

Planning

Growth & Development

Delegated officer report for planning application

Application no. 140909/LO/2024

Date registered valid: 7 October 2024

Proposal: Listed Building Consent for the lifting of the paving and the installation of a bollard and plate and reinstatement of paving over the top of the bollard plate to match the existing.

Address: Land Within The Colonnade Of The Town Hall Extension Adjacent Mount Street, Manchester City Centre

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: 29 November 2024

Application details

Type of application: Listed Building Consent

Development type: Listed building alteration

Date of site visit: 11 October 2024

Standard consultations:

Printed: 9 October 2024 Expired: 30 October 2024

Neighbour notifications

Printed: 9 October 2024 Expired: 30 October 2024

Site notice

Posted: 11 October 2024 Expired: 1 November 2024

Press advert

Published: 15 October 2024 Expired: 5 November 2024

Departure from Development Plan: No

Environmental Statement: Not required

Description of site/building

Listed building: Grade II* Listed

Conservation area: Albert Square Conservation Area 1972

Tree Preservation Order: Not applicable

Description of area

This application relates to Manchester Town Hall Extension, which is within the Albert Square conservation area, is Grade II* Listed and is part of the Town Hall Complex. The Grade I Listed Town Hall and the Grade II* Listed Central Library are located on either side, St Peter's Square is located in front, which includes public open space and a Metrolink station and Mount Street is located at the rear. The Town Hall Extension is linked to the Town Hall via bridge link at levels 2 and 3 of the Town Hall Extension; and is linked to Central Library via a basement route and a ground level contemporary glazed link building.

The building is within the Albert Square Conservation Area and adjacent to the St Peters Square Conservation Area and is situated in an area of the City Centre known as the Civic Quarter. Surrounding uses include retail, offices, hotels, bars, restaurants, financial and professional services and cafes.

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 proposals relates to the land within the colonnade on Mount Street.

Description of development

Listed building consent is sought for the following works:

- Lifting of 6 original paving slabs.
- Installation of a bollard foundation plate with Hostile Vehicle Mitigation Bollard. The steel foundation plate would measure 1.8mm x 3mm and would be installed within the mortar bedding zone below the paving finishes.
- Covering of the bollard with a decorative sleeve.
- Reinstallation of the paving slabs or replacement if necessary.

Consultations & Notification Responses

Historic England (Northwest) - Suggest that the City Council seek the views of their specialist conservation and archaeological advisers and may also find it helpful to refer to our published advice at <https://historicengland.org.uk/advice/find/>.

Publicity - The application was advertised in the local press as an application for Listed Building Consent, a site notice was displayed on site and letters were sent to surrounding occupiers. No responses were received.

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.

Saved Policy DC26 (Development and Noise) states that the Council intends to use the development control process to reduce the impact of noise on people living and working in, or visiting, the City.

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-J 1 (Supporting Long-Term Economic Growth) States that a thriving, inclusive and productive economy will be sought in all our boroughs. There will be an emphasis on maintaining a very high level of economic diversity, facilitating the development of high value clusters in prime sectors, making the most of major assets of the sub-region, grasping the economic opportunities from the global transition to a low carbon economy, providing the high-quality, sustainable living environments that will help to attract and retain skilled workers, supporting local job growth, maximising the potential of the key growth locations whilst also securing investment that raises the competitiveness of our northern boroughs to deliver inclusive growth across the sub-region.

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 196 states that in determining planning 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 wider social, cultural, economic and environmental benefits that conservation of the historic environment can bring.
- (c) the desirability of new development making a positive contribution to local character and distinctiveness; and
- (d) opportunities to draw on the contribution made by the historic environment to the character of a place.

Paragraph 200 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 203 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 207 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 208 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 colonnades of the Town Hall Extension are a significant external feature of the listed building and works within them require consideration.

The bollard is required to prevent hostile vehicles from breaching the secure line via the building colonnade, causing damage to the building fabric of the Town Hall Extension and gaining access to Albert Square and the public realm beyond. This has been identified as a risk by the Our Town Hall (OTH) Project security strategy as agreed with Counter Terrorism Security Advisers.

A specialist stonemason would be employed to remove and if possible, reinstate the paving slabs. Method Statements for the protection of these historic slabs have also been submitted in support of the works.

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

The building fabric of the colonnade would be protected during the works.

Conditions will require finalised method statements and samples to be submitted and agreed.

The harm is therefore considered to be less than substantial given the measures proposed to protect the fabric and the minimal change that one bollard would make and the coordinated design of the sleeve and would be justified by the need to secure the location against crime.

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 203 and 208 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.

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 policies of the Unitary Development Plan, the Director of Planning, Building Control & Licensing has concluded that some rights conferred by these articles on the applicant(s)/objector(s)/resident(s) and other occupiers and owners of nearby land that might be affected may be interfered with but that that interference is in accordance with the law and justified by being in the public interest and on the basis of the planning merits of the development proposal. She believes that any restriction on these rights posed by the 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: Approve

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 18 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

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

The site location plan received by the City Council as local planning authority on 7 August 2024

The drawings referenced:

OTH-PLA-EE-ES-SKE-L-0083 Rev 02

OTH-PLA-EE-ES-SKE-L-0086 Rev 01

received by the City Council as local planning authority on 31 October 2024

The Lone HVM Bollard to Town Hall Extension - Justification Report prepared by Planit received by the City Council as local planning authority on 1 November 2024

The Technical Submission for external works referenced OTH-SWL-EX-ZZ-TSB-X-0002 Rev P01 received by the City Council as local planning authority on 5 November 2024

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) a) The works to lift the stone paving slabs shall be carried out fully and only with the Technical Submission for external works referenced OTH-SWL-EX-ZZ-TSB-X-0002 Rev P01 received by the City Council as local planning authority on 15 November 2024.

b) The works to install the bollard plate hereby approved shall not commence until a full method statement/updated technical submission for the works to install the bollard and the reinstatement of the paving stones including mortar specification has been submitted to and approved in writing by the City Council as local planning authority. This shall include details of the method, equipment, sequencing, safeguards and building protection.

c) The works shall then be carried out only in accordance with the approved method statement (b) and all works within the approved method statement/updated technical submission shall be completed within 3 months of the installation of the bollard.

Reason - In the interests of visual amenity and because the proposed works affect a building which is included in the Statutory List of Buildings of Special Architectural or Historic Interest and careful attention to building work is required to protect the character and appearance of this building in accordance with policies EN3 and CC9 of the Core Strategy and saved policy DC19.1; of the Unitary Development Plan.

4) Samples and specifications of the mortar and any new stone shall be submitted to and approved in writing by the City Council as local planning authority prior to the installation of the bollard. The approved materials shall be implemented fully 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

Heritage & Urban Design
Historic England (North West)

Suite 1B First Floor, Carlton House, 16 - 18 Albert Square, Manchester, M2 5PF
18 Albert Square, Manchester, M2 6LW
Rajdoot Tandoori Manchester Ltd, Basement, 18 Albert Square, Manchester, M2 5PE
Second Floor, 1 Central Street, Manchester, M2 5WR
Ground Floor, 2 Mount Street, Manchester, M2 5WQ
Second Floor, 2 Mount Street, Manchester, M2 5WQ
First Floor, 2 Mount Street, Manchester, M2 5WQ
Third Floor, 1 Central Street, Manchester, M2 5WR
First Floor, 1 Central Street, Manchester, M2 5WR
Second Floor, 20 - 21 Albert Square, Manchester, M2 5PE
Ground Floor Right, Carlton House, 16 - 18 Albert Square, Manchester, M2 5PF
Fourth Floor, 1 Central Street, Manchester, M2 5WR
Ground Floor, 1 Central Street, Manchester, M2 5WR
4 Mount Street, Manchester, M2 5WG
First Floor, 6 Mount Street, Manchester, M2 5NS
Third Floor, Carlton House, 16 - 18 Albert Square, Manchester, M2 5PR
Basement And Ground Floor, 20 - 21 Albert Square, Manchester, M2 5PE
2 Mount Street, Manchester, M2 5WQ
Third And Fourth Floors, 2 Mount Street, Manchester, M2 5WQ
First Floor, 6 Central Street, Manchester, M2 5NS
First Floor Child Concern, 6 Central Street, Manchester, M2 5WG
First Floor Jennifer Dale, 6 Central Street, Manchester, M2 5WG
First Floor Vivienne Hallack, 6 Central Street, Manchester, M2 5WG
6 Mount Street, Manchester, M2 5NS
Basement, 6 Mount Street, Manchester, M2 5NS
Ground Floor, 6 Mount Street, Manchester, M2 5NS
16 Albert Square, Manchester, M2 5PF
1 Central Street, Manchester, M2 5WR
Third Floor, 20 - 21 Albert Square, Manchester, M2 5PE
First Floor, 20 - 21 Albert Square, Manchester, M2 5PE
Second Floor, Carlton House, 16 - 18 Albert Square, Manchester, M2 5PF
Suite 1A First Floor, Carlton House, 16 - 18 Albert Square, Manchester, M2 5PF
Ground Floor Left, Carlton House, 18 Albert Square, Manchester, M2 5PE

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