MANCHESTER CITY COUNCIL

Planning

Growth & Development

Delegated officer report for planning application

Application no.	141671/VO/2024
Date registered valid:	18 December 2024
Proposal:	Installation of 3no. Hostile Vehicle Mitigation (HVM) Bollards within St Peter's Square, reinstallation of bollards along Lloyd Street and 1no. new Public Realm Wayfinding Totem within St Peter's Square.
Address:	St Peters Square, Lloyd Street And Cooper Street Public Realm Areas Between Manchester Town Hall And Town Hall Extension, Manchester
Ward(s):	Deansgate Ward
Applicant:	Mr Tim Laycock Manchester City Council
Agent (if any):	Mr Matthew Stirton Planit IE Limited
Case officer:	Emily Booth Tel: 0161 234 4193 Email: emily.booth@manchester.gov.uk
Recommendation:	Approve

Date of recommendation: 11 February 2025

Application details

Type of application: Regulation 3 Consent

Development type: Minor Other

Date of site visit: 23 December 2024

Standard consultations:
Printed: 19 December 2024 Expired: 12 January 2025

Neighbour notifications
Printed: 19 December 2024 Expired: 12 January 2025

Site notice
Posted: 23 December 2024 Expired: 16 January 2025

Press advert
Published: 24 December 2024 Expired: 14 January 2025

Departure from Development Plan: No

Environmental Statement: Not required

Description of site/building

Listed building: Not applicable

Conservation area: Albert Square Conservation Area 1972

Tree Preservation Order: Not applicable

Description of area

This application relates to St Peters Square, Lloyd Street and Cooper Street, which are part of the Town Hall Complex. The part of the square affected by these works is within the Albert Square Conservation Area and adjacent to the St Peters Square Conservation Area.

St Peters Square was redesigned and expanded between 2012 and 2017 in accordance with planning application referenced 100589/VO/2012/C2 and contains a Metrolink station and listed and unlisted statues, structures and monuments including the Grade II* Listed Cenotaph and the Grade II Listed St Peter's Cross.

Application referenced 124918/VO/2019 allowed the refurbishment and expansion of Albert Square public realm, including its continued use for temporary events and activities throughout the year; works to include: the installation of a new surface water drainage scheme, removal of existing trees and replacement tree planting and soft landscaping; installation of new lighting columns, wayfinding signage and street furniture including a secure line of bollards along Cooper Street in between the Grade I Listed Town Hall and the Grade II* Listed Cenotaph and adjacent the Grade II* Listed Town Hall Extension; creation of new sloped access to the Town Hall entrances; highways and servicing access works, and associated works.

The square is a high quality, welcoming, fully pedestrianised, open and accessible public square with Yorkstone paving with inclusions of different shades and colours on the surface and

edge treatment, tactile paving, a number of trees, a flower garden, coordinated hard wood furniture, powder coated dark coloured steel bollards, bins and cycle racks and integrated lighting. York Street and Cooper Street have the same surface materials.

The site is situated in an area of the City Centre known as the Civic Quarter, which is renowned for its historic, modern, civic, cultural and commercial architecture and high-quality public realm. St Peters Square is at the core of the Civic Quarter and is characterised by high quality public realm, high quality new development and exceptional highly graded listed buildings. Surrounding uses include retail, offices, hotels, bars, restaurants, financial and professional services and cafes.

The Grade I Listed Manchester Town Hall and the Grade II* Listed Manchester Town Hall Extension, Manchester Central Library and surround the square as does the Grade II* Midland Hotel.

The part of St Peters Square affected by this application is highly sensitive being between the Grade II* Listed Town Hall Extension and within the setting of the Grade II* Listed Cenotaph and Grade I Listed Town Hall.

The Grade II* Listed Cenotaph is a war memorial designed Sir Edwin Lutyens and constructed of Portland Stone. Installation commenced in November 1923, and it was unveiled on 12th July 1924. The Cenotaph was relocated as part of the refurbishment of St Peter's Square and now sits in front of the Cooper Street elevation of the Garde I Listed Town Hall. It is surrounded by a memorial garden.

The Grade II* Listed Town Hall Extension is steeply pitched with a slate roof terminating in gables. It has a large irregular plan form and presents 17 bays to St Peter's Square. This elevation has an arcaded ground floor with substantial plain columns with understated detailing and a distinct vertical emphasis. Windows are vertically placed with square heads, creating an almost severe façade. This is lightened visually by the projecting gabled dormers in the steeply pitched roof space. Stair light screens contain heraldic devices for England, Ireland, Scotland and Wales and the Lancashire cotton flower. Above the stair light screens are statues carved by Hermon Cawthra, depicting a Philosopher and a Counsellor. The building contains a number of original features and areas of significant importance, which are not limited to the external elevations and include the Rates Hall, Member's Corridor, Gas and Electricity Showrooms, Committee Rooms and Members Dining Room.

The Grade I Listed Town Hall is Manchester's most significant civic landmark and an icon of its history. It opened in 1877 and is a masterpiece of Victorian Neo-Gothic architect, Alfred Waterhouse and was Grade I listed in 1952. Its external elevations are constructed of Sandstone ashlar, the rooves are covered by slate and it is between 5 and 8 storeys high. The building is currently undergoing refurbishment.

Description of development

Planning permission is sought to install the following:

- 3no. bollards with decorative sleeves to complete the secure line approved as part of application referenced 124918/VO/2019 in front of the Town Hall at the end of Lloyd Street
- 1no. wayfinding totem to match the design of the other approved totems, to be located close to the junction of Lloyd Street, Cooper Street and St Peter's Square.

The existing bollards that run the length of the Town Hall Extension along Lloyd Street would also be repainted to match the sleeves of the bollards within the secure line.

Consultations & Notification Responses

Highway Services - Advised the following:

The applicant is required to discuss and agree any requirements for licensing, hoarding /scaffolding, and skips with MCC's Highways Licensing Team via Email to: highwaylicences@manchester.gov.uk.

The applicant is required to discuss and agree any requirements for temporary pedestrian and traffic management with MCC's Event and Traffic Management Team via Email to highwaynetworkmanagement@manchester.gov.uk.

Environmental Health - Advised that they do not have any comments.

Greater Manchester Police - Advised that having looked at the application they would fully support the proposals.

Publicity - The application was advertised in the local press as affecting the setting of a listed building and affecting a conservation area. A site notice was displayed on site and letters were sent to surrounding occupiers. 1no. objection was received that is summarised as follows:

There is a cost-of-living crisis and lack of money for public services and this feature is a waste of council tax money.

Issues

Issues and Policy

The Adopted Core Strategy for the City of Manchester

Policy EN1 (Design Principles and Strategic Character Areas) advises that developer's will be expected to consider the City's heritage, including its listed buildings, conservation areas, archaeological remains and historic street pattern.

Policy EN3 (Heritage) advises that new developments must be designed so as to support the Council in preserving or, where possible, enhancing the historic environment.

Policy CC4 (Visitors, Tourism and Leisure) advises that development in the City Centre which improves facilities for visitors, including Manchester residents, will be promoted.

Policy CC9 (Design and Heritage) advises that development in Manchester should preserve or enhance the heritage assets affected.

CC10 (A Place for Everyone) states that development that promotes high standards of accessibility to buildings and across spaces in the City Centre.

Policy SP1 (Spatial Principles) advises that development in all parts of the City should protect and enhance the built environment.

Policy DM1 (Development Management) advises that all development should be appropriately sited, scaled, formed, massed and detailed with appropriate layout and materials and should have regard to the character of the surrounding area and effects on built heritage.

The Unitary Development Plan for the City of Manchester

Saved Policy DC18.1 (Conservation Areas) states that the Council will seek to preserve and enhance the character of its designated conservation areas by carefully considering issues including the effect of signs and advertisements.

Saved Policy DC19.1 (Listed Buildings) advises that in determining applications for listed building consent the Council will have regard to the desirability of securing the retention, restoration, maintenance and continued use of such buildings and to protecting their general setting. The City Council will:

- Not permit any external or internal alteration or addition to a listed building where in its opinion, there would be an adverse effect on its architectural or historic character.

Places for Everyone -

The Places for Everyone Plan is a Joint Development Plan Document, providing a strategic plan and policies, for nine of the 10 boroughs which make up Greater Manchester.

The following policies are considered relevant to this application.

Policy JP-P 1 (Sustainable Places) aims to become one of the most liveable city regions in the world, consisting of a series of beautiful, healthy and varied places, each having the following key attributes that all development, wherever appropriate, should be distinctive, with a clear identity, visually stimulating, socially inclusive, resilient, adaptable, durable, resource efficient, safe, supported by critical infrastructure, functional and convenient, incorporating accessibility, legible easy to move around, well connected, comfortable and inviting, incorporating high quality and well managed green infrastructure and public realm, well served by local shops, services and amenities.

Policy JP-P 2 (Heritage) aims to proactively manage and work with partners to positively conserve, sustain and enhance its historic environment and heritage assets and their settings. Opportunities will be pursued to aid the promotion, enjoyment, understanding and interpretation of heritage assets, as a means of maximising wider public benefits and reinforcing Greater Manchester's distinct identity and sense of place. The policy requires development proposals affecting a designated heritage asset (or an archaeological site of national importance) and a conservation area to conserve those elements which contribute to its significance including those identified in any conservation area appraisal as making a positive contribution to the area. Harm to such elements will only be permitted where this is clearly justified and outweighed by the public benefits of the proposal.

National Policy

Sections 16, 66 and 72 of the Listed Buildings and Conservation Areas Act 1990 requires that special consideration is given to the preservation of the significant fabric and setting of listed buildings and conservation areas. Development decisions should, therefore, accord with the requirements of the NPPF and to section 16 (Conserving and Enhancing the Historic Environment).

It is a fundamental requirement of the NPPF that planning proposals contribute to the achievement of "sustainable development". In order to meet this key planning objective, in this instance, the development should sustain and contribute to the stimulation of a thriving historic environment.

Paragraph 207 advises that local planning authorities should require an applicant to submit sufficient information to describe the significance of any heritage assets affected, including any contribution made by their setting.

Paragraph 216 states that 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 213 advises that any harm to or loss of a designated heritage asset should require clear and convincing justification. Substantial harm or loss should be exceptional and substantial harm to or loss of designated heritage assets of the highest significance, including grade I and II* listed buildings should be wholly exceptional.

Paragraph 215 states that where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use.

Section 12 (Achieving Well Designed Places) advises that the government attaches great importance to the design of the built environment. Good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people.

Visual Amenity and the impact on the Character and Appearance of the Heritage Assets affected -

The 3no. additional bollards are required to complete the secure line at the end of Lloyd Street to prevent hostile vehicles from causing damage to the building fabric of the Town Hall and gaining access to St Peters Square from Mount Street. These have been identified as a requirement by Counter Terrorism Security Advisers. As confirmed above the secure line of bollards was approved as part of application referenced 124918/VO/2019 and the 3no. bollards proposed would fill a small gap in this line that doesn't currently have approval to install bollards or a way finder.

The bollard would have a decorative bollard sleeve that would match those used on all other bollards within Albert Square and on Cooper Street.

The harm to the setting of the listed buildings is therefore considered to be less than substantial given the minimal change that three bollards would make in the context of the approved secure line of bollards and the coordinated design of the sleeve. The public benefit is that to the Grade I Listed Town Hall would be better secured against crime as they would prevent a vehicle reaching the Town Hall.

The totem would impact on the setting of the above-described listed buildings. It would have the same design as the other approved totems and would be coordinated with the other street furniture surrounding the Grade I listed Town Hall ensuring that they are in keeping with the landscaping scheme. They would be an expected feature within the street scene continuing the approved wayfinding strategy therefore minimising the harm to the settings of the listed buildings. It would have the same design as the other approved totems ensuring that they are in keeping with the landscaping scheme. It would also cause less than substantial harm that would be justified by public benefit. The public benefit of the totem is that it would assist movement around the complex and address direction queries.

The painting of the existing bollards would be beneficial as it would mean that they would be in keeping with the colour of the bollards used within Albert Square and next to the Town Hall.

It is considered that the benefits of the proposal would outweigh the less than substantial harm caused to the affected heritage asset by the above-described works and are consistent with paragraphs 210 and 215 of the NPPF and address sections 66 and 72 of the Planning Act in relation to preservation and enhancement. The public benefits of the proposals are that the building and Town Hall complex public realm would be protected from harm and that the risk of vehicle related crime would be reduced and assist visitors to the Civic Quarter.

Other Legislative Requirements

Equality Act 2010
Section 149 (Public Sector Equality Duty) of the Equality Act 2010 requires due regard to the need to: Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Act and; Advance equality of opportunity between persons who share a protected characteristic and persons who do not share it. The Equality Duty does not impose a legal requirement to conduct an Equality Impact Assessment. Compliance with the Equality Duty involves consciously thinking about the aims of the Equality Duty as part of the process of decision-making.

Human Rights Act 1998 considerations
This application needs to be considered against the provisions of the Human Rights Act 1998. Under Article 6, the applicants (and those third parties, including local residents, who have made representations) have a right to a fair hearing and to this end the local planning authority must give full consideration to their comments.

Protocol 1 Article 1, and Article 8 where appropriate, confer(s) a right of respect for a person's home, other land and business assets. In taking account of all material considerations, including Council policy as set out in the Core Strategy and saved polices of the Unitary Development Plan, the Director of Planning, Building Control & Licensing has concluded that some rights conferred by these articles on the applicant(s)/objector(s)/resident(s) and other occupiers and owners of nearby land that might be affected may be interfered with but that that interference is in accordance with the law and justified by being in the public interest and on the basis of the planning merits of the development proposal. She believes that any restriction on these rights posed by the recommendation given is proportionate to the wider benefits of and that such a decision falls within the margin of discretion afforded to the Council under the Town and Country Planning Acts.

Recommendation:

Article 35 Declaration

In assessing the merits of an application officers will seek to work with the applicant in a positive and proactive manner to seeking solutions to problems arising in relation to dealing with the application. In this instance this has included advice about the information required to be submitted to support the application and to address issues. This has led to an acceptable proposal.

Condition(s) to be attached to decision for approval

1) The development must be begun not later than the expiration of three years beginning with the date of this permission.

Reason - Required to be imposed pursuant to Section 91 of the Town and Country Planning Act 1990.

2) The development hereby approved shall be carried out in accordance with the following drawings and documents:

The site location plan referenced OTH-PLA-EE-XX-DWG-L-0011 Rev 02 received by the City Council as local planning authority on 4 December 2024

The drawings referenced:

OTH-PLA-EE-ES-DWG-L-1000 Rev C02 received by the City Council as local planning authority on 4 December 2024
OTH-PLA-EE-ES-DWG-L-1103 Rev 03 received by the City Council as local planning authority on 31 October 2024

The statement entitled 'Application for HVMs Bollards and Wayfinding Totems Related to the Our Town Hall Project, Manchester' prepared by Planit received by the City Council as local planning authority on 11 February 2025

Reason - To ensure that the development is carried out in accordance with the approved plans. Pursuant to policies EN1, EN3, SP1 CC9 and DM1 of the Core Strategy, saved policies DC18.1 and DC19.1 of the Unitary Development Plan.

3) Samples and specifications of the painting for the bollards on Lloyd Street shall be submitted to and approved in writing by the City Council as local planning authority prior to the installation of the new bollards. All bollards on Lloyd Street shall them be fully painted in accordance with the approved information and shall be fully installed prior to the completion of the development.

Reason - In the interests of visual amenity and because the proposed works affect a building that is included in the Statutory List of Buildings of Special Architectural or Historic Interest so careful attention to building work is required to protect the character and appearance of this building in accordance with policies SP1, CC9, EN1, EN 3 and DM1 of the Adopted Core Strategy for the City of Manchester, the Design and Principle of the Guide to Development in Manchester SPD and saved policies DC18.1 and DC19.1 of the Unitary Development Plan for the City of Manchester.

Appendix 1 – List of consultees & neighbours notified

Highway Services
Environmental Health
Greater Manchester Police

73 - 75 Princess Street, Manchester, M2 4EG
Flat At, City Arms, 48 Kennedy Street, Manchester, M2 4BQ
79 Mosley Street, Manchester, M2 3LQ
83 Mosley Street, Manchester, M2 3LQ
2 St Peter's Square, Manchester, M2 3AA
Town Hall, Albert Square, Manchester, M2 5DB
Ground Floor Left, Carlton House, 18 Albert Square, Manchester, M2 5PE
Vine Inn, 46 Kennedy Street, Manchester, M2 4BQ
5 Cooper Street, Manchester, M2 2FW
FRISKA, 3 St Peter's Square, Manchester, M2 3AA
City Council Engineers And Surveyors, Albert Square, Manchester, M2 5HD
Suite 1B First Floor, Carlton House, 16 - 18 Albert Square, Manchester, M2 5PF
Ground Floor Right, Carlton House, 16 - 18 Albert Square, Manchester, M2 5PF
Second Floor, 20 - 21 Albert Square, Manchester, M2 5PE
65 Princess Street, Manchester, M2 4EG
77A Mosley Street, Manchester, M2 3HR
Suite 3B, 80 Mosley Street, Manchester, M2 3FX
18 Albert Square, Manchester, M2 6LW
Rajdoot Tandoori Manchester Ltd, Basement, 18 Albert Square, Manchester, M2 5PE
First Floor, 73 - 75 Princess Street, Manchester, M2 4EG
Suite 4A, 80 Mosley Street, Manchester, M2 3FX
Suite 1A First Floor, Carlton House, 16 - 18 Albert Square, Manchester, M2 5PF
Second Floor, Carlton House, 16 - 18 Albert Square, Manchester, M2 5PF
Ground Floor, 2 Mount Street, Manchester, M2 5WQ
Second Floor, 2 Mount Street, Manchester, M2 5WQ
First Floor, 2 Mount Street, Manchester, M2 5WQ
Basement And Ground Floor, 73 - 75 Princess Street, Manchester, M2 4EG
Basement And Ground Floor, 65 Princess Street, Manchester, M2 4EG
Suite 1B, 80 Mosley Street, Manchester, M2 3FX
Suite 1A, 80 Mosley Street, Manchester, M2 3FX
Fourth Floor, 73 - 75 Princess Street, Manchester, M2 4EG
Third Floor, 73 - 75 Princess Street, Manchester, M2 4EG
The Waterhouse, 67 - 71 Princess Street, Manchester, M2 4EG
Second Floor, 12 Princess Street, Manchester, M1 7AG
Ban Di Bul Restaurant, 77 Princess Street, Manchester, M2 4EG
Suite 8, 80 Mosley Street, Manchester, M2 3FX
Suite 7A, 80 Mosley Street, Manchester, M2 3FX
Suite 7B, 80 Mosley Street, Manchester, M2 3FX
Suite 6B, 80 Mosley Street, Manchester, M2 3FX
Obi Property Limited, 80 Mosley Street, Manchester, M2 3FX
First Floor, 20 - 21 Albert Square, Manchester, M2 5PE
Third Floor, 20 - 21 Albert Square, Manchester, M2 5PE
2 Mount Street, Manchester, M2 5WQ
1 Cooper Street, Manchester, M2 2FW
Flat 6, Waldorf House, 3 Cooper Street, Manchester, M2 2AD
Flat 2, Waldorf House, 3 Cooper Street, Manchester, M2 2AD
Flat 3, Waldorf House, 3 Cooper Street, Manchester, M2 2AD
Flat 1, Waldorf House, 3 Cooper Street, Manchester, M2 2AD

Flat 7, Waldorf House, 3 Cooper Street, Manchester, M2 2AD
Flat 5, Waldorf House, 3 Cooper Street, Manchester, M2 2AD
Flat 4, Waldorf House, 3 Cooper Street, Manchester, M2 2AD
77 Mosley Street, Manchester, M2 3HR
Basement To Third Floor, 79 Mosley Street, Manchester, M2 3LQ
Suite 4B, 80 Mosley Street, Manchester, M2 3FX
Suite 6A, 80 Mosley Street, Manchester, M2 3FX
Suite 5B, 80 Mosley Street, Manchester, M2 3FX
Suite 5A, 80 Mosley Street, Manchester, M2 3FX
Cafe Nero, 80 Mosley Street, Manchester, M2 3FX
Suite 9, 80 Mosley Street, Manchester, M2 3FX
Third And Fourth Floors, 2 Mount Street, Manchester, M2 5WQ
PUBLIC CONVENIENCES, Town Hall Extension, Lloyd Street, Manchester, M60 2LA
POST OFFICE, Town Hall Extension, Mount Street, Manchester, M2 5DB
Town Hall Extension, St Peter's Square, Manchester, M60 2LA
City Arms, 48 Kennedy Street, Manchester, M2 4BQ
Greater Manchester Police Public Enquiry Counter, Town Hall Extension, Lloyd Street, Manchester, M60 2LA
Second Floor, 73 - 75 Princess Street, Manchester, M2 4EG
Third Floor, Carlton House, 16 - 18 Albert Square, Manchester, M2 5PR
Suite 3A, 80 Mosley Street, Manchester, M2 3FX
Basement And Ground Floor, 20 - 21 Albert Square, Manchester, M2 5PE
Flat 12, Waldorf House, 3 Cooper Street, Manchester, M2 2AD
Ground Floor, 73 - 75 Princess Street, Manchester, M2 4EG
Flat 9, Waldorf House, 3 Cooper Street, Manchester, M2 2AD
Flat 8, Waldorf House, 3 Cooper Street, Manchester, M2 2AD
Flat 11, Waldorf House, 3 Cooper Street, Manchester, M2 2AD
Flat 10, Waldorf House, 3 Cooper Street, Manchester, M2 2AD
12 Princess Street, Manchester, M1 7AN
42 - 44 Kennedy Street, Manchester, M2 4BQ
Suite 2A, 80 Mosley Street, Manchester, M2 3FX
Suite 2B, 80 Mosley Street, Manchester, M2 3FX

Appendix 2 – Planning constraints

Article 4 Direction - City Centre PD Restriction - Class B1(a) To C3
Article 4 Direction - Removal Of PD Rights Change Of Use From Class C3 To Class C4
Coal Authority - Development Low Risk - Name: DEVELOPMENT_LOW_RISK_AREA
Conservation Area - Albert Square Conservation Area 1972
Area Team Boundary - Name: CENTRAL