

**Manchester City Council
Report for Resolution**

Committee	Planning and Highways
Date	20 December 2012
Subject	<p>100355/FO/2012/C1 – PLANNING PERMISSION Redevelopment of railway station comprising demolition and replacement of the existing train shed roof and replacement with a new roof structure, provision of a new link bridge to the Arena, reconfiguration and refurbishment of the concourse, provision of new passenger facilities, refurbishment of heritage features including Heritage rooms, Soldier gate, memorial wall and ancillary works. The scheme also includes the provision of additional Metrolink tracks and platforms within the station.</p> <p>100356/LO/2012/C1 LISTED BUILDING CONSENT Redevelopment of railway station comprising demolition and replacement of the existing train shed roof and replacement with a new roof structure, provision of a new link bridge to the Arena, reconfiguration and refurbishment of the concourse, provision of new passenger facilities, refurbishment of heritage features including Heritage rooms, Soldier gate, memorial wall and ancillary works. The scheme also includes the provision of additional Metrolink tracks and platforms within the station.</p>
Location	Manchester Victoria Station Victoria Station Approach Manchester M3 1NZ
Applicant	Network Rail Infrastructure Ltd
Agent	
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:

APPROVE planning application ref no 100355/FO/2012/C1 ;
listed building consent application ref no 100356/LO/2012/C1
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:

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
Planning Statement (including information on crime and safety)
Heritage Statement
Crime Impact Statement
Noise Study
Environmental 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 a listed building,

the character and appearance of a Conservation Area and the development is a major development.

Residents, businesses and other third parties in the area were notified on applications referenced 100355/FO/2012/C1 and 100356/LO/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
Greater Manchester Police (Design for Security)
Transport for Greater Manchester
Greater Manchester Ecology Unit
Salford City Council

Wards affected

City Centre Ward

Implications for:

Anti-poverty	Equal Opportunities	Environment	Employment
No	Yes	Yes	No

1.0 INTRODUCTION

- 1.1 The proposed refurbishment and redevelopment of Victoria Station aims to improve the passenger experience for users ensuring that the station is safe, accessible and well integrated with other transport hubs across the City. These improvements would facilitate the planned expansion of both rail and tram services from the station, in line with such initiatives as the Northern Hub and Second City Crossing.
- 1.2 Victoria Station is at the edge of the City Centre and is the second busiest railway station in the City, behind Piccadilly. Extensive rail services are provided to destinations throughout the North of England including Liverpool, Wigan, Southport, Blackpool, Rochdale, Clitheroe, Huddersfield and Leeds.
- 1.3 There has been a station here since 1844 and it once boasted the longest platform in the world which was scaled back with the closure of neighbouring Exchange Station. The profile and function of the station have changed as a result of subsequent alterations in its immediate vicinity such as the development of the Manchester Arena, the multi-storey car park, the introduction of the Metrolink System and the development of the bus facility at Shudehill and it now operates as a multi-modal interchange. The passenger experience is poor and the station has been identified as one of the worst in the country. These factors together with a projected growth in passenger numbers have led to the proposed alterations in order to improve the passenger experience and accommodate future growth of both the station and the wider transport network across the North.
- 1.4 It is anticipated that rail passenger numbers will double to 12 million per annum by 2019 as part of the expansion of services through the Northern Hub initiative. The Northern Hub involves significant investment in infrastructure and aims to stimulate economic growth across the north of England by improving train services. Victoria Station is a vital component of this initiative. Faster trains and more services will connect Manchester to Liverpool, Sheffield, Newcastle and Leeds, transforming the rail networks from the east coast to the west, and accommodating an estimated 3.5million extra passenger journeys per annum.
- 1.5 The Station also serves as a main hub on the Metrolink network and the proposals have been designed to accommodate the proposed second city crossing which would also result in increased passenger numbers for the station in the future. The proposals would ensure that hat Victoria Station is able to fulfil its role as a multi-modal transport interchange into the future.
- 1.6 The Manchester Arena is integrated with and functions alongside the station, with its main access from Hunts Bank and an additional access from the station concourse. At the time of completion of the Manchester Arena in 1996 the internal access steps from the concourse were designed as a temporary solution but have remained in situ.

2.0 DESCRIPTION OF SITE

- 2.1 The application site is located on the perimeter of Manchester City Centre and comprises an area of approximately 3.19 hectares.
- 2.3 Immediately to the north is the Manchester Arena and Multi Storey Car Park (MSCP). Miller Street is to the East bridging the railway tracks, with Corporation Street and Long Millgate to the South East of the station. Victoria Station Approach is situated immediately to the South West running along the Victoria Buildings.
- 2.4 NOMA is to the South East of the site and is one of the City's major regeneration initiatives. It aims to deliver new office, retail, residential and leisure space over the next 10-15 years. This would expand the City Centre northwards and the expansion and improvement of the Station's functions would make a major contribution to this initiative.
- 2.5 The creation of a new hotel at City Buildings should commence on site next year. Further improvements are envisaged at Cheetham's School of Music following the recent redevelopment works. These would enhance and reveal the School's medieval buildings. Urbis is now home to the new National Football Museum.

The Proposal

- 2.6 The development comprises an area formed by Victoria Buildings, which date from 1909, and the station's train shed. These buildings are used as a railway station and transport interchange and also provide access to the Manchester Arena.
- 2.7 The Victoria Buildings are four storeys in height and the train sheds extend northwards over the platforms at approximately second storey level. Whilst the former has architectural quality and contributes to the built form of the City, the train shed roof is in a poor state of repair and in its current form and condition detracts from the station and the overall passenger experience. A Heritage Assessment Report has examined the existing roof structures in greater detail, analysing its significance and assessing how it relates to the wider objectives for the development of the Station.

3.0 DESCRIPTION OF PROPOSALS

- 3.1 Planning Permission and Listed Building Consent is sought for
- the removal of existing Grade II Listed roofs over the platforms and concourse and replacement with a new roof comprising curved steel ribs rising from concrete buttresses. The new roof will be clad in ETFE
 - repair and restoration of facades of the existing Grade II Listed buildings
 - restoration of Grade II Listed domed roof light above the restaurant
 - refurbishment of the frontage canopy
 - introduction of feature lighting to all external elevations
 - replacement of existing paving at Station Approach and Hunts Bank
- 3.2 Internal alterations are proposed including;

- enhancement of visibility and character of existing Grade II Listed war memorials within the station
- restoration of the original First Class Lounge for public use
- installation of glass windows and automatic doors to the existing entrance archways through Victoria Buildings from Station Approach
- improved circulation and security within the concourse, including the removal of existing stairs to the Manchester Arena and replacement with a high-level walkway deck, accessed by lifts and stairs
- refurbishment of the ticket office interiors addition of a wheelchair-accessible ticket counter
- installation of automatic ticket gates to control access from the concourse to the platforms
- removal of all retail units and fixed signage on the concourse
- the demolition of existing walls, ramps and stairs between concourse and tram platforms
- replacement of the concourse floor to incorporate stairs and ramps to new tram platforms

3.3 Notwithstanding that the works described within the application could be undertaken under Network Rail's permitted development rights by virtue of Part 11 of the GPDO 1995 (as mentioned in section 2, above), the scale of the proposed changes and level of public interest in the station is such that a full application has been made to allow for the scheme to be considered in an open manner. This decision should not prejudice any future works at the station that may be undertaken under Parts 11 or 17A of the Order.

4.0 **CONSULTATIONS**

4.1 **Local residents and Businesses** - A letter of objection has been received on behalf of the owners, operators and managers of the Manchester Arena. They express support to the principle of the redevelopment but object to the current applications. They are concerned that the current pedestrian routes through the site would be adversely affected. At present there is a direct route between City Room and Station concourse, the mezzanine bridge and the multi-storey car park and a separate direct route between Trinity Way (and the multi-storey car park) and the station concourse. These separate routes allow free access between Trinity Way and all other areas while an event is in progress. It is also possible to close the City Room whilst maintaining access routes between Trinity Way, the multi-storey car park and the station concourse. The proposed arrangement would alter the above arrangement so that the routes would no longer be separate, so the City Room could not be closed (as it might need to be to meet operational, maintenance or crowd control requirements); and the pedestrian flows would be concentrated through a smaller number of stairways, lifts and routes.

The inclusion of the elevated walkway within the new arrangement would mean that many visitors to the Arena would have to pass over, and possibly wait in queues above, Platforms 1 and 2 and experience potentially very poor air quality as a result of exhaust emissions from diesel-powered trains waiting at the platforms, people in wheelchairs would use the same route as pedestrians with the risk of being drawn towards the stairs rather than the lift

and travel distances would increase for people getting between the station platforms and the Arena, McDonald's, City Room, the multi-storey car park or the Arena Point offices, making those journeys less attractive, and the increase would be especially significant and disadvantageous for people in wheelchairs. They acknowledge that some of these matters are addressed in a pedestrian flow analysis and report. However, they point out that the report also concludes that some areas do not meet ideal design standards. It also confirms that the closure of the link from Trinity Way and the multi-storey car park to the mezzanine bridge would result in a much longer, more convoluted and busier route for some disabled users. They note in relation to the design of the proposed walkway that the southern end of the would become one of the principal entrances to the Arena and should be of a commensurate scale and prominence and it should also be clearly marked as such.

They believe that key information is missing or is not available on the Council's website. They point out that Manchester Arena Complex LP (MAC) and SMG (and other tenants) have certain rights of access in respect of some of the pedestrian routes described above and these appear not to have been taken fully into account. The proposed works cannot be implemented in full without the agreement of MAC and SMG (and other tenants) to appropriate variations to those rights.

They believe that the development does not comply with CC10, T1 and DM1 of the Core Strategy or the National Planning Policy Framework (NPPF). They consider the application to be premature and should be withdrawn or refused on the grounds that the proposals do not fully comply with the development plan or the NPPF and cannot in any event be implemented without the cooperation of the objector.

- 4.2 **English Heritage** – Recommended that the application should be determined in accordance with national and local policy guidance, and on the basis of the City Council's expert conservation advice.
- 4.3 **Twentieth Century Society** – No objections received.
- 4.4 **Ancient Monuments Society** – No objections received.
- 4.5 **The Victorian Society** — accept the principle of the redevelopment programme, but advise that they wish to object to the application in its current form, and have raised concerns regarding the overall design, in that the scheme needs further enhancement and refinement, particularly in relation to the train shed roof in terms of the proposed structural members and proposed length, and the junction between the historic station buildings and the new roof structure.
- 4.6 **The Georgian Group** – No objections received.
- 4.7 **The Society for the Protection of Ancient Buildings** – No objections received.
- 4.8 **The Council for British Archaeology** – No objections received.

- 4.9 **Greater Manchester Archaeological Advisory Service** – Recommended a condition to secure archaeological interests.
- 4.10 **Manchester Historic Buildings and Conservation Areas Panel** –
The Panel hoped that the unique commercial frontage of the station would not fall victim to the new proposals.
- They acknowledged that this is a commercial re-launching of the station, similar to Piccadilly Station, but are unconvinced by the argument to replace the train shed roof instead of just repairing it.
- They recommends re-use of the repaired roof and columns with a possible re-interpretation of the new roof design to oversail it. If not re-used for the roof the repaired columns could be re used in a meaningful way throughout station. There is an interest in the historic structure, and the building retains the various layers of history in the roof structures, which adds to its integrity and the richness of its evolution and also adds to the journey through the station.
- They felt the proposed new roof has a dynamic shape but would prefer to see a curving rather than angular construction solution. The visualisations show a curved roof yet the plans seem to show a more rigid square layout.
- Where the proposed roof abuts the existing building, the Panel were concerned about the appearance of the retained elevations and the interface between the new roof and existing wall. The Panel suggested possibly leaving some of the existing roof structure in tact as a readable detail for the future. The Panel felt that there should be a more coherent marriage between the old and modern elements of the scheme. The use of a clear glass panel between the roof and original building would let in light and illustrate a clear separation of old and new.
- They would like to see any roof 'pigeon proofed', for health and safety reasons.
- They think the bridge link through to the MEN Arena has an intrusive design that will be too dominant.
- They felt that the new roof could be a very interesting element, but it needs to be a coherent, well defined and considered solution and not a compromise.
- 4.11 **Head of Regulatory and Enforcement Services Environmental Health** – Recommended conditions controlling; frequency of deliveries; hours of construction work; acoustic insulation of plant and other equipment; and wheel wash provision.
- 4.12 **Head of Regulatory and Enforcement Services (Contaminated Land)** – No Comments Received.
- 4.13 **The Head of Neighbourhood Services (Highway Services)** – Highways are supportive of this application to improve the Manchester Victoria Station environment; however there are a number of concerns regarding the potential highway impacts resulting from the demolition and construction works. The applicant should therefore clarify how the proposed demolition and

construction works will interface with the construction works associated with the adjacent committed developments.

The applicant should clarify what, if any, traffic management measures may be required to service the demolition/construction works.

It is recommended the applicant consult with the Citywide Network Resilience team with regard to the phasing of demolition/construction works in relation to the other listed projects within the city centre and potential traffic management requirements. The applicant should also consult with the Citywide Highways Network Resilience team with regard to any proposed traffic management measures

- 4.14 **Greater Manchester Police (Design for Security)** – Generally supportive of the proposal subject to the recommendations contained within the submitted Crime Impact Statement being implemented.
- 4.15 **Transport for Greater Manchester** – Fully support the proposal but recommends a condition requiring the submission of a construction management plan.
- 4.16 **Environment Agency** – No objection in principle.
- 4.17 **Greater Manchester Ecology Unit** – No objections received.
- 4.18 **Salford City Council** – Support the proposal.

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 all sustainable transport methods.
- 5.3 Section 7 Requiring Good Design - The proposed roof would be constructed of high quality materials and would have an interesting profile and appearance. The proposal does however cause some harm to the character and setting of the heritage assets through the removal of original fabric and the manner in which it would alter the scale, character and appearance of the Grade II Listed Building. 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 a condition in relation to contaminated land is applied to

the planning application (referenced: 100355/FO/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 and this issue is fully addressed below.

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. A detailed Heritage Assessment Report has been submitted in support of the applications.

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. The proposal involves the restoration, re-use and refurbishment of Victoria Buildings and the restoration of a number of features of acknowledged importance at the site.

Paragraph 132 – Advises that any harm to or loss of a designated heritage asset should require clear and convincing justification. Substantial harm or loss of designated heritage assets should be exceptional. These proposals do not constitute substantial harm.

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. The harm caused by the demolition of train sheds is considered to be less than substantial and has been justified by the very significant public benefits that the overall scheme would deliver. This is more fully addressed in the remainder of the report.

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 these requirements.

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 the station complex, 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 station complex and wider rail and transport network.

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 Centre and rest of the national rail network and Metrolink services.

Policy DP7 – Promote Environmental Quality - The design of the proposed roof structure respects its setting through the incorporation of a modern and lightweight appearance. 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 station buildings would continue to be easily accessible by walking, cycling and public transport, and help to connect residents to the City Centre, rail and wider transport network. 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 the rail network. 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’s Railway Stations and transport infrastructure, including Metrolink, buses and taxis.

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 publicly accessible services and therefore appeal to a wide range of residents and visitors. It would also improve standards of accessibility to the station complex and wider public transport network.

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 the transport network.

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 to its surroundings, provides improved access to the station complex 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 and throughout the station buildings 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 is applied to the planning application (referenced: 100355/FO/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 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.

The site lies within the Victoria Area which is identified as one of the remaining strategic objectives of the original city centre renewal programme, the transformation of the northern part of the city centre to create a new gateway destination (Northern Gateway) with a modern and diverse retail and business offer, regional leisure facilities, and world class public realm.

The plan states that the Victoria area is one of the most historically significant areas of Manchester as the medieval heart of the city and boasts impressive archaeological and architectural heritage. It contains five listed buildings, which reflect the history of the location and retain much architectural character. Most notably Manchester Cathedral, Cheetham's School of Music and The Triangle building are some of the city's most prestigious listed buildings. The area also contains the surviving section of Hanging Bridge, which is a Scheduled Ancient Monument. The plan aspires to extend the commercial core of the city centre and to better integrate areas outside the Inner Relief Route - such as the former Boddingtons and Miller Street sites - into the city centre.

5.11 City Centre North Development Framework (NOMA)

In July 2009 the City Council endorsed the City Centre North Development Framework (NOMA), a development strategy that includes the application site, and requested that the Planning and Highways Committee take this into consideration when determining planning applications in the area. The Strategy proposes the development of a major commercially led, mixed-use destination within this area at this northern gateway into the City Centre.

The regeneration strategy is being taken forward by The Co-operative Group in partnership with Manchester City Council and will deliver essential infrastructure and key flagship schemes, which would have a catalytic regeneration effect, bringing about the transformation of the area and creating a platform for further investment.

The strategy aims to deliver around 4 million sq. ft of mixed use development and it has been forecast that the area would see an overall increase of 14,500 jobs between 2013 and 2020. The Co-operative has invested £130 million in a new headquarters on Miller Street, and has committed further funding to the area.

5.12 Conservation Area Declarations and impact upon the significance of the listed building.

The application site is a grade II listed building and lies adjacent to the Cathedral Conservation Area.

The Cathedral area has been the ecclesiastical and scholastic centre of Manchester since the earliest times. Today, the Cathedral and Cheetham's Hospital school form the focal point of a wider area notable for the diversity of activities carried on within its bounds.

To the south and east the two buildings, and the confined solemnity of the Cathedral Yard, are effectively separated from the rest of the city centre by a partial ring of Victorian Commercial buildings, including the impressive Corn and Produce Exchange. These all cluster around the medieval street pattern and bounded on the outside by the curving line of the Cateaton Street, Hanging Ditch, Todd Street, Victoria Station and Hunts Bank approach.

To the north and west the Cathedral overlooks the broad width of the Victoria Street and the deep cut of the River Irwell, both of which traverse the area, and beyond, into Salford, to the extensive cobbled forecourt of the disused Exchange Station which forms the western boundary of the area.

The area was designated as a Conservation Area in April 1972 in order to preserve and enhance the quality of the setting of the Cathedral and Cheetham's Hospital School.

For some years, consideration has been given to improving and enhancing the setting of the Cathedral and Cheetham's School and to retaining the essential Victorian character of the remainder of the area. The intention is to restrict traffic movement through the area and to establish a series of landscaped pedestrian walkways in those areas thereby freed.

Present proposals envisage the closure of Fennel Street and Victoria Street. The closure of the latter street will provide the opportunity to create a riverside walkway in front of the main entrance to the Cathedral. The redevelopment of those outworn portions of the area will present a further opportunity to give a better setting for the Cathedral.

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 a range of high quality and successful regeneration schemes. The City Centre Renewal Area, Piccadilly, Spinningfields, Manchester Central, Northern Quarter and Castlefield are all excellent examples of what has been achieved. 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 application site would lead to the improvement of the visitor experience. Major improvements would occur to station facilities and functionality and thereby contribute to regeneration within this part of the City Centre. This would assist in encouraging investment in the local area.

For these reasons the proposals would contribute to the objectives of the City Centre Strategic Plan 2008-2012 and North Development Plan (NOMA).

5.14 Impact on the Character and Appearance of the Heritage Assets

Sections 16, 66 and 72 of the Listed Buildings Act requires the LPA 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 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.

It is considered that the alterations proposed would lead to the loss of some historic fabric, principally the train sheds and this must also be given careful consideration. The majority of the fabric that would be lost is not original and comprises later additions. The train sheds roofs are in poor conditions and have been for many years. They require significant levels of investment in order to make them safe, fully functional and fit for purpose.

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 the harm caused.

5.15 Public benefits

Access

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 and users of the City's facilities and infrastructure.

The proposals represent long overdue and very significant improvements to a major multi-modal transport interchange. A modern, first class, transport facility would be created incorporating heritage features of acknowledged importance.

The proposals would improve one of the key gateways into the City Centre. Access into and throughout the station complex would also be improved.

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 the station users through the installation of improved lighting and by the greater clarity that the overall improvements would deliver.

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 new roof link would be constructed of high quality materials and would have an interesting and unique appearance. It would integrate the heavy rail and metrolink facility under one roof.

The proposal would optimise the viable use of the station complex and public transport linkages, improve accessibility for those with mobility impairments, encourage access to a 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 the national rail network and Metrolink system.

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 a condition requiring further investigation and necessary remediation measures is applied to the planning application (referenced: 100355/FO/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 **Negotiation**

Officers have worked with the applicant in a positive and proactive manner based on seeking solutions to problems arising in relation to dealing with the planning application.

COMMENTS FROM OBJECTORS

There have been on going discussions between the owners, managers and operators of the arena and the applicant in relation to their objection to this scheme. These discussions have included a range of other matters including commercial arrangements and issues regarding the capacity of the facility and the potential problems that could occur to the Arena as a result of the construction activities associated with the redevelopment works. There is now broad agreement in relation to these matters but they do require the conclusion of commercial arrangements between the parties. If these commercial arrangements cannot be concluded, the scheme could not be progressed in its current form.

Detailed changes are proposed to the access routes that would include new way-finding signage and a separate agreement is being progressed in relation to the capacity of the arena and on-going management arrangements.

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 building 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

- 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:

APPROVE planning application ref no 100355/FO/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 Manchester City Centre Strategic Plan, North Manchester Plan (NOMA) 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 the City and transport network.

- 7.2 **APPROVE** Listed Building Consent application ref no 100356/FO/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 For the reasons set out in this report and subject to the following conditions:

Application reference 100355/FO/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:

To be reported at Committee.

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.

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 100356/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: to be reported at Commtee.

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) 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 the transport network.

Environmental Improvements

The proposal will improve the environment of the station complex and its surroundings due to improved lighting and increased security.

Employment Implications

The proposals will make the station a more inviting place thus encouraging more people to use its facilities and invest in the area.