

Planning

Growth & Development

Delegated officer report for planning application

Application no. 137420/FO/2023

Date registered valid: 14 August 2023

Proposal: External alterations to include lighting, power, data routes/cables, air conditioning, new openings, new fire escape, secondary glazing, audio/visual, movement of proposed banners, and works to plant compound.

Address: John Rylands Library, 148 - 158 Deansgate, Manchester, M3 3EH

Ward(s): Deansgate Ward

Applicant: Mr Stuart Lockwood The University of Manchester

Agent (if any): Mr Rory Chisholm Donald Insall Associates Ltd

Case officer: Tony Mitchell
Tel: 0161 234 4776
Email: anthony.mitchell@manchester.gov.uk

Recommendation: Approve

Date of recommendation: 5 February 2024

Application details

Type of application: Full Application Consent

Development type: Minor Other

Date of site visit:

Standard consultations:

Printed: 17 August 2023 Expired: 7 September 2023

Neighbour notifications

Printed: 17 August 2023 Expired: 7 September 2023

Site notice

Posted: 22 August 2023 Expired: 12 September 2023

Press advert

Published: 22 August 2023 Expired: 5 September 2023

Departure from Development Plan: No

Environmental Statement: Not required

Description of site/building

Listed building: Grade I

Conservation area: Deansgate Conservation Area 1985

Tree Preservation Order: NA

Description of area

This application relates to the John Rylands Library which is a Grade I listed building located in the Deansgate/Peter Street Conservation Area in the City Centre of Manchester.

Description of development

External works are proposed which include lighting, power, data routes/cables, air conditioning, new openings, upgraded entrance lobby, new level access routes, and works to plant compound.

The proposed works are related to an associated application for listed building consent reference 137421 which is designed to allow and facilitate the following:

Upgrades to cellar storage spaces to allow for improved storage and sorting.

New access routes between separate parts of the building.

New feature ramp and landing/ welcome space into historic cellars.

Converting existing cellar storage into teaching and engagement spaces.

Upgrades to existing teaching and engagement spaces.

Improved exhibitions and gallery spaces.

Improved wayfinding.

New feature entrance lobby at modern entrance.

Improved event space with upgraded conditions in modern entrance room.
Improved shading and privacy in glazed modern entrance space.
New viewing windows into previously publicly-unseen historic rooms.
Improved staff working conditions; including power, data and air conditioning.
New storage spaces in currently underused rooms.
Bespoke Imaging Suite.

Consultations & Notification Responses

MCC Highways – Stated S278 may be needed and further liaison with MCC Highways may be need. An informative is recommended.

MCC Environmental Health – Recommended a conditions controlling noise.

Issues

Statutory duty Section 66 (1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires local planning authorities to give special regard to the desirability of preserving a listed building or its setting or any features of special architectural or historic interest.

Relevant policies Chapter 16 of the National Planning Policy Framework provides the guidance on how the statutory duty is to be put into practice. Paragraph 192 states that in determining applications, local planning authorities should take account of: • The desirability of sustaining and enhancing the significance of heritage assets, and putting them to viable uses consistent with their conservation • The positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality, and • The desirability of new development making a positive contribution to local character and distinctiveness Regarding designated heritage assets, paragraph 193 states that 'great weight' should be given to their conservation and the more important the asset, the greater that weight should be; that significance can be lost through development within its setting. This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance. Paragraph 196 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.

Local development plan. Relevant in this case are: • Policy EN3 of the City Council's Local Development Framework Core Strategy, adopted July 2012. This states: Throughout the City, the Council will encourage development that complements 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 considered consistent with the significance of the heritage asset.

Saved policy DC18 of the Unitary Development Plan (Conservation Areas), which states that the council will seek to preserve and enhance the character of its designated conservation areas.

Saved Policy DC19 (Listed Buildings), which states: In determining applications for listed building consent or planning applications for development involving or having an impact on buildings of Special Architectural or historic Interest, 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 policy states furthermore that the council will not permit a change of use of a listed building where it would have a detrimental effect on its character or appearance; and not permit any external or internal alteration or addition where there would be an adverse effect on its architectural or historic character.

The impact of the proposed works upon the Character, significance and appearance of this grade I listed building and character of the Deansgate Conservation Area.

The applicant has submitted a detailed assessment of significance which balances the impacts of the works on the significance of the areas affected. On balance, 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 the NPPF and address sections 66 and 72 of the Planning Act in relation to preservation and enhancement. The benefits of the proposals are that the proposal consists of works that would enhance the efficiency of the building and its character and appearance. The proposal would not have an impact upon the character of the Deansgate Conservation Area.

It is however, considered appropriate to impose conditions which is designed to protect archaeology and fit out of exhibition spaces.

The impact of the proposed works upon amenity.

Subject to the imposition of conditions controlling noise and materials it is considered that the works would not have a negative impact upon amenity surrounding the site.

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:

Article 35 Declaration

Officers have worked with the applicant in a positive and proactive manner to seek solutions to problems arising in relation to dealing with the planning application. Concerns were raised during the processing of the application about the need to reduce the impact on the character of the listed building in terms of the level of intervention. Suggestions were made about ways in which the scheme could be revised such that it would be acceptable.

Condition(s) to be attached to decision for approval OR Reasons for recommendation to refuse

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:

(PROPOSED) JRL-DIA-ArchitecturalElevations_Merged:

JRL-DIA-ZZ-ZZ-D30-ACL-4500-North_Elevation_as_Proposed_GA

JRL-DIA-ZZ-ZZ-D30-ACL-4501-East_Elevation_as_Proposed_GA

JRL-DIA-ZZ-ZZ-D30-ACL-4502-South_Elevation_as_Proposed_GA

JRL-DIA-ZZ-ZZ-D30-ACL-4503-West_Elevation_as_Proposed_GA

JRL-DIA-ZZ-ZZ-D30-ACL-4050-North_Elevation_as_Proposed_GA

JRL-DIA-ZZ-ZZ-D30-ACL-4051-East_Elevation_as_Proposed_GA

JRL-DIA-ZZ-ZZ-D30-ACL-4052-South_Elevation_as_Proposed_GA

JRL-DIA-ZZ-ZZ-D30-ACL-4053-West_Elevation_as_Proposed_GA

(PROPOSED) JRL-DIA-ArchitecturalGeneralArrangementPlans_Merged:

JRL-DIA-ZZ-50A-D60-ACL-4055-Fourth_Floor_Plan_as_Proposed_GA

JRL-DIA-ZZ-ZZ-D60-ACL-4111-Landscape_as_Proposed_GA

(PROPOSED) JRL-DIA-Details_Merged:

JRL-DIA-ZZ-50A-D20-ACL-3053-Proposed_Louvre_Detail

JRL-DIA-ZZ-ZZ-D60-ACL-5000-Site_Plan_GA

JRL-DIA-ZZ-ZZ-D60-ACL-5001-Location_Plan_GA

(STRIPPING OUT) JRL-DIA-ArchitecturalKeyAreaDetailPlans-StrippingOut_Merged:

JRL-DIA-ZZ-50A-D60-ACL-2155-Fourth_Floor_Plan_Stripping_Out_GA

(PROPOSED) Report - Heritage Design and Access Statement - John Rylands Research and Insitute Library_Next Chapter

MAN.JRL.03 Volume 2 - Appendix I-IV - part 1

MAN.JRL.03 Volume 2 - Appendix I-IV - part 2

MAN.JRL.03 Volume 3 - Appendix V

(PROPOSED) Request for External Elevations:

JRL-DIA-ZZ-ZZ-D30-ACL-4062-South_Elevation_as_Proposed_GA

JRL-DIA-ZZ-ZZ-D30-ACL-4063-West_Elevation_as_Proposed_GA

JRL-DIA-ZZ-ZZ-D30-ACL-4511-East_Elevation_as_Proposed_GA

JRL-DIA-ZZ-ZZ-D30-ACL-4512-South_Elevation_as_Proposed_GA

JRL-DIA-ZZ-ZZ-D30-ACL-4513-West_Elevation_as_Proposed_GA

MEP Packages

JRL-HLEA-ZZ-50A-D60-CS-3001

Report

JRL-WML-ZZ-XX-TR-S-1003 JRL Stage 3 report_01

Structural and Civils Packages

JRL-WML-ZZ-10A-D-S-0010-P04

JRL-WML-ZZ-10A-DR-S-3300-P02

JRL-WML-ZZ-50A-D60-S-4001-P03

All above received on the following dates and as set in in email from applicants agent 5 February 2024 11:30 hrs to MCC.

Listed Building Consent and Planning Application: Date Submitted: 27.06.23

Listed Building Consent and Planning Addendums: Date Submitted: 03.07.23

Listed Building Consent and Planning Application (Elevation Updates): Date Submitted: 13.07.23

Listed Building Consent and Planning Application (amendments required by MCC): Date Submitted: 25.01.24

Reason - To ensure that the development is carried out in accordance with the approved plans. Pursuant to policies SP1 and DM1 of the Core Strategy.

3) a) Externally mounted ancillary plant, equipment and servicing shall be selected and/or acoustically treated in accordance with a scheme designed so as to achieve a rating level of 5dB (LAeq) below the typical background (LA90) level at the nearest noise sensitive location. Prior to commencement of the use hereby approved the scheme shall be submitted to and approved in writing by the City Council as local planning authority in order to secure a reduction in the level of noise emanating from the site. The scheme shall be implemented in full before the use commences or as otherwise agreed in writing by the City Council as local planning authority.

b) Prior to the operation of the scheme a verification report shall be submitted to and approved in writing by the City Council as local planning authority to validate that the work undertaken throughout the development conforms to the recommendations and requirements in the approved acoustic report. The report shall also undertake post completion testing to confirm that the noise criteria have been met. Any instances of non-conformity with the recommendations in the report shall be detailed along with any measures required to ensure compliance with the agreed noise criteria.

Reason - To safeguard the amenities of the occupiers of nearby residential accommodation, pursuant to policies SP1 and DM1 of the Core Strategy.

4) a) The premises shall be acoustically insulated and treated to limit the break out of noise in accordance with a noise study of the premises and a scheme of acoustic treatment that has been submitted to and approved in writing by the City Council as local planning authority. The scheme shall be implemented in full before the use commences or as otherwise agreed in writing by the City Council as local planning authority.

Where entertainment noise is proposed the LAeq (entertainment noise) shall be controlled to 5dB below the LA90 (without entertainment noise) in each octave band at the facade of the nearest noise sensitive location, and internal noise levels at structurally adjoined residential properties in the 63HZ and 125Hz octave frequency bands shall be controlled so as not to exceed (in habitable rooms) 47dB and 41dB (Leq,5min), respectively.

b) Prior to occupation of the development a verification report will be required to validate that the work undertaken throughout the development conforms to the recommendations and requirements in the approved acoustic consultant's report. The report shall also undertake post completion testing to confirm that acceptable criteria have been met. Any instances of non-conformity with the recommendations in the report shall be detailed along with any measures required to ensure compliance with the agreed noise criteria.

Reason - To safeguard the amenities of the occupiers of nearby residential accommodation, pursuant to policies SP1 and DM1 of the Core Strategy.

5) a) Prior to the commencement of development, the following shall be submitted for approval in writing by the City Council, as Local Planning Authority:

- i. baseline samples and specifications of all materials to be used on all external elevations;
- ii. drawings to illustrate details of full sized sample panels that will be produced in line with an agreed programme; and
- iii. a programme for the production of the full sized sample panels and for a strategy for quality control management.

The panels to be produced shall include jointing and fixing details between all component materials and any component panels, details of any external ventilation requirements, details of the drips to be used to prevent staining and details of the glazing and frames.

b) The sample panels and quality control management strategy shall then be submitted to and approved in writing by the City Council as local planning authority in accordance with the programme and drawings as agreed above.

The development shall be carried out in accordance with the approved details.

Reason - To ensure that the appearance of the development is acceptable to the City Council as local planning authority in the interests of the visual amenity of the area within which the site is located, as specified in policies SP1 and DM1 of the Core Strategy.

6) Prior to the commencement of development, a detailed construction management plan outlining working practices during development shall be submitted to and approved in writing by the City Council as Local Planning Authority which for the avoidance of doubt shall include:

*Display of an emergency contact number;

*Details of Wheel Washing;

*Dust suppression measures;

*Compound locations where relevant;

*Location, removal and recycling of waste;

*Types and frequency of vehicular demands;

*Routing strategy and swept path analysis;

*Parking of construction vehicles and staff; and

*Sheeting over of construction vehicles;

Development shall be carried out in accordance with the approved construction management plan.

Reason - To safeguard the amenities of nearby residents and highway safety, pursuant to policies SP1, EN9, EN19 and DM1 of the Manchester Core Strategy.

Informatives

1) PUBLIC REALM

It is noted that there are proposed amendments to the public realm in Spinningfields Square, including the installation of a new seating arrangement and the relocation of some external banners that are installed into the public realm.

The proposed public realm features would require a S278 agreement and as the proposed bench is a bespoke feature, commuted sums may be required. This will require the agreement with MCC's Highways Applications and Network Resilience teams via Contact Manchester (Tel. 0161 234 5004). This will be funded at the applicant's expense.

FIT OUT MANAGEMENT

Detail should be sought from the applicant in relation to any proposed construction or fitout arrangements, where there is an impact on the highway. The applicant is advised that any requirements for licensing, hoarding / scaffolding and any associated temporary traffic management arrangements will need discussion and agreement with MCC Highways Applications and Network Resilience teams via Contact Manchester (Tel. 0161 234 5004)
Email -highwaylicences@manchester.gov.uk

Appendix 1 – List of consultees & neighbours notified

Highway Services
Environmental Health

Seventh To Eleventh Floors, 125 Deansgate, Manchester, M3 2BY
Third Floor, 125 Deansgate, Manchester, M3 2BY
Second Floor, 125 Deansgate, Manchester, M3 2BY
First Floor, 125 Deansgate, Manchester, M3 2BY
Fourth Floor, 125 Deansgate, Manchester, M3 2BY
Sixth Floor, 125 Deansgate, Manchester, M3 2BY
44 Bridge Street, Manchester, M3 3BZ
18 Wood Street, Manchester, M3 3EF
16 Wood Street, Manchester, M3 3EF
123 Deansgate, Manchester, M3 2BY
125 Deansgate, Manchester, M3 2BY
Wood Street Mission, 26 Wood Street, Manchester, M3 3EF
24 Wood Street, Manchester, M3 3EF
22 Wood Street, Manchester, M3 3EF
20 Wood Street, Manchester, M3 3EF
Unit 2A, Spinningfields Square, Manchester, M3 3AP
36 Bridge Street, Manchester, M3 3BT
Australasia, 2 Spinningfields Square, Manchester, M3 3AP
Second Floor Front, Grampian House, 144 - 146 Deansgate, Manchester, M3 3EE
Second Floor Right, Grampian House, 144 - 146 Deansgate, Manchester, M3 3EE
Grampian House, 144 - 146 Deansgate, Manchester, M3 3EE
Unit G22, 2 Spinningfields Square, Manchester, M3 3AP
Spinningfields Magistrates Court, Crown Square, Manchester, M3 3EN
2 Spinningfields Square, Manchester, M3 3AP
First Floor, Rational House, 64 Bridge Street, Manchester, M3 3BN

Appendix 2 – Planning constraints

Article 4 Direction - Removal Of PD Rights Change Of Use From Class C3 To Class C4
Article 4 Direction - City Centre PD Restriction - Class B1(a) To C3
Aircraft Safeguarding Zone - Aircraft Safeguarding Zone - All Exceeding 90M
Coal Authority - Development Low Risk - Name: DEVELOPMENT_LOW_RISK_AREA
Conservation Area - Deansgate Conservation Area 1985
Susceptible to Surf Water Flood (Less) -
Susceptible to Surf Water Flood (Less) -
Area Team Boundary - Name: CENTRAL