

**Manchester City Council
Report for Resolution**

Committee	PLANNING AND HIGHWAYS
Date	25 th October 2012
Subject	<p>099352/VO/2012/C1 - CITY COUNCIL DEVELOPMENT Erection of a glazed link between Central Library and the Town Hall Extension, including the alteration and extension of the existing window openings to finished floor level to create 2no. entrances and installation of associated lighting; erection of gates to Mount Street end of Library Walk; raising of the level of Library Walk to enable level access into both buildings and replacement of pavement light quadrant with a paving solution and associated works.</p> <p>099353/LO/2012/C1 LISTED BUILDING CONSENT Internal and external alterations to Central Library, including the extension of 2no. existing window openings to create an entrance to the proposed glazed link between Central Library and the Town Hall Extension; installation of associated lighting; erection of gates to Mount Street end of Library Walk; raising of the level of Library Walk; replacement of paving light quadrant with a paving solution; and associated works.</p> <p>099354/LO/2012/C1 LISTED BUILDING CONSENT Internal and external alterations to the Town Hall Extension, including the extension of 2no. existing window openings to create an entrance to the proposed glazed link between Central Library and the Town Hall Extension; installation of associated lighting; erection of gates to Mount Street end of Library Walk; raising of the level of Library Walk; replacement of paving light quadrant with a paving solution; and associated works.</p>
Location	Central Library, The Town Hall Extension and Library Walk, Manchester, M2 5DB.
Applicant	Manchester City Council
Agent	Mr Nathan Matta, Nathaniel Litchfield and Partners, Third Floor, One St James, Manchester, M2 6DN
Report of	HEAD OF PLANNING

Purpose of report

To describe the above applications for planning permission and listed building consent and the issues involved and to put forward recommendations.

Recommendation

The Head of Planning recommends that the Committee be:

MIND TO APPROVE planning application ref no 099352/VO/2012/C1 ;
listed building consent application ref no 099353/LO/2012/C1; and
listed building consent application ref no 099354/LO/2012/C1, subject to the referral of the
Listed Building Consent applications referenced: 099353/LO2012/C1 and
099354/LO/2012/C1 to the Secretary of State

for the reasons set out in this report and subject to the conditions set out in section 6.4 of
this report

Financial Consequences for the Revenue Budget

None

Financial Consequences for the Capital Budget

None

Contact Officer(s)

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Background Documents

Planning and listed building consent application documents
National Planning Policy Framework sections 1,2,4,7,8,10 and 11
North West of England Plan Regional Spatial Strategy (RSS) to 2021.
Adopted Core Strategy Development Plan
Guide to Development in Manchester Supplementary Planning Document and Planning
Guidance (April 2007)
Unitary Development Plan (UDP) for Manchester

Responses of:

English Heritage
Twentieth Century Society
Ancient Monuments Society
Greater Manchester Archaeological Advisory Service
Manchester Historic Buildings and Conservation Areas Panel

Manchester Disabled People's Access Group
Head of Regulatory and Enforcement Services Environmental Health)
Head of Regulatory and Enforcement Services (Contaminated Land)
The Head of Neighbourhood Services (Highway Services)
Greater Manchester Police (Design for Security)
Transport for Greater Manchester
Sir Gerald Kaufman MP
Councillor Joan Davis
Councillor Victor Chamberlain

Submitted Documents

In addition to the planning application forms, certificates, notices and drawings, the following documents have been submitted in support of the planning application:

Design and Access Statement
Visuals
An Existing Fabric Intervention Strategy
Planning Statement (including information on crime and safety)
Wind Environment Report
Lighting Design Document
Heritage Statement

Publicity and Third Party Consultations:

The proposals have been advertised in the Manchester Evening News and site notices have been erected around the site as the applications affect 2no. listed buildings, the character and appearance of 2no. Conservation Areas and a right of way and the development is of public interest.

421 residents, businesses and other third parties in the area were notified on application reference 099352/VO/2012/C1. It is customary for this list to be included in the report to Committee, however given the number of pages that a list would extend to in this instance the full list has been placed on the application files and not included in this report. A plan has been attached which shows the extent of notification.

The following parties were consulted:

English Heritage
Twentieth Century Society
The Victorian Society
The Georgian Group
The Society for the Protection of Ancient Buildings
The Council for British Archaeology
Ancient Monuments Society
Greater Manchester Archaeological Advisory Service
Manchester Historic Buildings and Conservation Areas Panel
Head of Regulatory and Enforcement Services Environmental Health)
Head of Regulatory and Enforcement Services (Contaminated Land)
The Head of Neighbourhood Services (Highway Services)
City Centre Regeneration

Head of Corporate Property
Greater Manchester Police (Design for Security)
Transport for Greater Manchester
Ward Councillors

Wards affected

City Centre

Implications for:

Anti-poverty	Equal Opportunities	Environment	Employment
No	Yes	Yes	No

1.0 INTRODUCTION

- 1.1 The City Council and its partners have developed a bold, ambitious and exciting regeneration initiative for the Civic Quarter based around an outstanding collection of public buildings and spaces in one of the city centre's most accessible locations. The project is driven by a public sector investment programme which aims to establish the area as a prime destination for new investment and development at the very heart of the city centre. The vision is to deliver a new vibrant commercial quarter around St. Peter's Square and it is envisaged that significant new office based activities will be brought forward here during the next 5 to 10 years. This would establish the area as a major commercial destination alongside the revitalised civic buildings. The first phase at No1 St Peters Square is now underway.
- 1.2 A part of this initiative is the creation of a redefined public realm to create a public space of international quality, scale and significance. This would provide the focus for ongoing investment by the private sector providing the next generation of high quality mixed-use buildings in the City Centre. The transformation of the public realm would improve pedestrian permeability and increase connectivity between the city core, Manchester Central and the Southern Gateway. The integration of a new Metrolink interchange as part of the expansion of the network and the provision of a new Second City Crossing is a key component of this work.
- 1.3 A report to the Executive on 19th September presented an updated Framework comprising specific proposals that are critical to the comprehensive delivery of this wider vision. It identified a range of individual proposals as part of a coherent strategy and explained how crucial they are to the future of the square and its capacity to support growth and new development. on the widest scale.

These individual proposals are identified as being the essential ingredients necessary to achieve the success of the whole vision and would improve the functioning, amenity provision, and employment potential of this area. The specific proposals identified were

- New public realm improvements
- The relocation of the Cenotaph & Memorial Cross

- Redefining the Peace Gardens
- The creation of the Library Walk Link building
- Peterloo memorial (siting to be agreed)
- Expansion of the Metrolink stop & infrastructure
- New Development Opportunities:

Number 1 St Peters Square (on site)

Number 2 St Peters Square [formerly 81, 83, 85, 87-89 Mosley St & Century House]

Peterloo House (planning approved)

Former Odeon Cinema

The Executive endorsed the strategy and requested that it is taken into account by the Planning and Highways Committee when determining future detailed planning applications relating to this area. The report to Executive has been called in to the Neighbourhood Scrutiny Committee in October. The outcome of this will be reported to the Committee through a late representation.

- 1.4 The applications within this report are a critical part of this regeneration process.

2.0 **DESCRIPTION OF SITE**

- 2.1 The three applications presented in this report relate to an area of the Town Hall Complex that includes Library Walk and the adjoining Grade II* Listed Manchester Central Library (CL) and Town Hall Extension (THX) buildings.
- 2.2 The site is located within the St Peter's Square and Albert Square Conservation Areas, which join at Library Walk and a number of listed buildings surround the site, including the Grade II* Listed Midland Hotel and the Grade II Listed Friends Meeting House. The site is situated in an area of the City Centre known as the Civic Quarter and surrounding uses include offices, hotels and financial and professional services along with restaurants, bars and cafes.
- 2.3 Library Walk is formed by the curved facades of the Central Library and the Town Hall Extension. It has a grand scale and distinctive form and provides a pedestrian route between St Peter's Square and Mount Street.
- 2.4 The Town Hall Complex includes the Grade I Listed Town Hall, the Grade II* Listed Central Library and Town Hall Extension, St Peter's Square, Albert Square and Library Walk. The Town Hall Extension and Central Library are currently undergoing a programme of extensive refurbishment, which will enable continued occupation by Manchester City Council. These refurbishment works were approved as part of applications referenced 093975/FO/2010/C1, 093976/LO/2010/C1, 093977/FO/2010/C1 and 093978/LO/2010/C1 on 1st December 2010. Manchester City Council will reoccupy the buildings in 2013.
- 2.5 The Transformation Programmes will sympathetically restore Central Library and the Town Hall Extension, and as part of a wider package of works, will

transform the way services are delivered to customers and the way in which Council staff work.

2.6 This report considers three applications that are part of a single package of works.

3.0 DESCRIPTION OF PROPOSALS

3.1 Planning Permission and Listed Building Consent is sought for the construction of an enclosed link between Central Library and the Town Hall Extension at the St Peter's Square end of Library Walk. It also includes the installation of gates at the Mount Street end of Library Walk. Library Walk would be open from 06:00 until 10:00 and allow unrestricted public access during these hours.

3.2 The link would provide a direct level connection between the new circulation core within CL and the new customer service centre within the THX. It is intended that the link would be the first point of contact for people seeking access to City Council services.

3.3 The new Customer Service Centre is a key component of the Transformation Programme and the services available there will include self service portals, self supported information points, generic advisor desks, meet and greet points, drop off facilities and specialist advisor desks. A number of these services will also be provided in Central Library. Over 200 customers a day are expected to use the accessible PC workstations provided in both buildings. Many customers will move between the buildings for linked trips and/or more information and advice from the customer services staff and the new link seeks to ensure that this is as seamless as possible.

3.4 The link would have an area of 182sqm and would be 7.5 meters in height. Its roof would be below first floor level of the Town Hall Extension and between first and second floor levels of the Central Library. The roof would be stainless steel and would be separated from the existing facades by a glazed channel which would be lower than roof level. The facades of the structure would be curved to separate the structure from the facades of the existing buildings and allow space around key features such as the portico of Central Library.

3.5 The building would be fully glazed and supported by glass fins. Low Iron glass would be used to maximise transparency. The proposed ceiling would have an undulating form, which deepens in the centre to provide the required strength to the roof while providing a slimmer ceiling profile at the edges. It would be made of polished stainless steel. A mosaic floor is proposed, which is modelled on the abstract Lancashire Rose motif of the Town Hall and would include feature lighting and mosaics to make reference to the events of the Peterloo Massacre of 1819. The pattern would accentuate the curves of the ceiling. Glazed sections of floor would allow views through to the basement.

3.6 Internal lighting would complement the architectural form, create a visual

spectacle and minimise the impact of the equipment. The proposed lighting includes colour change LED luminaires recessed within the ground. This lighting would be reflected by the ceiling avoiding the need for ceiling mounted luminaires. High and low level external lighting is also proposed to improve security.

- 3.7 Locations have been indicated on the drawings for possible art work installations within Library Walk, however these and the seating areas indicated are not included in this application for detailed consideration.
- 3.8 The new structure would essentially close Library Walk, although it would remain a route that the public could pass through between the hours of 6.00am and 10.00pm. The building and the route would be closed outside of these hours.
- 3.9 The proposed gates at Mount Street would secure Library Walk outside of opening hours and avoid the creation of a 'dead end'. The design of the gates has not yet been finalised, but they would be made of bronze and would be supported by posts set within the hard landscaping to avoid fixing to the building fabric. They would not impede pedestrian movement when open, would have vertical bars and be three meters in height to provide an effective barrier. Horizontal bands would be used to relate to the feature bands of the adjacent Central Library. The gates are no longer proposed to be the subject of an art competition relating to the creation of a Peterloo Memorial. The Peterloo Memorial will be subject of a separate competition and is proposed to be located in St Peter's Square.
- 3.10 The level of Library Walk would be raised to provide level access into both buildings. This would require the provision of a gentle slope from each end of Library Walk. The new paving level would be paved with Yorkstone to provide a simple appearance and relate to proposals for St Peter's Square.
- 3.11 The works to Central Library would include:
- The formation of two doors within existing window openings to provide an access into the link, including the removal of the timber framed window and original stone beneath the window;
 - The retention of the original reveals in Portland Stone and the insertion of a painted timber frame in the plane of the window reveal.
 - The installation of Portland Stone feature banding within the reveal.
 - The provision of Portland Stone flooring.
 - The installation of an automatic fire barrier in the form of a fire curtain to provide automatic fire separation
 - The replacement of a combination of louvers, bars, glass and stone within the existing low level openings with a recessed Portland Stone slab. In the three opening adjacent to the Van Dock, louvers would be installed for ventilation.
- 3.12 The works to the Town Hall Extension would include:

- The formation of two new doorways within existing window openings, to provide access into the glazed link, including the removal of the cills and the internal under window ventilation grilles.
- The removal of all glazing,
- The retention of the entire existing frame apart from the intermediate sections of the two vertical glazing bars.
- The extension of the original frame to the new floor level of the opening.
- The inlay of a bronze strip along the floor to indicate the location of the original line of the frame.
- The installation of a new grille internally to match the appearance of the one removed.
- The removal of a quadrant of pavement lights (previously approved as part of applications referenced 098644/FO/2012/C1 and 098645/LO/2012/C1).

3.13 In support of the overall redevelopment of the site the applicants have stated that the delivery of the link building is a key component of meeting the business need of the service moving forward. They have stated that:

- The business case for these proposals has been developed as part of the overall Transformation Programme and it clearly demonstrates the long-term benefits that would be provided for the delivery of services by the provision of the link.
- Without a direct link between the two buildings the City Council would have to duplicate service delivery in Central Library and the Town Hall Extension. This would not allow the transformation of services that the City Council has planned and would duplicate costs when budgets are being cut. The City Council cannot justify the ongoing revenue costs of duplicating customer services in both buildings.
- With the current arrangement a number of community users including people with mobility impairments, parents/carers with young families would be disadvantaged as the routes are not straightforward and the quality of services provided are affected by access arrangements.
- The proposals would provide a prominent single entrance to both the Central Library and the Town Hall Extension, accessible from both St Peter's Square and Mount Street and allowing the public to easily navigate to any service they require.
- The proposals would reduce congestion at the existing entrances, which are limited in width and capacity and are not expected to cope with the increased number of people using and working at the buildings. It would give people a choice of entry points.
- The proposals would visually and physically connect the two buildings and create a simple and intuitive route allowing an awareness of the full variety of services available to the public.

- The proposals would encourage discovery of the various spaces and services and would significantly reduce the distances required to access varied elements of the complex by over 100m.
- The direct sloping access provided to the heart of the complex, level thresholds and a seamless link would reduce travel distances and avoid the need for a convoluted lift and stair journey for many routes, benefiting all, but most significantly people with mobility impairments and people with young families.
- By providing an additional exit directly connected to the main new library circulation core the proposals would provide an increase in escape capacity and reduced evacuation times allowing Central Library to accommodate a larger number of people for events. Significantly evacuation for mobility impaired people could take place from the basement without a convoluted route.
- The glazed link provides an outward indication of the wider inward transformation of the Town Hall Complex, offer enhanced functionality and a unique experience for service users, staff and visitors to the city.
- The structures nature as a distinct foyer ensures that the original form of the buildings and external spaces can still be appreciated and ensures that visitors can still enjoy the original entry service as designed in 1930's. English Heritage's advice and guidance has influenced the design.
- The lightweight connections to the existing adjacent building fabric aim to minimise physical interventions to the historic fabric and to provide a clear reading of the nature of the contemporary changes that have occurred.
- The undulating ceiling would allow for necessary structure to be concealed within the roof form, the surrounding materials to be reflected in the surface of the roof and the form to respond to the curvilinear arch forms of the existing buildings.
- The concept of introducing a new structure in this location is consistent with the historical introductions of new structures including the Albert Memorial, Cenotaph and St Peter's Cross, which all provide space for public events and social amenity.
- There are genuine security benefits by shutting down Library Walk at night (between 22:00 and 06:00) minimising antisocial behaviour.
- The new glazed link would increase the use of Library Walk meaning more attention would be drawn to Library Walk and the buildings that enclose it and security would be increased due to increased natural surveillance.
- Greater Manchester Police have advised that the proposals represent genuine security benefits by closing the space at night and that they much

improve the existing situation.

4.0 **CONSULTATIONS**

4.1 **Local residents and Businesses**

127 letters of objection have been received in response to the notification letters and publicity on the three applications including representations from the Manchester Women's Design Group, The Manchester Modernist Society and Modernist Magazine and The Friends of Library Walk. These objections are summarised as follows:

- The proposed structures will compromise the integrity of the Grade II* Listed Town Hall Extension and Central Library and be detrimental to their character and appearance. The glazed link has been poorly designed, would be enormously intrusive and is unnecessary and unsympathetic being out of keeping with the surroundings of Library Walk, which include conservation areas and a number of listed buildings. The blocking of Library Walk destroys a much appreciated view of these buildings. If the original architects had intended on providing a ground level link it would have been included in the original design.
- The link would also detrimentally affect the character of Library Walk that was clearly part of the original design of the buildings and is a well-loved and enduring feature of Manchester City Centre. The walk was clearly designed as a negative curve affording views of the Cenotaph and the Friends Meeting house at either end and should remain unobstructed. Even if it was unplanned it was certainly a lucky accident and is an important feature now.
- The submitted heritage statement is uninformed. There are many clear examples to be found of people, designers, artists etc. who think this is anything but an unpleasant space. The value of the submitted heritage statement is therefore questioned.
- There is confusion regarding why this need for access wasn't identified sooner and submitted as part of the applications for the Town Hall Extension and Central Library refurbishment and also why it isn't being submitted at the same time as the proposals for St Peter's Square to allow a holistic solution to be developed for the regeneration of this public square. A Freedom of Information request has been put in to try and understand the reasons for this change to the original scheme, but has been rejected by the applicant
- Library Walk was one of the most photographed and popular views of the City before its temporary closure. The curved view towards the Friends Meeting House, St Peter's Square and upwards towards the sky is remarkable and valuable and the proposals would represent a great loss to the City's Cultural Assets.
- The application is based on insufficient research and a flawed understanding of the way the walk was used prior to the current temporary closure.

- Library Walk was frequently used and should remain part of the public realm as a public right of way. Library Walk has always been a pleasant cut through where pedestrians are not impeded was not a danger to public safety and is a rare place in the City Centre where pedestrians are not dominated by vehicular traffic. The loss of this right of way and the de facto privatization of a public space is opposed and the glazed link will hinder access from St Peter's Square to Mount Street and Albert Square.
- The link is unnecessary as the proposed linkage at basement level is more than adequate and level access is available as existing into both buildings. The previous applications demonstrated that this functions perfectly well without the need for an additional link.
- It is understood that the gates themselves may also serve as the official memorial to the Peterloo Massacre, which is an insult as they would be used to close off a public space and could be subject to vandalism and misuse. This requires clarification and underlines wider concerns about misinformation and lack of public consultation.
- The Facebook Group 'The Friends of Library Walk.' Has 1000+ residents as members and has organised a well attended public meeting regarding this application. They have the support of the Manchester and Salford Ramblers Association, Manchester Modernist Society, The Twentieth Century Society, Manchester Women's Design Group and others representing a large number of people. They also have the support of several experts on lighting and urban design who could suggest improvements to Library Walk without damaging it.
- A dossier has been collated that challenges the assertions in the heritage statement regarding the integrity of the landscape and quality of the space. This has not been submitted to the Local Planning Authority.
- Security issues should be dealt with by other means, including better public facilities, improvements to the environment and improved lighting.
- Any safety issues here are no different to many other locations in the City and the closure of Library Walk may set a precedent for the closure of many of the other pedestrian routes in the City. By any logical analysis Library Walk is not a 'dangerous' place. The implications for women and the city generally, if any place where one attack occurs is to be annexed are truly horrifying. The same is true regarding the issue of urination: many places in the city centre are far worse and no action is being taken. More accessibility not less makes the city a safer place for everyone that uses it.
- The images submitted with the application are misleading given the lack of inevitable signage clutter shown and the type of lighting used. The heritage statement also contains false descriptions of the significance of Library Walk claiming that it is 'not a particularly pleasant space'. There are many clear examples to be found of professionals who think that this is anything but an unpleasant space, on the contrary it is regarded as quite a remarkable and unique public space.
- The use of glass to construct the entrance pod is not energy efficient.

- The public money that would be used to construct these proposals would be better used to fund public services and facilities, in particular to assist the most vulnerable people. The cost of the scheme has been revealed to be £3.5 million, which in the current recession seems a waste of money.
- The proposals would cost the City Council money to maintain the structures and manage the security of the space.
- It would be appropriate to withdraw this application and carry out a full public consultation, which it is believed many residents would welcome.

Two petitions have also been received requesting that the City Council refuse the proposals. One of these is an electronic petition with 1309 signatures and the other is a hand written petition with 16 signatures. The reasons for these petitions are summarised as follows:

- The application fails to reflect that the proposals for the gating and glazing of Library Walk would spoil this beautiful part of the City.
- The proposals are unnecessary and harmful and the justification is spurious.
- Library Walk is not unsafe and does not require fencing off.
- The heritage statement downplays the significance and is misleading. The space is an intrinsic part of the heritage value of the adjacent Grade II* Listed Buildings.
- The construction of barriers would cause the loss of an important public right of way and would turn a valued public space into a private place.

308 of the 1309 people who signed the electronic petition added additional comments, which have been taken into account within the above summary (paragraph 4.1).

4.2 Sir Gerald Kaufman MP A letter of objection was received and is summarised as follows:

Has received a letter from a local resident and agrees with the content in that the expenditure of £3.5 million is grotesquely disproportionate when the City Council is taking away essential services, including lollipop ladies at schools.

4.3 Councillor Joan Davies has objected as follows:

She has requested a site visit to be accompanied by someone who can explain the views together with a photographer who has spent time photographing the walk in different lights and locations.

She supports the views of the large number of people who have sent in comments. Many but not all of the objectors are residents of the city centre ward. All have a knowledge and experience of Manchester city centre and an appreciation of aspects of its character and buildings which help contribute to its role as a modern international city.

The current refurbishment of these two buildings aims to continue the tradition of providing access to learning and enjoyment, adapting them for the twenty-first century. It is vital that physical access to buildings and services is made easy and safe, but it is not necessary to destroy the architectural vision of this space by providing a covered link.

The reasons for objecting are:

1. Lack of sufficient clear pre-application consultation – Manchester City Council wishes to encourage planners to talk to stakeholders before plans are submitted. This has not happened in this case. Additionally the standard consultation period has been interrupted by a double Bank Holiday, and has not given interested parties sufficient time to research and submit their objections. Had pre application consultation been carried out before the closure of the two buildings the public would have had the opportunity to assess the space before closure.
2. Weaknesses in the documentation accompanying the planning application –
 - a. The planning website not working properly people have found it difficult to access the full range of documents;
 - b. The heritage statement contains errors and uses confusing language and an insufficient range of publications and photographs have been used to inform the application;
 - c. The proposals are repeatedly referred to as the glazed link, which is misleading given the construction proposed and seems to have misled many of the comments submitted on the application;
 - d. Gating is not a solution to the problems and would set a precedent for many other streets in Manchester
3. The effect on listed buildings and conservation areas – Library Walk is a unique space in Manchester and one that would be damaged by any intervention.
4. The layout and density of building design, visual appearance and finishing materials – Successful glass extensions have been constructed at John Rylands Library and the glass atrium at Manchester Art Gallery. However the Library Walk Link could not successfully link two buildings which are so distinct in style and purpose. Linking them above ground in a way which maintains the distinction and the views may well be possible; however this current proposal compromises the original designs and should be rejected.

4.4 Councillor Victor Chamberlain – has objected as follows:

Objects to the above planning application due to the receipt of numerous representations from constituents about this application against the closure of Library Walk and advises the following:

- a) Library Walk is a nationally significant example of outstanding urban design. The views of the Cenotaph in one direction and the Friends Meeting House are not accidental as the application suggests. It is a considered piece of outstanding urban design by Vincent Harris and

this well thought out urban design would be destroyed if the above planning application is approved.

- b) The suggested Memorial Gates blocking Library Walk are not an appropriate way of commemorating the Peterloo Massacre, are not in a prominent location, seem an after thought and represent the closing of a public right of way. More accessibility not less makes the city a safer place for women, men and children.
- c) Closing Library Walk will create pedestrian flow problems. Permeability of the block is recognised as a critical element in successful urban design. This problem is not solved by allowing pedestrians to cross through the space during office hours.
- d) The closure of Library Walk is unnecessary as the design of the refurbishment of the library and town hall extension includes a strong connection between the two buildings at the lower level.

The Planning Committee is encouraged to reject this application.

- 4.5 **English Heritage** –are generally supportive of the applications, but advise that the proposals raise two areas of concern. Firstly the pattern and materials to be used for the paving to Library Walk has yet to be finalised and will be partly informed by the proposed redesign of St. Peter’s Square. Secondly, there is insufficient detail to support the design of the new gates at Library Walk.

The applications must be assessed under Section 12 of the National Planning policy Framework (NPPF) and policies HE7.2, HE7.5, HE9.1 and HE10 of the PPS5 practice guide. The alterations necessary to support the creation of the lightweight glazed building will clearly cause harm to the fabric and setting of the listed buildings and the character of the Conservation Areas. However, on balance we believe that the public benefit will outweigh the harm caused and recommend approval of the application on condition that further sufficient information is supplied in support of the detail and choice of paving material and the design of the proposed gates.

They would welcome the opportunity of advising further and are required to be reconsulted should any additional information or amendments be submitted and are required to be informed of the relevant Committee date.

Following the publication of the National Planning Policy Framework, PPS5 was revoked. However the PPS5 Practice Guide remains a valid and Government endorsed document pending Government’s review of guidance supporting the NPPF. The references in the document to PPS5 policies are now redundant, but the policies in the NPPF are very similar and the intent is the same, so the Practice Guide remains relevant and useful in the application of the NPPF.

- 4.6 **Twentieth Century Society** –objects to the proposals for the following principal reasons:

- The heritage assets affected by the proposed development are of high significance (two Grade II* listed buildings and two Conservation Areas).

- The proposed link will have a detrimental impact on the heritage assets on various levels: visual (introduction of a new stylistic and material language that is foreign to the heritage assets), functional (change of use of the Library Walk and primary entrances of the listed buildings) and also to the fabric of the historic buildings.
- The public benefits of the proposed LWL do not outweigh the harm to the heritage assets: the new connection between the two buildings is not essential in order to comply with access requirements or in order to directly connect the two buildings. Both these requirements have been addressed by the ongoing 'Transformation Project' (approvals referenced: 093975/FO/2010/C1, 093976/LO/2010/C1, 093977/FO/2010/C1 and 093978/LO/2010/C1).

In summary the justification provided is inadequate for the level of harm that the proposed interventions would cause to the heritage assets.

Requested that they be informed of any further developments on this case.

4.7 Ancient Monuments Society - object as follows:

- The case for the addition of a link between the Central Library and Town Hall Extension, as presented in the applicant's Heritage Statement, is unconvincing. The buildings, in their current form, read as two separate entities whose distinctive character derives in part from the contrast of their geometric shapes. The harm caused requires clear and robust justification.
- There are plans for a link between the two buildings below ground. This severely weakens the public benefits argument in favour of a link at ground floor level. On balance, the harm to the Grade II* buildings would outweigh any potential benefit: not only would there be loss of fabric, but the historical plan-form would be severely compromised.
- 'Library Walk' has a high communal value as public space which has been enjoyed for over 80 years. To create a 'no-through' space in place of a lively, dynamic one, would not only harm the appearance of the listed buildings, it would also radically alter the character of the Conservation Areas' public realm.

The Twentieth Century Society's objection to this element of the 'Transformation Project' for the Central Library and Town Hall Extension is supported. Further discussions between the applicant and the various consultees are recommended.

Requested that they be informed of any decision and provided with a copy of the relevant Committee report.

4.8 Greater Manchester Archaeological Advisory Service - Confirmed that they are satisfied that the proposed development does not threaten the known or suspected archaeological heritage. On this basis there is no reason to seek to impose any archaeological requirements upon the applicant.

- 4.9 **Manchester Historic Buildings and Conservation Areas Panel** - are opposed in principle to the link and remain unconvinced as to the need for a glass walkway between the Town Hall Extension and Central Library.

The architectural statement of arriving at the main entrance to Central Library will be lost, as will experiencing the hierarchy of spaces as the original architect had intending. Both the staff and public using the buildings should be able to utilise the existing entrances as before.

The Panel felt that the addition of a glass link and loss of significance of Central Library's main entrance would change the character of the Conservation Area.

The Panel raised concerns over the clarity of the glass and that these types of structures never appear as clear and as lightweight in reality. The impact of the ramp on the plinth was also raised as a concern.

The Panel agreed that if the link scheme goes ahead that the scheme proposed was not unreasonable and the best solution to link the two buildings.

It was felt that a well considered and meaningful acknowledgement of the Peterloo Massacre should be integrated into the project design.

- 4.10 **Manchester Disabled People's Access Group** – welcomes the proposals for new entrances to the Library and the Town Hall Extension. It considers that the expensive proposals and design for a covered area and gated entrance to Library Walk creates additional access barriers for disabled people which have not been fully addressed and are not required to make the area more accessible. Closure of this route in the evenings would actually make access more difficult to St Peter's Square and Metrolink and other facilities around St Peter's Square. It is also recommended that guidelines are produced for the production and consultation around Design and Access Statements to make them more accessible, not just for disabled people but for other people in communities who may not identify as disabled people but require information in different or easier to read formats.

- 4.11 **Head of Regulatory and Enforcement Services Environmental Health)** – have no adverse comment or objection to this application.

- 4.12 **Head of Regulatory and Enforcement Services (Contaminated Land)** – advise that historical information relating to this site indicates the possible presence of significant levels of contamination and recommended the following condition:

The development shall include the installation of a proprietary gas protection membrane, in order to alleviate any possibility of landfill gas ingress to the building. Appropriate and comprehensive construction designs shall be submitted to and approved in writing by the City Council as local planning authority.

- 4.13 **The Head of Neighbourhood Services (Highway Services)** –have no major highway objections to the proposals and advised the following:

As stated within the NLP Planning Statement Paragraph 3.8: 'A separate application for the extinguishment of the existing footpath will be required should permission be granted for the proposed development.'

- 4.14 **Greater Manchester Police (Design for Security)** - Advised that the applicant has been in discussion with Design for Security prior to submitting the application. With regard to the acceptability of the proposal, this scheme has been developed with an anticipated level of management and supervision being provided in order to provide the required level of security. It is requested that a condition be applied that requires the applicant to provide a management plan that includes measures to address the following:-
- Supervision of the glazed structure, and people approaching and passing through it
 - Closing / locking of gates and doors
 - Lighting levels along Library Walk
 - Removal of litter and graffiti

- 4.15 **Transport for Greater Manchester** – Recommended a condition to require the submission and agreement of a Construction Management Plan.

5.0 ISSUES

Relevant National Policy

- 5.1 **The National Planning Policy Framework** – The NPPF sets out the Government's planning policies for England and how these are expected to apply. The proposed developments comply with the following policies or parts thereof:
- 5.2 Section 4 Promoting Sustainable Transport – The buildings would continue to be easily accessed by sustainable transport methods, including all forms of public transport, walking and cycling.
- 5.3 Section 7 Requiring Good Design - The link would be constructed of high quality materials and would have an interesting and unique appearance. The structure has been designed to appear visually separated from the listed buildings. The use of clear glazed elevations comprising Low Iron glass would maximise transparency and ensure a clear colour rendition of items viewed through the glass minimising the impact of the structure on its setting. The proposal does however harm the character and setting of the heritage assets owing to the removal of original fabric and the manner in which it would alter the scale, character and appearance of the two Grade II* Listed Buildings and Library Walk. It is considered that the harm caused would be outweighed by the economic and social benefits of the structure and this is set out in more detail below.
- 5.4 Section 11 Conserving and enhancing the natural environment - It is recommended that the condition specified by the Head of Regulatory and Enforcement Services (Contaminated Land) is applied to the planning

application (referenced: 099352/VO/2012/C1) if approved in order to comply with the advice in this section.

- 5.5 Section 12 Conserving and enhancing the historic environment – The degree of harm caused to the heritage assets is considered to be justified in terms of the social and economic benefits of the proposals.

Paragraph 128 – 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 131 – advises that in determining planning 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.

Paragraph 132 – 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 133 – Advises that proposals that 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.

Paragraph 134 – Advises that where proposals 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.

Paragraph 141 - Provides advice on the requirements for building recording and publication of information.

The remainder of the report further addresses how the scheme is consistent with this policy.

Relevant Regional Policy

- 5.6 **The Regional Spatial Strategy (RSS) for North West England** - The Regional Spatial Strategy (RSS) for North West England was adopted in September 2008 and provides a framework for development and investment in the region over the next fifteen to twenty years. The relevant policies of the RSS that are relevant to this proposal are as follows:

Policy DP2 - Promote Sustainable Communities – By improving access to these major civic buildings, the scheme would meet the diverse needs of existing and future users and visitors of the City Centre and contribute to a high quality of life.

Policy DP3 - Promote Sustainable Economic Development - The scheme would contribute to sustainable economic growth through improving access to City Council services and avoiding duplication of resources.

Policy DP5 - Manage Travel Demand; Reduce the Need to Travel, and Increase Accessibility - The buildings would continue to be easily accessed by all sustainable transport methods and would improve access to City Council services by reducing travel distances between the customer service areas within the Town Hall Extension and Central Library.

Policy DP7 – Promote Environmental Quality - The design of the proposed structure respects its setting through the incorporation of fully glazed elevations, the use of Low Iron glass and the visual separation from the elevations of the listed buildings. The remainder of the report further addresses how the scheme is consistent with this policy.

Relevant Local Policies

5.7 **Adopted Core Strategy** – The proposal is consistent with the following policies within the Adopted Core Strategy for the City of Manchester and specifically:

Policy SP 1 – Spatial Principles - The buildings would continue to be easily accessible by walking, cycling and public transport, and help to connect residents to City Council services. The development would also make a positive contribution to the surrounding area by creating a well designed place, making a positive contribution to the safety and wellbeing of residents, considering the needs of the community and improving access to services and education. The remainder of the report further addresses how the scheme is consistent with this policy.

Policy CC4 – Visitors, tourism, culture and leisure - The proposals would improve the facilities for visitors to the City Centre, including residents and business visitors by improving access to City Council services, including library facilities.

Policy CC9 – Design and Heritage – The proposals would support the range of uses and services the City Council provides and would contribute to a coherent and integrated physical environment. The remainder of the report further addresses how the scheme is consistent with this policy.

Policy CC10 - A Place for Everyone – The proposals would improve access to a wide range of City Council services and therefore appeal to a wide range of residents and visitors. It would also improve standards of accessibility to City Council services.

Policy T2 - Accessible Areas of Opportunity and Need – The buildings would continue to be easily accessible by walking, cycling and public transport, and help to connect residents to City Council services.

Policy EN1 - Design Principles and Strategic Character Areas - The proposal involves a good quality design and would enhance the overall image of Manchester. The design responds positively at street level, provides improved access to City Council services and its impact on the City's heritage has been fully considered in development of the design. The remainder of the report further addresses how the scheme is consistent with this policy.

Policy EN 3 – Heritage – The proposals have been designed to enhance access into buildings of acknowledged importance and improve their use, whilst considering the character and setting of the buildings. The remainder of the report further addresses how the scheme is consistent with this policy.

Policy EN18 – Contaminated Land and Ground Stability – It is recommended that the condition specified by the Head of Regulatory and Enforcement Services (Contaminated Land) is applied to the planning application (referenced: 099352/VO/2012/C1) if approved in order to comply with this policy.

Policy DM1 - Development Management – The remainder of the report addresses how the scheme is consistent with this policy.

- 5.8 **Unitary Development Plan** -The following saved policies of the Unitary Development Plan for the City of Manchester (UDP) are of relevance to these applications:

Saved Policy DC18.1 – Conservation Areas – The remainder of the report addresses how the scheme is consistent with this policy.

Saved Policy DC19.1 – Listed Buildings – The proposals would contribute to the retention, maintenance and continued use of the buildings. The remainder of the report further addresses how the scheme is consistent with this policy.

- 5.9 **The Guide to Development in Manchester SPD** – This Supplementary Planning Document supplements guidance within the Adopted Core Strategy with advice on development principles including on design, accessibility, design for health and promotion of a safer environment. The proposals comply with these principles where relevant and possible.

- 5.10 **Manchester City Centre Strategic Plan**- The Manchester City Centre Strategic Plan (published in 2009) presents a vision for the City Centre and sets out the strategic action required to work towards achieving this over the period from 2009 – 2012. The Plan considers the contribution to be made towards achieving the overall vision by each of the district components of the City Centre and recognises the key role of Manchester City Centre in providing a positive image and framework for inward investment and explains that its continued strong economic performance within a high quality urban environment will be fundamental to the prosperity of both Manchester and its city region.

The site of the applications falls within the area designated as the Central Business District, which is the focus for the largest regional concentration of financial and

professional services and is along with Spinningfields and the Central Spine crucial to providing a diverse commercial product within the City Centre.

One of the priorities is the strengthening of the commercial positioning of St Peter's Square, which would be strengthened by the creation of better public realm and the critical examination of the role and function of existing traffic in the area. The plan states that further improvements will enhance the environmental quality of the area in a way that improves its identity and functionality and ensure that the district remains a destination for investors.

5.11 Conservation Area Declarations

St Peter's Conservation Area declaration:

St Peter's Square conservation area is situated in Manchester city centre. It is an area which contains a mixture of commercial, cultural and civic buildings. The name derives from St. Peter's Church, which stood in the centre of St Peter's Square from 1788 to 1907.

The main characteristic of St Peter's Square conservation area is primarily one of civic grandeur, but it also contains some commercial property. The earliest building in the conservation area is the Friends' Meeting House on Mount Street, designed by Richard Lane and completed in 1830. It is in Greek Classical style with Ionic pedimented portico and replicates the Temple of Ilissus in Attica, a province of Greece. The area also contains a number of other listed buildings, including the Midland Hotel (Grade II* Listed), which is the epitome of the grand style in late Victorian architecture.

When opened in 1934 by King George V, the Central Library (Grade II* Listed) was the largest public library in the country. It is a Classical-style building in Portland Stone which takes inspiration from the Pantheon in Rome, with its circular plan and the central lantern light at the top of the dome. Its huge portico, supported by six Corinthian columns, emphasises the importance of St Peter's Square.

The Central Library and the Town Hall Extension were designed at the same time, and together they form a single composition with a walkway between them.

Scope for improvements in St Peter's square is limited to refurbishment of listed buildings and redevelopment of the others. Any proposals should relate to the existing building context in form, scale, height, massing and material, and be complementary to the character of adjacent listed buildings.

New and refurbished buildings in the area should be neither diluted nor superficial reflections of historic buildings but should have a vitality of their own. Bland copies would make no positive contribution but would simply devalue the historic character of the area.

Albert square Conservation Area declaration:

The Albert Square contains many listed buildings, including the Grade I Listed Town Hall, but also contains a number of more recent buildings such as Heron House. There is much variety in the building materials used in Albert Square. Generally buildings on the eastern side of the Square are built of yellow stone whilst those on the west side, opposite the Town Hall, are finished in red brick. This helps to emphasise the civic importance of the Town Hall. The principal characteristic of the conservation area is the view looking east along Brazennose Street which focuses on the dominant tower of the Town Hall, framed by commercial buildings on either side.

A large amount of the Conservation Area in particular around the Town Hall and on Brazennose Street is pedestrianised.

The architectural emphasis of corners is a characteristic of Manchester buildings which contributes to the urban design character of the city centre. It is evident in the Albert Square area and its use in new developments will therefore be encouraged.

Designers should respect the architectural character of the existing historic buildings and create proposals which harmonise with them. This does not mean producing pastiche or a copy of an old building, since each building should have a vitality of its own and reflect the period in which it is built.

5.12 Legislative requirements

Section 16 (2) of the Planning (Listed Building and Conservation Areas) Act 1990 (the "Listed Building Act") provides that "in considering whether to grant listed building consent for any works to a listed building, the local planning authority or the Secretary of State shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses"

Section 66 of the Listed Building Act provides that in considering whether to grant planning permission for development that affects a listed building or its setting the local planning authority shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.

Section 72 of the Listed Building Act provides that in the exercise of the power to determine planning applications for land or buildings within a conservation area, special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area.

S149 Equality Act 2010 provides that in the exercise of all its functions the Council must have regard to the need to eliminate discrimination, advance equality of opportunity and foster good relations between person who share a relevant protected characteristic and those who do not. This includes taking steps to minimise disadvantages suffered by persons sharing a protect characteristic and to encourage that group to participate in public life. Disability is a protected characteristic.

S17 Crime and Disorder Act 1998 provides that in the exercise of its planning functions the Council shall have regard to the need to do all that it reasonably can to prevent crime and disorder.

5.13 **The Scheme's contribution to regeneration**

Regeneration is an important planning consideration. The NPPF (paragraph 7) provides that the planning system needs to contribute to building a strong and responsive competitive economy, to support strong and vibrant communities and to contribute to protecting and enhancing the built and historic environment. Over the past fifteen years the City Council has implemented high quality successful regeneration schemes at the City Centre Renewal Area, Piccadilly, Spinningfields, Manchester Central, Northern Quarter and Castlefield. However, much remains to be done if the City Centre is to remain competitive and it will be important to ensure that investment in Manchester continues.

The regeneration of the Civic Quarter is one of the City Councils key objectives for the City Centre and the objective is to create a new, grade A commercial destination here. The significant levels of public sector investment that has been committed to this area will create a new destination and provide the platform and catalyst for this moving forward. The new development at No1 St Peters Sq is the first phase of private sector investment in the area.

The application site includes the Town Hall Extension and Central Library, which are currently undergoing extensive refurbishment, improving the appearance and functionality of the buildings and in turn contributing to regeneration within this part of the City Centre and encouraging investment in the local area. The current proposals would further improve the functionality of the buildings by improving accessibility to Council services and avoiding duplication of services.

For these reasons the proposals would contribute to the objectives of the Civic Quarter Initiative and the City Centre Strategic Plan 2008-2012, which aims to improve the functionality of the Central Business District.

5.14 **Impact on the Character and Appearance of the Heritage Assets**

Sections 16, 66 and 72 of the Listed Buildings Act requires members to give special consideration to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses and to the desirability of preserving or enhancing the character or appearance of that area.

Development decisions should accord with the requirements of Section 12 of the National Planning Policy Framework which notes that heritage assets are an irreplaceable resource and emphasises that they should be conserved in a manner appropriate to their significance.

The NPPF requires that applications that cause substantial harm ought to provide “clear and convincing justification” for the harm. Substantial harm to Grade II* buildings should be wholly exceptional (paragraph 132). Where development will lead to less than substantial harm to the significance of a listed building, this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use.

Whilst information within the submitted Heritage Statement does question the role and significance of Library Walk, it is nonetheless considered to be of significant heritage value and the impact of the proposal on Library Walk does need to be carefully considered. The Central Library and the Town Hall Extension were designed at the same time, and together they form a single composition with a walkway between them, therefore the significance of Library Walk lies in its impressive scale and form and the relationship between the two buildings.

The alterations necessary to support the creation of the lightweight glazed building would cause very minimal harm to the fabric and setting of the listed buildings and the character of the Conservation Areas, but as there is an element of harm this must also be given careful consideration.

The link would be constructed of high quality materials and would have an interesting and unique appearance. It would have clear glass elevations formed with Low Iron glass to ensure clear colourless views through the structure. The main body of the link would be curved and clear glass channels would visually separate the link from the elevations of the listed buildings. The structure has been designed to be small and simple in comparison to the impressive scale and appearance of the existing buildings to minimise the impact on the existing buildings.

It is however likely that the glass elevations would need to include some obscure areas of glazing and elements of the design such as the proposed internal lighting scheme may need to be amended to comply with the requirements of The Disability Discrimination Act 1995 and The Disability and the Equality Act 2010 and where possible with Design for Access 2 to ensure that the development is fully accessible to people with all disabilities.

The proposals would include the removal of original fabric to extend the existing windows to form doorways. Some original features would be retained within the openings such as the original frame of the windows of the Town Hall Extension. Care has been taken to ensure that the connections to the listed fabric are lightweight and the interventions are minimised. The structure would also be an obvious modern intervention representing changes in design and technology.

The link would interrupt the views of and from Library Walk and affect the appreciation of the existing character and volume of the space and the character of the adjacent listed buildings. It has however been designed to minimise this impact through the use of glazed elevations, the proposed height, and its location allowing the structure to be partly hidden by existing

buildings when viewed from St Peter's Square and completely hidden from Mount Street.

The proposed gates are required to ensure that a dead end is not created when the link is closed. The detailed design of the gates is not included in this application, however specific design principles have been set, including the proportions and the proposals to secure the gate to the paving avoid fixing to the listed structure. It is also the intention to provide gates that will continue and reinforce the tradition of quality and detail set by the gates incorporated into the existing Town Hall, but interpreted in a contemporary manner. This application does not propose the closure of the existing entrances.

It is considered that the proposal does cause harm to acknowledged Heritage Assets but that the harm is not substantial. It is therefore necessary to assess whether the public benefit that would be delivered would outweigh the harm caused.

Public benefits

The City Council's vision as outlined in the Community Strategy is that by 2015 Manchester will be a city of opportunity that is welcoming and inclusive with services that meet and exceed the needs of all residents.

Customers have expressed their desire to access all Council Services through a single point of contact. This approach has been adopted in the temporary Customer Service Centre at One First Street where all services have been brought together in one location. The new Customer Service Centre in the Town Hall Complex will continue this theme and provide a welcoming space for customers and the delivery of a high quality customer experience with multi channel access to Council services, including the library services within the basement of the Town Hall Extension.

Central Library was the UK's third busiest library and visitor numbers are expected to double to 2 million when the refurbished building, including the new area within the Town Hall Extension, reopens in 2013/14. The Library Service will be delivered in both the Central Library and the Town Hall Extension.

Central Library and the Customer Service Centre in the Town Hall Extension have been designed as a single space with customers able to receive either Service in either building. PC workstations would be available in both buildings and the main catering provision will be the St Peters Square cafe in the Town Hall Extension. A ground floor link would improve customer accessibility to this from Central Library and between the PC workstations.

There is a proposal to use the customer service space within the Town Hall Extension as a library study area outside of normal opening hours and a connection at ground floor level would significantly increase the number of potential customers that have quick and easy access to this space.

Whilst the application is for a link between Central Library and the Town Hall Extension, the space is intended to become a shared reception and customer access point to both buildings, visible from St Peter's Square and providing easy access to those who are walking from the Mount Street end of Library Walk. The link could also provide a space for self-service equipment accessed by customers outside of normal opening hours; this is particularly important for some service users e.g. homeless families.

A ground floor connection would improve the ability of staff to move across the complex to respond to changing customer demands in Central Library, the Rates Hall, extended library and the Customer Service Centre.

Although Central Library has a very prominent entrance, access into the library area of the Town Hall Extension is likely to be more confusing and whilst there will be a link below ground level customers are unlikely appreciate this and either miss the opportunity to enjoy those services or leave Central Library and walk outside to the Town Hall Extension. This neither meets the Councils vision of One Council or the customer's requirement to have services that are easy to find.

There is a risk that customers will not access services provided because of the current design constraints. A survey has shown that a customer entering Central Library and being redirected to the Town Hall Extension via the external route would have to walk 161m, via a route involving ramps and bottleneck access points and involving exposure to inclement weather. This would be a significant dis-incentive to integration of council services.

An alternative internal route is available, but this involves a journey down to the basement and back up into the Town Hall Extension which results in a walk of 151m. This journey is impeded by lifts and doors and could be a confusing route, which many customers will find difficult. This route presents a significant barrier to the integration of services.

A ground floor enclosed link between Central Library and the Town Hall Extension would result in a single accessible space for customers to move easily between both buildings. It is estimated that up to 1 million of the 2 million visitors would cross between both buildings. The City Council's business strategy relies on customers being able to access the varied PC workstation areas across both buildings.

The link would also provide a prominent single entrance to both buildings allowing customers to easily navigate their way to the service they require. The City Council's vision is 'one council', 'one service', and 'one building' complex. A ground floor link between Central Library and the Town Hall Extension would allow seamless and level transition between buildings reducing the length and difficulty of the journey. The new visual link would create a simple connection and an awareness of the full variety of services available encouraging discovery between services and spaces.

The increased number of staff and customers arriving in St Peter's Square due to the proposed Metrolink Second City Crossing and the increase in the number of trams to 45 per hour could cause congestion at the St Peter's Square entrance. The Council are exploring different options of managing the additional numbers of staff and customers that are expected at this entrance and security and accessibility issues.

This approach of connecting two buildings has been adopted in both the private and public sectors, with examples at the Radisson Edwardian Hotel on Peter Street and at the Manchester Art Gallery on Mosley Street in Manchester City Centre. The Art Gallery is particularly relevant to the Town Hall Complex with the link building generating significant benefits to customers as they move between three separate buildings.

The link would allow the vertical circulation core in Central Library to be used as an additional escape route, being capable of being a designated escape route and providing a simple escape route allowing customers to escape from the location they entered. Although accepted due the buildings listed status, the current exit provisions are not of sufficient capacity to allow all of the occupants to evacuate within the 2.5 minutes as recommended by contemporary fire safety guidance. Therefore, the current approach for the building will lead to extended evacuation times from the ground floor, which could be resolved should the link be constructed. This will provide greater flexibility for the use of the Great Hall and allow more dense occupancies to be located on the first floor than the normal day to day occupancies. The same flexibility advantage applies to the upper floor levels.

Currently there is no level access/egress from the ground floor level of the building meaning that a convoluted route would be used for some evacuations if the link is not constructed. The link would mean that evacuations that require level access could escape via the new vertical circulation core would be able to evacuate direct at the ground floor level of the building. This simplifies the escape strategy.

Manchester City Council is committed to offering access to all of its Services across the Town Hall Extension and Central Library. This will be substantially enhanced by a physical link between the buildings at ground floor level. If a ground floor link is not provided between the two buildings the Council will have to duplicate Service delivery in the Town Hall Extension and Central Library. This would not allow the transformation of Service delivery that the Council has planned and would duplicate costs at a time when budgets are being cut. The Council cannot justify the on-going revenue costs of duplicating customer services in both buildings. In addition significant design changes would be required in the Central Library to accommodate additional meeting rooms for interviews with customers on the ground floor.

5.15 Access

The proposals would improve access between customer services within the two buildings and therefore improve customer service and make efficiency savings through avoiding the duplication of services.

Some concerns have been raised regarding specific items of the design of the structure in terms of accessibility for disabled people. It has been suggested that a number of the items such as the up-lighters, the lack of internal protection from the glazed fins and the lack of manifestation are likely to prevent the link from being fully accessible to people with disabilities.

The proposals would also mean that access through Library Walk would be restricted to the opening hours of the Town Hall Complex. However, the Walk would be open for access throughout the day allowing unrestricted access between Mount Street and St Peter's Square with access only being restricted between the times that the Walk would be quieter and less inviting and may be more of a risk to personal safety.

It is recommended that a condition be applied to require the agreement of proposals to ensure that the link is as accessible as possible to people with all disabilities.

Given the above the proposals are considered to be in accordance with policies SP1 (Spatial Principles), CC10 (A Place for Everyone), T2 (Accessible Areas of Opportunity and Need), and DM1 (Development Management) of the Core Strategy for the City of Manchester and the Design and Accessibility principles of the Guide to Development in Manchester SPD.

5.16 Safety and security

The proposals would improve the safety of Library Walk through the installation of improved lighting and the restriction of opening times.

There have been incidents on Library Walk, including a high profile attack in 2011 although the route is now within the construction boundary of the Central Library and Town Hall Extension refurbishment so there have been no recent issues as access is prevented. The closure of the route between 22:00 and 06:00 and the proposed improved lighting should prevent. During the hours between 06:00 and 22:00 the route would be open and the adjacent public buildings would be open and a larger number of people would be in the area.

It is recommended that the condition specified by Greater Manchester Police is applied.

Given the above the proposals are considered to be in accordance with policy DM1 (Development Management) of the Core Strategy for the City of Manchester and the Community Safety and Crime Prevention Principle of the Guide to Development in Manchester SPD.

5.17 Summary of public benefits

The proposal will optimise the viable use of the buildings, enhance access to Council services in line with public wishes, improve accessibility for those with mobility impairments, encourage access to a public building by disabled people and therefore participation in public life, and reduce the opportunity for crime and disorder particularly at night.

As explained above it is recognised that some harm would be caused to the heritage assets however this harm is considered to be less than substantial and justified by the public benefits of the proposals.

Given the above, the proposals are considered to be in accordance with section 12 of the National Planning Policy Framework, policies DP3, DP4 and DP7 of the Regional Spatial Strategy for the North West, policies SP1 (Spatial Principles), CC4 (Visitors, Tourism, Culture and Leisure), CC9 (Design and Heritage), CC10 (A Place for Everyone), T2 (Accessible Areas of Opportunity and Need), EN1 (Design Principles and Strategic Character Areas), EN3 (Heritage), DM1 (Development Management), the Design principle of the Guide to Development in Manchester SPD and Saved Policies DC18.1 (Conservation Areas) and DC19.1 (Listed Buildings) of the Unitary Development Plan for the City of Manchester.

5.18 Transport Issues / Relationship to Transport Infrastructure

The site would continue to be well served by a variety of sustainable modes of transport, including walking, cycling, buses and the Metrolink system. It is recommended that the condition specified by Transport for Greater Manchester be applied to application reference 099352/VO/2012/C1 if approved.

Given the above the proposals are considered to be in accordance with Section 4 (Promoting Sustainable Transport) of the National Planning Policy Framework, policy DP5 of the Regional Spatial Strategy for the North West, policies SP1 (Spatial Principles), CC4 (Visitors, Tourism, Culture and Leisure), CC10 (A Place for Everyone), T2 (Accessible Areas of Opportunity and Need) and DM1 (Development Management) of the Core Strategy for the City of Manchester and the Design Principle of the Guide to Development in Manchester SPD.

5.19 Ground Contamination Issues

It is recommended that the condition specified by the Head of Regulatory and Enforcement Services (Contaminated Land) is applied to the planning application (referenced: 099352/VO/2012/C1) if approved.

Given the above the proposals are considered to be in accordance with Section 11 (Conserving and enhancing the natural environment) of the National Planning Policy Framework and policy EN18 (Contaminated Land and Ground Stability) of the Core Strategy for the City of Manchester.

5.20 Timing of the Submission

It is acknowledged that this application has followed previous approvals for the Town Hall Extension and Central Library including a subterranean link between the two buildings. It was not possible to submit this application at the same time, simply because at the time, design development had not considered in detail a ground floor link between the two buildings on Library Walk. It was only after the scheme had significantly evolved for the Town Hall Extension and Central Library that consideration of a link began, taking into account the significant additional public benefits through the provision of better services that the Link would deliver.

In light of the significance and value of Library Walk in heritage and cityscape terms, the applicant spent a considerable length of time developing proposals that met the functional requirements of a link while respecting and responding appropriately to the sensitive context of Library Walk.

It is recommended that the conditions specified by English Heritage are applied to the applications if approved to allow an integrated design of the paving treatment and gate with the proposals for St Peter's Square.

Complaints have been received that the consultation period on the applications took place over a period which contained bank holidays, however comments on the proposals can be submitted and considered up until a decision is made on the application and many comments were received and have been considered after the consultation period ended.

6.0 **CONCLUSION**

- 6.1 The Council has taken the submitted information and the representations received from Statutory Consultees and third parties into consideration and has concluded that the proposal is in accordance with all relevant Core Strategy policies.

In terms of the proposed works to the listed buildings it is considered that the proposals are consistent with the relevant tests set out in Section 12 of the National Planning Policy Framework.

Careful consideration that has been given to the proposals in terms of the impact on the setting of nearby listed building or conservation areas. The proposed development would have significant public benefit, which is considered to outweigh the harm caused to the character and setting of the listed buildings.

The proposals would be consistent with policy at national, regional and local level and for the reasons outlined above are supported.

6.2 **Third Party Representations**

English Heritage
Twentieth Century Society
Ancient Monuments Society

Greater Manchester Archaeological Advisory Service
Manchester Historic Buildings and Conservation Areas Panel
Manchester Disabled People's Access Group
Head of Regulatory and Enforcement Services Environmental Health)
Head of Regulatory and Enforcement Services (Contaminated Land)
The Head of Neighbourhood Services (Highway Services)
Greater Manchester Police (Design for Security)
Transport for Greater Manchester
Sir Gerald Kaufman MP
Councillor Joan Davis
Councillor Victor Chamberlain
Mr Timothy Cockitt, 9 Tenby Avenue,
Manchester, Manchester, M20 3DU
Mr Joseph Shaw, 18 Rockdove Avenue, Manchester, Manchester, M15 5FH
Mr Mark Rainey, 1A St Hilda's Road, Manchester, Manchester, M22 4FP
Ms Morag Rose, 105 Withington Road, Manchester, Manchester, M16 8EE
Ms Lorenza Casini, 4 Deanbank Avenue, Manchester, Manchester, M19 2EZ
Dr Hannah Sevenoaks, Lansdowne House Wilmslow Road, Manchester,
Manchester, M20 6UJ
Mr Ali McGowan, Flat 318 73 Liverpool Road, Manchester, Manchester, M3
4AQ
Mr R Smith, 23 Rockdove Avenue, Manchester, Manchester, M15 5EH
Mr James Dyson, 133a Cheadle Old Road, Stockport, SK3 9RH
Ms Anne Worthington, 21 Mayfield Road, Manchester, Manchester, M16 8FU
Ms Joanne Nightingale, Flat 25 City Heights 1 Samuel Ogden Street,
Manchester, Manchester, M1 7AX
Ms Silvana Serra, 78 Pytha Fold Road, Manchester, Manchester, M20 4UJ
Ms Claire Shearman, 37 Cross Street, Manchester, Manchester, M2 4JE
Mr Chris Rogers, 51 Bacon Lane, Edgware, HA8 5AU
Mr Eamonn Canniffe, 12 Maltby Road, Manchester, Manchester, M23 1EN
Mr Andy Barclay, 8 Rozel Square, Manchester, Manchester, M3 4FQ
Dr Polly Low, Flat 86 MacIntosh Mills 4 Cambridge Street, Manchester,
Manchester, M1 5GH
Paul Weston, D/B Maxime, 16 Wapping High Street, London E1W 1NG
Mr Nick Georgiou, 1 Moorgate Street, Upper Mill, Oldham, OL3 6DE
Ms Manchester Women's Design Group, 10 Little Lever Street, Manchester,
Manchester, M1 1HR
Mr Simon Smith, Flat 12 The Chambers 2 Booth Street, Manchester,
Manchester, M2 4AT
Ms Valeska Matziol, Flat 2 20 Corkland Road, Manchester, Manchester, M21
8UT
Mr Allan Wilson, Flat 12 The Chambers 2 Booth Street, Manchester,
Manchester, M2 4AT
Miss Hayley Flynn, 9 St Annes Road, Manchester, Manchester, M21 8TQ
Mr Gareth O'Carroll, Mynshull's House, Cateaton Street, Manchester, M3 1SQ
Mrs Giselle du Toit, 107 Old Hall Lane, Rusholme, Manchester, Manchester,
M14 6HL
Mr Jonathan Keenan, 1 Barway Road, Manchester, Manchester, M21 9JZ
Miss Shona Oldfield, Flat 41 Thorne House 279 Wilmslow Road, Manchester,
Manchester, M14 6DW

Miss Rachel Ravey, Apartment 119 Hill Quays 1 Jordan Street, Manchester, Manchester, M15 4QX
Miss Natalie Harris, 3 Barton Street, Manchester, Manchester, M3 4NN
Ms Eleanor Bullen, 67 Rockdove Avenue, Manchester, Manchester, M15 5EH
Ms Nija Dalal, 17 Thomas Telford Basin, Manchester, Manchester, M1 2NH
Mrs Amy Briers, 46 Talbot Road, Manchester, Manchester, M14 6TB
Mrs Denise D'Ambra, 1 Onslow Avenue, Manchester, Manchester, M40 3PW
Miss E J Nagae, 117 Carlton Road, Manchester, M16 8BE
Mr Mark Scoular, 54 Glen Avenue, Manchester, Manchester, M9 4EE
Ms Jessica Symons, 24 Vicars Road, Manchester, Manchester, M21 9GY
Miss Grace Manning-Marsh, 18 Milverton Road, Manchester, Manchester, M14 5PL
Mr Stefan White, 24 Bury Avenue, Manchester, Manchester, M16 0AT
Mr steve martlew, Ground Floor And Basement 8 Loom Street, Manchester, Manchester, M4 6AN
Ms Natalie Bradbury, 17 Thomas Telford Basin, Manchester, Manchester, M1 2NH
Mrs judy benson, 2 Devonshire Road, Manchester, Manchester, M21 8XB
Ms Dominique Tessier, Flat 1 38 Milton Grove, Manchester, Manchester, M16 0BP
Miss Emily Campbell, Flat 125 Smithfield Buildings 44 Tib Street, Manchester, Manchester, M4 1LA
Mr Andy Northcott, 135 Dickenson Road, Manchester, Manchester, M14 5HZ
Councillor Victor Chamberlain, Members Services, Room 132, Town Hall, Manchester, M60 2LA
Mr John Hawes, 19 Cawdor Avenue, SOUTH OCKENDON, RM15 5RG
Mr Gavin MacDonald, 22 Finney Drive, Manchester, Manchester, M21 9DS
Mr jonathan hardman, 66 Oakcliffe Road, Manchester, Manchester, M23 1DA
Mr Jim Thompson, 33 Rye Bank Road, Manchester, m16 0ep
Mrs Isabel Britch, 142 Chapel street, Salford, M3 6AF
Mr Anthony Watt, Flat 18 Lansbury House 76 Whalley Road, Manchester, Manchester, M16 8AH
Mr Andrew Roberts, 5 St Brannocks Road, Manchester, Manchester, M21 0UP
Ms Harriet Monkhouse, 618 Wilmslow Road, Manchester, Manchester, M20 3GS
Ms Sonja Froebel, 74 Charlotte Rd, Stirchley, Birmingham, B30 2BS
Ms Stephanie Vickers, 122 Albion Towers, Cross Lane, Salford, m5 4af
Miss Katherine Horrex, 19 Chatham Grove, Withington, Manchester, m20 1hs
Mr andrew gough, 5 maurice st, salford, m6 7dg
Miss Jenni Edwards, 71 Peregrine Street, Manchester, Manchester, M15 5PZ
Dr Raymond Lucas, Apartment M C 203 Royal Mills 16 Jersey Street, Manchester, Manchester, M4 6JA
Mr John Moran, 16 Foxcombe Road, Bath, BA1 3ED
Mr David Britch, 142 Chapel Street, Salford, M3 6AF
Mr Nick Jordan, 8 Napier Road, Manchester, Manchester, M21 8AW
Mr Joseph Collins, 422 Burnage Lane, Manchester, Manchester, M19 1QQ
Mr Steven Lindsay, Flat 9 Westpoint 3 Duke Street, Manchester, Manchester, M3 4NF

Dr Steve Millington, Cambridge South Hall 62 Cavendish Street, Manchester, Manchester, M15 6UU
Miss Steph Champion, 8 Sidbury Road, Manchester, Manchester, M21 8XN
Mr Gary Sunbeam, 40 Dartmouth Rd, Chorlton-cum-Hardy, M21 8XJ
Mrs Judy Benson, 2 Devonshire Rd, M21 8XB
Miss EJ Nagae, 117 Carlton Rd, M16 8BE
Mr Derek Bates,
Mr Simon Green,
Mr Chris Ayton, Flat 506 , The Grand, 1 Aytoun St, M1 3DB
Dr Helen Dexter, Department Of Politics And Int Relations, University Of Leicester, Leicester, LE1 7RH
Mr Andy Barclay, 8 Rozel Square, M3 4FQ
Jack Hale, Manchester Modernist Society, 142 Chapel St , Salford, M3 6AF
Dr Hannah Sevenoaks, Lansdowne House, Wilmslow Rd, M20 6UJ
Ms Nija Dalal, 17 Thomas Telford Basin, M1 2NH
Dr Kieron Flanagan, Manchester Institute Of Innovation Research, University Of Manchester, Oxford Rd, M13 9PL
Mr Rob Jones,
Mr Anthony Jones, 8th Floor, Trafford House, Chester Road, Old Trafford, M32 0RS
Dr Natalie Zacek, Norvic House, Flat 5, 7 Hilton St, M13 9PL
Mr Tom Armstrong, 47 Royce Court, Erskine St, M15 4BR
Dr Julian Holloway, 9 Arthur Street, Prestwich, Manchester, M25 3HE
Ms Emily Crompton, Flat 1 66 High Lane, Manchester, Manchester, M21 9DZ
Ms CAROLINE TOPHAM, Flat 1 66 High Lane, Manchester, Manchester, M21 9DZ
Mr Bren O'Callaghan, 156 Ayres Road, Old Trafford, Manchester, M16 9QB
Miss Eleni Kalkantzi, Apartment 12 Chorlton Park 417 Barlow Moor Road, Manchester, Manchester, M21 8JD
Mr Benjamin Bell, 160 Woodhouse Lane, Sale, M33 4LN
Mr Barry Seed, Flat 106 41 Old Birley Street, Manchester, Manchester, M15 5RE
Miss Elizabeth Boreham, 71 Oswald Road, Manchester, Manchester, M21 9QD
Miss Jennie Reynolds, 24 Windsor Road, Levenshulme, Manchester, Manchester, M19 2EB
Ms Marie Pattison, 38 Brightwell Walk, Manchester, Manchester, M4 1LZ
Mr Kevin Tilley, Apartment 921 12 Left Bank, Manchester, Manchester, M3 3AH
Miss Kelly Johnson, Flat 2 505A Wilbraham Road, Manchester, Manchester, M21 0UJ
Mr Martin Cooper, 106 Dudley Road, Manchester, Manchester, M16 8BR
Mr Sean Gallagher, 40 Rusholme Grove, Manchester, Manchester, M14 5AR
Mr Joshua Jones, 809 Abito, Greengate, Salford, M3 7NE
Mr Blaine Emmett, 76 Woodlawn Court, Manchester, Manchester, M16 9RL
Miss Pollyanna Steiner, 477 Barlow Moor Road, Manchester, Manchester, M21 8AG
Mr Anthony Sheridan, 45A Woodville Drive, Marple, Stockport, SK6 7QS
Mr Antony Hall, 1 Deanbank Avenue, Manchester, Manchester, M19 2EZ

Ms Sian Whitton, Flat 105 41 Old Birley Street, Manchester, Manchester, M15 5RE
Ms Lynette Cawthra, Flat 506 The Grand 1 Aytoun Street, Manchester, Manchester, M1 3DB
Mr John Farrell, Flat 14 Ingleton Court 1 Ingleton Avenue, Manchester, Manchester, M8 4SA
Mrs pauline minsky, 40 Mountside Crescent, prestwich, m25 3jh
Dr John Moran, 16 Foxcombe Rd, Bath, BA1 3ED
Mr Jonathan Silver, Apartment M C 606 Royal Mills 16 Jersey Street, Manchester, Manchester, M4 6JA
Miss Amanda Fagin, 8 Swarbrick Drive, Prestwich, Manchester, M259TD
Dr Louise Platt, 24 Allanson Road, Manchester, Manchester, M22 4HL
Mr lifelong mancunian, 48 Chapel Street, Levenshulme, Manchester, Manchester, M19 3GH
Miss Jenni Edwards, 71 Peregrine Street, Manchester, Manchester, M15 5PZ
Mr Christopher Marsland, 27 Daneholme Road, Manchester, Manchester, M19 1NZ
Mr Mike Ogden, Flat 9 The Rossett 123 Palatine Road, Manchester, Manchester, M20 3YA
Mr Adrian Slatcher, Didsbury Court Wilmslow Road, Manchester, Manchester, M20 6AD
Mr Aidan O'Rourke, 268 Wellington rd South, Stockport, SK2 6ND
Mr Philip Hulme, 19 Bankhall Road, Stockport, SK4 3JR
Ms Hannah Berry, Flat 309 41 Old Birley Street, Manchester, Manchester, M15 5RE
Dr Iain Stewart, Flat 125 Smithfield Buildings 44 Tib Street, Manchester, Manchester, M4 1LA
Mr Dominic Roberts, 17 Winckley Square, Preston, PR1 3JJ
Miss Andrea Timoney, 46 Langdale Road, Manchester, Manchester, M14 5PN
Dr Chris Boyko, Flat 509 The Beaumont Building 22 Mirabel Street, Manchester, Manchester, M3 1DY
Mr Thomas Hiles, 105 Withington Road, Manchester, Manchester, M16 8EE
Mr Daniel Russell, 44 Alan Road, Manchester, Manchester, M20 4SF
Mr Stefan Bielecki, 13 Highfield, Dene Rd, Didsbury, M20 2ST
Mr, 48 Chapel St Levenshulme M19 3GH
Caroline Downey, 22S Beswick St, M4 7HR
Liz Postlethwaite,
Dr Louise Platt, 24 Allanson Rd, M22 4HL
Mr Jonathan Hardman, 66 Oakcliffe Road, Manchester, Manchester M23 1DA

6.3 **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 Committee must give full consideration to their comments.

7.0 **Recommendation**

7.1 The Head of Planning therefore recommends that the Committee is:

MINDED TO APPROVE planning application ref no 099352/VO/2012/C2 on the basis that the proposal is in accordance with Section 4 (Promoting Sustainable Transport), Section 7 (Requiring Good Design), Section 11 (Conserving and enhancing the natural environment) and Section 12 (Conserving and enhancing the historic environment) of the National Planning Policy Framework, Policies DP2 (Promote Sustainable Communities), DP3 (Promote Sustainable Economic Development), DP5 (Manage Travel Demand; Reduce the Need to Travel, and Increase Accessibility) and DP7 (Promote Environmental Quality) of the Regional Spatial Strategy for North West England, Policies SP 1 (Spatial Principles) CC4 (Visitors, tourism, culture and leisure) CC9 (Design and Heritage), CC10 (A Place for Everyone), T2 (Accessible Areas of Opportunity and Need) EN1 (Design Principles and Strategic Character Areas), EN 3 (Heritage), EN18 (Contaminated Land and Ground Stability) and DM1 (Development Management) of the Adopted Core Strategy for the City of Manchester, the Design, Accessibility and Community Safety and Crime Prevention Principles of the Guide to Development in Manchester SPD and saved policies DC18.1 (Conservation Areas) and DC19.1 (Listed Buildings) of the Unitary Development Plan for the City of Manchester in that the development would cause less than substantial harm to important heritage assets but also deliver public benefits which justify the harm, encourage regeneration within the City Centre, would promote, support and enhance the City's role as an international centre of excellence for learning and research, would improve access to City Council services, would have significant public benefit, would contribute to improving the quality of the City's overall environment, would be fully accessible by all forms of transport and in particular adequately served by public transport, would be of a good standard of design, would not have an adverse impact on the architectural and historic character of the conservation areas or the setting of the listed buildings, has considered the needs of pedestrians, cyclists and disabled people in the design of the development, would contribute to creating safer environments for people living in and using the city, and would not unacceptably increase the risk of flooding elsewhere.

Would have regard to the character, issues and strategy for the Central Business District as described in Manchester City Centre Strategic Plan, would improve the functionality of the buildings, contribute to regeneration within this part of the City Centre, encouraging investment in the local area, improve accessibility to Council services, avoid duplication of services and contribute to the wider regeneration of the area around St Peter's Square.

- 7.2 MINDED TO APPROVE Listed Building Consent application ref no 099353/LO/2012/C1 on the basis that the proposal is in accordance with Sections 7 and 12 of the National Planning Policy Framework, policy DP7 of the Regional Spatial Strategy for the North West, Policies SP1 (Spatial Principles), CC9 (Design and Heritage), EN1 (Design Principles and Strategic Character Areas), EN3 (Heritage), DM1 (Development Management), the Design principle of the Guide to Development in Manchester SPD and Saved Policies DC18.1 (Conservation Areas) and DC19.1 (Listed Buildings) of the Unitary Development Plan for the City of Manchester because notwithstanding the desirability of preserving all the features of the listed building, and the character or appearance of the conservation area the proposals, which cause less than substantial harm to an important heritage asset, also deliver public benefits which justify the harm.

7.3 MINDED TO APPROVE Listed Building Consent application ref no 099354/LO/2012/C1 on the basis that the proposal is in accordance with Sections 7 and 12 of the National Planning Policy Framework, policy DP7 of the Regional Spatial Strategy for the North West, Policies SP1 (Spatial Principles), CC9 (Design and Heritage), EN1 (Design Principles and Strategic Character Areas), EN3 (Heritage), DM1 (Development Management), the Design principle of the Guide to Development in Manchester SPD and Saved Policies DC18.1 (Conservation Areas) and DC19.1 (Listed Buildings) of the Unitary Development Plan for the City of Manchester Listed Buildings) of the Unitary Development Plan for the City of Manchester because notwithstanding the desirability of preserving all the features of the listed building and the character or appearance of the conservation area , the proposals, which cause less than substantial harm to an important heritage asset , also deliver public benefits which justify the harm .

7.4 For the reasons set out in this report and subject to:

a) referral of Listed Building Consent applications referenced: 099353/LO/2012/C1 and 099354/LO/2012/C1 to the Secretary of State

and

b) the following conditions:

Application reference 099352/VO/2012/C1 –

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 plans referenced 1253/ISA/P/G200/P/LW01/001 and 1253/ISA/P/G100/XP/LW01/000 stamped as received by the City Council as local planning authority on 14th May 2012

The drawings by Ian Simpson Architects stamped as received by the City Council as local planning authority on 14th May 2012 and referenced:

1253/ISA/P/G200/P/LW00/001
1253/ISA/P/G200/P/LW01/001
1253/ISA/P/G200/P/LW01/002 rev 01
1253/ISA/P/G200/P/LW02/001
1253/ISA/P/G200/E/LW01/001
1253/ISA/P/G200/E/LW01/002 rev 01
1253/ISA/P/G200/E/LW02/001
1253/ISA/P/G200/S/LWAA/001
1253/ISA/P/G200/S/LWDD/001

1253/ISA/P/G200/S/LWDD/002
1253/ISA/P/G200/S/LWEE/001
1253/ISA/P/G200/S/LWEE/002
1253/ISA/P/G200/S/LWFF/001
1253/ISA/P/G200/S/LWGG/001
1253/ISA/P/G220/D/LW02/001
1253/ISA/P/G220/D/LW02/002
1253/ISA/P/G220/D/LW04/001
1253/ISA/P/G220/D/LW03/001
1253/ISA/P/G220/D/LW02/002
1253/ISA/P/G220/D/LW04/001
1253/ISA/P/G251/D/LW02/001rev 01
1253/ISA/P/G251/D/LW04/001rev 01
1253/ISA/P/G322/D/LW01/001
1253/ISA/P/G580/D/LW01/001
1253/ISA/P/G580/D/LW02/001
1253/ISA/P/G720/D/LW01/001

The Existing Fabric Intervention Strategy stamped as received by the City Council as local planning authority on 14th May 2012

Sections 7.0, 8.0 and 9.0 of the Design and Access Statement stamped as received by the City Council as local planning authority on 14th May 2012

Reason - To ensure that the development is carried out in accordance with the approved plans. Pursuant to policies SP1, CC4, CC9, CC10, T2, EN1, EN 3, EN18 and DM1 of the Adopted Core Strategy for the City of Manchester, the Design, Accessibility and Community Safety and Crime Prevention Principles 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

3) Before the development that is hereby approved commences or within a timescale to be otherwise agreed in writing by the City Council as local planning authority samples and specifications of all materials to be used on all external elevations of the development shall have been submitted to and approved in writing by the City Council as local planning authority. The development shall be constructed only using the approved materials.

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, CC9, EN1, EN 3 and DM1 of the Adopted Core Strategy for the City of Manchester, the Design and Access Principles 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.

4) No works to install external lighting shall commence unless and until full details of the external lighting have been submitted to and approved in writing by the City Council as local planning authority. Full details shall include

design, appearance, energy efficiency and illumination levels. The external lighting shall be installed only 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, CC9, EN1, EN 3 and DM1 of the Adopted Core Strategy for the City of Manchester, the Design, Access, Community Safety and Crime Prevention Principles 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.

5) No works to pave Library Walk shall commence unless and until full details of the paving treatment of Library Walk have been submitted to and approved in writing by the City Council as local planning authority. Full details shall include details of high quality natural paving materials, jointing and layout. The paving shall then be installed only 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, CC9, EN1, EN 3 and DM1 of the Adopted Core Strategy for the City of Manchester, the Design and Access Principles 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.

6) The proposed gates shall not be installed unless and until full details of their design has been submitted to and approved in writing by the City Council as local planning authority. The gates shall then be installed only 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, CC9, EN1, EN 3 and DM1 of the Adopted Core Strategy for the City of Manchester, the Design and Access Principles 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.

7) The development shall include the installation of a proprietary gas protection membrane, in order to alleviate any possibility of landfill gas ingress to the buildings. Appropriate and comprehensive construction designs to demonstrate this shall be submitted to and approved in writing by the City Council as local planning authority before the development hereby approved commences.

Reason - To ensure that the potential for any landfill gas ingress is prevented and appropriate preventative measures are implemented in the interests of public safety, pursuant to policy EN18 of the Adopted Core Strategy for the City of Manchester

8) Library Walk shall be open and accessible to all between the hours of 06:00 and 22:00.

Reason - In accordance with the submitted information and to ensure that reasonable access is permitted for all who wish to use Library Walk pursuant to policies DM1, CC4 and T2 of the Adopted Core Strategy for the City Council as local planning authority.

9) Before the development hereby permitted is commenced or within a timescale to be otherwise agreed in writing by the City Council as local planning authority a scheme showing the measures to be installed with the aim to achieve full disabled access into, through and around the proposed structures and along Library Walk for disabled people, shall have been submitted to and approved by the City Council as local planning authority. The agreed scheme shall be implemented before the development hereby permitted is brought into use and the agreed measures shall be retained and operational for so long as the development is in use.

Reason - To ensure that satisfactory disabled access is provided by reference to the provisions of the Adopted Core Strategy for the City of Manchester Policy DM1.

10) Before the development hereby approved commences or within a timescale to be otherwise agreed in writing by the City Council as local planning authority details of a management plan shall be submitted to and approved in writing by the City Council as local planning authority. This management plan shall include measures to address the following:-

- Supervision of the glazed structure, and people approaching and passing through;
- Closing / locking of gates and doors;
- Lighting levels along Library Walk;
- Removal of litter and graffiti.

The development shall be managed only in accordance with this approved management plan for the duration of the use of the development hereby approved.

Reason - To reduce the risk of crime pursuant to Policy DM1 of the Adopted Core Strategy for the City of Manchester.

11) No development shall take place, including any works of demolition, until a Construction Management Plan (CMP) with detailed method statements of construction and risk assessments, has been submitted to and approved in writing by the City Council as local planning Authority (approval to be in consultation with Transport for Greater Manchester). The approved CMP shall include agreed safe methods of working adjacent to the Metrolink Hazard Zone and shall be adhered to throughout the construction period. The CMP shall provide for:-

- The Parking of vehicles of site operatives and visitors;
- Loading and unloading of plant and materials;
- Storage of plant and materials used in constructing the development;
- Construction and demolition methods to be used; including excavation proposals;
- The erection and maintenance of security hoardings;
- Measures to control the emission of dust and dirt during construction and;
- A scheme for recycling/disposing of waste resulting from demolition and construction works.

Reason - In the interests of highway safety, to safeguard the amenities of the locality and to ensure that the developer complies with the necessary requirements of working adjacent to the Metrolink system, pursuant to policy DM1 of the Adopted Core Strategy for the City of Manchester.

Application Reference 099353/LO/2012/C1

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 plans referenced 1253/ISA/P/G200/P/LW01/001 and 1253/ISA/P/G100/XP/LW01/000 stamped as received by the City Council as local planning authority on 14th May 2012

The drawings by Ian Simpson Architects stamped as received by the City Council as local planning authority on 14th May 2012 and referenced:

1253/ISA/P/G200/P/LW00/001
1253/ISA/P/G200/P/LW01/001
1253/ISA/P/G200/P/LW01/002 rev 01
1253/ISA/P/G200/P/LW02/001
1253/ISA/P/G332/P/LW00/001
1253/ISA/P/G332/P/LW01/001
1253/ISA/P/G200/E/LW01/001
1253/ISA/P/G200/E/LW01/002 rev 01
1253/ISA/P/G200/E/LW02/001
1253/ISA/P/G200/S/LWAA/001
1253/ISA/P/G200/S/LWDD/001
1253/ISA/P/G200/S/LWDD/002
1253/ISA/P/G200/S/LWEE/001
1253/ISA/P/G200/S/LWEE/002
1253/ISA/P/G200/S/LWFF/001

1253/ISA/P/G200/S/LWGG/001
1253/ISA/P/G220/D/LW02/001
1253/ISA/P/G220/D/LW02/002
1253/ISA/P/G220/D/LW04/001
1253/ISA/P/G220/D/LW03/001
1253/ISA/P/G220/D/LW02/002
1253/ISA/P/G220/D/LW04/001
1253/ISA/P/G251/D/LW01-001rev 01
1253/ISA/P/G251/D/LW02/001rev 01
1253/ISA/P/G251/D/LW04/001rev 01
1253/ISA/P/G322/D/LW01/001
1253/ISA/P/G580/D/LW01/001
1253/ISA/P/G580/D/LW02/001
1253/ISA/P/G720/D/LW01/001

The Existing Fabric Intervention Strategy stamped as received by the City Council as local planning authority on 14th May 2012

Sections 7.0, 8.0 and 9.0 of the Design and Access Statement stamped as received by the City Council as local planning authority on 14th May 2012

Reason - To ensure that the development is carried out in accordance with the approved plans. Pursuant to policies SP1, CC9, EN1, EN 3, and DM1 of the Adopted Core Strategy for the City of Manchester, the Design 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.

3) Before the development that is hereby approved commences or within a timescale to be otherwise agreed in writing by the City Council as local planning authority samples and specifications of all materials to be used on all external elevations of the development shall have been submitted to and approved in writing by the City Council as local planning authority. The development shall be constructed only using the approved materials.

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 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.

4) Before the development that is hereby approved commences or within a timescale to be otherwise agreed in writing by the City Council as local planning authority detailed method statements for all works to historic fabric shall have been submitted to and approved in writing by the City Council as local planning authority. The development shall be carried out only in accordance with the approved method statements.

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 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.

5) No works to install internal or external lighting shall commence unless and until full details of the internal and external lighting have been submitted to and approved in writing by the City Council as local planning authority. Full details shall include design and appearance. The external lighting shall be installed only in accordance with the approved details.

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 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.

6) No works to pave Library Walk shall commence unless and until full details of the paving treatment of Library Walk have been submitted to and approved in writing by the City Council as local planning authority. Full details shall include details of high quality natural paving materials, jointing and layout. The paving shall then be installed only in accordance with the approved details.

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 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.

7) The proposed gates shall not be installed unless and until full details of their design has been submitted to and approved in writing by the City Council as local planning authority. The gates shall then be installed only in accordance with the approved details.

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 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.

8) Before the works hereby permitted are commenced full details of the method of support and protection of all adjacent historic fabric shall be submitted to and agreed in writing by the City Council as local planning authority. The approved method of support and protection shall be fully implemented prior to works commencing on site.

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 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.

Application Reference 099354/LO/2012/C1

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 plans referenced 1253/ISA/P/G200/P/LW01/001 and 1253/ISA/P/G100/XP/LW01/000 stamped as received by the City Council as local planning authority on 14th May 2012

The drawings by Ian Simpson Architects stamped as received by the City Council as local planning authority on 14th May 2012 and referenced:

1253/ISA/P/G200/P/LW00/001
1253/ISA/P/G200/P/LW01/001
1253/ISA/P/G200/P/LW01/002 rev 01
1253/ISA/P/G200/P/LW02/001
1253/ISA/P/G332/P/LW00/001
1253/ISA/P/G332/P/LW01/001
1253/ISA/P/G200/E/LW01/001
1253/ISA/P/G200/E/LW01/002 rev 01
1253/ISA/P/G200/E/LW02/001
1253/ISA/P/G200/S/LWAA/001
1253/ISA/P/G200/S/LWDD/001
1253/ISA/P/G200/S/LWDD/002
1253/ISA/P/G200/S/LWEE/001
1253/ISA/P/G200/S/LWEE/002

1253/ISA/P/G200/S/LWFF/001
1253/ISA/P/G200/S/LWGG/001
1253/ISA/P/G220/D/LW02/001
1253/ISA/P/G220/D/LW02/002
1253/ISA/P/G220/D/LW04/001
1253/ISA/P/G220/D/LW03/001
1253/ISA/P/G220/D/LW02/002
1253/ISA/P/G220/D/LW04/001
1253/ISA/P/G251/D/LW01-001rev 01
1253/ISA/P/G251/D/LW02/001rev 01
1253/ISA/P/G251/D/LW04/001rev 01
1253/ISA/P/G322/D/LW01/001
1253/ISA/P/G580/D/LW01/001
1253/ISA/P/G580/D/LW02/001
1253/ISA/P/G720/D/LW01/001

The Existing Fabric Intervention Strategy stamped as received by the City Council as local planning authority on 14th May 2012

Sections 7.0, 8.0 and 9.0 of the Design and Access Statement stamped as received by the City Council as local planning authority on 14th May 2012

Reason - To ensure that the development is carried out in accordance with the approved plans. Pursuant to policies SP1, CC9, EN1, EN 3, and DM1 of the Adopted Core Strategy for the City of Manchester, the Design 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.

3) Before the development that is hereby approved commences or within a timescale to be otherwise agreed in writing by the City Council as local planning authority samples and specifications of all materials to be used on all external elevations of the development shall have been submitted to and approved in writing by the City Council as local planning authority. The development shall be constructed only using the approved materials.

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 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.

4) Before the development that is hereby approved commences or within a timescale to be otherwise agreed in writing by the City Council as local planning authority detailed method statements for all works to historic fabric shall have been submitted to and approved in writing by the City Council as local planning authority. The development shall be carried out only in accordance with the approved method statements.

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 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.

5) No works to install internal or external lighting shall commence unless and until full details of the internal and external lighting have been submitted to and approved in writing by the City Council as local planning authority. Full details shall include design and appearance. The external lighting shall be installed only in accordance with the approved details.

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 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.

6) No works to pave Library Walk shall commence unless and until full details of the paving treatment of Library Walk have been submitted to and approved in writing by the City Council as local planning authority. Full details shall include details of high quality natural paving materials, jointing and layout. The paving shall then be installed only in accordance with the approved details.

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 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.

7) The proposed gates shall not be installed unless and until full details of their design has been submitted to and approved in writing by the City Council as local planning authority. The gates shall then be installed only in accordance with the approved details.

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 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.

8) Before the works hereby permitted are commenced full details of the method of support and protection of all adjacent historic fabric shall be submitted to and agreed in writing by the City Council as local planning authority. The approved method of support and protection shall be fully implemented prior to works commencing on site.

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 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.

Equal Opportunities

The proposal will maintain direct access for all members of the public, including those with mobility impairments and would provide more direct access for all members of the public to Council services.

Environmental Improvements

The proposal will improve the environment of Library Walk due to improved lighting and increased security. The closure of Library Walk between 22:00 and 06:00 would restrict access during the most uninviting times resolving anti social and disamenity issues that have blighted the walk and would improve the environment for people accessing the walk during opening hours.

Employment Implications

The proposals will make savings through avoiding duplicating services.

HEAD OF PLANNING