Management Plan, prepared by Manchester City Council (MCC) in partnership with Historic England (HE). Continued engagement with these documents and their authors will be crucial to a successful and sensitive scheme.

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01 MTH Architectural Stage 1 report, Atkins (2016)

1.2 EXISTING INFORMATION

The following documents provide relevant information relating to the heritage assets and significance of MTH and form the basis of this project strategy. These relate to the project requirements, the conservation and management of the building and the engagement strategy for consultees:

- Conservation Management Plan (2006)
- Heritage Management Plan, HE/MCC (2015)
- Project Brief, MCC (Nov 2016)
- MTH Architectural Stage 1 report, Atkins (2016)
- MTH Engagement with Historic England Discussion Paper, Stephen Levrant (2016)
- MCC Heritage Asset Strategy (2016)
- MTH Portable Heritage Assets Report, John Williams and Associates (2016)
- MTH Furniture Delivery Plan, Stephen Levrant (2016)
- Historic England and Conservation Officer Stage 1 engagement correspondence
- Portable Heritage Asset inventory of furniture
- Asset Management Plan
- Full condition survey
- Our Town Hall, Quality Tender Response, Purcell (March 2017)

1.3 PREVIOUS CONSULTATION

Both internal and external consultation with key stakeholders has been carried out as part of the RIBA Stage 1 briefing process. Initial engagement with HE has been set out in a discussion paper (Stephen Levrant, 2016) and further engagement with them and other statutory bodies and amenity societies will be carried out at RIBA Stage 2 (concept design) and to Stages 3 and 4 (developed and technical design) as the proposals develop.

An initial Historic England Engagement Strategy has already been drafted by Stephen Levant (2016) for how MCC and the Project Team will engage with HE throughout the life of the MTH project. This framework will be further developed in consultation with the key stakeholders and the client.

1.4 IDENTIFIED OUTPUTS AND RESPONSIBILITIES

Careful management of the heritage values of MTH is vital to sustaining this for future generations.

Purcell will be liaison between the client, design team and statutory heritage consultees. These will include the local planning authority, HE and amenity societies. Our detailed understanding of planning policy and heritage legislation ensures that any harmful impact of the proposals on heritage value is identified at an early stage and either mitigated or removed. We see the interaction between heritage experts and designers as an iterative and integrated process that spans all elements of the proposals.

At an early stage the framework for statutory and amenity society engagement and the approvals process will be developed. Interventions will be considered carefully in a holistic way as part of the wider historic environment and landscape. An iterative dialogue with the design team will ensure a robust scheme, based on the principles of informed conservation and liaison with statutory consultees throughout the life cycle of the project will de-risk the planning process.

Key objectives of the Our Town Hall project:

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

2.0 HERITAGE ENGAGEMENT AND ASSESSMENT STRATEGY
STAKEHOLDER ENGAGEMENT STRATEGY

2.1 KEY STAKEHOLDERS

2.1.1 The Client: Manchester City Council
MCC is committed to the promotion, protection and maintenance of the city's heritage. MCC recognise that an appreciation and understanding of the importance and sensitivity of the Town Hall's significant fabric must underlie the scheduling and specification of any works in the project.[01]

The 'Our Town Hall' project will be guided by policies set out in the Heritage Management Plan, 2015 (HMP) and the conservation best practice objectives of regular maintenance, recording, repair and site-management.

2.1.2 Design and Heritage Review Panel
The Design and Heritage Review Panel will input into the dialogue between HE and the design team from the client's perspective. Fran Toms is Lead for Project Design and Heritage and chair of the Panel. Tracey Swann (Heritage Officer) and Meg McHugh (Curatorial Manager for Portable Heritage Assets) will also be important relationships.

The Design and Heritage Review Panel has evolved from the earlier Quality Panel, established in 2015 following discussions with Historic England. The ultimate aim of the Panel is to formalise project governance and responsibilities, and to provide clear, quality advice on the project.

2.1.3 MCC Planning Department
The local planning authority (LPA) is the decision-making body for planning and listed building consent applications. As MCC is also the site owner, the LPA can grant themselves planning permission, but are required to apply to the Secretary of State for listed building consent by notifying HE.

The support of the Conservation Officer at MCC (Paul Mason) will be vital in ensuring the proposals are carefully considered in heritage terms. The Conservation Officer will provide advice on the proposals and the consents process throughout the project, and in recognition of the significance of the project, has been allocated a proportion of his time to supporting the project as part of the Client Team.

Throughout the project, other MCC consultees may be invovled in discussions around heritage, such as building regulations, highways and the regeneration team.

2.1.4 Historic England
Historic England (HE) requires formal notification on applications by a LPA for listed building consent for buildings within their ownership (in accordance with any direction issued by the Secretary of State under section 15 (5) of the Planning Act). Historic England has previously been involved at the projects at the Central Library, Town Hall Extension and the initial stages of the Our Town Hall project. Their input will be invaluable in understanding the implications of the proposals on significance. Engagement to date has included:

- **2013** – Feasibility Study – tested initial responses to the broad project objectives
- **2015** – Developed project information – based on the HMP and specialist surveys.
- **February 2015** – emergency and remedial electrical works
- **2016** – Defining the architectural brief (RIBA Stage 1) – development of design options and concepts, meetings and agreement of engagement process

Enhanced Advisory Services
HE offers an enhanced advisory service to provide advice and guidance at the pre-application stage of a project. The purpose of pre-application advice is to reduce the risk of an application for consent being refused by the determining body, and in this case, to reduce the number of conditions on the final submission. Advice is chargeable until formal pre-application comments are requested on the final scheme put forward for submission. Comments on the submitted proposals are also non-chargeable.

HE have a commitment to provide initial pre-app advice on:

- Establishing aspects of a proposed change that engage the relevant heritage Acts and Policies;
- identifying areas of compliance and potential conflict with legislation, guidance and policies;
- suggesting any obvious ways conflicts might be avoided or mitigated; and
- indicating what information a formal application would expect to include.

Expectations of Engagement
Extended pre-application advice generally consists of regular involvement in design team meetings, advice, field evaluation and a named lead specialist, with the benefits of on-going verbal and written advice.

The suggested four-weekly cycle of engagement during RIBA stages 2-4 would require a total maximum of 16 meetings and informal advice during meetings, which will be agreed through minutes. Formal advice would be given at key milestones (such as at the end of RIBA stages, or for specific thematic assessments such as building services or redecoration scheme).

As the decision-making body, much of the initial requirement for advice will be provided by Paul Mason at the LPA, taking advice from Historic England and reducing the obligation on them.

2.1.5 Local and National Amenity Societies
National amenity societies are also required to be formally consulted under the Planning Act. Those most relevant to the project at MTH are the Victorian Society and the Society for the Protection of Ancient Buildings (SPAB). Other local interest groups and civic societies should also be contacted as part of the wider public consultation strategy, which is not addressed within this document.

Relevant national amenity societies are:

- Society for the Protection of Ancient Buildings
- Twentieth Century Society
- Victorian Society (national) and the Victorian Society in Manchester (local branch)

2.1.6 Purcell
The Purcell team consists of heritage and conservation specialists, a design team and technical support. The Design Team is led by Jamie Coath, who is also Architect and Heritage Team Liaison. The heritage specialists on the team include:

- Rebecca Burrows - Heritage consultant and consultation coordinator
- Will Holborow - Historic England liaison support and consents advisor
- Heather Jermy - Partner and project advisor
- Bev Kerr - Heritage and archaeological consultant
- Eleanor Cooper - Assistant heritage consultant

—
01 Project Brief, MCC, Nov 2016

2.2 STAKEHOLDER ENGAGEMENT

Consultation with statutory consultees throughout RIBA Stages 2-4 will de-risk the planning process and ensure benefits are identified and harm is mitigated. Engagement with statutory bodies and consensus on interim assessment of impact via the Impact Register will ensure that the final submission is acceptable to all stakeholders. Careful consideration of the heritage of the Town Hall throughout the design process will ensure that the level of detail submitted for planning/LBC can be approved without onerous conditions.

Heritage Management Plan: Consultation Strategy
The following steps should be taken to ensure that all necessary consents and approvals are in place prior to the commissioning or commencement of works.

1. Prepare outline proposal. This should detail the nature of the works to be undertaken, any alteration or modification to the fabric of the building and the new materials / components to be introduced.
2. Undertake initial assessment. MCC's Corporate Facilities Management Team should identify any requirements for Local Authority approval. Where this is considered necessary the Outline Proposal should be reviewed initially with the MCC Head of Corporate Property and agreements made for the proposals to be reviewed in full with the Planning Authority (Conservation and Design Officer)
3. Review impact with the Planning Authority & engage Historic England. If an Outline Proposal requires formal consent, the works should be informally reviewed with the Planning Authority and Historic England prior to finalising any detailed design or submitting a formal application. The purpose is to consider the potential impact of the proposed works and establish the documentary requirements to support Town Planning and Listed Building Applications.
4. Undertake internal MCC review & draft business case. The business case for the project works shall be approved to undertake a Detailed Proposal (including a programme for necessary Town Planning / Listed Building Consent applications).[01]

2.2.1 Investigations and Opening Up Works Process
Separate LBC will be sought for opening up works to inform understanding of the building, proposals and costs. This will be informed by ongoing consultation with the LPA (Paul Mason), followed by a meeting with HE prior to submission to identify any risks.

The application will identify the maximum opening up needed, with the assumption that this may not all be required. Areas required will be identified on a plan and results from the investigations used to inform the CMP updates and design decisions.

2.2.2 Four-Week Cycle Throughout RIBA Stages 2-4
A four week cycle of engagement is recommended throughout the project, however, this is not intended to be rigidly adhered to. Rather, it provides a guide as to the process and timescales required to consult key stakeholders and client teams as part of the design process. The evolving project will drive the response and the value of the design team being located within the Town Hall is that much of the dialogue can be carried out during smaller, informal meetings, speeding up the process and involving all parties.

Weekly
- The Design Team (DT) will meet weekly to discuss proposals and resolve issues. These are likely to take the form of Key Design Responses for each theme such as catering, entrances and internal repairs. These will be recorded in meeting minutes.
- Heritage coordinator to feedback to DT meeting on outcomes of previous CO/HE/DHRP meetings
- Including relevant consultant teams such as M&E, access structural engineers and landscaping

Week 1 – Heritage Coordinator (Purcell)
- Review previous DT proposals
- Ensure HMP policies and significance is taken into account
- Identify risks and suggest mitigation
- Resolve issues with DT
- Provide initial assessment of harm/benefits within the Impact Register
- Incorporate Historic England comments from the previous cycle

Week 2 – Design and Heritage Review Panel Meeting
- Not each Panel meeting will discuss heritage issues but on-going dialogue with members will continue within the cycle.
- At formal meetings and agreed points in the design programme, present proposals, Impact Register and BIM model to DHRP with Conservation Officer in attendance
- Agree proposals and discuss changes
- Feedback to DT and update Impact Register
- Agenda for the meeting will be themed around the key proposals for each cycle

Week 3 – Planning Authority and Historic England Meeting
- Present proposals, Impact Register and BIM model to Planning Authority (Conservation Officer) and Historic England
- Agree proposals and discuss changes
- HE to provide advice during the meeting, formalised within minutes. Written advice will be provided at the end of each RIBA Stage.

Week 4 – Project Team Update
- Project Team update with Purcell to discuss proposals and impact
- Heritage Coordinator to also update Impact Register following meetings in this cycle

Key Milestones
At key milestones in the project, for example at the end of each RIBA Stage, a conceptual, developed and technical design for the site as a whole will be presented to all consultees, including amenity societies and Heritage Architecture. At this point, a formal written advice letter from Historic England may be provided.

These presentations could take the form of viewpoints within the BIM model, with alterations highlighted, visuals and associated text. This would also be used for public presentations when needed.

2.2.3 Information
What will HE be provided with?

- Proposals – preferably shown on the BIM model but possibly as 2D details or a list
- Impact Register and reports setting out interim impact assessment and commentary
- A list of the proposals for comment will be provided for clarity

What do we expect in return?

- Discussion during the meeting to capture initial thoughts on the proposals
- Advice provided on site (recorded in minutes) to fit into the four-weekly cycle and formal written advice at key milestones

How can we avoid repetition and information overload?

- Ensure that only the key preferred proposals are discussed in each cycle
- Those that have been discussed before can be updated to allow them to be agreed or 'signed off'
- A range of options should ideally not be presented to HE, for discussion, but only the preferred option, with information on options that have been dismissed

How can conflicts between different stakeholders be resolved?

- Discussion at meetings will be needed to talk through issues and possible resolutions
- Justification, mitigation and identified benefits will need to be understood and articulated as each option is considered.

01 The HMP is an adopted document, but there are minor changes to note. The Quality Panel is now known as the Design and Heritage Engagement Panel and the MCC Head of Corporate Property is replaced by the designated lead of the Client Project Team.

3.0 HERITAGE ENGAGEMENT AND ASSESSMENT STRATEGY
SIGNIFICANCE ASSESSMENT CRITERIA

3.1 THE IMPORTANCE OF ASSESSING SIGNIFICANCE

Understanding the significance of a place to inform its future management and change is the foundation of the process of informed conservation management planning: *'Significance lies at the heart of every conservation action…Unless we understand why a place is worthy of conservation, the whole business of conservation makes very little sense.'*[01] Assessing significance also provides an opportunity to enhance said significance within proposed works – for example revealing architectural features or removing intrusive interventions. It also provides compliance with various policies, legislation and guidance (see 1.2).

Significance can be defined as the sum of the cultural heritage values that make a building or place important to this and future generations. The aim of conservation is to sensitively manage change to a place to ensure that its significance is not only protected, but also revealed, reinforced and enhanced at every possible opportunity.

In legislation, significance is defined as the *special architectural or historic interest* of a place. Within this special interest, heritage assets also have values or key elements that best reveal this value (PPG, para 17). Harm to these key elements, however indirect or small in scale, can strike at the heart of what makes a place special. For the Town Hall assessment these *key elements, attributes or heritage values* will be described as 'key values' throughout.

The assessment of significance is a way of articulating the key values that contribute to the special interest of a heritage asset. The assessment of individual and overall heritage values should be graded using levels defined specially for the site (BS7913: 2013).

The significance for Manchester Town Hall at both a macro and micro level has been assessed based on the process and criteria set out within the document below. Significance has been articulated visually within the 3D model as specific parameters and the significance for individual areas is set out in statement reports as the need arises. A holistic assessment of significance has been prepared within the Manchester Town Hall Conservation Management Plan (2006).

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01 Kate Clark, Informed Conservation (London: English Heritage, 2001), 12

3.2 COMPLIANCE WITH POLICY

This significance assessment criteria has been designed to comply with the Manchester Town Hall Heritage Management Plan (2015), National Planning Policy Framework (2012) and the associated Planning Policy Guidance (2014), British Standard 7913 (2013) and Historic England's Conservation Principles (2008). For each section of the impact assessment, the relevant paragraphs of the NPPF have been referred to, ensuring the impact assessment is grounded in a robust understanding of policy.

National planning policy requires the significance of a heritage asset to be described at a level of detail proportionate to its importance (NPPF, para 128). Policy 1 of the Heritage Management Plan for Manchester Town Hall sets out the requirement for informed conservation, of which understanding significance is a crucial element. Research and assessment of the heritage values and significance of the historic building should be carried out to ensure that decisions resulting in change are informed by a thorough understanding of them (BS7913:2013).

HMP Policy 1: Informed Conservation Decisions
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.

3.3 THE PROCESS OF ASSESSMENT

The assessment of significance for Manchester Town Hall has been carried out following the process set out in this section. This process can be used to assess the level of contribution a key value makes to significance at both detailed (micro) and holistic (macro) level.

The practical application of the process should be carried out by those requiring an understanding of an individual component, in order to inform future decision-making.

The process of assessment is detailed on the following pages, and is essentially comprised of three key stages of evaluation:

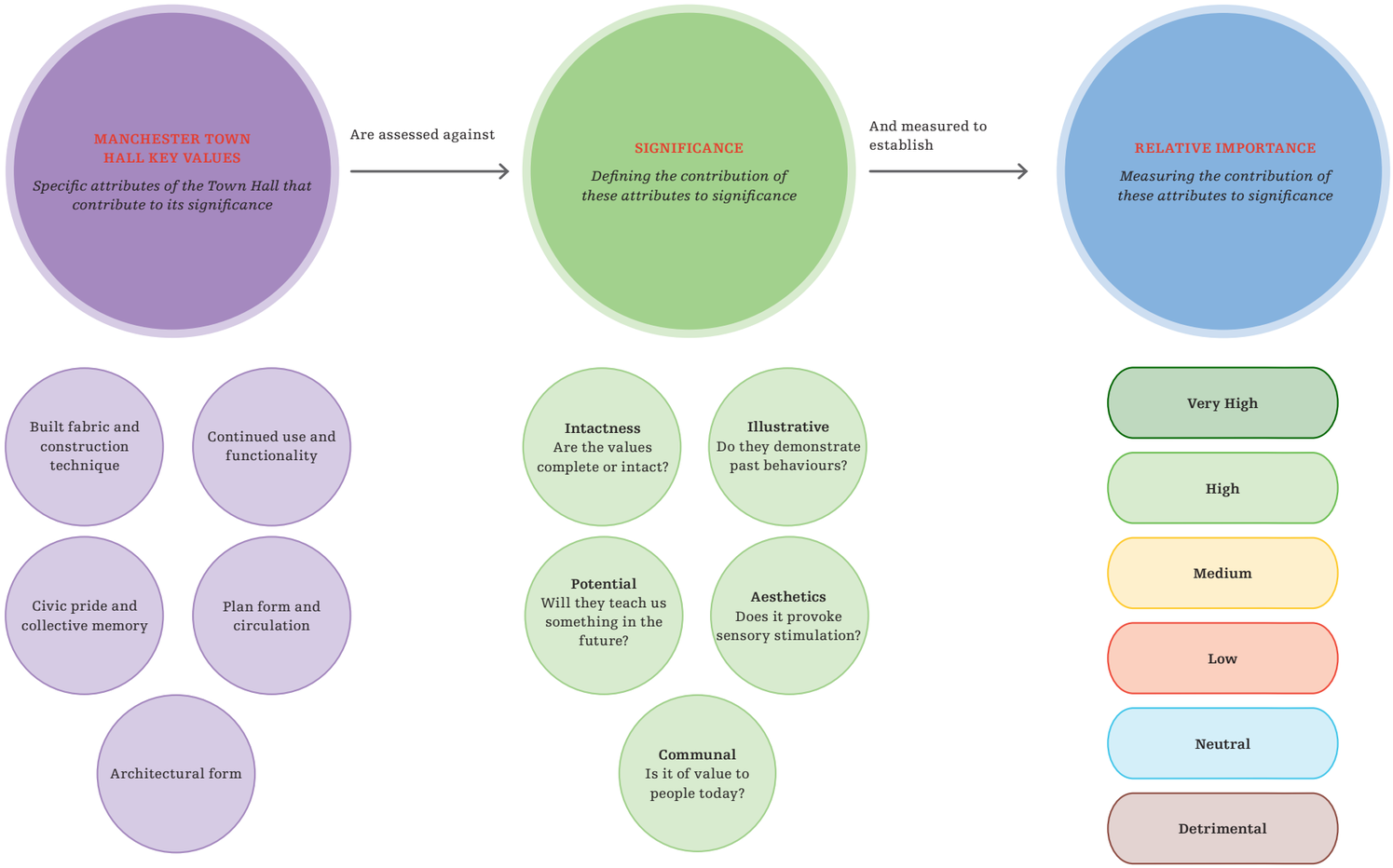
1. Identifying Manchester Town Hall's Key Values
The component should be assessed, and the relevant key values associated with it will be identified. This will require an understanding of the historical development, manufacture, associated artists and national context, among other things. Each component may represent all, some or none of the key values.

2. Defining The Contribution To Significance
The level of contribution that the key values of that component make to significance should be assessed based on a set of criteria:

- Intactness – are the key values complete or intact? Is the component original, historic or modern?
- Illustrative – does the component demonstrate past behaviours?
- Potential – will it teach us something in the future?
- Aesthetics – does it provoke sensory stimulation?

3. Measuring Relative Importance
Based on the above assessment of key values and their contribution to significance, each component should be assigned a level of relative significance ranging from very high, through neutral to detrimental.

3.4 THE PROCESS FOR ASSESSING SIGNIFICANCE



3.4.1 Step 1
Identifying Key Values
Key values are a range of key elements, attributes or heritage values that contribute to the significance of a place. As part of the process of informed change, it is important to understand how each component (these can be physical fabric, internal spaces or setting) reveals these key elements.

The key values of significance at Manchester Town Hall have been distilled into five themes, which can be tangible or intangible, and are based on information contained within the Conservation Management Plan (2006). The values can also be defined as the 'spirit of place'; the things that make the Town Hall unique, distinctive and cherished.

3.4.2 Step 2
Defining The Contribution To Significance
Signficance includes categories forming the criteria under which the contribution of the key values to significance should be defined. These criteria are derived from the Planning Act (1990), Historic England's Conservation Principles (2008), and the British Standard for Conservation (BS7913:2013, 4.2).

KEY ELEMENTS

Civic Pride And Collective Memory
This derives from the meanings of a place for the people who relate to it and the position the Town Hall holds within the collective past, present and future experiences of visitors and the people of Manchester. It is crucial to understanding significance locally and nationally. From a gathering place for commemorative events, to a public visitor space, the Town Hall has both positive and negative experiences associated with it, which differs for each individual. The continued civic and ceremonial role that the Town Hall embodies is significant.

Architectural Form
The architectural language of the Town Hall is coherently expressed externally and internally throughout the building as a monument to Neo-Gothic architecture and the aesthetic movement. The high-quality carvings, techniques, materials and decorative details used across the building are part of its aesthetic significance, and its presence within the townscape of Manchester is highly important. Its setting within Albert Square expresses the hierarchical intent of the building through decorative detail and many of the internal rooms also exhibit the hierarchy of spaces through their embellishment.

Plan Form
The Town Hall's plan form was designed to allow multiple uses and the corridor plan is one of the key components of the building's significance. The triangular site, four entrances, spiral staircases, central corridor with periphery internal spaces, enclosing the Great Hall and Police Station in the central area, within courtyards. The layout is simple and legible, allowing the separation and expression of various uses in a hierarchy of spaces.

Built Fabric And Construction Techniques
The Town Hall was built in the late 19th century, at a time when mass production was rapidly expanding, and buildings were constructed on a monumental scale for the first time. The construction of the Town Hall is both typical and innovative in different ways. The concrete construction of the jack arches and the use of riveted steel were newly patented techniques and internally we see the use of applied terracotta for the first time. Many of the features within the Town Hall are of the highest quality and designed specifically for the building or space.

Continued Use And Functionality
The Town Hall continues to function in its original use as a civic and ceremonial hub for the City of Manchester. These uses are tangibly expressed within the building and the designed functionality of the spaces adds substantially to their importance.

SIGNIFICANCE CATEGORIES

Intactness
This considers the integrity and authenticity of the component and whether the key values are complete or intact. This can relate to tangible and intangible values including form, design, materials, use, function, techniques, setting and spirit of place. At the Town Hall, one of the most important contributions to significance is whether the key elements are original Waterhouse-designed components, whether they have been altered or are later additions. The main periods of construction are set out below for clarity:

- Original: Original fabric, details, layout or intent, as designed by Alfred Waterhouse or his office from inception of the building in 1868 up to his death in 1905. Some very early alterations, such as the installation of safes and the amended WC provision will fall into this category.
- Historic: Early 20th century changes to the site and building up to 1945. Considerable alteration occurred to the Town Hall during the inter-war period, as the civic use of the building evolved and the City Council expanded. Door openings were added and fixed furniture was installed.
- Modern: Changes made to the building after 1945, and up to the present day are classified as modern. These can range from 1960s alterations to 21st century office use.

Illustrative
This considers whether the key value demonstrates past behaviours. The component will illustrate ways in which past people, events and aspects of life can be connected through a place to the present. For example, the etched glass on the windows at the Town Hall illustrate the previous room occupants through their department titles. The illustrative criteria can be tangible or intangible and will connect past people, events and aspects of life with the present.

Potential
This criterion relates to the unknown, and the potential for the site to teach us something new or to remain untouched and thereby the potential to teach us something in the future. The ability of a component to yield evidence about past human activity is significant and there are many hidden features within the Town Hall that could reveal deeper understanding in the future.

Aesthetics
This category considers the aesthetic contribution the key values make to significance. This is the way in which people draw sensory and intellectual stimulation from a place. It might include external appearance, applied decoration or setting within Albert Square. Character and architectural design are encompassed within this.

3.4.3 Step 3
Measuring Relative Importance
To measure the relative contributions that the above criteria make to the key values of significance, a scale of significance ratings ranging from Very High to Detrimental has been used:

LEVEL OF SIGNIFICANCE	DEFINITION	EXAMPLE
Very High	A component of the Town Hall that is outstanding and holds all key values that contribute to its significance.	These are unique components that illustrate the key elements of significance, for example the component retains the original Waterhouse configuration intact. Spaces will be high-quality with significant architectural detailing and importance within the collective memory of Manchester. These components are fundamental to revealing the significance of the Town Hall.
High	A component of the Town Hall that many of the key values that contribute to its significance.	These may be components that illustrate many of the key elements of significance. Spaces have good architectural detailing and express the hierarchies of the building. These components are important to revealing the significance of the Town Hall.
Medium	A component of the Town Hall that holds some of the key values that contribute to its significance.	These may be components that illustrate some of the key elements of significance but could have been subject to high-quality historic alterations. These components have a moderate contribution to revealing the significance of the Town Hall.
Low	A component of the Town Hall that holds a degree of the key values that contribute to its significance.	These may be components that illustrate some of the key elements of significance but have been subject to low-quality historic alterations and detailing. These components have a minor contribution to revealing the significance of the Town Hall.
Neutral	A component of the Town Hall that holds none of the key values that contribute to its significance.	These may be components that exhibit none of the key elements of significance and may have been subject to modern alterations. These components have a limited or no contribution to revealing the significance of the Town Hall.
Detrimental	A component of the Town Hall that harm the key values that contribute to its significance. In material terms, removal or reversal of these aspects should be strongly encouraged.	These may be components that exhibit no or few key elements of significance and have been subject to modern, low-quality or intrusive alterations. These components detract from significance of the Town Hall.

4.0 HERITAGE ENGAGEMENT AND ASSESSMENT STRATEGY
IMPACT ASSESSMENT CRITERIA

4.1 HERITAGE IMPACT STATEMENT

A Heritage Impact Statement will accompany the planning and listed building consent applications in order to test the development options against impact on significance. The report will incorporate a summary of the understanding and significance of the Town Hall and the new research/ understanding that has been uncovered. The Assessment will set out the level of impact each proposal will have on significance (be that beneficial or adverse), as well as considering the cumulative, site wide and intangible impacts.

Both the timing of impact and the individual or cumulative impact will be identified. Sections will be based on those within the Impacts Register. We will apply the tests set out within national planning policy, but expect that all decisions would have been made at an earlier stage, in close consultation with planning bodies. Any risks will already have been mitigated or agreed, ensuring a smooth process through the consents system.

4.2 THE REQUIREMENT FOR AN ASSESSMENT OF IMPACT

To ensure that any risks to the significance of the Town Hall are properly managed and understood, the potential impact of development options should be tested against the significance of the place. Impact does not need to be a physical intervention, but can also be an indirect or intangible change. It can be a major intervention or the cumulative impact of minor alterations.

The impact assessment is a risk assessment tool that allows the impact of change to be objectively documented, the need for change made clear and the consequences of implementation set out.

This assessment of impact criteria has been designed to comply with the Manchester Town Hall Heritage Management Plan (2015), National Planning Policy Framework (2012) and the associated Planning Policy Guidance (2014), and British Standard 7913 (2013). For each section of the impact assessment, the relevant paragraphs of the NPPF have been referred to, ensuring the impact assessment is grounded in a robust understanding of policy.

Policy 6 of the Heritage Management Plan for Manchester Town Hall sets out the requirement for an assessment of impact. The policy but does not set criteria but recommends that the assessment include a description of proposals, the reason they are needed, and the benefits they bring. It also recommends a statement of significance be prepared, an assessment of impact, suitable mitigation measures and compliance with policy.

HMP Policy 6: Assessment of heritage impact
All proposals for change of use, or alteration affecting the fabric or setting of the Town Hall should be the subject of an objective Heritage Impact Assessment which should accompany any application for listed building consent or planning permission.

Heritage Management Plan: Assessment of Heritage Impact
All proposals for change of use, or alteration affecting the fabric or setting of the Town Hall should be the subject of an objective Heritage Impact Assessment which should accompany any application for listed building consent or planning permission.

i To ensure that any risks to the significance of the Town Hall are properly managed and understood by all interested parties, development options should be tested against a heritage impact assessment. This is a tool which looks in detail at the potential effects imposed on the listed building by proposed changes. The aim is simply to test and define the impact on the significance of the place.

ii There is no defined methodology for a heritage impact assessment, as the test need to be related to the specific site and project. However, the measures are necessary not just for proposals which might involve physical intervention into a place, but also for less tangible changes, such as proposals which alter the use of the building and thereby affect the building's contribution to the city's cultural and historic core, or its status as an internationally acclaimed municipal centre.

iii A heritage impact assessment is thus a risk assessment tool which allows the impact of change to be objectively documented and enables relevant parties involved in proposals for change to be clear why they are proposed and the consequences of implementation.

iv The impact analysis and information required for all changes should include (but is not restricted) to the following;

- a Definition of the nature of proposed changes or alterations, including the purpose of the initiative, its particular details and the reasons why it is deemed necessary. Importantly the assessment should outline any benefits which would accrue to the wider community as a result of the changes.
- b A statement of how the significance of the Town Hall would be affected by the development (either directly or indirectly), including the timing of the impact.
- c An assessment of the individual and cumulative impact of the proposals in terms of its significance, noting whether the results will be positive, negative, or have no perceptible impact on the buildings historic fabric, character and appearance.
- d The potential to temper any negative effects, or enhance the neutral impact, by suitable mitigation measures.
- e Reference to how the defined impacts accord with the requirements of national and local planning policies as well as Historic England's best practice guidance.

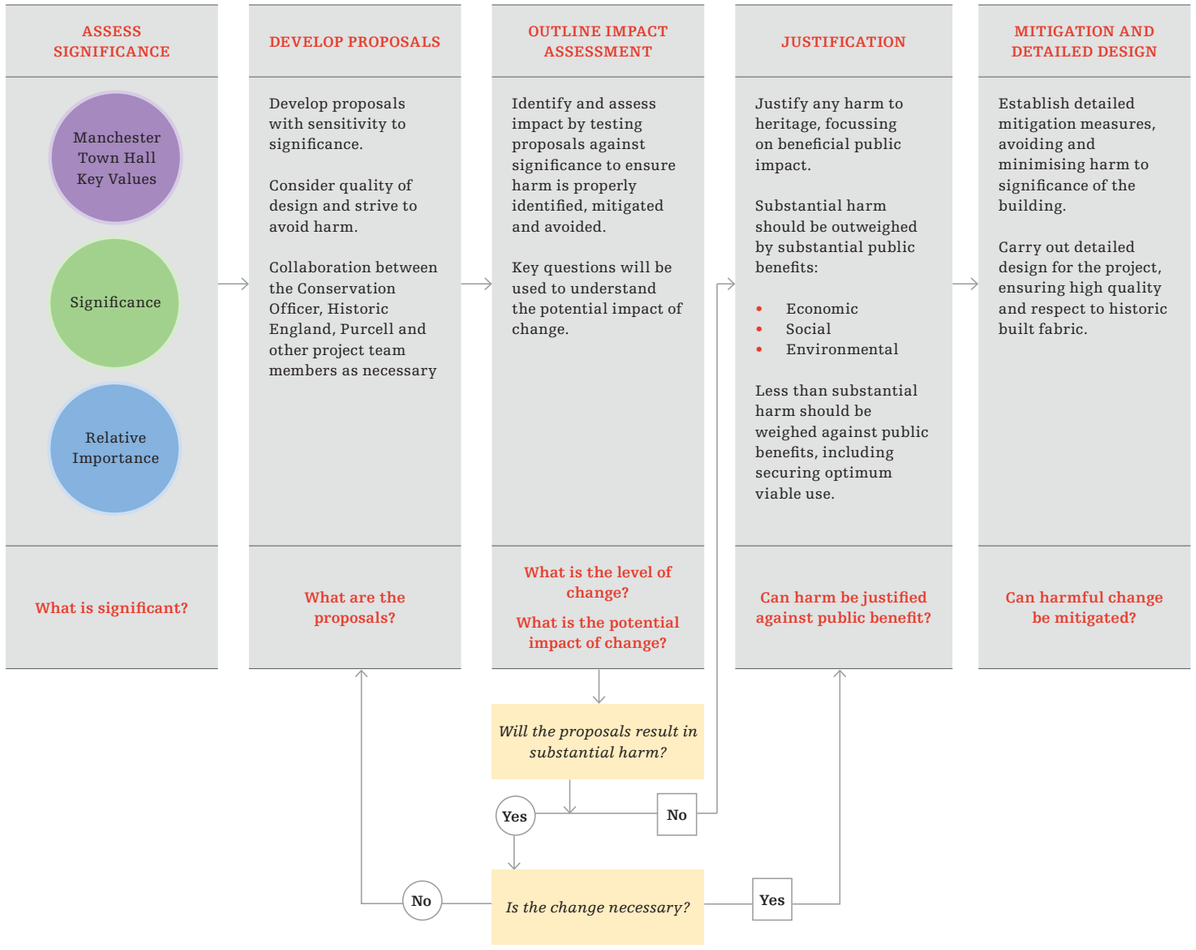
4.3 PROCESS OF ASSESSMENT

An assessment of impact measures the identified levels of significance against the degree of change proposed, and whether this causes harm. Harm to heritage significance should be avoided. If this is not possible, the second test is to ensure that the harm is necessary, and thirdly, that the harm can be clearly and convincingly justified. Justification relies on the balance between harm and benefit. The benefits of a proposal must be in the public interest.

Prior to carrying out this process, it is essential for the significance of the affected area and/or element(s) to be fully understood, utilising the process outlined in Section 3 of this guidance document and identified in the Significance Plans and Room Data Sheets for the Town Hall. Once significance is fully understood, the process for assessing the impact of change can be carried out by testing against five key questions:

01 What is the level of change?
02 What is the potential impact of change?
03 What is the need for change?
04 Can harmful change be mitigated?
05 Can harm be justified against public benefit?

HERITAGE-LED CHANGE



4.3.1 Question 1
What Is The Level Of Change?
Assessing the degree of harm to significance first requires an understanding of what level of change is going to take place. The scale of change does not directly correlate to the level of impact and should therefore be recorded separately. The cumulative effect of separate impacts should also be considered.[01]

—

01 Criteria is based on the ICOMOS Guidance on Heritage Impact Assessments for Cultural World Heritage Properties, 2011

For the purposes of this assessment the levels are defined below.

No change	No alteration of existing components or character.
Negligible change	Very minor alteration of existing components or character, including unsubstantial loss of existing elements and the introduction of new ones.
Minor change	Some measurable alteration of existing components or character, including loss of existing elements and the introduction of new ones.
Moderate change	Considerable alteration of existing components or character, including loss of existing elements and the introduction of new ones.
Major change	Large scale or major alteration of existing components or character, including total loss of existing elements and the introduction of substantial new elements.

Policy Compliance
It is the degree of harm to the asset's significance rather than the scale of the development that is to be assessed. PPG, para 17

4.3.2 Question 2
What Is The Potential Impact Of Change?
The significance of the effect of change i.e. the overall impact can be summarised for each proposal. As change or impacts may be adverse or beneficial, there is a seven-point scale with neutral/negligible as its centre point. The levels of impact set out in this section have also been depicted within the 3D model in a similar way to significance, to provide a visual assessment of overall impact of the proposals where necessary.

Both the micro and macro impact of the proposals has been considered, as the direct impact of proposals may constitute a major change or adverse impact on a relatively small area, which does not translate to the same level of harm to the listed building as a whole. Similarly, the cumulative impact of numerous minor alterations may have a proportionally higher impact across the whole.

Key questions for consideration:
What is the impact of the individual proposals on change?

Do the proposals seriously affect the key values of significance?

Do the proposals constitute substantial harm?

Substantial Harm
Proposals that amount to substantial harm are required to be wholly exceptional but substantial harm is a high test and will not arise in many cases. Substantial harm is considered to be something that strikes at the heart of what makes a place significant (its key values). Where a proposal will lead to less than substantial harm, this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use.

Policy Compliance
When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation. NPPF, para 132

Substantial harm to or loss of designated heritage assets of the highest significance, notably… grade I and II listed buildings… should be wholly exceptional. NPPF, para 132*

Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use. NPPF, para 134

In determining whether works to a listed building constitute substantial harm, an important consideration would be whether the adverse impact seriously affects a key element of its special architectural or historic interest. PPG, para 17

MAGNITUDE OF IMPACT	DEFINITION	
High Beneficial	The development considerably enhances the heritage assets, views of the heritage assets, or the ability to appreciate their significance.	**Enhances Significance**
Moderate Beneficial	The development enhances to a clearly discernible extent the heritage assets, views of the heritage assets, or the ability to appreciate their significance.	
Minor Beneficial	The development enhances to a minor extent the heritage assets, views of the heritage assets, or the ability to appreciate their significance.	
Neutral	The development does not affect the heritage assets, views of the heritage assets, or the ability to appreciate their significance.	**Preserves Significance**
Minor Adverse	The development harms to a minor extent the heritage assets, views of the heritage assets, or the ability to appreciate their significance.	**Less than Substantial Harm**
Moderate Adverse	The development harms to a clearly discernible extent the heritage assets, views of the heritage assets, or the ability to appreciate their significance.	
High Adverse	The development severely harms the heritage assets, views of the heritage assets, or the ability to appreciate their significance.	**Substantial Harm**

4.3.3 Question 3
What Is The Need For Change?
Heritage has great weight within planning policy and law, so any harm to its significance should be necessary and alternatives should have first been considered. Options appraisals setting out the relative merit of a variety of schemes that provide the same solution in different locations will allow the necessity of any harm or benefits to be explored.

Proposals should be compliant with the policies set out within the Heritage Management Plan (HMP). These have been included as an appendix to this criteria document.

Policy Compliance
Where a proposed development will lead to substantial harm to or total loss of significance of a designated heritage asset, local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or loss is necessary to achieve substantial public benefits that outweigh that harm or loss. NPPF, para 133

4.3.4 Question 4
Can Harmful Change Be Mitigated?
Any changes that would cause harm should be limited to what is necessary to sustain it in use. Mitigation measures should be provided to support the need for the proposals in their current form.

Willingness to consider and compare proposals, and offering mitigation measures provides evidence that a range of options have been considered. This allows the selection of an option that either eliminates or mitigates harm, as far as possible.

Policy Compliance
Where adverse impacts are unavoidable, measures to mitigate the impact should be considered. NPPF, para 152 (relating to economic, social and environmental dimensions)

4.3.5 Question 5
Can Harm Be Justified Against Public Benefit?
Proposals that have an impact on the significance of a heritage assets need to be clearly and convincingly justified in terms of the public benefits these provide. Public benefits are any outcomes in the public interest, such as economic, social or environmental progress. These benefits do not need to be visible or accessible to the public, for example conservation repair to a heritage asset ensures its survival for future generations. Bringing a heritage asset back into its optimum viable use is a public benefit.

The scope of public benefit cannot be defined at the outset as this will depend on each proposal as they arise. They should be articulated as part of the wider justification for the scheme by the design team.

Policy Compliance
As heritage assets are irreplaceable, any harm or loss should require clear and convincing justification. NPPF, para. 132

Public benefits may follow from many developments and could be anything that delivers economic, social or environmental progress. PPG, para 20

5.0 HERITAGE ENGAGEMENT AND ASSESSMENT STRATEGY
APPENDICES: HERITAGE MANAGEMENT PLAN POLICIES

HMP Policy 1: Informed conservation decisions
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.

HMP Policy 2: Maintenance Planning
A detailed routine maintenance plan should be published as a key component of the Asset Management Plan, and kept on site for reference by the site operators and Manchester City Council.

The published maintenance plan should include provision for maintaining both the fabric of the building and all other items associated with the use and significance of the Town Hall which require regular attention. The maintenance plan should be annually updated and reviewed as part of a three to five yearly inspection regime.

HMP Policy 3: Quinquennial condition surveys
Manchester City Council should arrange for the implementation of at least quinquennial condition surveys of the Town Hall by a specialist, Conservation Architect or Surveyor with a demonstrable knowledge of historic buildings. Ideally the review should be undertaken on a 3-5-year cycle by an appointed specialist.

Recommendations for repair work required set out in the condition survey should be prioritised and implemented according to the report's recommendations, initially concentrating on areas identified as requiring urgent or immediate attention.

HMP Policy 4: Informed fabric repair
Appropriate conservation of the Town Hall will be informed by detailed understanding of the building's construction and development. It must, therefore, be implemented by expert contractors, to exemplary standards, using appropriate materials and skills, and in accordance with legal requirements and the high expectations of the management of a public building.

HMP Policy 5: New works and alterations
Proposals for new works and alterations to the Town Hall building must be demonstrably well-informed and accord with the guiding principles for new works set out in the Heritage Management Plan 2015.

Particular regard should be given to the preparation of a specific Statement of Significance relevant to the impacted fabric or space, to help inform and refine proposals for change, and avoid irreversible harm to significant features.

Alterations to the building should always be carried out in a way that avoids or minimises harm to its significance.

HMP Policy 6: Assessment of heritage impact
All proposals for change of use, or alteration affecting the fabric or setting of the Town Hall should be the subject of an objective Heritage Impact Assessment which should accompany any application for listed building consent or planning permission.

HMP Policy 7: Positive impact on setting
Development proposals which affect the listed building group, particularly in Albert Square, must be based on detailed understanding of the significance of the setting of the Town Hall and the evolution of the municipal group.

Proposals will be expected to reinforce or positively enhance the known significance, (including the tangible and intangible characteristics) of the group of heritage assets and the wider town centre as a whole.

HMP Policy 8: Master-planning of the wider context
The management and maintenance of the Town Hall should be set within the context of an adopted master-plan which takes into account of all the buildings and public spaces within the Albert Square group, including the Library and the Town Hall Extension.

HMP Policy 9: Enhanced accessibility
Enhancement of access, as a means to secure the multi-purpose use of the Town Hall and Albert Square, is essential.

Consequently, all options to provide enhanced physical and intellectual access for users should be explored. Installation of public lifts in particular will result in a degree of compromise of historic fabric and value but are essential to secure the long-term use of the building.

The specific fabric impact must be considered against the benefits of the access improvements and the relative importance of the fabric component, as laid down in the statement of significance and the conservation management plan.

HMP Policy 10: Enhanced sustainability and effect on the environment
The management and future use of the Town Hall must pay special regard to solutions which will enhance the energy efficiency of the building and thereby carbon emissions. Development and enhancement proposals should, therefore, maximise the spatial efficiency of the building and minimise energy usage and water waste, salvaging materials where possible for use in refurbishment works and ensuring that adaptions utilise natural materials, appropriate to the building.

HMP Policy 11: Enhanced engagement in the historic environment
The refurbishment and potential development of Manchester Town Hall should realise the extensive opportunities for wider public participation and engagement with the city's historic environment, and in particular the architecture and social history of the building. The special architectural and historic interest of the building should be exploited as an attraction in its own right.

HMP Policy 12: Town Hall Portable Heritage Assets – operating procedures
The fabric of the building and its historic artworks and furniture are defined as part of the City's historic building collections, and are legally required by the Greater Manchester Act 1981 to be appropriately and carefully handled and maintained according to the operating procedures (as adopted by the Council on 27 July 2016).

HMP Policy 13: Portable Heritage Assets Disposals Policy and Procedures
The disposal of components of the redundant historic furniture collections will strictly in accordance with the adopted Manchester City Retention and Disposals Policy and Procedures, July 2016.

HMP Policy 14: Engagement of staff and site contractors
All staff working on the management, refurbishment and development of the Town Hall and municipal complex should be given training which explains the significance of the building and the purpose of the Heritage Management Plan.

The HMP's fundamental objectives of effective site management with a focus on heritage protection and enhancement, should be outlined as part of all site induction procedures, and the relationship to the delivery of staff and contractor's roles defined.

HMP Policy 15: Review of the Heritage Management Plan (HMP)
The Heritage Management Plan (HMP) will inform the future development, management and maintenance of Manchester Town Hall and Albert Square, as well as the setting of the building and square.

The policies within the HMP shall be reviewed on an annual basis and adapted where necessary to document the achievement of conservation and development objectives. This is necessary to ensure the effectiveness of the plan and the effective management of the site.

APPENDIX B - HERITAGE IMPACT ASSESSMENT: EARLY WORKS
DESCRIPTION OF THE ORGAN BY ALFRED WATERHOUSE

Alfred Waterhouse description of the instrument in 1878:

"The instrument contains three manuals of sixty-one notes, ranging from CC to C in altissimo, or five complete octaves; and a pedal manual ranging from CCC to F, two and a-half octaves, or thirty notes. It contains about 3,000 pipes, has forty-three 'sounding stops' and fifteen pedals de combinaison. The pipes, which are placed over the manuals in the oak case, are of the purest polished tin, the largest being about 16 feet in height. Contrary to the usual custom, the manuals are so placed that the performer faces his audience with his back to the organ, and by this means has the benefit of hearing so much better the effect of his instrument. Each of the manuals is furnished with an action by M. Cavaillé-Coll on Barker's pneumatic system, which enables them to be played either separately or in combination, with the same facility and ease as a modern pianoforte. The instrument is a remarkable specimen, as combining all the improvements which have been introduced in modern times in the construction of organs. The bellows are worked by hydraulic power, the engine having been supplied by Mr David Joy, of Barrow-in-Furness. The mechanism, which is mostly of iron, is adjusted with precision. One of the principal improvements already accomplished by M. Cavaillé-Coll consists in the application of a double system of expression applied to the manuals of the choir and swell, by the means of two pedals on pivots situated immediately over the pedal manual, which the organist can work by pressure from the toe or heel. These are placed over the centre of the pedal manual, and it will therefore be easy to obtain from them every shade of expression. These pedals having a double action, they may be left at whatever point of their course determinable by the organist to enable him to return to the pedal board without deranging in the slightest degree the amount of sound which he desires the instrument to give forth."

SOURCES ASSOCIATED WITH THE REPLACEMENT OF THE GREAT HALL FLOOR

ANNUAL ESTIMATES 1957/58

Memm/-

An extract was submitted from the proceedings of the City Council on 9th January, 1957, approving of the report of the Finance Committee (No.265) relating to proposals for rate or revenue expenditure in which certain items were submitted by the Town Hall Committee for inclusion in the 1957/58 estimates. The Finance Committee recommended the Council to request the Town Hall Committee to re-examine their proposed expenditure on special works with a view to reducing the amount to a level similar to that included in the annual estimates for 1956/57.

Memm/-

The Committee were informed that the current annual estimates provided for special works amounting to £11,914 and that the proposals submitted to the City Council from the last meeting of the Town Hall Committee amounted to £22,495.

Memm/-

The Committee then gave further consideration to the reports of the City Architect and the House Superintendent which were submitted at the last meeting.

(For reports see this Minute Book, folios 534 to 547)

Memm/-

During the discussion which took place, it was agreed that the proposals for the modernisation of the lavatories in the Town Hall should be spread over two years and that a sum of £1,400 only should be included in the estimates for 1957/58. In answer to questions by members of the Committee, the City Architect indicated that he was of the opinion that the floor in the Large Hall is in a dangerous condition and required renewing - he had obtained an estimate for relaying the floor with oak strips down the side and the remainder being of maple. This work would cost £2,000. With regard to the proposal to provide a permanent installation of loud speakers in the State Rooms, it was agreed that this work could be spread over two years and that for the coming financial year, provision should be made to the extent of £400.

Memm/-

During the discussion on the item relating to the repair of dry rot at the Cheetham Public Hall, members asked the City Architect to report to a future meeting on the possibility of the dry rot being associated with the presence of the public baths in the adjoining half of the building.

Memm/-

After much discussion, it was -

MANCHESTER PUBLIC LIBRARIES DEPARTMENT

CLASSIFICATION 725.132. AUTHOR H SUBJECT Town Hall: Great Hall. SOURCE AND DATE City & Suburban News Feb. 22. 1957

HOW to save £400. The Town Hall Committee has just done it. The oak floor in the Town Hall's great hall—it has been in constant use since 1877—is worn out and needs renewing. At first, the commitee wanted a new floor—of maple. But they found it would cost £1,900. So they decided to stick to oak and the new floor will cost £1,500.

M.E. Chron. Feb 14. 1957.

New £1,500 floor

A new oak floor is to be laid in the Great Hall of Manchester Town Hall at a cost of £1,500.

PURCELL