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Planning Statement

On behalf of Manchester City Council

Peterloo Massacre Memorial

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1.0 Introduction

1.1 This Planning Statement has been prepared by Maybern Planning and Development on behalf of Manchester City Council in support of the Planning and Listed Building Consent application at Manchester Central Convention Complex.

1.2 The application seeks approval of:

'Erection of memorial to commemorate the 200th anniversary of the Peterloo Massacre'

1.3 This Statement intends to summarise the nature of the proposals, compliance with the development plan and other relevant material considerations.

1.4 Submitted for approval are the following plans:

- Archaeology Assessment
- Construction Method Statement
- Crime Impact Statement
- Design and Access Statement
- Heritage Statement
- Land Contamination Report
- Local Labour Agreement
- Vibration Assessment
- Drawings as follows:
    - Site Location Plan (dwg ref. 475_L00_01)
    - Existing Site Plan (dwg ref. 475_L01_01)
    - Proposed Site Plan (dwg ref. 475_L11_02_F)
    - Proposed Plan (dwg ref. 475_L12_02_F)
    - Existing Plan (dwg ref. 475_L02_01)
    - Existing Elevation (dwg ref. 475_L05_01)
    - Details – Steps Construction (dwg ref.475_C90_01_D)
    - Proposed Elevation (dwg ref. 475_L15_01_D)
    - Proposed Section (dwg ref. 475_L14_01)

2.0 The Site and the Proposed Development

The Site

2.1 The site for the memorial is situated adjacent to the junction of Windmill Street and Lower Mosely Street to the north east of the Manchester Central Convention Complex (the former G-Mex). The application site measures 130 square metres in size.

2.2 The application site comprises land which was formerly the station approach, in front of the former Manchester Central Railway Station. The railway station ceased operation in 1969 and was subsequently converted and re-opened as the G-Mex centre in 1982 (later renamed Manchester Central in 2007). As part of the conversion, the former station approach area and entrance canopy in front of the building were radically remodelled and the memorial is proposed within what is now the forecourt area to the front of Manchester Central Convention Complex. The memorial will be located on the south-eastern corner of the forecourt area.

Proposed Development

2.3 The application seeks full planning permission to erect a permanent memorial to the Peterloo Massacre which occurred on 16th August 1819.

2.4 The design of the monument stems from the collaboration of artist Jeremy Deller and architects Caruso St John. The monument is planned to be ready for the bicentenary in August 2019, and its opening will coincide with a planned programme of commemorative events and celebrations around the subject of this important historical event.

2.5 The memorial will sit close to a number of listed building, most notably the grade II* former G-Mex (Manchester Central) and the grade II* Midland Hotel, and adjacent to the St Peter's Square Conservation Area.

2.6 The submitted Design and Access Statement provides significant detail on the design proposals. In summary, the memorial comprises two groups of concentric circles.

2.7 The first is three-dimensional and is intended as a focal point for gatherings, it will be made up of 12 steps which are each 150mm high. Each of the steps will be detailed with various motifs on the horizontal surfaces, whilst the names of victims and cities will be engraved onto the rise of each step. Text on the top stone will act as a compass, referring to other similar events which have occurred across the world. The stepped monument is 11.6m in diameter.

2.8 The second set of circles is intended to provide a space for those who cannot or do not wish to climb the monument, it will replicate the motifs and compass of the first set of circles. This part of the monument will be 6.0m in diameter.

2.9 As set out in the accompanying Design and Access Statement, The design proposes a colourful memorial built in stone, using a variety of different minerals, chosen for their colour and texture. The memorial will incorporate granites, sandstones and slates from all regions of the United Kingdom.

2.10 The types of stone proposed are set out at page 18 of the Design and Access Statement, the bright range of colours refer to the bold, celebratory graphics of banners calling for social reform that are traditionally held up by protestors at gatherings and marches.

3.0 Planning Considerations

3.1 In accordance with Section 38(6) of the Planning and Compulsory Purchase Act 2004 the application must be determined in accordance with the development plan unless material considerations indicate otherwise.

3.2 The statutory development plan for the application site comprises the adopted Core Strategy (July 2012) together with the extant UDP (July 1995) Policies where not superseded by the Core Strategy.

Pre-application advice

3.3 Pre-application advice was requested from Manchester City Council which largely related to the planning application validation requirements. These were confirmed to the applicant by email on 31st October 2018 and have informed the preparation of the supporting documents now provided with the planning and listed building applications.

3.4 A formal pre-application meeting was also held with Historic England on 14th December 2018 and planning conservation officers from Manchester City Council also attended that meeting. The proposals for the memorial were discussed, with a focus on the heritage assets nearby the application site. Comments provided at the meeting were taken into account in forming the final development proposals for submission.

Planning Policy

3.5 Relevant policies of the Development Plan are as follows:

- Saved Policy DC18.1 Conservation Areas

  The application site is situated adjacent to the St Peter's Square Conservation Area. The Midland also lies within the Conservation Area.

  The application is supported by a robust heritage statement which concludes that the proposed memorial, whilst altering the physical setting of the neighbouring heritage assets, will not cause any harm to the significance of the assets, and will instead bring a new cultural feature of great socio-political importance and inherent associative historic heritage value to Manchester city centre.

- Saved Policy DC19.1 Listed Buildings

  The listed buildings of primary relevance are the former G-Mex (grade II*) and the Midland Hotel (grade II*), and a further listed building of secondary relevance, namely 56-58 Peter Street.

  The application is supported by a robust heritage statement which concludes that the proposed memorial, whilst altering the physical setting of the neighbouring heritage assets, will not cause any harm to the significance of the assets, and will instead bring a new cultural feature of great socio-political importance and inherent associative historic heritage value to Manchester city centre.

- Policy SP 1 – Spatial Principles

  The memorial is situated in a highly accessible location for walking, cycling and via various public transport means. Consideration has been given to safety aspects with measures taken to avoid anti-social behaviours and any associated potential for damage to the memorial. It would contribute to the quality of the environment in the locality by enhancing the character of the area and attracting visitors to this part of the city.

- Policy CC 4 – Visitors, tourism, culture and leisure

  The memorial commemorates the events which took place in the City on 16th August 1819, when a sixty-thousand-strong crowd walked to St Peter's Field in Central Manchester, from as far afield as Wigan, Rochdale, Saddleworth and Altrincham. They gathered to call for parliamentary representation. Shortly after the meeting began, and whilst the orator Henry Hunt was making his address, local government forces charged into the crowd on horseback and, with swords drawn, injured seven hundred people and killed eighteen men, women and children.

  It was a pivotal event in working-class politics, and can be linked to Chartism, the rise of Trade Unionism and the formation of the Labour Party. The political and cultural significance of the Peterloo Massacre, its association with Greater Manchester, and the continuing resonance and meaning of the events of 1819, makes commemorating the bicentenary of Peterloo in Manchester particularly important.

- Policy CC 9 – Design and heritage

  The proposal is for a high quality memorial designed by the Turner Prize winning artist Jeremy Deller. Influences behind the design include a simple burial mound and a raised hustings. The memorial will make a significant contribution in terms of its cultural value in the celebration of the significance of a very important event that helped shape the socio-economic and political development of the city.

  The supporting documents to the planning application include a Heritage Statement which comments that there is no substantial harm to the numerous heritage assets located in the area of the application site, and moreover that the memorial promises a notable cultural addition to Manchester city centre, bringing added historical, communal and aesthetic heritage value in the form of a subtle and modern intervention to a space which has been subject to considerable change over recent years.

- Policy CC 10 – A place for everyone

  Considerable thought has been given to accessibility to achieve a balance between the artist's intention and the need for access. Various options have been considered and the designers have introduced a second, flat circle of coloured stones, adjacent to the stepped circle, which has the same material construction and text information as at the top platform.

- Policy T 2 – Accessible Areas of Opportunity and Need

As noted above, the memorial is situated in a highly accessible location for walking, cycling and via various public transport means. Considerable thought has been given to accessibility to achieve a balance between the artist's intention and the need for access. A second, flat circle of coloured stones, adjacent to the stepped circle, which has the same material construction and text information as at the top platform, this replicates the inlays for those who cannot or do not wish to climb the steps.

- Policy EN 1 – Design Principles and Strategic Character Areas

  The memorial site is adjacent to the southern edge of St Peter's conservation area. Various historically relevant buildings surround the site, in particular the Grade II* listed Midland Hotel, the Grade II listed Theatre Royal, the Grade II* listed Free Trade Hall and the above mentioned Grade II* listed railway station. This area has undergone significant changes in the past hundred years – its character linked to the changing use of the former railway structure.

  The proposal represents a high quality design by a Turner prize winning artist and will result in an overall enhancement in the square.

- Policy EN 3 – Heritage

  In terms of designated heritage assets close to the application site, there are two listed buildings of primary relevance, namely the former G-Mex (grade II*) and the Midland Hotel (grade II*), and a further listed building of secondary relevance, namely 56-58 Peter Street. In addition to listed buildings, the application site is situated adjacent to the St Peter's Square Conservation Area. The Midland also lies within the Conservation Area.

  The application is supported by a robust heritage statement which concludes that the proposed memorial, whilst altering the physical setting of the neighbouring heritage assets, will not cause any harm to the significance of the assets, and will instead bring a new cultural feature of great socio-political importance and inherent associative historic heritage value to Manchester city centre.

- Policy DM 1 – Development Management

  The application has sought to address all technical matters in order to demonstrate compliance with Policy DM1. The proposed development is considered to be designed in a manner which is appropriate for the application site and which is acceptable in terms of the proposed siting, layout, scale, form, massing and appearance.

  Detailed consideration of technical matters which have potential to create issues for amenity are set out in chapter 4 of this statement.

  Accessibility matters have been referred to above and addressed within the submitted Design and Access Statement.

National Planning Policy Framework

3.6 section 16 (Conserving and enhancing the historic environment) of the NPPF (2018) considers heritage planning and identifies the following key drivers in the decision making process:

- 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;

- c) the desirability of new development making a positive contribution to local character and distinctiveness.

3.7 Paragraph 193 of the NPPF states:

"When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance."

3.8 Paragraph 195 of the NPPF states:

"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 total loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply:

a) the nature of the heritage asset prevents all reasonable uses of the site; and

b) no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and

c) conservation by grant-funding or some form of not for profit, charitable or public ownership is demonstrably not possible; and

d) the harm or loss is outweighed by the benefit of bringing the site back into use."

3.9 Paragraph 196 of the NPPF states:

"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, where appropriate, securing its optimum viable use."

3.10 The submitted Heritage Statement provides consideration of the impact of the memorial on the setting of the neighbouring designated heritage assets, most specifically in relation to views. Section 4 of the statement specifically considers compliance with the NPPF in this respect.

4.0 Technical Considerations

4.1 The package of supporting documents submitted as part of this planning application demonstrate that, whilst in some instances there may be necessary mitigation, there are no technical matters at the application site which would preclude the development of the memorial as proposed.

4.2 The submission includes the following, a summary of the matters is provided for each document:

- **Archaeology Assessment**

  Prepared by BWB Consulting.

  The desk-based assessment concludes that the foundations for the proposed memorial are unlikely to be very deep and as such it is unlikely that anything of archaeological interest will be encountered. There is some potential that the works will encounter remains of former structures that would have occupied the corner of Windmill Street and Lower Mosley Street and could relate to the former Kings Arms Public House, but it is considered to be unlikely.

- **Construction Method Statement**

  Prepared by Conlon Construction.

  The statement provides details of the intended site compound, offices and welfare facilities together with safety considerations and hours of operation. It provides details of the stages of construction through to completion.

- **Crime Impact Statement**

  Prepared by Greater Manchester Police.

  Greater Manchester Police Design for Security have been contacted in respect of preparing a Crime impact Statement for the application. At the time of submission this is in progress and the supporting documents include a letter from GMP Design for Security which confirms the same.

- **Design and Access Statement**

  Prepared by Jeremy Deller and Caruso St John Architects.

  The Design and Access Statement provides further details of the history of the site and the significant of the Peterloo Massacre, a detailed explanation of the design proposal and information about the accessibility considerations. The D&A provides various site images as well as the appended full drawing set.

- **Heritage Statement**

  Prepared by Christopher James O'Flaherty.

The statement carries out an assessment of the significance of the numerous nearby heritage assets and the likely impact of the proposed memorial. The statement finds that whilst the memorial will change the setting of the neighbouring heritage assets, it will not cause any harm to the significance of the assets, and will instead bring a new cultural feature of great socio-political importance and inherent associative historic heritage value to Manchester city centre.

- **Land Contamination Report**

  Prepared by Worms Eye.

  The report provides the finding of a site investigation carried out to determine whether there is any contamination present at the application site. A series of three boreholes and two dynamic probes were drilled on the site and the samples were tested for contaminants. The results showed low levels, below stringent residential thresholds and the report concludes that there are no risks to members of the public and no remedial works are required.

- **Local Labour Agreement**

  Prepared by Mather & Elllis Ltd.

  Mather and Ellis Ltd are responsible for the main project works. The submitted information provides details of the company structure together with a breakdown of the percentage of employees by distance to the site (Manchester City Centre).

- **Vibration Assessment**

  Prepared by Martec Environmental Consultants Ltd.

  A survey was carried out at the application site in order to measure the vibration levels as existing, the survey was taken on a weekday for a 3 hour period from 16.00 to 19.00. The vibration levels, whilst perceptible, indicate a resident exposed to such levels in their house for 16 hours/day would not be expected to comment adversely on the vibration. Whilst that is clearly not directly applicable to the circumstances of visitors to an outdoor memorial, it is a reasonable indicator that vibration from the nearby trams should not adversely affect visitors to the memorial.

5.0 Conclusion

5.1 The application seeks full planning permission for the erection of a memorial to commemorate the Peterloo Massacre.

5.2 After decades of active campaigns for the erection of a dignified memorial, it is hoped that the long awaited monument will be erected and opened ahead of the 200th anniversary of the Peterloo Massacre later this year.

5.3 The development will deliver significant public benefits which include the cultural value of the memorial and the contribution it will make to the celebration of the significance of a very important event that helped shape the socio-economic and political development of the city.

5.4 The proposal will provide a new piece of public art within the City, designed by the Turner prize winning artist, Jeremy Deller.

5.5 This Statement together with the package of supporting documents which accompany the application, has demonstrated that the proposals are consistent with the relevant development plan and that there are no technical matters which would preclude the grant of planning permission.

5.6 For these reasons it is respectfully requested that the application be considered favourably and that planning permission be granted.