

Planning Applications Report

**Planning Committee
21st July 2022**

**Bolton
Council**

Bolton Council has approved a Guide to Good Practice for Members and Officers Involved in the Planning Process. Appendix 1 of the Guide sets down guidance on what should be included in Officer Reports to Committee on planning applications. This Report is written in accordance with that guidance. Copies of the Guide to Good Practice are available at www.bolton.gov.uk

Bolton Council also has a Statement of Community Involvement. As part of this statement, neighbour notification letters will have been sent to all owners and occupiers whose premises adjoin the site of these applications. In residential areas, or in areas where there are dwellings in the vicinity of these sites, letters will also have been sent to all owners and occupiers of residential land or premises, which directly overlook a proposed development. Copies of the Statement of Community Involvement are available at www.bolton.gov.uk

The plans in the report are for location only and are not to scale. The application site will generally be in the centre of the plan edged with a bold line.

The following abbreviations are used within this report: -

CS	The adopted Core Strategy 2011
AP	The adopted Allocations Plan 2014
NPPF	National Planning Policy Framework
NPPG	National Planning Policy Guidance
PCPN	A Bolton Council Planning Control Policy Note
PPG	Department of Communities and Local Government Planning Policy Guidance Note
MPG	Department of Communities and Local Government Minerals Planning Guidance Note
SPG	Bolton Council Supplementary Planning Guidance
SPD	Bolton Council Supplementary Planning Document
PPS	Department of Communities and Local Government Planning Policy Statement
TPO	Tree Preservation Order
EA	Environment Agency
SBI	Site of Biological Importance
SSSI	Site of Special Scientific Interest
GMEU	The Greater Manchester Ecology Unit

The background documents for this Report are the respective planning application documents which can be found at:-

www.bolton.gov.uk/planapps

Date of Meeting: 21 July 2022

Application Reference: 13794/22

Type Of Application
Registration Date
Decision Due Date
Responsible Officer

Listed Building Consent
22 June 2022
3 August 2022
Martin Mansell

Location

**BOLTON LIBRARY AND MUSEUM SERVICES BOLTON
CIVIC CENTRE LE MANS CRESCENT BOLTON BL1 1SE**

Proposal

LISTED BUILDING CONSENT FOR THE REFURBISHMENT OF THE EXISTING LIBRARY TOGETHER WITH THE INTRODUCTION OF A NEW MEZZANINE FLOOR ALONG WITH NEW WC FACILITIES INTERNALLY AND ALTERATIONS TO EXISTING LOADING BAY ELEVATION EXTERNALLY TO ALLOW FOR NEW DOORS AND A NEW LOUVRE

Ward

Halliwell

Applicant: S Elliott

Agent: Mr D Jennings

OFFICERS REPORT

Recommendation: Approve subject to conditions

Executive Summary

- works are proposed to Bolton Central Library including the introduction of a new mezzanine floor on the left flank of the main library area together with the introduction of a café in the crush hall
- whilst the works will result in a moderate adverse impact (equating to “less than substantial harm” in NPPF paragraph 202 terms) the public benefits that the proposal would deliver are considered to form a clear and convincing justification as to why the works should be considered to be acceptable

Proposal

1. Listed Building Consent is sought for works to Bolton Central Library including:

- introduction of a new mezzanine floor to the east of the main library for the purposes of significantly expanding the existing children’s library space and providing new community space together with a new access lift and mezzanine stair
- alterations to the crush hall to provide a “light touch” café / servery with new booth seating and central (non-fixed) seating
- café back of house area proposed to be located to the west of the crush hall.
- new publicly accessible WCs (inc. changing area) proposed to the south side of main library space
- alteration to existing loading bay area and new ramp to form part of new additional escape

route including alterations to loading bay entrance fronting Ashburner Street

- existing timber and glass screens to be carefully taken down and stored safely
 - history centre to be relocated to south-west part of building with new artist studio, school library and back-of-house café / prep area to the north-west
 - contemporary stud walls to be removed
 - upgrades to ventilation systems, M&E, walls, ceiling and floor finishes throughout
2. In support of the proposed works, the Head of Service for the Council's Libraries and Museums has provided the following comments:
 3. "The children and young people's offer at Bolton Central Library has steadily grown over the past twenty years. Children's book stock has a substantial turnover and the programme of events that we deliver for children and young people such as our Toddler Tales sessions and our Local History school sessions are incredibly popular. Our current space does not meet demand and as we have made a commitment that every child in Bolton is to be a reader, we are proposing to increase the children and young people's area so that we can promote reading and literacy.
 4. Similarly, our community offer has also changed. Residents use the library for much more than borrowing books, and although is still a core offer of the library, many people also visit us to take part in a community activity. We are inundated with requests for more space to deliver activity such as Chair Based Exercise, Scrabble Groups, Knit and Knatter groups, Reading Groups and Job Clubs. As you can imagine our community programme caters for some of the most vulnerable and isolated residents in Bolton. For an older person taking part in a Scrabble group it may be the only social contact they have in a week. A worried new mum can meet others in the same position at our baby groups.
 5. The additional floor space of the mezzanine enables us to reconfigure our layout and it directly resolves the spatial challenges the service is facing in accommodating the changing needs of residents and audience demand. It is crucial to delivering a modern library service."

Site Characteristics

6. Bolton Central Library is located at the southern end of the Le Mans Crescent building. Constructed in the 1930s to a design by Bradshaw, Gass & Hope, it was originally known as the "Civic Centre" but was renamed Le Mans Crescent in 1974 to celebrate one of Bolton's twin towns. It was Grade II listed in 2002.
7. The building is within the Town Hall Conservation Area and is within the setting of Bolton Town Hall (Grade 2* listed)
8. The main elements of the ground floor of the library can be considered as being the entrance lobby (containing the staircases that lead up to the museum and down to the aquarium), the crush hall and then the main library area. The main library area is itself subdivided into different areas, broadly the history centre, non-fiction area and children's library to left (east), a non-fiction area with public PCs and a study area on an existing mezzanine to the right (west) and the main fiction lending library in the centre. Other areas include back of house areas, offices and staff facilities.
9. The full list description for the Civic Centre refers primarily to the exterior of the building but has the following to say on the internal features:
10. "Much of the complex retains its original plan form, with museum, library and court interiors well-preserved, albeit modified in certain areas. Circulation spaces, lobbies and spiral stairs are handsomely detailed and executed in high quality materials. There is an abundance of original

fittings and joinery of equally high quality”

Policy

11. In the case of applications for listed building consents, there is no statutory requirement to have regard to the provisions of the development plan. In the determination of applications for listed building consent the Local Planning Authority must therefore consider Section 16 of the Planning (Listed Buildings and Conservation Areas) Act 1990 and section 16 of the National Planning Policy Framework.
12. Section 16(2) of the Planning (Listed Buildings and Conservation Areas) Act 1990 states that 'in considering whether to grant listed building consent for any works, 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.
13. Policy CG3.4 of the Core Strategy states that the Council will conserve and enhance the heritage significance of heritage assets and heritage areas, recognising the importance of sites, areas and buildings of archaeological, historic, cultural and architectural interest and their settings.
14. Section 2 of SPD 'General Design Principles' sets out the Council's aim to protect listed buildings, including protection from inappropriate alteration.

Impact on the Character, Appearance, Significance and Fabric of the Listed Building and its Setting

15. Section 16 of the National Planning Policy Framework concerns conserving and enhancing the historic environment. Paragraph 194 states that the local planning authority should require an applicant to describe the significance of any heritage asset affected, including any contribution made by their setting. The level of detail should be proportionate to the asset's importance and no more than is sufficient to understand the potential impact of the proposal on their significance.
16. Paragraph 195 requires local planning authorities to identify and assess the particular significance of any heritage asset that may be affected by a proposal, taking account of the available evidence and any necessary expertise. They should take this into account when considering the impact of a proposal on a heritage asset, to avoid or minimise any conflict between the heritage asset's conservation and any aspect of the proposal.
17. Paragraph 197 states that in determining applications, local planning authorities should take account of the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation, the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality and the desirability of new development making a positive contribution to local character and distinctiveness.
18. Paragraph 199 states that when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance.
19. Paragraph 200 states that any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification.
20. Paragraph 202 states that where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal.
21. The application is supported by a detailed Heritage Statement Significance Appraisal & Impact Assessment carried out by Stephen Levrant Heritage Architecture Ltd., a specialist practice of conservation architects, surveyors, planners and heritage consultants which specialises in the

historic environment.

22. The Council's Conservation and Design Officer considers the Heritage Statement to be very comprehensive and it is therefore considered that the submitted information satisfies the requirement of paragraph 195 above.
23. The proposed mezzanine will result in the most considerable, visual and physical change to the fabric and character of the space and this is noted in the Heritage Statement as ranging from moderate to negligible adverse. The structural interventions to install the mezzanine require a series of new supporting beams to be welded into existing columns and this change is likely to be irreversible. On balance, however, the scheme seeks to minimize any harm by setting back the mezzanine from the side elevation windows. Whilst all areas which require intervention will be made good, the overall impact of the mezzanine on the Grade II listed building, when considered as a whole, is considered to be moderate adverse.
24. The precedent of a mezzanine in the library does however exist on the opposite flank of the library space and the new mezzanine would thereby have the effect of balancing the character of the overall space. The impressive and most significant barrelled and glazed central area would remain unchanged by the proposals. Architectural features and finishes such as the new balustrade to the mezzanine have been detailed to be compatible with the architectural style of the building and conditions are recommended for the provision of sample finishes to ensure the proposals are sympathetic and of a suitably high standard.
25. The proposed removal of the original screens which currently divide the space will result in some loss of the original, legible plan form – incurring a further moderate degree of adverse impact on the fabric and character of the library space. It is noted that the screens are proposed to be stored and retained for potential future reuse, which reduces the impact of their removal to a minor extent.
26. The proposed changes to the Crush Hall space seek to facilitate a new use as a café. The Heritage Statement concludes that this will result in some minor-to-negligible adverse intervention to historic fabric.
27. Alterations at the rear for the removal of the existing inappropriate roller shutter and the provision of a new fire escape would have an overall beneficial effect on the appearance of the listed building and would enhance the heritage asset. As this minor element is the sole external alteration, there is not considered to be any impact on the setting of Le Mans Crescent or on the setting of Bolton Town Hall.
28. Other elements of the proposal are considered to be modest interventions and include a new ramp and new WC facilities at the rear which are considered to have negligible or beneficial effect to significance.
29. In summary, the impact of the proposed works – in particular the introduction of the new mezzanine floor – will result in an overall moderate adverse impact on the significance of the Grade II Listed building. This equates to “less than substantial harm” in terms of paragraph 202 of the NPPF and requires clear public benefits to outweigh the level of harm identified.
30. This balancing exercise will be carried out in the “conclusion” section below.

Value Added to the Development

31. The proposal benefited from pre-application discussions with the Council's Conservation & Design Officer.

Conclusion

32. As noted above, paragraph 202 of the NPPF requires that where a proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal. In this instance, the “moderate adverse” harm caused

by the proposals, in particular the introduction of the new mezzanine floor, is considered to equate to less than substantial harm.

33. The new mezzanine would introduce a flexible new space into the library which could not only enhance the visual and user experience of the library but enables the transformation of the library into a destination facility. It is therefore considered that the moderate adverse impact / less than substantial harm of the new mezzanine and the works required to facilitate it is balanced by comparable public benefits.
34. Other less adverse harms such as the interventions at the Crush Hall to facilitate its use as a café are similarly considered to result in minor-to-moderate public impacts as they would encourage visitors and dwell time, allowing the space to be experienced and appreciated by the general public for years to come. Again, these public benefits are considered to balance any less than substantial harm.
35. In summary, any identified less than substantial harm caused by the proposed works is considered to be clearly and convincingly justified by the public benefits that the scheme would deliver and therefore the tests of paragraphs 200 and 202 would be met in this instance.

Representation and Consultation Annex

Representations

None.

Consultations

Advice was sought from the following consultees: Conservation & Design Officer

Planning History

Listed Building Consent was granted in 2012 for the installation of book return kiosk (88767/12)

Other consents at this site relate to works such as the new Egyptology Museum and are not considered to be relevant to the current application.

Recommendation: Approve subject to conditions

Recommended Conditions and/or Reasons

Subject to the following conditions, which have been imposed for the reasons stated:-

1 Commencement

The works must be begun not later than the expiration of three years beginning with the date of this consent.

Reason

Required to be imposed pursuant to Section 18 of the Town and Country Planning (Listed Buildings and Conservation Areas) Act 1990 as amended by Section 51 of the Planning and Compulsory Purchase Act 2004.

2 Samples and Finishes - Pre-commencement

No works shall commence unless and until sample materials and details of the following have been submitted to and approved in writing by the Local Planning Authority

- a) all finishes to external and internal fixtures and fittings
- b) finishes to the mezzanine balustrade
- c) finishes to the new staircase mezzanine
- d) finishes to the flooring
- e) details and finishes of new doors
- f) finishes to ramp
- g) cross section and elevation drawing at 1:10 scale of the proposed junction of the mezzanine structural beams with the existing library columns

The works shall then be carried out in complete accordance with the submitted details and shall be retained thereafter.

Reason

To conserve and enhance the heritage significance of the heritage asset in accordance with Policy CG3.4 of Bolton's Core Strategy.

Reason for Pre-commencement condition:

It would not be possible to consider the acceptability of materials and finishes once works had commenced.

3 Protection - Pre-commencement

No works shall commence unless and until a scheme of suitable precautions to secure and protect the interior heritage elements from loss or damage has been submitted to and approved in writing by the Local Planning Authority.

The works shall then be carried out in complete accordance with the approved scheme.

Reason

To conserve and enhance the heritage significance of the heritage asset in accordance with Policy CG3.4 of Bolton's Core Strategy.

Reason for Pre-commencement condition:

It would not be possible to protect any elements of heritage value once works had commenced.

4 Screen Storage - Pre-commencement

No works shall commence unless and until a scheme for the careful removal and long-term storage of elements of the two timber / glass dividing screens proposed for demolition has been submitted to and approved in writing by the Local Planning Authority.

The works shall then be carried out in complete accordance with the approved scheme.

Reason

To conserve and enhance the heritage significance of the heritage asset in accordance with Policy CG3.4 of Bolton's Core Strategy.

Reason for Pre-commencement condition:

It would not be possible to retain any elements of the screens once works had commenced.

5 Approved Plans

The development hereby permitted shall be carried out in complete accordance with the following approved plans:

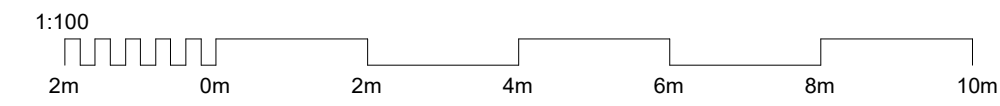
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BLR-JMA-01-00-DR-A-PL0002-S4-P01_Proposed Level 00 GA
BLR-JMA-01-00-DR-A-PL0003-S4-P01_Demolition - Level 00 GA
BLR-JMA-01-00-DR-A-PL0004-S4-P01_Proposed Level 00 Reflected Ceiling Plan
BLR-JMA-01-00-DR-A-PL0005-S4-P01_Proposed Level 00 Floor Finishes
BLR-JMA-01-00-DR-A-PL0006-S4-P01_Proposed Level 00 Wall Finishes
BLR-JMA-01-00-DR-A-PL4001-S4-P01_Proposed WC Area
BLR-JMA-01-00-DR-A-PL5001-S4-P01_Proposed Cafe Servery
BLR-JMA-01-00-DR-A-PL5002-S4-P01_Proposed Cafe Booth Seating
BLR-JMA-01-00-DR-A-PL5003-S4-P01_Proposed Escape Ramp
BLR-JMA-01-M0-DR-A-PL0001-S4-P01_Existing Level M0 GA
BLR-JMA-01-M0-DR-A-PL0002-S4-P01_Proposed Level M0 GA
BLR-JMA-01-M0-DR-A-PL0003-S4-P01_Demolition - Level M0 GA
BLR-JMA-01-M0-DR-A-PL0004-S4-P01_Proposed Level M0 Reflected Ceiling Plan
BLR-JMA-01-M0-DR-A-PL0005-S4-P01_Proposed Level M0 Floor Finishes
BLR-JMA-01-M0-DR-A-PL0006-S4-P01_Proposed Level M0 Wall Finishes
BLR-JMA-01-M0-DR-A-PL5004-S4-P01_Proposed New Mezzanine Balustrade
BLR-JMA-01-ZZ-DR-A-PL0001-S4-P01_Location Plan
BLR-JMA-01-ZZ-DR-A-PL0002-S4-P01_Existing and Proposed Elevations
BLR-JMA-01-ZZ-DR-A-PL0003-S4-P01_Existing and Proposed Building Sections

BLR-JMA-01-ZZ-DR-A-PL0004-S4-P01_Site Plan
BLR-JMA-ZZ-ZZ-DR-A-PL5005-S4-P01_Proposed New Mezzanine Stair
BLR-JMA-ZZ-ZZ-DR-A-PL5006-S4-P01_Proposed Loading Bay Infill
BLR-JMA-ZZ-ZZ-RP-A-PL0005-S4-P01_Design and Access Statement

Reason

For the avoidance of doubt and in the interests of proper planning.

Notes :
1. This drawing should not be scaled, figured dimensions only to be taken
2. should any discrepancies be found with this drawing, please inform this office.
3. Copyright of this drawing is owned by JM Architects.
Structural information indicative only. To be confirmed by Structural Engineer.



KEY:

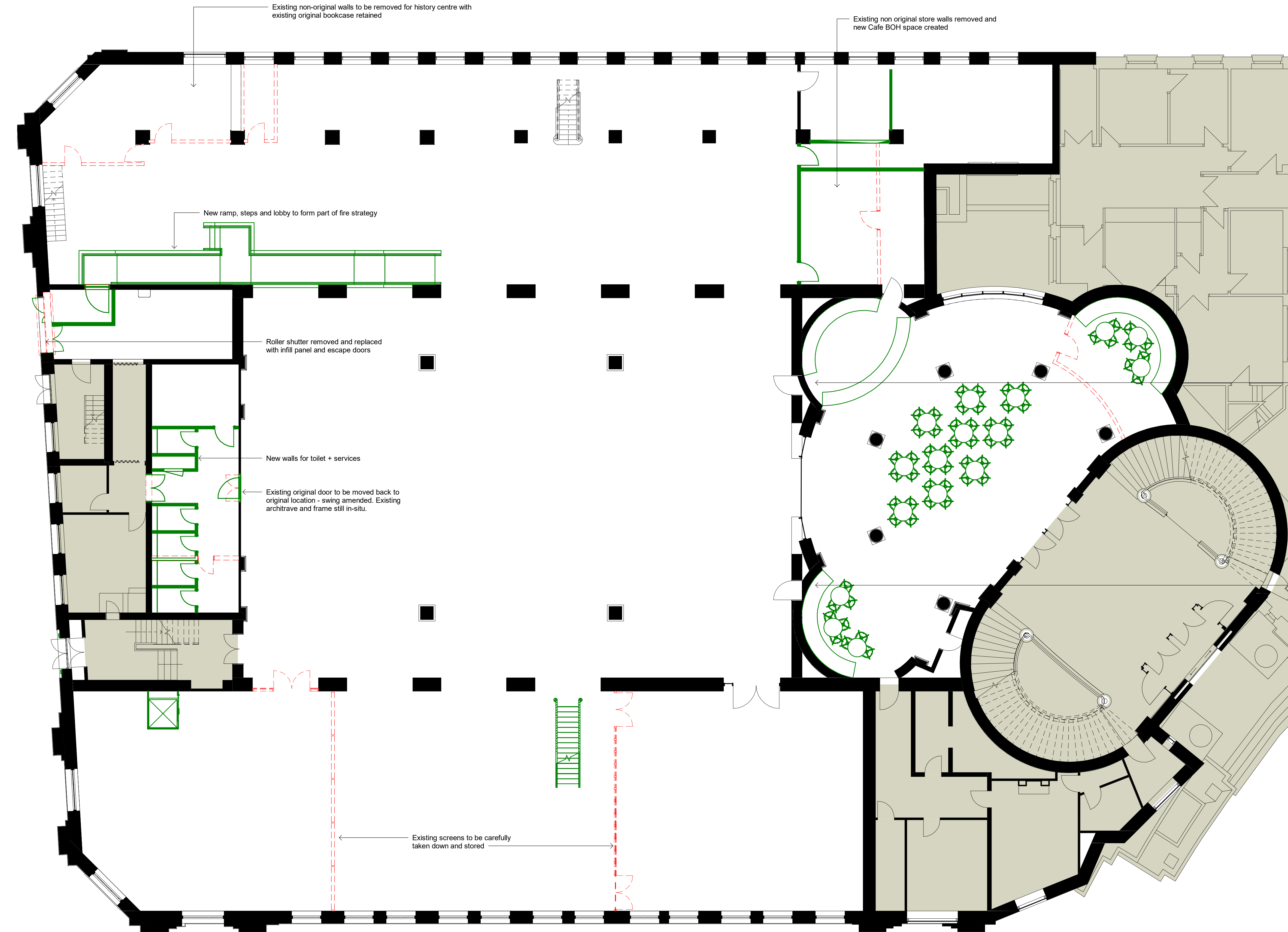
- Demolished wall, fittings & doors
- Existing walls, fittings & doors - to remain
- New elements
- Area out of scope

Notes:

Supporting Documents
Also refer to the following documents issued as part of the Listed Building Application and Planning Application:
• 'Design and Access Statement' produced by *jmarchitects*
• 'Heritage Statement: Significance Appraisal & Impact Assessment' produced by *Stephen Levrant Heritage Architecture Ltd*

Retaining and make good the original doors as best as possible following removal of coverings but pending further review following removal of bookcases.

Retaining and make good the original doors as best as possible following removal of coverings but pending further review following removal of bookcases.

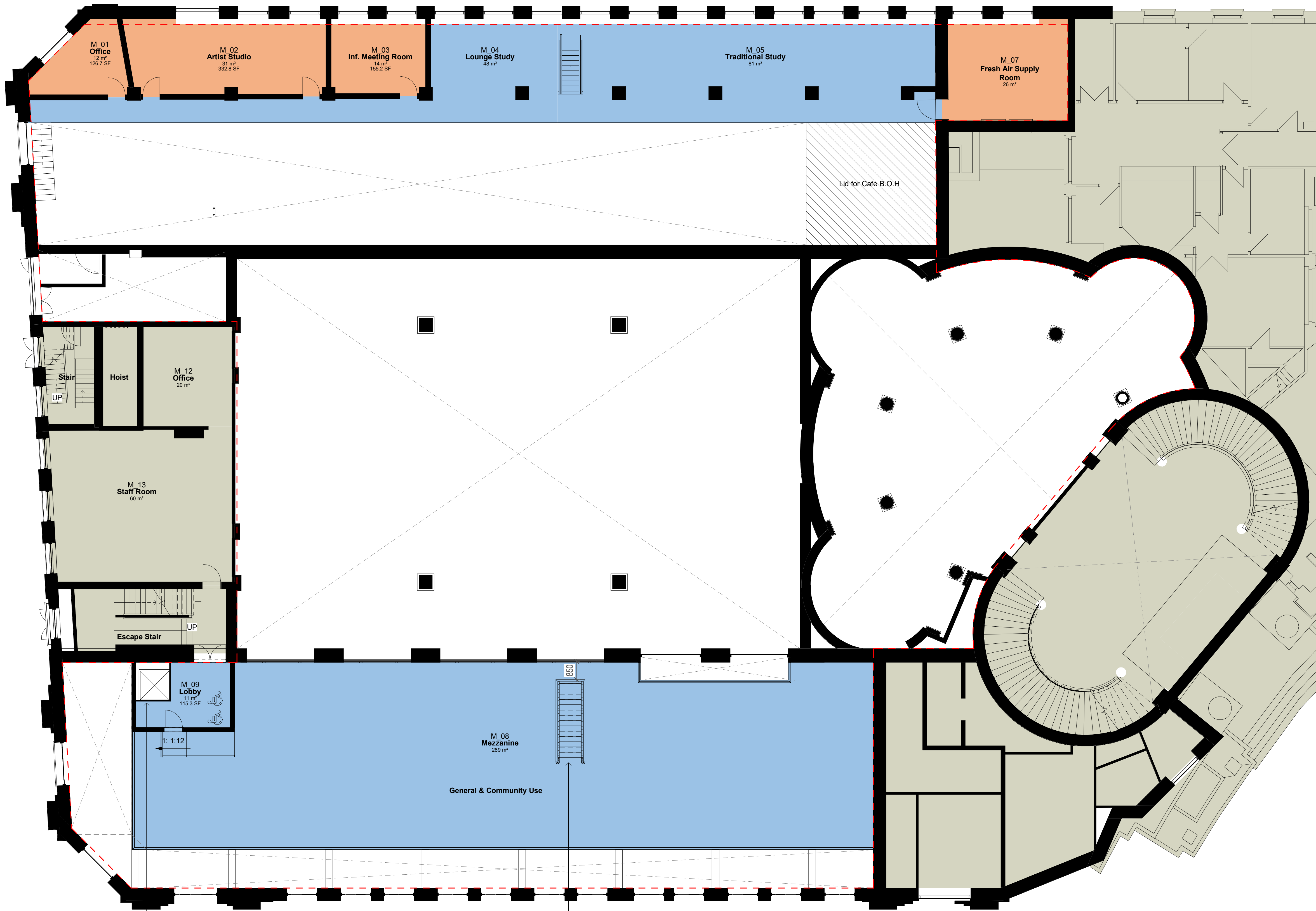


1 Level 00 Demolition Plan
1:100

P01	First Issue for Planning	2022-08-06	MW	DJ
Rev	Description	Date	Drn By	Chk By

Project	Bolton Library	3A, 54 Princess Street Manchester M1 6HS
Title	Demolition - Level 00 GA	T : T: 0161 200 6300 F : F: 0161 200 6301
Client	Bolton Council	man@jmarchitects.net www.jmarchitects.net
Purpose	For Planning Approval	Scale: 1:100 @ A1
Drawing Number	BLR-JMA-01-00-DR-A-PL0003	Status Revision JMA Project Number

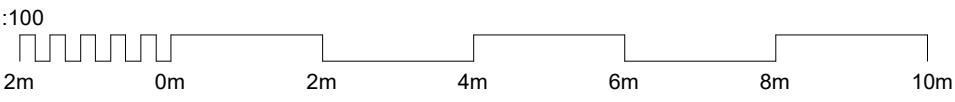
Project - Originator - Volume - Level - Type - Role - Class&Number	Status Revision JMA Project Number
BLR-JMA-01-00-DR-A-PL0003	S4 P01 6783



1 Proposed Level M0 GA Plan
1 : 100

Notes :
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Structural information indicative only. To be confirmed by Structural Engineer.



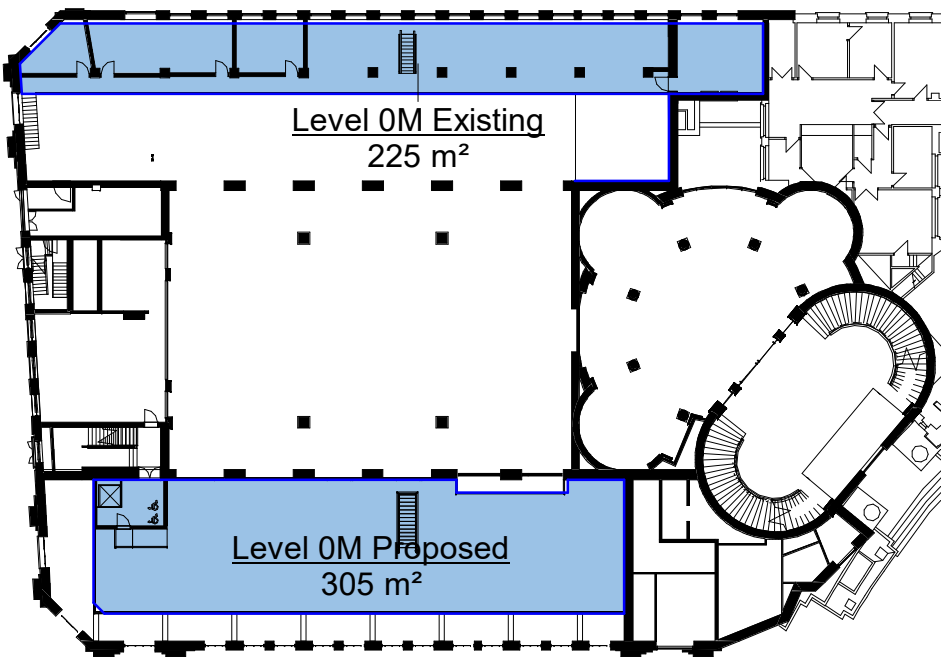
Legend

- Public
- Back of House
- Out of Scope (Back of House)

--- Scope Area

Notes:

Supporting Documents
Also refer to the following documents issued as part of the Listed Building Application and Planning Application:
• 'Design and Access Statement' produced by *jmarchitects*
• 'Heritage Statement: Significance Appraisal & Impact Assessment' produced by *Stephen Levant Heritage Architecture Ltd*



2 Level M0 GIA
1 : 500

P01	First Issue for Planning	2022-05-06	MW	DJ
Rev	Description	Date	Drn By	Chk By

jmarchitects

Project
Bolton Library

Title
Proposed Level M0 GA

Client
Bolton Council

Purpose
For Planning Approval

Drawing Number
BLR-JMA-01-M0DR-A-PL0002

3A, 54 Princess Street
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Project	Originator	Volume	Level	Type	Role	Class&Number	Status	Revision	JMA Project Number
BLR-JMA-01-M0DR-A-PL0002							S4	P01	6783