

**TOWN & COUNTRY PLANNING ACT 1990
(As Amended)**

APPEAL UNDER SECTION 78

**TOWN AND COUNTRY PLANNING APPEALS
(INQUIRIES PROCEDURE) RULES 2000**

The Town and Country Planning (Hearings and Inquiries
Procedure) (England) (Amendment and Revocation) Rules
2015

Proof of Evidence by Paul Mason

Appeal by: Fusion Manchester DevCo Ltd

Against refusal of planning permission for:

Full Planning permission for a 28-storey purpose built student
accommodation building (Sui Generis).

Land at Deansgate South Manchester.

Planning Inspectorate Ref: APP/B4215/W/21/3287525
Planning Application Ref: 129406/FO/2021

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1.0 INTRODUCTION

- 1.1 My name is Paul Mason, I hold the post of Group Manager - Urban Design and Conservation with Manchester City Council and have done so since May 2010. I hold an honours degree in Architecture (BA Arch) and a post graduate diploma in Architecture (Dip Arch). My role is to provide specialist advice to the Council on matters relating to design and conservation in a planning context.
- 1.2 I am a chartered architect and a member of the Royal Institute of British Architects and a member of the Institute of Historic Building Conservation.
- 1.3 I have 25+ years post qualification experience in architecture, conservation and urban design in both the public and private sector providing advice on design and conservation matters relating to the built environment.
- 1.4 I have lectured at the University of Central Lancashire on the urban design course and I have been an assessor for the North West Royal Town Planning Institute and North West Institute of Historic Building Conservation awards for the last six years.
- 1.5 I am a member on the executive committee for the North West Institute of Historic Building Conservation and facilitator for the Manchester Conservation Areas and Historic Buildings Panel.

1.6 The Appeal Development

1.7 This appeal relates to the refusal by Manchester City Council of planning permission for a 28-storey purpose built student accommodation building (Sui Generis), at Land at Deansgate South, Manchester.

1.8 Planning application 129406/FO/2021 was refused on the following grounds:

Reason one

The proposal is not in close proximity to the University campuses or to a high frequency public transport route which passes this area and the applicant has failed to demonstrate robustly that there is unmet need for the proposed student accommodation; that they have entered into an agreement with an education provider for the provision of student accommodation; or that their proposal is deliverable. Furthermore, the proposal does not demonstrate a positive regeneration impact in its own right and would be contrary to the Great Jackson Street Development Framework and the efforts made to create a high quality residential area. It would, therefore, adversely impact upon the safety and welfare of future students, would not create a balanced high quality neighbourhood of choice and would be detrimental to the character of the area, undermining the on-going regeneration of the wider locality, including Castlefield and the Great Jackson Street area. It would thereby be contrary to policies SP1, H1, H12, CC3, CC8, CC10, T2 and DM1 of the Core Strategy for the City of Manchester and the National Planning Policy Framework.

Reason two

The proposed building by reason of its scale, height, position on the site and its use of poor quality cladding materials, would form an over-dominant feature within the street scene and would fail to meet the quality that such a prominent building should achieve. It would thereby have a detrimental impact on visual amenity and is therefore considered to be contrary to policies SP1, EN1, EN2 and DM1 of the Manchester Core Strategy, guidance contained in the Guide to Development in Manchester Supplementary Planning Document and Guidance and the National Planning Policy Framework.

Reason three

The proposed building by reason of its scale, height, position on the site and lack of public realm would form over-development of the site, having an overbearing relationship to the adjacent building and creating a feeling of overcrowdedness. It would thereby have a detrimental impact on urban design and visual amenity. It is therefore considered to be contrary to policies SP1, EN1, EN2, and DM1 of the Manchester Core Strategy, guidance contained in the Guide to Development in Manchester Supplementary Planning Document and Guidance and the National Planning Policy Framework.

Reason four

The proposed building by reason of its scale, design and appearance would form an over-dominant and intrusive feature within the street scene and would

thereby have a detrimental impact on the settings of the nearby listed buildings. The proposed building would cause less than substantial harm to the significance of these heritage assets, which would not be outweighed by the public benefits of the scheme. It is therefore considered to be contrary to guidance within the National Planning Policy Framework, policies SP1, CC9, EN3 and DM1 of the Manchester Core Strategy and saved policy DC19.1 of the Unitary Development Plan for the City of Manchester.

Reason five

The proposed building by reason of its scale, design and appearance would form an over-dominant and intrusive feature within the street scene and would thereby have a detrimental impact on the character and appearance of Castlefield Conservation Area. The proposed building would fail to preserve or enhance the character and appearance of Castlefield Conservation Area and would cause less than substantial harm to the significance of this heritage asset, which would not be outweighed by the public benefits of the scheme. It is therefore considered to be contrary to guidance within the National Planning Policy Framework, policies SP1, CC9, EN3 and DM1 of the Manchester Core Strategy and saved policy DC18.1 of the Unitary Development Plan for the City of Manchester.

Reason six

The proposed building by reason of its scale, massing and height would have a detrimental impact upon the wind environment around the building, requiring mitigation. The applicant has failed to demonstrate that the mitigation

measures put forward are capable of implementation and no alternatives have been put forward. Therefore, it is considered that the proposed building, by reason of its scale, massing and height, could have a detrimental impact on the safety and comfort of pedestrians and cyclists, thereby being contrary to policies EN2 and DM1 of the Manchester Core Strategy.

1.9 Scope of Proof of Evidence

1.10 As Group Manager of the Urban Design and Conservation team I assess the appeal proposals in respect of matters relating to urban design and conservation.

1.11 My proof of evidence addresses the reasons for refusal relevant to those matters (numbered 2 to 5, and set out above).

1.12 My proof of evidence includes:

- i) an assessment of the site and its surrounding context, including heritage assets.
- ii) an analysis of the impact of the development on the significance of relevant heritage assets, urban design, and visual amenity.

1.13 I am familiar with the appeal site and surrounding area.

1.14 The evidence which I have prepared and provide for this appeal in this proof of evidence is true and has been prepared and is given in accordance with the guidance of my professional institution and I confirm that the opinions expressed are my true and professional opinions.

1.15 This proof of evidence should be read in conjunction with the evidence provided by Anthony Mitchell and Dave Carty.

2.0 THE DEVELOPMENT PLAN

2.1 The contents of the relevant policies are addressed in the Proof of Evidence provided by Anthony Mitchell. I address the question of compliance with relevant policies in a later section of my Proof. Relevant development plan policies are contained in the following documents;

- Manchester Core Strategy Development Plan Document (Adopted July 2012); and
- The extant Unitary Development Plan for the City of Manchester (Adopted 1995)

2.2 The relevant policies to this appeal are as follows: - SP1, H1, H12, CC3, CC8, CC9, CC10, T2, DM1, EN, EN2 and EN3

2.3 **The extant Unitary Development Plan (UDP) for the City of Manchester (Adopted 1995)**

2.4 The relevant policies are as follows:

DC18.1 and DC19.1

3.0 OTHER RELEVANT LOCAL POLICIES, DOCUMENTS AND NATIONAL PLANNING GUIDANCE

3.1 I will address those parts of the national policy that are relevant to issues of heritage, urban design and visual amenity. The national policies/guidance, which are relevant, are as follows:

a) The National Planning Policy Framework (NPPF) (2021)

3.2 In order to achieve sustainable development, the NPPF states that the planning system has three overarching objectives – economic, social and environmental (paragraph 8).

3.3 The following specific policies are considered to be particularly relevant to this my evidence in this appeal:

3.4 Section 12 (Achieving Well-Designed Places) – Paragraph 126 states that the creation of high quality, beautiful and sustainable buildings and places is fundamental to what the planning and development process should achieve. Under paragraph 130, developments should function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development; should be visually attractive as a result of good architecture, layout and appropriate and effective landscaping; should be sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities); and should establish or maintain a

strong sense of place, using the arrangements of street, spaces, building types and materials to create attractive welcoming and distinctive places to live, work and visit.

3.5 Paragraph 132 states that Design quality should be considered throughout the evolution and assessment of individual proposals. Early discussion between applicants, the local planning authority and local community about the design and style of emerging schemes is important for clarifying expectations and reconciling local and commercial interests. Applicants should work closely with those affected by their proposals to evolve designs that take account of the views of the community. Applications that can demonstrate early, proactive and effective engagement with the community should be looked on more favourably than those that cannot.

3.6 Paragraph 134 states that development that is not well designed should be refused, especially where it fails to reflect local design policies and government guidance on design. Local planning authorities should seek to ensure that the quality of approved development is not materially diminished between permission and completion, as a result of changes being made to the permitted scheme (for example through changes to approved details such as the materials used) (para 135).

3.7 Section 16 Conserving and Enhancing the Historic Environment – This section of the Framework recognises that heritage assets are an irreplaceable resource, and should be conserved in a manner appropriate to their

significance, so that they can be enjoyed for their contribution to the quality of life of existing and future generations (para 189). Paragraph 190 stipulates that local planning authorities should set out a positive strategy for the conservation and enjoyment of the historic environment, including heritage assets most at risk through neglect, decay or other threats.

3.8 Paragraph 194, requires developers to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to asset's significance and should allow the planning authority to understand potential impacts to that significance.

3.9 Paragraph 195 states that local planning authorities should identify and assess the particular significance of any heritage asset that may be affected by a proposal (including by development affecting the setting of a heritage asset) 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 conflict between the heritage asset's conservation and any aspect of the proposal.

3.10 Paragraph 197 states 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.

3.11 Paragraph 199 further advises 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).

3.12 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.

3.13 Under paragraph 202, where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use.

3.14 Planning Practice Guidance (PPG) (CD-F2)

3.15 Planning Practice Guidance (PPG) (2019) The Planning Practice Guidance was originally published in March 2014 and updated over time. The 'Historic Environment' section of this guidance was last updated on 23rd July 2019. The 'Design, process and tools' section was last updated on 1st October 2019

- 3.16 I have had reference to the section of Planning Practice Guidance which relates to 'Conserving and enhancing the historic environment'. Relevant extracts are contained in the Core Documents.
- 3.17 Similarly, I have had reference to the section of Planning Practice Guidance which relates to 'Design: process and tools' and The National Design Guide which sets out the characteristics of well-designed places and demonstrates what good design means in practice. Relevant extracts are contained in the Core Documents.
- 3.18 The Historic Environment guidance advises on enhancing and conserving the historic environment. It advises on the need for a positive strategy for the conservation and enjoyment of the historic environment and the identification of specific opportunities for the conservation and enhancement of heritage assets, including their setting.
- 3.19 The PPG advises that significance is the value of a heritage asset and significance derives not only from a heritage asset's physical presence, but also from its setting. It further advises that Heritage assets may be affected by direct physical change or by change in their setting. Being able to properly assess the nature, extent and importance of the significance of a heritage asset, and the contribution of its setting, is very important to understanding the potential impact and acceptability of development proposals.
- 3.20 The extent and importance of setting is often expressed by reference to the visual relationship between the asset and the proposed development and

associated visual/physical considerations. Although views of or from an asset will play an important part in the assessment of impacts on setting, the way in which we experience an asset in its setting is also influenced by other environmental factors such as noise, dust, smell and vibration from other land uses in the vicinity, and by our understanding of the historic relationship between places. For example, buildings that are in close proximity but are not visible from each other may have a historic or aesthetic connection that amplifies the experience of the significance of each.

3.21 When assessing any application which may affect the setting of a heritage asset, local planning authorities may need to consider the implications of cumulative change.

3.22 PPG Design: Process and Tool section provides advice on the key points to take into account on design. It states that Good design is set out in the National Design Guide under the following 10 characteristics: context, identity, movement, nature, public spaces, uses, homes and buildings resources and lifespan The National Design Guide is referred to below and is not repeated here.

3.23 With reference to masterplans the PPG advises that masterplans set the vision and implementation strategy for a development. They focus on site specific proposals such as the scale and layout of development, mix of uses, transport and green infrastructure. They can help to clarify design expectations early in the planning process and set a clear vision for the site.

3.24 In setting out the role of Design and Access Statements the PPG states that these should set out the narrative for the design approach and design rational for the scheme. They demonstrate how the local character of an area has been taken into account and how design principles will be applied to achieve high quality design. They set out concisely how the proposal is a suitable response to the site and its setting, taking account of baseline information.

3.25 Planning (Listed Buildings and Conservation Areas) Act 1990

3.26 Section 66 Listed Building Act requires the local planning authority to 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.

3.27 Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 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. It is acknowledged that the appeal site is not within a conservation area, but falls within the setting of the conservation area.

3.28 English Heritage Conservation Principles Policies and Guidance (2008)

3.29 As outlined in English Heritage guidance ('Conservation Principles, Policies and Guidance', 2008), understanding the significance of places is vital to their successful management and the preservation of their special interest and

character. Significance is a collective term for the sum of all the heritage values attached to a place, whether it be a building, archaeological remains or a larger historic area.

3.30 The Guidance refers to possible components of value as follows:

Evidential value – Deriving from the potential of a place to yield evidence about past human activity. This value is alternatively known as Research value;

Historic value – Deriving from the ways in which past people, events and aspects of life can be connected through a place to the present. It tends to be illustrative or associative. The value is alternatively known as narrative value.

Aesthetic value – Deriving from the ways in which people draw sensory and intellectual stimulation from a place;

Communal value – Deriving from the meanings of a place for the people who relate to it, or for whom it figures in their collective memory. Communal values are closely bound up with historical (particularly associative) and aesthetic values, but tend to have additional and specific aspects.

3.31 Current Historic England Guidance aligns more with the NPPF. Historic England's 2019 Advice Note 12 Statements of Heritage Significance (CD-F7) Analysing Significance in Heritage Assets describes heritage values as follows:

Archaeological interest

There will be archaeological interest in a heritage asset if it holds, or potentially holds, evidence of past human activity worthy of expert investigation at some point.

Architectural and artistic interest

These are interests in the design and general aesthetics of a place. They can arise from conscious design or fortuitously from the way the heritage asset has evolved. More specifically, architectural interest is an interest in the art or science of the design, construction, craftsmanship and decoration of buildings and structures of all types. Artistic interest is an interest in other human creative skills, like sculpture.

Historic Interest

An interest in past lives and events (including pre-historic). Heritage assets can illustrate or be associated with them. Heritage assets with historic interest not only provide a material record of our nation's history, but can also provide meaning for communities derived from their collective experience of a place and can

- 3.32 Historic England sets out in the English Heritage guidance ('Conservation Principles, Policies and Guidance', 2008), document a logical approach to making decisions and offering guidance about all aspects of England's historic environment.

- 3.33 The document sets out the key conservation principles and how to understanding values as well as setting out a process for assessing significance. It then explains how to apply the principles to managing change.
- 3.34 The document states in Principle 4 that significant places should be managed to sustain their values and conservation is the process of managing change to a significant place in its setting in ways that will best sustain its heritage values. New work should aspire to a quality of design and execution which may be of value both now and in the future and should respect the significance of a place and its setting.
- 3.35 Paragraph 76 states that consideration needs to be given to the assets setting and its context and the range of contextual relationships of a place.
- 3.36 Paragraph 141 Advises that quality of design, materials, detailing and execution is obviously essential in places of established value. 142 The need for quality in new work applies at every level, from small interventions in an historic room, to major new buildings or developments. 144 States that quality is enduring. The choice of appropriate materials, and the craftsmanship applied to their use, is particularly crucial to both durability and to maintaining the specific character of places.
- 3.37 In conclusion in paragraph 161 to 163 Historic England suggest that balanced and justifiable decisions about change in the historic environment depend upon understanding who values a place and why they do so, leading to a clear

statement of its significance and, with it, the ability to understand the impact of the proposed change on that significance. 162 Every reasonable effort should be made to eliminate or minimise adverse impacts on significant places. 163 The historic environment is constantly changing, but each significant part of it represents a finite resource. If it is not sustained, not only are its heritage values eroded or lost, but so is its potential to give distinctiveness, meaning and quality to the places in which people live, and provide people with a sense of continuity and a source of identity.

3.38 Tall Buildings – Advice Note 4 Tall Buildings (2015) Historic England (CD-F6)

3.39 This Historic England Advice Note updates previous guidance by English Heritage and CABI, produced in 2007. It seeks to guide people involved in planning for and designing tall buildings so that they may be delivered in a sustainable and successful way through the development plan and development management process. The advice is for all relevant developers, designers, local authorities and other interested parties.

3.40 Historic England advise in Paragraph 1.2 that if the building is not in the right place and well designed, then a tall building, by virtue of its size and widespread visibility, can seriously harm the qualities that people value about a place. What might be considered a tall building will vary according to the nature of the local area. Historic England go on to state that one of the principal failings in the design of certain tall buildings is a lack of understanding of the nature of the

area around them, and the impact they would have on both specific features of the historic environment and its general character.

3.41 In paragraph 3.7 Historic England state that a high quality scheme will have a positive relationship with: a. Topography b. Character of place c. Heritage assets and their settings d. Height and scale of development (immediate, intermediate and town- or city-wide) e. Urban grain and streetscape f. Open spaces g. Rivers and waterways h. Important views including prospects and panoramas i. The impact on the skyline.

3.42 Paragraph 3.8 states that careful assessment of any cumulative impacts in relation to other existing tall buildings and concurrent proposals will also be needed to fully understand the merits of the proposal. The existence of a built or permitted tall building does not of itself justify a cluster or additions to a cluster.

3.43 Paragraph 4.9 states that tall buildings need to set exemplary standards in design because of their scale, mass, wide impact and likely longevity. Good design will take the opportunities available for improving the character and quality of an area and respond to local character and history.

3.44 The Setting of Heritage Assets – Historic Environment Good Practice Advice in Planning (2017), Historic England (CD-F8)

3.45 This document sets out guidance, against the background of the National Planning Policy Framework (NPPF) and the related guidance given in the

Planning Practice Guide (PPG), on managing change within the settings of heritage assets, including archaeological remains and historic buildings, sites, areas, and landscapes.

- 3.46 It gives general advice on understanding setting, and how it may contribute to the significance of heritage assets and allow that significance to be appreciated, as well as advice on how views contribute to setting.
- 3.47 Paragraph 10 states that the numbers and proximity of heritage assets in urban areas mean that the protection and enhancement of setting is intimately linked to townscape and urban design considerations. These include the degree of conscious design or fortuitous beauty and the consequent visual harmony or congruity of development, and often relates to townscape attributes such as enclosure, definition of streets and spaces and spatial qualities as well as lighting, trees, and verges, or the treatments of boundaries or street surfaces.
- 3.48 Paragraph 23 states that the area of assessment for a large or prominent development, such as a tall building in an urban environment or a wind turbine in the countryside or offshore, can often extend for a distance of several kilometres. In these circumstances, while a proposed development may affect the setting of numerous heritage assets, it may not impact on them all equally, as some will be more sensitive to change affecting their setting than others.
- 3.49 Paragraph 25 states that where the development proposal affects views which may be particularly helpful in allowing the significance of an asset to be appreciated and which are therefore part of the setting, it is often necessary to

identify viewing points for assessment. An explanation why a particular viewing point has been selected will be needed. Sometimes a heritage asset is best appreciated while moving. These, are often termed 'kinetic' views.

- 3.50 Paragraph 39 suggests that options for reducing the harm arising from development may include the repositioning of a development or its elements, changes to its design, the creation of effective long-term visual or acoustic screening, or management measures secured by planning conditions or legal agreements. For some developments affecting setting, the design of a development may not be capable of sufficient adjustment to avoid or significantly reduce the harm, for example where impacts are caused by fundamental issues such as the proximity, location, scale, prominence or noisiness of a development. In other cases, good design may reduce or remove the harm, or provide enhancement.

3.51 The Manchester Residential Quality Guidance 2015 (CD-G3)

- 3.52 The Manchester Residential Quality Guidance provides a clear direction on what is required to deliver sustainable neighbourhoods of choice where people will want to live and also raise the quality of life across Manchester. It outlines the considerations, qualities, and opportunities that will help to deliver high quality residential development as part of successful and sustainable neighbourhoods across Manchester.

- 3.53 This guidance provides the baseline minimum requirements and mandatory standards that all new residential proposals will be required to satisfy or exceed

and new development is expected to comply with this guidance. The document sets out components that, will help to create high quality residential development.

3.54 Page 33 of the guide sets out how differences in scale interrelate with one another to retain and reinforce character while embracing change and growth – is one of the interesting and defining characteristics of the city. Achieving an appropriate scale should be based on an understanding of the site and its context, the city's desire to see sound place making, and a clear understanding of how scale can be used positively as a means of driving high quality buildings that provide attractive places in which to live. There is a need to demonstrate how proposed height and mass would fit within its context. In certain locations, this will involve maintaining the consistency of the existing urban form.

3.55 This page continues to state that taller buildings require particular care and sensitivity, having a disproportionately large impact on the image of the city by virtue of their visibility and concentration of uses. Seen from distance, taller buildings can alter the city's skyline and flatten the topography. At the scale of the block or street their impact is more on the character and atmospheric quality of the spaces immediately around them; affecting light and shadow, altering the microclimate and reducing the amount of sky visible at street level.

3.56 Page 39 sets out the key requirements of the guidance that all proposals must demonstrate

- Fully consider and appreciate the existing context and character;

- Are distinctive and rooted in a sense of place;
- Are well considered and use a high-quality material palette;
- Properly consider architectural detailing to safeguard the future quality of proposals; and
- Are of an appropriate scale.

3.57 National Design Guide 2019 (CD-F3)

3.58 The focus of this design guide is to achieve good design in the planning system. It states that in a well-designed place, an integrated design process brings the ten characteristics together in a mutually supporting way. They interact to create an overall character of place. Good design considers how a development proposal can make a contribution towards all of them.

3.59 Page 5 of the guide states that buildings are an important component of places and proposals for built development are a focus of the development management system. However good design involves careful attention to other important components of places. These include: ■ the context for places and buildings; ■ hard and soft landscape; ■ technical infrastructure – transport, utilities, services such as drainage; and ■ social infrastructure – social, commercial, leisure uses and activities. A well-designed place is unlikely to be achieved by focusing only on the appearance, materials and detailing of buildings. It comes about through making the right choices at all levels, including: ■ the layout (or masterplan); ■ the form and scale of buildings; ■ their appearance; ■ landscape; ■ materials; and ■ their detailing.

- 3.60 Page 6 paragraph 26 advises on scale being the height, width and length of a building and affects how a space can be used and experienced. Enclosure is the relationship between the height of the buildings across a space and the taller the building the increase in the enclosure.
- 3.61 Page 6 Paragraph 30 explains how the choice of materials influence how it relates to what is around it and how it is experienced. Choosing the right materials can help new development fit harmoniously with its surroundings.
- 3.62 Page 10 sets out the first principle is an understanding of the context, history and the cultural characteristics of a site, neighbourhood and region influences the location, siting and design of new developments. Creating a positive sense of place helps to foster a sense of belonging and contributes to well-being, inclusion and community cohesion. Well-designed places are: ■ based on a sound understanding of the features of the site and the surrounding context, using baseline studies as a starting point for design; ■ integrated into their surroundings so they relate well to them; ■ influenced by and influence their context positively; and ■ responsive to local history, culture and heritage.
- 3.63 The guidance states on page 11 that well-designed new development responds positively to the features of the site itself and the surrounding context beyond the site boundary. It enhances positive qualities and improves negative ones.

3.64 Paragraph 57 of the guidance states that materials, construction details and planting should be selected with care for their context. They contribute to visual appeal and local distinctiveness.

3.65 The guide states in paragraph 61 that built form is the three-dimensional pattern or arrangement of development blocks, streets, buildings and open spaces. It is the interrelationship between all these elements that creates an attractive place to live, work and visit, rather than their individual characteristics. Together they create the built environment and contribute to its character and sense of place.

3.66 Paragraph 71 states that proposals for tall buildings (and other buildings with a significantly larger scale or bulk than their surroundings) require special consideration. This includes their location and siting; relationship to context; impact on local character, views and sight lines; composition - how they meet the ground and the sky; and environmental impacts, such as sunlight, daylight, overshadowing and wind. These need to be resolved satisfactorily in relation to the context and local character.

3.67 Historic England Statements of Heritage Significance Analysing Significance in Heritage Assets Advice Note 12 (October 2019) (CD-F7)

3.68 This Historic England advice note covers the National Planning Policy Framework requirement for applicants for heritage and other consents to

describe heritage significance to help local planning authorities to make decisions on the impact of proposals for change to heritage assets.

3.69 Managing Significance in Decision Taking in the Historic Environment

Historic Environment Good Practice Advice (GPA) in Planning Note 2 (March 2015)

3.70 The purpose of this Historic England Good Practice Advice note is to provide information to assist local authorities, planning and other consultants, owners, applicants and other interested parties in implementing historic environment policy in the National Planning Policy Framework (NPPF) and the related guidance given in the Planning Practice Guidance (PPG). These include; assessing the significance of heritage assets, using appropriate expertise, historic environment records, recording and furthering understanding, neglect and unauthorised works, marketing and design and distinctiveness.

4.0 APPEAL SITE, CHARACTER AND CONTEXT

4.1 The application site measures 0.06 ha, is irregular in shape and occupies a prominent location on a key gateway route into the City Centre. It has been vacant for some time and comprises hardstanding and scrub vegetation. It was last used as a garage and is now secured by a hoarding. There are two vehicular access points - one off Deansgate South and one off Chester Road. The site slopes down from Chester Road along the southern edge to Deansgate

South. Due to the level difference, the boundary wall along Deansgate is in part a retaining wall.

4.2 The site is situated at the junction of Chester Road/Bridgewater Viaduct and Deansgate. To the north east is Deansgate Quay, a seven storey residential building with associated car parking. The site immediately to the west and north on the opposite side of Bridgewater Viaduct is under construction with two residential buildings, known as Castle Wharf. To the north east of the site are a variety of low-rise buildings that form the area of Knott Mill. To the south east is West Tower, which forms part of the Deansgate Square development, and to the south is a cleared site.

4.3 The site lies within the Great Jackson Street Development Framework area Strategic Regeneration Framework (SRF), the majority of which lies to the east and south of the site. The Framework identifies that the area will be subject to significant regeneration and investment in low, medium and high rise residential development.

4.4 The site is adjacent to Castlefield Conservation Area, which lies to the west on the opposite side of Bridgewater Viaduct and is characterised by a variety of historic buildings and new developments. There are a number of listed buildings (all Grade II) within the immediate vicinity which will be impacted by the proposals including: Bridgewater Canal offices; Former Congregational Chapel Deansgate Railway Station, Castlefield Railway Viaduct and

Manchester South Junction and Altrincham Railway Viaduct. Atlas Bar at 376

Deansgate is a non-designated heritage asset affected by the proposals.

4.5 A location plan of the appeal site is attached at **Appendix 1**.

4.6 **Historic Context**

4.7 Manchester as a settlement has its origins in the Roman Period when they built a fort known as Mamucium, located in Castlefield and protected by the Rivers Medlock and Irwell. This fort was located approximately 300m north of the appeal site. Following the departure of the Romans, both the fort and the village that surrounded it were abandoned. Parts of the early Roman settlement have been recreated and interpreted in the Castlefield Conservation Area.

4.8 Up until the mid-18th century, Manchester remain a modest town, growing from a village known as Mamecester to the north-east of the Roman village. At the time of the mid-18th century Manchester grew rapidly including improvements to its transport networks starting with the River Irwell when it became navigable in the 1730's. The Bridgewater Canal was created between 1758 and 1761 and its success inspired the construction of further canals such as the Rochdale Canal (1804) and Manchester Ship Canal (1894).

4.9 Manchester, by the 19th century was at the centre of manufacturing across the world. Castlefield had become a focal point of activity around the canal network, with a number of associated warehouses constructed to support the growing industry in the area. The mid-19th century saw the introduction of the

railways and the first railway station in the world constructed in 1830 on Liverpool Road.

- 4.10 Historic maps extracted from the applicant's heritage statement (CD-A80) show the development of the area around the site.



Fig 1. Roper's Plan of 1907. Deansgate at this stage known as Knot Mill.



Fig 2. 1848 Ordnance survey extract. This shows greater development activity with Middle Warehouse evident to the north of Chester Road and Bridgewater Canal Offices to the south of Chester Road. The Bridgewater Canal and viaduct is visible at the north boundary of the site.



Fig 3. Slater's plan from 1886 shows further development and the MSJ and AR Viaduct, Castlefield Railway Viaduct and Former Congregational Chapel.

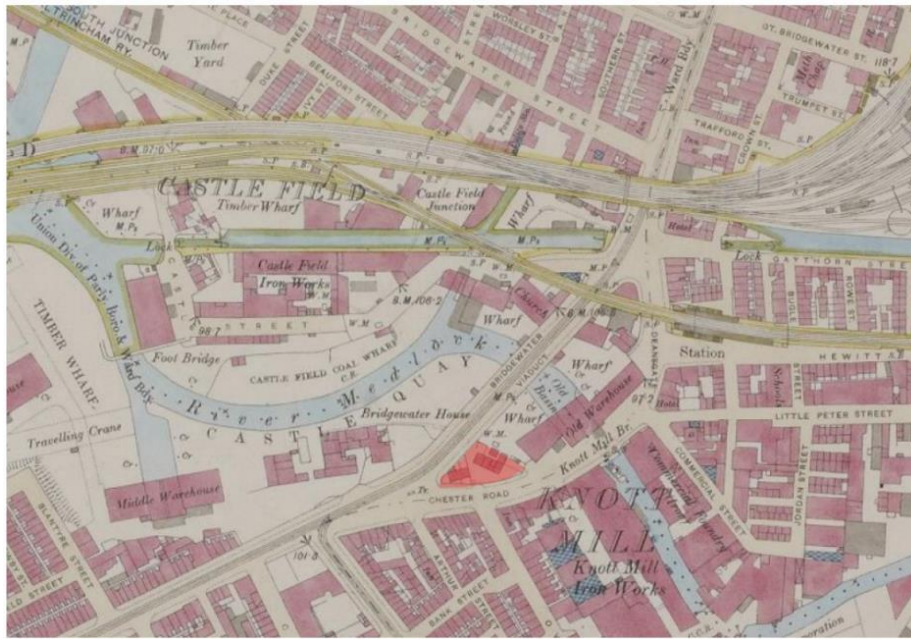


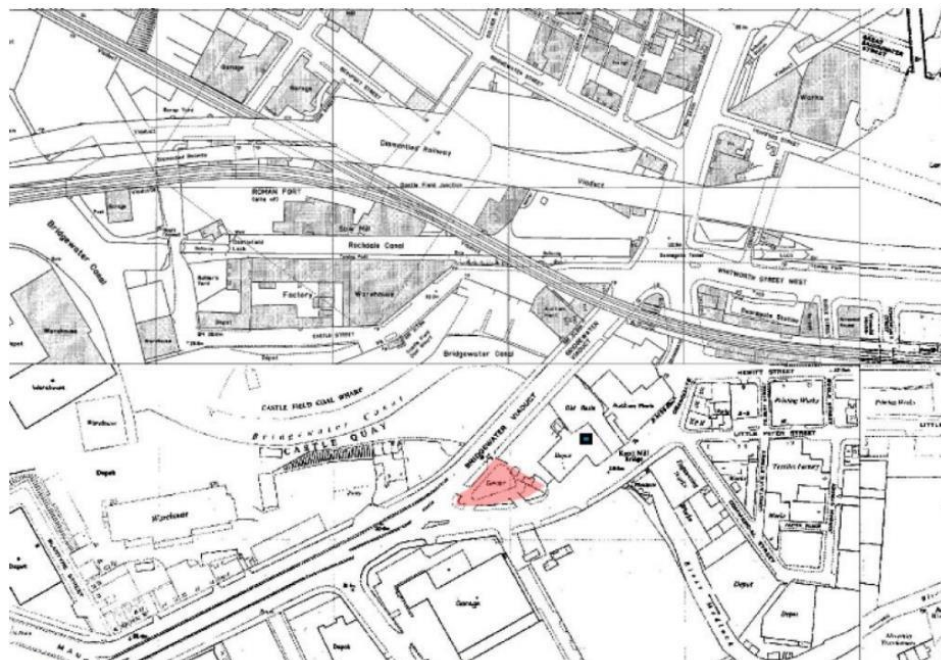
Fig 4. The 1896 Ordnance Survey extract shows Deansgate Station



Fig 5. The 1922 Ordnance Survey extract shows little further change to the area.



Fig 6. Aerial view from 1934 (Britain from Above). Shows the site in its immediate context of low scale buildings including Bridgewater Canal offices to the bottom right of the image and Chapel and tower to the top left of the image.



14. Extract from the 1977 Ordnance Survey. The approximate location of the site is marked by

Fig 7. 1977 Ordnance Survey extract.

This 1977 Ordnance Survey extract shows much clearance activity around the site with some structures remaining as clear evidence of the pattern of development in the area, including Middle Warehouse, Bridgewater Canal Offices, The Chapel MSJ and AR Viaduct and Deansgate Station and the low scale around Knott Mill.

- 4.11 Since the 1990's the area has undergone regeneration activity in the form of new development and the conversion of mills and warehouses in the Castlefield Conservation Area. The area to the south of the site is part of the Great Jackson Street Regeneration Framework are which has seen high quality residential development.

4.12 Urban Design Analysis and Townscape

- 4.13 The site is currently vacant and protected with hoardings and is located within the urban fabric of Manchester City Centre. To the north of the site is the adjacent Castlefield Conservation Area which is assessed in section 5.0 as having unique characteristics associated with historic patterns of development around the industrial growth of Manchester. To the east of the site is Deansgate heading towards the City Centre which is characterised by low rise robustly built traditional buildings along the main artery and junction with Whitworth Street West. To the south-east of the site is a tighter knit pattern of low rise buildings grouped in a cluster around the historic street pattern. Directly south of the site is the Deansgate Square development of tall glass faced towers in a landscaped setting.

- 4.14 To the north-east of the site along Chester Road is a linear continuation of the Conservation Area boundary and strong edge which encompasses converted original brick and slate warehouses along with the new development at 2-4 Chester Road Street with a distinctive break between this and the listed former Chapel building.
- 4.15 The site immediately to the east is the Deansgate Quay residential development which is 7 storeys of brick with zinc upper floors.
- 4.16 The area surrounding the site is distinctly urban with a strong industrial history which is evident in the existing townscape character.
- 4.17 The appeal site is in a key location when viewed from Chester Road looking towards the site from the west, and in townscape terms has a clear connection with the Deansgate Quay site and the lower rise buildings to the north-east around Deansgate Station and the two viaducts beyond. The appeal site is an important site in this context on a prominent artery into the city from the west.
- 4.18 In contrast the Deansgate Square development has a distinctive, dramatic and contrasting quality, set back from the Chester Road and Deansgate. This Development is characterised by high rise tall buildings with landscaping in a well defined grouping of taller lightweight structures to the south of the site. The current and emerging skyline is one of high quality architectural design and modern lightweight cladding materials, in dramatic contrast to the more traditional building styles and lower scale buildings to the north and east.

- 4.19 The site occupies the tip of what can be seen as a wedge of land that continues to open up in plan form as it returns back to the viaduct. The viaduct and bridges act as a clear horizontal break in the view which physically and visually separates the site from the urban built form beyond to the north and east.
- 4.20 To the left of the site when viewed from Chester Road , the main road continues over Bridgewater Viaduct and allows glimpsed views underneath the viaduct bridge towards Deansgate. Deansgate South to the right dips away to the rear of Deansgate Quays and is again terminated by the viaduct in the background.
- 4.21 The urban townscape around Deansgate Station, the viaducts and associated railways buildings including Atlas bar have a distinctive group quality of low rise robustly designed and built architecture that represent an important period of growth in the City's industrial history. This low rise robust built form continues to the east along Deansgate with the Great Northern Warehouse buildings fronting Deansgate, punctuated by the lightweight Beetham Tower. There is a great level of activity around the main interface between Deansgate and Whitworth Street which creates a more open aspect at the junction. This allows more open views of the station, viaduct, bridges and structures with the lightweight glass towers of Great Jackson Street beyond.
- 4.22 There is a linked scale, urban grain and connected pattern of development between this area around Knott Mill and the station with the area to the south-east around Commercial Street and Hewitt Street. The built form to the south-east of the site is predominantly of low rise development with remnants of historic 19th and early 20th century buildings and modern low rise infill reflecting the historic pattern of development following the street layout. This area

between Commercial Street and Hewitt Street, whilst still distinctly urban, has a network of roads, buildings and streets that are quieter and at a more human scale. This cluster of buildings and network of streets creating a clear identity reflecting the original layout and pattern of development as evidenced in the historic maps above.

4.23 In townscape terms the site can be seen to have a distinct association with the low rise buildings and viaduct immediately beyond, forming part of the land in both plan form and the views towards it from the west.

4.24 The grouping of built forms of the viaduct and railway infrastructure, both physically through attachment and in views where they are visually connected, relates this built form with the Castlefield Conservation Area. In townscape terms this presents a connected and integrated historic urban fabric that appears as an evolved, intricate and weaving of layers of historic townscape that contributes to the special uniqueness and character of the area of high townscape value.

4.25 There is therefore a series of interconnecting and distinct character areas within the context of the site that combine to create a clear sense of place and identity around the Knott Mill, Deansgate Station and Castlefield Conservation Area.

4.26 **Landscape and Public Realm**

4.27 The network of streets and public realm provide a good level of connectivity around the site to the east. To the west the highway becomes a more dominant feature and is more vehicle orientated.

4.28 There is little by way of open space and public realm directly related to the site other than the existing pavements. Opposite the site to the south is a newly created landscaped area of open green space, trees and hard landscaping with a visual connection and interface with the River Medlock. This new landscape space has been created around the Owen Street Development, Deansgate Square and is of high design quality that opens up views and connections with existing landscape features such as the river and provides a break in built form around the Deansgate Square development.



Fig 8. Public Realm to Deansgate Square adjacent to the River Medlock

4.29 To the south-east there is little by way of public realm but the low scale of the buildings gives the appearance and feeling of more openness rather than enclosure. There is a small area of public realm under the bridge at the entrance

to Deansgate Station and Atlas bar which provides a transitional space between the two areas.

4.30 To the north of the site is the Castlefield Conservation Area with open views and public realm around the canal basin including trees and landscaping that soften the hard industrial edges and provide a more tranquil zone away from the busy street network. Beyond the viaduct to the north of the Deansgate / Whitworth Street Junction is a much heavier landscaped and treed area around the canal edge, providing a greener enclave and connection to the residential areas of Castlefield to the north. This is where the contrast between hard urban industrial edges and soft green landscaping is at its greatest, creating a varied experience and clear distinction between the surrounding built form and public realm.

4.31 The provision and retention of these urban spaces has resulted in a series of interconnecting formal and informal landscape that provides an important townscape experience and distinct sense of place.

4.32 **Materiality**

4.33 The analysis above identifies the key urban characteristics of the site and surrounding area which is dominated by robust traditional buildings around Deansgate Station, the viaducts and the traditional buildings of Castlefield Conservation Area, whereas the modern development of Deansgate Square and Castle Wharf is of contrasting modern materials.

- 4.34 The predominant building materials found in the traditional built form and building stock are mainly red brick and sandstone with slate roofs. There are small pockets of engineering blue brick mainly on the viaducts. Where stone exists, it is often buff sandstone which is used in dressing details such as window cills, heads, plinths, cappings and in some cases is highly decorative and carved into features including decorative door cases and window surrounds, as seen in the Former Congregational Chapel. Brickwork is predominantly a deep orange red with some engineering blue / black bricks.
- 4.35 Other traditional materials used are painted cast and wrought iron used in the bridges in subtle decorative colours. Where ironwork exists it is highly decorative, rich in detail and designed to present a high quality aesthetic.
- 4.36 Modern low rise developments such as Deansgate Quay continue the use of traditional brick and add a modern element with the use of zinc as an accent material and lighter weight upper levels. Where modern materials are used in taller buildings to the Great Jackson Street Development Framework Area such as Deansgate Square they are in high quality unitised panelled glazed clad facades with metal perforated screens, to provide high reflectivity and a distinct contrast between the traditional built form and clearly modern tall buildings. Metalwork is anodised to give a high quality finish and depth / reflective quality to the materials. These materials have a unifying affect in identifying the regeneration area to the south as distinct from the traditional materials used elsewhere.
- 4.37 To the north of the site within the Castlefield Conservation Area, the recently erected Castle Wharf development at 2-4 Chester Road is constructed in a

natural white limestone with anodised aluminium roof top that provides a similar contrast with the surrounding traditional buildings. The plinth around Castlefield Basin is of high quality ashlar red sandstone which provides a robust base to the building adjacent to the public realm and canal basin and reflects the natural red sandstone bedrock found in Castlefield Basin.

5.0 ASSESSING SIGNIFICANCE

- 5.1 The NPPF Glossary defines ‘Significance’ (for heritage policy) as: The value of a heritage asset to this and future generations because of its heritage interest. The interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset’s physical presence, but also from its setting.
- 5.2 The NPPF Glossary describes the Setting of a heritage asset as: The surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral.
- 5.3 Assessing significance is a requirement of the NPPF paragraph 194. In determining applications the significance of a heritage asset and any contribution made by its setting should be assessed and taken into account.
- 5.4 The NPPF refers to the following values – archaeological, architectural, artistic or historic interest. These are slightly different to the values in the English

Heritage (now Historic England) methodology outlined in Conservation Principles, Policies and Guidance published in 2008 and still current.

- 5.5 In order to determine the significance of a heritage asset the sum of its architectural, historic, artistic or archaeological value needs to be evaluated and understood.
- 5.6 The analysis and significance of the building and its setting can be used to inform their capacity for change. The assessment of significance is based on both desk top research and on-site surveys.
- 5.7 Historic England's Conservation Principles define setting as 'an established concept that relates to the surroundings in which a place is experienced, its local context, embracing present and past relationships to the adjacent landscape'.
- 5.8 It goes on to state on page 39 that Context embraces any relationship between a place and other places. The range of contextual relationships of a place will normally emerge from an understanding of its origins and evolution. Understanding context is particularly relevant to assessing whether a place has greater value for being part of a larger entity, or sharing characteristics with other places.
- 5.9 Historic England, The Setting of Heritage Assets Historic Environment Good Practice in Planning Note 3 (CD-F8) gives general advice on understanding setting, and how it may contribute to the significance of heritage assets and allow that significance to be appreciated, as well as advice on how views contribute to setting. The suggested staged approach to taking decisions on

setting can also be used to assess the contribution of views to the significance of heritage assets.

- 5.10 Part 1 states that “A thorough assessment of the impact on setting needs to take into account, and be proportionate to, the significance of the heritage asset under consideration and the degree to which proposed changes enhance or detract from that significance and the ability to appreciate it”. It goes on to state that “All heritage assets have a setting, irrespective of the form in which they survive and whether they are designated or not”.

Paragraph 7 distinguishes between setting and context and sets out that “The context of a heritage asset is a non-statutory term used to describe any relationship between it and other heritage assets, which is relevant to its significance, including cultural, intellectual, spatial or functional. Contextual relationships apply irrespective of distance, sometimes extending well beyond what might be considered an asset’s setting, and can include the relationship of one heritage asset to another of the same period or function, or with the same designer or architect”.

- 5.11 In describing the extent of setting, paragraph 8 states that ‘Extensive heritage assets, such as historic parks and gardens, landscapes and townscapes, can include many heritage assets, historic associations between them and their nested and overlapping settings, as well as having a setting of their own. A conservation area is likely to include the settings of listed buildings and have its own setting, as will the hamlet, village or urban area in which it is situated’.

5.12 Paragraph 9 states that 'The numbers and proximity of heritage assets in urban areas mean that the protection and enhancement of setting is intimately linked to townscape and urban design considerations. These include the degree of conscious design or fortuitous beauty and the consequent visual harmony or congruity of development, and often relates to townscape attributes such as enclosure, definition of streets and spaces and spatial qualities as well as lighting, trees, and verges, or the treatments of boundaries or street surfaces'.

5.13 Significance of Listed Buildings affected by the development proposals

5.14 Approach and methodology

5.15 There is no national guidance on the methodology for assessment of significance on the historic environment and heritage assets. However, I have had regard to Historic England's 2019 guidance – Statements of Heritage Significance: Analysing Significance in Heritage Assets Historic England Advice Note 12 (CD-F7) and Historic England 2017 guidance The Setting of Heritage Assets, Historic Environment Good Practice Advice Note 3 (Second Edition) (CD-F8).

5.16 In England the NPPF requires that impacts on heritage assets are assessed in relation to the significance of the asset. Heritage significance is defined in the glossary to the NPPF as 'the value of a heritage asset to this and future generations because of its heritage interest; that interest may be archaeological, architectural, artistic or historic.' The significance of a heritage asset is referred to throughout this proof as its 'heritage value'. Heritage value

derives not only from a heritage asset's physical presence, but also from its setting.

5.17 The setting of a heritage asset and its context can be a fundamental contributor to its significance. The assessment of significance has been carried out by site visits and visual assessment of the asset and its setting, review of the list entry and designation, literature and historic document review, review of supporting heritage statements, map regression and professional assessment.

5.18 For each assets I have set out an understanding of the heritage asset, including the historical development of the heritage asset and an analysis of its surviving fabric. This includes an analysis of the setting of the heritage asset as changes to the setting by the proposal would affect the significance of the heritage asset and how that significance is appreciated.

5.19 In assessing the significance of the heritage asset the following has been assessed

Archaeological interest (evidential value)

There will be archaeological interest in a heritage asset if it holds, or potentially holds, evidence of past human activity worthy of expert investigation at some point.

Architectural and artistic interest (aesthetic value)

These are interests in the design and general aesthetics of a place. They can arise from conscious design or fortuitously from the way the heritage asset

has evolved. More specifically, architectural interest is an interest in the art or science of the design, construction, craftsmanship and decoration of buildings and structures of all types. Artistic interest is an interest in other human creative skills, like sculpture.

Historic Interest (historical value)

An interest in past lives and events (including pre-historic). Heritage assets can illustrate or be associated with them. Heritage assets with historic interest not only provide a material record of our nation's history, but can also provide meaning for communities derived from their collective experience of a place and can symbolise wider values such as faith and cultural identity.

5.20 Having described the various interests, the level of the general significance of the heritage asset and the particular contribution to that significance of any features and its setting have been assessed in each case.

5.21 The hierarchy I have used to differentiate between the significance of asset types is set out below.

Very High - Asset has the highest national or international level World Heritage Sites, Scheduled Monuments, Grade I and II*

High - A designated asset important at a national level, including Grade II listed buildings and conservation areas

Medium - A non-designated heritage asset at a local to regional level, including local listed buildings and assets that make a positive contribution to the setting of a listed building or a conservation area

Low - structure or feature of very limited heritage value and not defined as a heritage asset

Negative - structure or feature that harms the value of a heritage asset.

5.22 In terms of the setting of heritage assets I have assessed the assets setting, any group value and the impact of the site pre and post development. Section 6.0 assesses the magnitude of change and resulting adverse or beneficial impacts of the proposals.

5.23 The assessment has followed Historic England's guidance on The Setting of Heritage Assets as set out in Step 1: Identified which assets and their settings are affected.

5.24 Historic England advise in paragraph 20 'The setting of a heritage asset is 'the surroundings in which a heritage asset is experienced' (NPPF, Annex 2: Glossary). Where that experience is capable of being affected by a proposed development (in any way) then the proposed development can be said to affect the setting of that asset. The starting point of the analysis is to identify those heritage assets likely to be affected by the development proposal'.

5.25 Paragraph 23 advises that 'The area of assessment for a large or prominent development, such as a tall building in an urban environment or a wind turbine in the countryside or offshore, can often extend for a distance of several kilometres. In these circumstances, while a proposed development may affect the setting of numerous heritage assets, it may not impact on them all equally, as some will be more sensitive to change affecting their setting than others'.

5.26 Paragraph 25 states that ‘Where the development proposal affects views which may be particularly helpful in allowing the significance of an asset to be appreciated and which are therefore part of the setting, it is often necessary to identify viewing points for assessment. An explanation why a particular viewing point has been selected will be needed’.

5.27 In following Step 1, the following heritage assets and their settings have been identified as being affected and impacted by the development, These assets each have their own significance, but they also have significance as a group of assets. I have assessed this significance later in this proof of evidence.

1. Bridgewater Canal Offices – c 1800 Grade II Listed Building
2. Former Congregational Chapel – 1858 Grade II Listed Building
3. Deansgate Station – 1896 Grade II Listed Building
4. Castlefield Railway Viaduct – c 1880 Grade II Listed Building
5. Manchester South Junction and Altringham Railway Viaduct – 1846-1849
Grade II Listed
6. Atlas Bar, 376 Deansgate – c 1886 to 1896 non-designated heritage asset
7. Castlefield Conservation Area

5.28 The next stage in the Historic England’s Guidance is Step 2: Assessing the degree to which these settings and views make a contribution to the significance of the heritage asset(s) or allow significance to be appreciated. I have used this assessment to feed into section 6.0 dealing with the impacts of

the proposed development, whether beneficial or harmful on the significance or the ability to appreciate it.

5.29 Step 2 states that 'The second stage of any analysis is to assess whether the setting of an affected heritage asset makes a contribution to its significance and the extent and/or nature of that contribution; both setting, and views which form part of the way a setting is experienced, may be assessed additionally for the degree to which they allow significance to be appreciated. We recommend that this assessment should first address the key attributes of the heritage asset itself and then consider:

- the physical surroundings of the asset, including its relationship with other heritage assets
- the asset's intangible associations with its surroundings, and patterns of use
- the contribution made by noises, smells, etc to significance, and the way views allow the significance of the asset to be appreciated'

5.30 Historic England provide a checklist of the potential attributes of a setting that it may be appropriate to consider in order to define its contribution to the assets values and significance. It states that only a limited selection will be relevant.

Assessment Step 2 Checklist The starting point for this stage of the assessment is to consider the significance of the heritage asset itself and then establish the contribution made by its setting. The following is a (non-exhaustive) check-list of potential attributes of a setting that may help to elucidate its contribution to significance. It may be the case that only a limited selection of the attributes listed is likely to be particularly important in terms of any single asset.	
The asset's physical surroundings ■ Topography ■ Aspect ■ Other heritage assets (including buildings, structures, landscapes, areas or archaeological remains) ■ Definition, scale and 'grain' of surrounding streetscape, landscape and spaces ■ Formal design eg hierarchy, layout ■ Orientation and aspect ■ Historic materials and surfaces ■ Green space, trees and vegetation ■ Openness, enclosure and boundaries ■ Functional relationships and communications ■ History and degree of change over time	Experience of the asset ■ Surrounding landscape or townscape character ■ Views from, towards, through, across and including the asset ■ Intentional intervisibility with other historic and natural features ■ Visual dominance, prominence or role as focal point ■ Noise, vibration and other nuisances ■ Tranquillity, remoteness, 'wildness' ■ Busyness, bustle, movement and activity ■ Scents and smells ■ Diurnal changes ■ Sense of enclosure, seclusion, intimacy or privacy ■ Land use ■ Accessibility, permeability and patterns of movement ■ Degree of interpretation or promotion to the public ■ Rarity of comparable survivals of setting ■ Cultural associations ■ Celebrated artistic representations ■ Traditions

Fig 9. Historic England Setting of Heritage Assets Step 2 Checklist

5.31 Bridgewater House Canal Offices



Fig 10. Bridgewater Canal Offices

The former Bridgewater Canal offices are located at the junction of Chester Road and Great Jackson Street. It was listed grade II in October 1974 and was constructed around the year 1800 as an Officers' mess for the Manchester Regiment. It was later converted into offices for the Bridgewater Canal Company and currently lies vacant and in need of repair.

- 5.32 The building is two storeys in brick with sandstone dressings and slate roof. It forms an L shaped plan form with boundary wall to Silver Croft Street and Great Jackson Street to form an enclosure yard, now car park.
- 5.33 The principal elevation fronting Chester Road is in a Georgian Style and of 10 bays, originally designed to resemble 2 symmetrical 5-bay houses, each with a 3 bay pediment breaking forward. The rear range forming the L shaped return is of simpler design.
- 5.34 The building occupies a prominent position fronting Chester Road and has considerable aesthetic and townscape value representing a former historic pattern of development.
- 5.35 The building is of **high** significance due to its grade II listed status, historic association with the Bridgewater Canal and its aesthetic value, despite currently being in a state of disrepair it still possesses the key characteristics that contribute to its significance.

Setting

- 5.36 The setting of the Bridgewater Canal offices is experienced both immediately by the curtilage formed by the boundary wall as well as through the wider context of surrounding built form. The latter wider setting has been diminished by the loss of large areas of historic context and the former pattern of development. Nevertheless there is a clear visual connection with the Middle Warehouse on the north side of Chester Road as well as a longer view connection with the cluster of heritage assets around the listed Former Congregational Chapel and Viaducts and the area known as Knott Mill and Castlefield Conservation Area and it share similarities in its traditional materials.
- 5.37 The appeal site is located approximately 90 meters to the north-east of the listed building, and there is a clear inter-visual relationship between the Bridgewater Canal Offices and the appeal site which forms part of the wedge of land that is connected to the Knott Mill and Deansgate, thus the development site contributes visually and historically to the setting of the Bridgewater Canal Office.
- 5.38 Many of the low scale buildings immediately surrounding Bridgewater Canal Offices have been lost, and the building is a survivor of the large scale clearance in this area, heightening its importance as a remnant of the earlier townscape. It still maintains a positive relationship with the lower scale buildings

and urban grain of Knott Mill and Castlefield Conservation Area. The site is in a key position in an area that connects and Canal Offices with it's neighbouring historic townscape and heritage assets including the Station, Viaducts and Chapel and Conservation Area make a positive contribution to the ability to experience its setting as well as the historical connections and evidence of the historic development of the area contribute to it's historical, aesthetic and evidential values which contribute to it's significance.

5.39 **Former Castlefield Congregational Chapel**



Fig 11. Former Congregational Chapel

The Former Castlefield Congregational Chapel is located on the north-western side of the Bridgewater Viaduct with its gable end and landmark tower fronting onto the main road. It was listed grade II in June 1988 and was constructed as a chapel for the Congregational Chapel Building Association by Edward Walters in Italianate style.

5.40 The building is three storeys to the canal front and two storeys to Bridgewater Viaduct. It is constructed predominantly of red brick with buff sandstone dressings and a slate roof. The Nave and aisles incorporate porches at the front ends, with a tall square tower with belfry and spire rising from the south aisle behind a porch, all over a basement storey.

5.41 The tower, with belfry and spire is richly decorated in comparison to the relatively simple styling of the rear of the chapel building. The gable end fronting Bridgewater Viaduct is a highly decorative symmetrical façade with moulded stone entrances and windows, stone plinth, carved stone features and closed sandstone and brick pediment. Its height and prominence make it a key landmark and focal point in the wider area.

5.42 The building was originally constructed as a chapel and was used for this use until 1888. It was then used for several religious uses until the late 20th century when it became Artingstalls Auctioneers in the 1970's. In the 1980's it was used as a recording studio by Pete Waterman who sold it in the mid 2000's, at which point it was converted into offices.

5.43 The building is visible from a number of locations including the canal basin, the Bridgewater Viaduct and Chester Road and Deansgate. The tower and spire form a significant focal point and the scale, design, detailing and decorative nature of this landmark feature make a significant contribution to the townscape of the area. Due to its prominence and aesthetic value, the building is a significant heritage asset within the Castlefield Conservation Area.

5.44 The building is considered to hold a **high** level of significance due to its aesthetic and historical values and the contribution it makes to the Castlefield Conservation Area.

Setting

5.45 The Former Chapel building is sited in a prominent location and is experienced from a relatively wide area including the public realm of the Castlefield Canal basin as well as the main routes in and out of the City along Deansgate and Chester Road. The building is a notable feature in the streetscape and retains a prominence.

5.46 The application site is located approximately 50 metres to the south-west of the Former Chapel, forming part of the setting and context in which the chapel is experienced and there is a clear visual relationship between them.

5.47 The Chapel is within the Castlefield Conservation area, and the canal basin and surrounding historic buildings in the conservation area contribute to its physical

setting. The setting is also experienced by way of views towards and across it from the conservation area, and as the tower is a landmark feature, further views towards it can be experienced from the site, Deansgate, Chester Road and around Knott Mill and Deansgate Station.

- 5.48 The Chapel has a positive relationship with the lower scale buildings and urban grain and buildings of Knott Mill and the viaducts as well as Castlefield Conservation Area. It shares traditional building form, materials and is part of the 19th century grouping of historic assets. The site is in a key position in this area that connects and Chapel with it's neighbouring historic townscape and heritage assets. The Chapel and its prominent tower can be viewed from and experience from and around the site. The site and the grouping of heritage assets adjacent makes a positive contribution to the ability to experience its setting as well as the historical connections and evidence of the historic development of the area. The setting of the chapel is therefore of high townscape and historic value which contribute to it's historical and aesthetic values which contribute to its significance.

5.25 Deansgate Station



Fig 12. Deansgate Station

5.26 Deansgate station is located on Whitworth Street West and was built in 1896. It is constructed of mainly red brick with blue bands and stone terracotta dressings and slate roof. It is two storeys high in a Baronial style with paired entrances on the corner with stone surrounds. It was listed grade II in August 1998.

5.27 The station was originally opened as Knott Mill in 1849 on the Manchester South Junction and Altrincham Railway. The line was joint owned by the London and North Western Railway and the Manchester, Sheffield and Lincolnshire Railway from the start of operations and was one of the first truly suburban railways. It was rebuilt in 1896 by Robert Neill and Son and in the northern corner of the building above the curved entrance is a shield with date 1896 and

a stone scroll carved with the original name 'Knott Mill Station'. The line was electrified in 1931 and the station was renamed Deansgate in 1974.

- 5.28 It remains in use as a railway station and is viewed from public viewpoints, with good public access. Deansgate Station is of **high** significance due to its aesthetic, historical, and communal value.

Setting

- 5.29 The station maintains a strong presence in the townscape and has a significant group value with the surrounding railway viaduct and associated buildings in terms of its character, heritage, materials and design. The group value of the range of traditional buildings surrounding Deansgate Station result in a high quality setting. It is a clearly identifiable and notable structure in the surrounding urban area, directly connected to the existing transport infrastructure. The two storey low level and horizontal nature of the design of the building has similar townscape qualities to the low level horizontal nature of the railway viaduct and brick buildings. As a result Deansgate Station has a clear visually connection with the buildings within its setting.

- 5.30 The appeal site is approximately 130 metres to the south-west of Deansgate Station and the site forms part of its wider context. The viaduct acts as a physical barrier between the station and site and as such there is currently little visual connection between the site and the station building. However, the site forms part of the urban grain of the area and low scale development around

Knott Mill and its location adjacent to the station and grouping of buildings and heritage assets around it provides townscape connectivity. Whilst there is currently little visual connection between the undeveloped site and Deansgate Station, the developed site will have a visual impact on its setting by becoming a visible structure within its setting.

5.31 The Station retains a positive relationship with the lower scale buildings and urban grain and buildings of Knott Mill and the viaducts as well as Castlefield Conservation Area which are key components in both its historic setting and experiencing it's townscape setting . It has related materiality and scale. The development site is in a key position in this area that connects with it's neighbouring historic townscape and heritage assets including Deansgate Station. The site makes a positive contribution to the ability to experience its setting as well as the historical connections and evidence of the historic development of the area. The setting of the station is therefore of high townscape and historic value as a result of these factors which contribute to it's historical and aesthetic values which contribute to its significance.

5.32 **Castlefield Railway Viaduct**



Fig 13 Castlefield Railway Viaduct

- 5.33 Castlefield Railway Viaduct extends from Manchester Central (formerly G-Mex and originally Central Station) in the east to Dawson Street in the West. It was listed grade II in February 1988. It was constructed around 1880 in cast and wrought iron and red brick to the east of Duke Street.
- 5.34 It runs south-west from the former Central Station, then westwards, dividing into two over Castlefield and rejoining west of the River Medlock. Cast iron drum piers rising to square castellated towers support a metal lattice parapet.
- 5.35 The viaduct has castellated brick piers with stone dressings to Gothic Style bridges at a skew over the River Medlock and main roadways. To the east of Duke Street the viaduct is of brick with segmental arches and castellated brick piers, and at the western end there is a blue brick bridge over Dawson Street.

5.36 The structure was originally used to transport goods, materials and passengers in and out of Manchester and is currently used as part of the Metrolink tram route travelling towards Altrincham.

5.37 The decorative metal skew bridge has very recently been repaired and redecorated to a high standard. The viaducts are experienced from the surrounding streets and public realm.

5.38 The viaduct is considered to hold **high** significance due to its aesthetic and historic value.

Setting

5.39 The viaduct extends from Manchester Central in the east to Dawson Street in the west, and as such is experienced from many different locations and viewpoints. Adjacent to the viaduct there are many structures associated with industrial heritage and nature of the area, the bridges where it crosses the main Deansgate and Deansgate South are particularly visible from distance and key views from Deansgate heading west out of the city and from Bridgewater Viaduct heading east into the city and has prominence in the townscape.

5.40 The site is located to the south-west of the viaduct at approximately 150 metres distance. Certain features of the viaduct such as the bridge and piers have some visual relationship with the site as they can be seen in views approaching

the site from the Deansgate side. The site therefore provides some visual context to the viaduct and as such the site forms part of its setting. The Castlefield viaduct bridge and Manchester South Junction and Altrincham Railways Viaduct bridges and viaduct have a group value. The appeal site forms part of the setting of this grouping of heritage assets. The appeal site is a feature in the setting of the viaduct and forms part of the urban grain of the area and low scale development around Knott Mill and its location adjacent to the viaduct the and grouping of buildings and heritage assets around it provides townscape connectivity and connection with the Castlefield Conservation Area in terms of historical links as well as views and how it is experienced, including those from Deansgate, Deansgate South, Chester Road, Castlefield Conservation area.

5.41 The viaduct therefore has a positive relationship with the historic townscape and grouping of heritage assets. The site is in a key position in this area that connects physically and visually with its neighbouring historic townscape. The setting of the viaduct is therefore of high townscape and historic value as a result of these factors which contribute to it's historical and aesthetic values which contribute to its significance.

5.42 Manchester South Junction and Altrincham Railway Viaduct



Fig 14. Manchester South Junction and Altrincham Railway Viaduct (MSJ & AR).

5.43 Manchester South Junction and Altrincham Railway Viaduct is a 1 ¾ mile long urban viaduct which extends from Manchester Piccadilly to Castlefield via Oxford Road and Deansgate, following approximately the route of the River Medlock (crossing it at a number of points) and then branches into two at Castlefield, with the Northern branch terminating on the north-west side of the River Irwell and the southern branch terminating at the east side of Dawson Street. The viaduct was listed grade II in June 1994 and the list entry was amended in February 2013.

5.44 The viaduct was constructed in 1846-49 by David Bellhouse junior for the Manchester South Junction and Altrincham Railway (MSJ&AR) Company. The MSJ&AR line is one of the country's earliest suburban railways and was the first in Manchester.

5.45 The viaduct is an impressive urban viaduct with well-detailed bridges, some with highly decorative ironwork. It incorporates 224 brick arches, many near to Oxford Road and Deansgate Station have now been in-filled and converted to commercial use. It incorporates a series of predominantly arched, cast iron

bridges that cross various streets, and the Rochdale and Bridgewater Canal. A number of bridges incorporate highly decorative Gothic-style ironwork and detailed castellated towers.

5.46 The decorative metal skewed bridges have very recently been repaired and redecorated to a high standard. The viaducts are experienced from the surrounding streets and public realm. It has strong group value with neighbouring railway structures which contribute to its setting and significance.

5.47 Historic England have produced listing selection guides to help define which historic buildings are likely to meet the relevant tests for national designation. Historic England Infrastructure: Transport Listed Selection Guide produced in April 2011 (CD-F9) deals with structures associated with all forms of transport. In respect of railways it states in paragraph 2.3 'When it comes to purpose-built railway structures, most pre-1850 buildings will often be of international significance as being among the earliest railway structures in the world, and even partial survivals need to be assessed carefully. The 1840s saw a massive expansion in the network and while the Italianate style was initially favoured, many designs were eclectic and realised in a variety of style'. The MSJ&AR dates from 1846 – 1849 being one of the earliest railway structures in the world. The viaduct is considered to hold **high** significance due to its aesthetic and historic and values.

Setting

- 5.48 The viaduct extends from Manchester Piccadilly to Castlefield and as such is experienced from many different locations and viewpoints. Adjacent to the viaduct there are many structures associated with industrial heritage and nature of the area. The bridges where they span the main road at Bridgewater Viaduct and Deansgate Station are particularly visible from distance and key views into and out of the city namely from Deansgate looking west towards the viaduct and Chester Road looking east towards the viaduct. The viaduct is also viewed from Castlefield Conservation Area which forms part of its setting and has a historic and aesthetic group value with a number of railway structures including Deansgate Station and Atlas Bar.
- 5.49 The site is located to the south-west of the viaduct at approximately 100 metres distance. Certain features of the viaduct such as the bridge and piers and associated structures have a good visual relationship with the site as they can be seen in views approaching the site from the Deansgate side and Chester Road side. The site therefore forms part of the visual context to the viaduct and as such forms part of its setting.
- 5.50 The viaduct has a positive relationship with historic townscape and the lower scale buildings and urban grain and buildings of Knott Mill, The Chapel as well as Castlefield Conservation Area. The development site is experienced within its setting as well as forming part of the early street pattern and historical pattern development of the area. The setting of the viaduct is therefore of high townscape and historic value as a result of these factors which contribute to it's historical and aesthetic values which contribute to its significance.

5.51 The Atlas Bar, 376 Deansgate



Fig 15. Atlas Bar, 376 Deansgate

5.52 The Atlas Bar is located at the junction of Whitworth Street, Deansgate and Bridgewater Viaduct. It is triangular in plan and two storeys high with stone detailing and slate roof. The building is constructed of a similar Baronial style to Deansgate Station, albeit of simpler design. The building has a group value with the listed Deansgate Station and the listed viaduct behind and its use is possibly related to the station and railway. It is considered to be a non-designated heritage asset.

- 5.53 The building shares many characteristics with the surrounding grouping of historic buildings such as its age, traditional built form, design and materials. It holds **medium** significance due to its aesthetic and historical value and its contribution to the setting, and group value with Deansgate Station and the MSJ and AR Viaduct
- 5.54 The site is approximately 130 metres to the south-west of the Atlas Bar and at present there is little inter-visual relationship with the site. Whilst there is currently little visual connection between the undeveloped site and Atlas Bar, the developed site will have a visual impact on its setting by becoming a visible structure within its setting.
- 5.55 As with Deansgate Station and the MSJ and AR Viaduct, Atlas Bar has a positive relationship with the lower scale buildings and urban grain and buildings of Knott Mill as well as Castlefield Conservation Area, The historic townscape and grouping of heritage assets contribute positively to its setting and its aesthetic and historic heritage values as well as providing evidence of a historical context as shown on the 1896 Ordnance Survey extract.
- 5.56 The development site is in a key position in this area that connects physically and visually with its neighbouring historic townscape and heritage assets including Atlas Bar. The development site is experienced within its setting as well as forming part of the early street pattern and historical pattern development of the area. The setting of Atlas Bar is therefore of high

townscape and historic value as a result of these factors which contribute to it's historic and aesthetic values which contribute to its significance.

5.57 Character and Special Interest of Castlefield Conservation Area.

5.58 The Castlefield Conservation Area was originally designated on 13th October 1979. It was extended in 1985 to include the area bounded by Ellesmere Street, Hulme Hall Road and the River Irwell. One of the largest conservation areas in Manchester, Castlefield is situated on the south-west side of the city centre. Its focus is the Roman fort from which it derived its name - i.e. 'castle in the field'.

5.59 Before designation, the former Department of the Environment declared an intention to elevate Castlefield to the status of an outstanding conservation area, which they did in January 1980. Although this status has since been abolished nationally, it is indicative of the area's importance.

5.60 The conservation area's boundary follows that of the city along the River Irwell, New Quay Street, Quay Street, Lower Byrom Street, Culvercliff Walk, Camp Street, Deansgate, Bridgewater Viaduct, Chester Road, Arundel Street, Ellesmere Street, Egerton Street, Dawson Street and Regent Road.

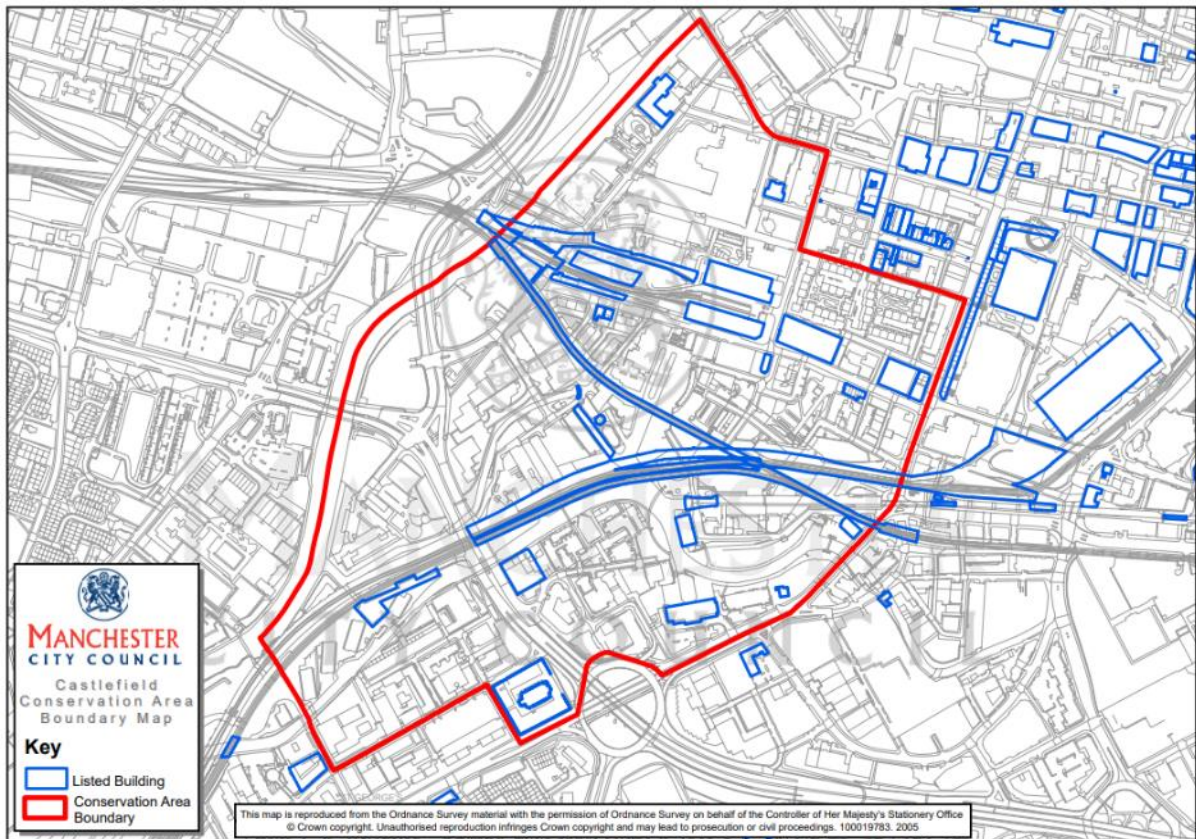


Fig 16. Castlefield Conservation Area Boundary Map

5.61 The Castlefield area has evolved over a very long period of time. Innovations have proliferated here and artefacts have been constructed where they were needed. The Romans built their fort on elevated ground, partly protected by the rivers Irwell and Medlock. Canals were dug where natural water courses could be diverted to maintain water levels. Canal basins and wharves were so numerous by the time the railways were built that the only practical means of introducing railway transport was by building viaducts. The result is a multi-level environment which has a unique character.

5.62 By 1850 there were distinct zones devoted to housing, warehouses and transport. Liverpool Road was an important highway, sloping gently down to the

River Irwell, whilst the area occupied by the Roman road, connecting the fort with the north, had been re-developed for other uses. Deansgate now occupies the site of this road.

5.63 Although the variety of building materials used in Castlefield is very wide, it tends to be more rugged and industrial in character than in other parts of the city centre. Stone, brick and slate are used extensively, but the most impressive building components are the massive cast-iron columns supporting the railway viaducts and the viaducts themselves, which are constructed of iron lattice beams.

5.64 The Conservation Area has a very industrial character defined by the canal and railway infrastructure as well as the small and large scale industrial structures that supported the activities in the area. The area is large but well connected with good routes between urban spaces and canal walkways. There is a mix of densely developed areas combined with more open aspects such as the canal basin which contribute to its diversity and high aesthetic qualities, which combined create a valued sense of place and identity. It has and still is undergoing regeneration with the conversion of many of the industrial buildings into both commercial and residential uses. New development has been seen on a number of sites and have been considered in the context of the area's significance.

5.65 At the Southern Edge of Castlefield adjacent to the site the River Medlock formed the southern boundary of the Manchester Roman Settlement. This

section of the Medlock was modified in 1760's to become the heart of the Bridgewater Canal terminus.

- 5.66 Chester Road follows the course of the main route heading south-westward from the Roman settlement in Castlefield, via a ford across the River Medlock. Red sandstone bedrock rises steeply up from the canal to road level discovered in 2017 during excavations around the Castle Wharf development.
- 5.67 The creation of the Castlefield Basin in the 1760's as the Manchester terminus of the Bridgewater Canal altered the landscape of the river corridor in the area. Mount Pleasant was one of the first buildings to be erected in Castlefield Basin, and was used by the canal company as a warehouse. It was built across the top of the sandstone outcrop, level with Chester Road. It was demolished in 2001.
- 5.68 The Conservation Area contains a significant number of listed buildings and is both diverse and rich, in both the industrial heritage that involved transformational change in the area and in its earlier Roman origins. It is also an area that has seen some of world's first railways structures such as the grade I listed Railway Station on Liverpool Road and grade I listed Stephenson's bridge over the River Irwell. The Castlefield Conservation Area is considered to be of **high** heritage significance as a result of these factors.

Setting

- 5.69 The areas beyond the boundary are generally urban in character but retain good views through, into and around the Conservation Area that give an appreciation of character and townscape value in a wider context. The setting of the Conservation Area can be experienced from both within and outside of the boundary from both high level and low level views from the public realm.
- 5.70 The immediate context of the Conservation Area adjacent to the appeal site is predominantly of low level existing traditional buildings of a robust palette of materials including brick and stone. More modern materials have also been used in small pockets such as the zinc used on Deansgate Quay. This context is seen in the grouping of historic buildings around Deansgate Station, the two listed viaducts and the associated railway structures. The setting of the area makes a beneficial contribution to its significance, due in part to the visual connectivity between the traditionally built low level building types as well as the intervisibility between the two. There are views in and out of the Castlefield Conservation Area from the canal basin towards Bridgewater Viaduct and the Conservation Area is visible in views from Chester Road looking north-east and from Bridgewater Viaduct and Deansgate South looking north
- 5.71 Where new development has taken place to the south-east of the Conservation Area in the form of Deansgate Quay this has been low rise in brick but with lighter weight materials to the upper levels which reduces its scale and impact on the setting of the area.

- 5.72 Recent new development built of visually lightweight materials provides a contrast to the more traditional buildings in the Conservation Area helping to define the more traditional built form in the Conservation Area . The taller buildings within the Great Jackson Street Development Framework sit beyond the immediate setting but provide a distinctive backdrop of contrasting lightweight appearing materials which allow a clear distinction between the traditional buildings in the Conservation Area, thus not diminishing its setting.
- 5.73 The appeal site is located immediately adjacent to the Conservation Area's south-eastern boundary. The application site and Conservation Area therefore have an important contextual relationship, however the poor quality vacant site and the lack of high quality development on the site means that, in its current condition, the appeal site makes a negligible adverse contribution to the setting of the Conservation Area.
- 5.74 The Congregational Chapel is within the Conservation Area and this and the conservation area have a visual and historical grouping with the heritage assets to the south-east and Knott Mill area including Deansgate Station and the MSJ and AR Viaduct, Atlas Bar and Castlefield Viaduct. The conservation area has a positive relationship with the lower scale buildings and urban grain of this area which forms part of and contribute positively to its setting and its aesthetic and historic heritage values.

5.75 The development site is in a key position in this area that connects physically and visually with its neighbouring historic townscape and heritage assets including the Conservation Area. The development site is experienced within its setting as well as forming part of the early street pattern and historical pattern development of the area linked to the conservation area. The setting is therefore of high townscape and historic value as a result of these factors which contribute to its historical, aesthetic and evidential values which contribute to its significance. Bridgewater Canal Office also forms part of the visual and historic connection with the Castlefield Conservation Area through historic building type, urban grain and pattern of development and materiality and it forms part of its wider setting and context which reinforces the historic and aesthetic values of the Castlefield Conservation Area.

6.0 Impact of Development

6.1 Reason for refusal 2 .

6.2 The proposed building by reason of its scale, height, position on the site and its use of poor quality cladding materials, would form an over-dominant feature within the street scene and would fail to meet the quality that such a prominent building should achieve. It would thereby have a detrimental impact on visual amenity and is therefore considered to be contrary to policies SP1, EN1, EN2 and DM1 of the Manchester Core Strategy, guidance contained in the Guide to Development in Manchester Supplementary Planning Document and Guidance and the National Planning Policy Framework.

- 6.3 In terms of height at 28 storeys high this building is considered to be a tall building and will be highly visible and have considerably impact on key views which are assessed later in this section. It is acknowledged that the site in its current state is having an adverse effect in terms of visual amenity.
- 6.4 The form of the building is one of a triangular shape that fits the footprint of the site. The building has three main elevations to Bridgewater Viaduct, Deansgate South and adjacent to Deansgate Quay. Each elevation is of similar length and height with some stepping back at the most easterly corner. The building has a full height vertical column of glazing to the west, north west and east elevation.



Fig 17 Ground Floor Plan



Fig 18 Aerial View of Site

6.5 The triangular shape of the building occupies almost the full footprint of the site as shown by the site edged red and the ground floor footprint in Fig 17.

6.6 The elevation facing Bridgewater Viaduct rises vertically to the full height of the 28 storey building. The eastern elevation shows some stepping down towards Deansgate South but remains at 23 storeys in height. All three elevations face directly onto the site boundaries with very little by way of offsetting or public or private realm.

- 6.7 The building would be clad in weathering steel with vertical columns of dark grey polyester powder coated (PPC) aluminium curtain wall glazing on the upper floors.
- 6.8 The proposed main material is weathering steel, which is a metal cladding system with either concealed or exposed fixings. The surface of the steel is designed to oxidise from its natural raw / blue appearance to a 'rusted' appearance to create an orange to deep red / brown in a matt, non reflective finish. The material has a varied appearance over its lifetime and the surface rusting creates a slight texturing and it can have a mottled affect over each panel. The material weathers at different rates and the natural oxidation process varies across the panels to creating some variations in colour across the surface. The solid nature of the material used adds to the buildings visual scale and it is neither a reflective, lightweight or light coloured material.



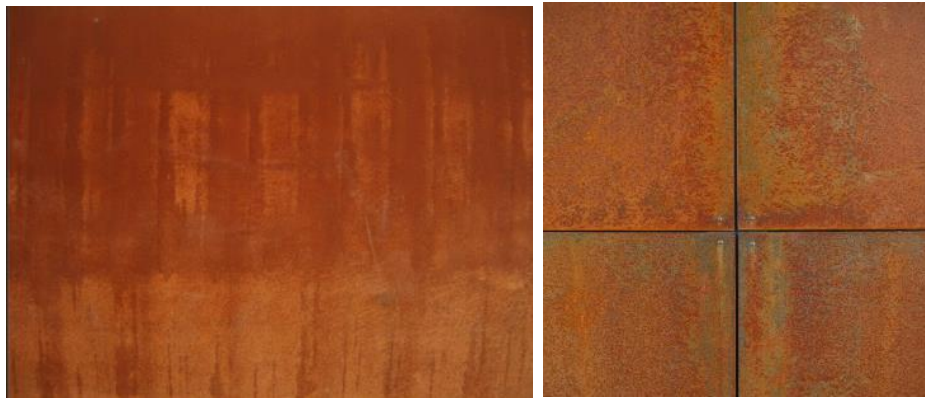


Fig 19 Images of weathering steel

- 6.9 The material has an industrial aesthetic, being born out of use on railway structures and heavy rolling stock.
- 6.10 The windows are in contrasting powder coated dark grey set out in a vertical row and in a uniform spacing.
- 6.11 The proposed materials and the way they are used significantly contrast with the materials already used in the Great Jackson Street Regeneration Framework. These materials are of high quality unitised curtain wall glazing with transparent and opaque glass panels and fritted glass in a lightweight material to give a distinctly modern, reflective and lightweight aesthetic which contrast with the more traditional materials found in the neighbouring area. Where metalwork is used it is anodised to give depth and sparkle to the metalwork.
- 6.12 The proposed metalwork in this case is grey powder coated aluminium. The grey powder coating produces a flat looking colour with little depth or sparkle

and does not match the high quality anodised metal finishes found in the adjacent new development to Deansgate Square and Victoria and Elizabeth Residences as required by the SRF and Tall Buildings Guidance that sets out that materials should be of a high quality.

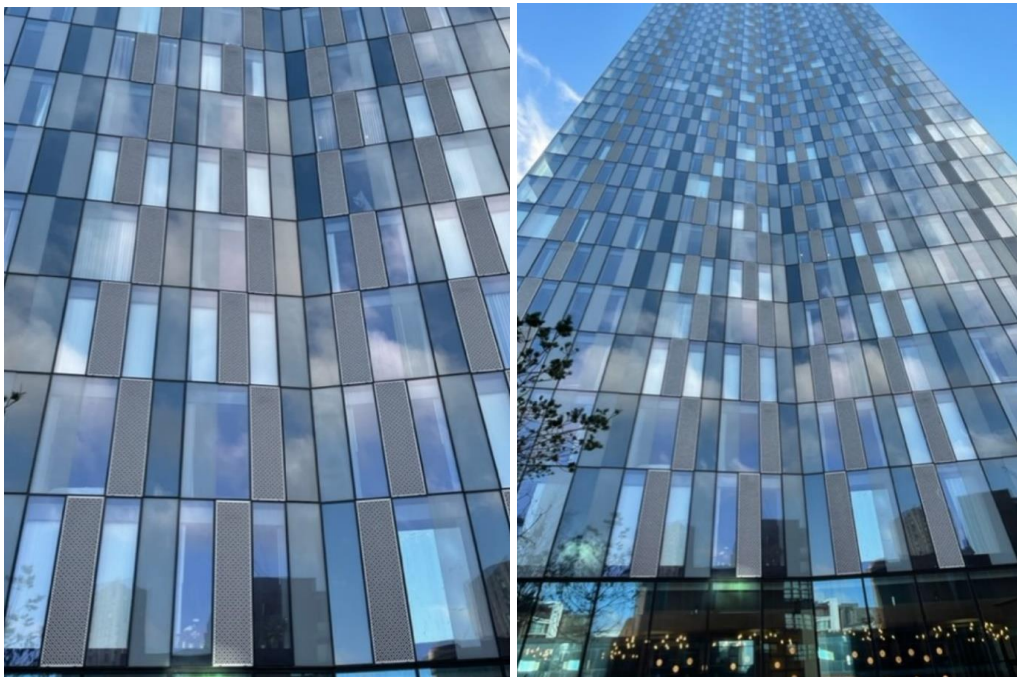


Fig 20 Deansgate Square materials (three images).

- 6.13 Fig 20 show Deansgate Square Unitised glazed panels and anodised metal grilles illustrating the simple façade, high quality lightweight reflective nature of the materials.

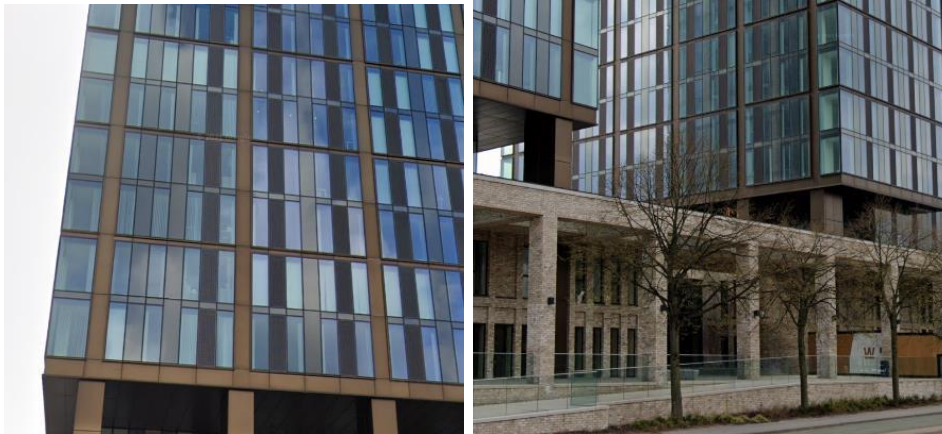


Fig 21. Elizabeth and Victoria Residences (two images).

- 6.14 Fig 21 shows Elizabeth and Victoria Residences with unitised glazed panels, buff brick, anodised windows and panels.



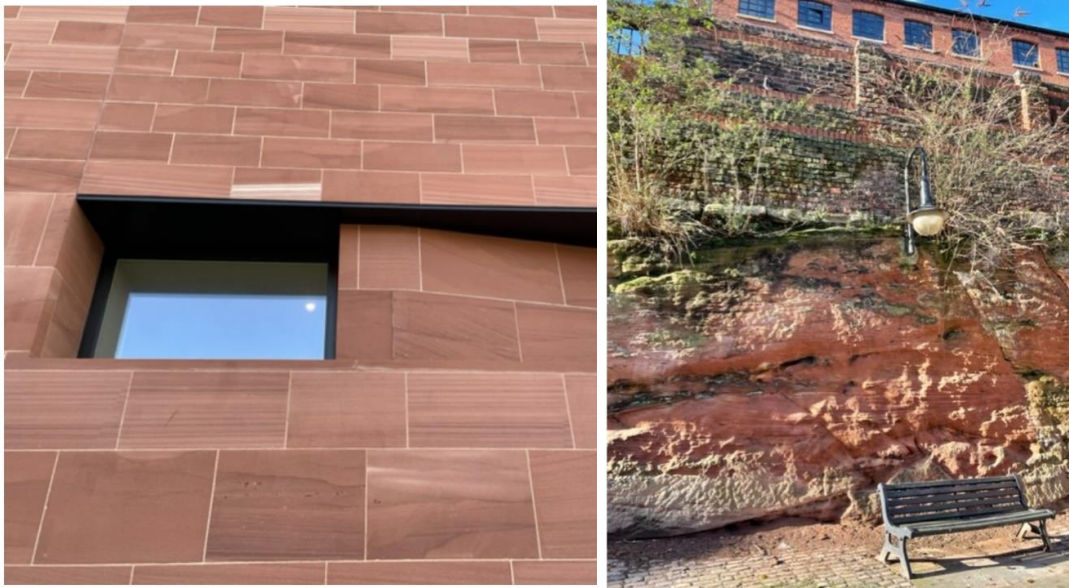


Fig 22. Castle Wharf 2-4 Chester Road (four images).

6.15 Fig 22 shows Castle Wharf 2-4 Chester Road using a natural white limestone cladding, anodised metal windows and natural red sandstone to ground floor adjacent to Castlefield Basin. The image to the bottom right showing the red sandstone bedrock in the canal basin.

6.16 The materials used in the appeal site are industrial looking solid material with standard pattern of fenestration in a uniform way. The materials provide little tonal and colour contrast to the immediate context of more traditional red brick and stone buildings, which draws more attention to its bulk and solid appearance by appearing visually merging with them rather than provide a high level of contrast. This colour pallet associates more in visual appearance with the traditional building stock rather than the simple, elegant and distinctly more modern appearing glass towers of lighter weight colours and materials. This solid visual nature created by a weathered steel cladding material has the effect of increasing the dominance of the building rather than reducing it.

This can be seen in key views towards the building assessed in this section below.

6.17 The proposed development will be highly visible from a number of key views these are as follows:

View 1 a,b and c Sequential Views from Deansgate from the East to West

View 2 Deansgate looking East to West Adjacent to the MSJ and AR Viaduct.

View 3 View at the Junction of Whitworth Street West looking West to the site.

View 4 View from side of Rochdale Canal

View 5 View from Bridgewater Viaduct.

View 6 View from Bridgewater Viaduct.

View 7 Sequential View from Chester Road.

View 8 View of the site at the Junction of Chester Road and Deansgate South.

View 9 a and b View from Deansgate South looking West

View 10 View from Castlefield Conservation Area.

View 11 a and b From Chester Road looking East towards the site.

Wider Viewpoints.

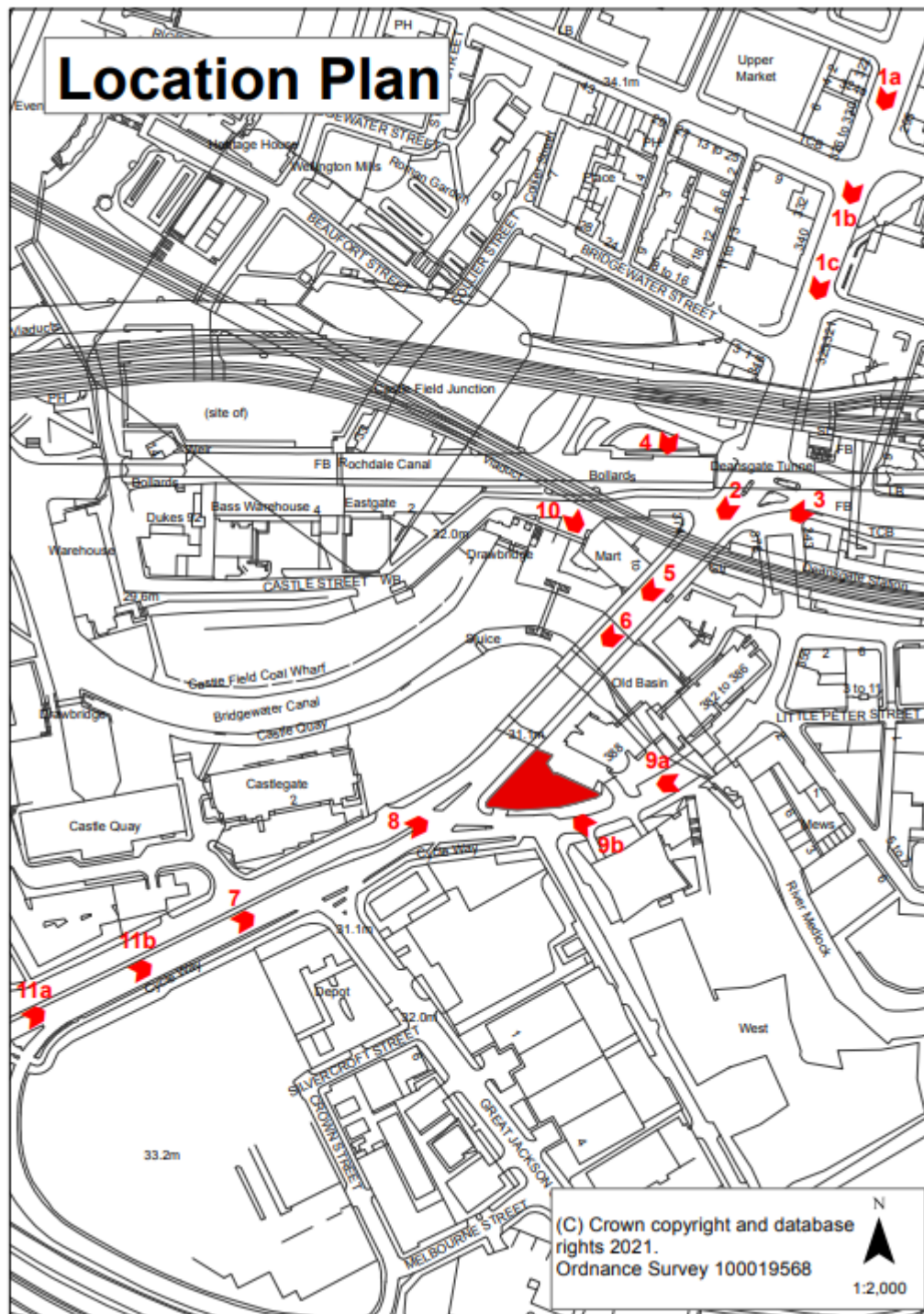


Fig 23 Key Views assessed.

6.18 Assessment Methodology

6.19 I have used the following matrix to assess value and impact. Impact will be either beneficial or adverse.

Magnitude of Impact	Sensitivity / Importance of townscape value of view			
	High	Medium	Low	Very Low
High	Major	Major	Moderate	Minor
Medium	Major	Moderate	Minor	Negligible
Low	Moderate	Minor	Negligible	Negligible
Very Low	Minor	Negligible	Negligible	Negligible

Fig 24. Assessment Matrix

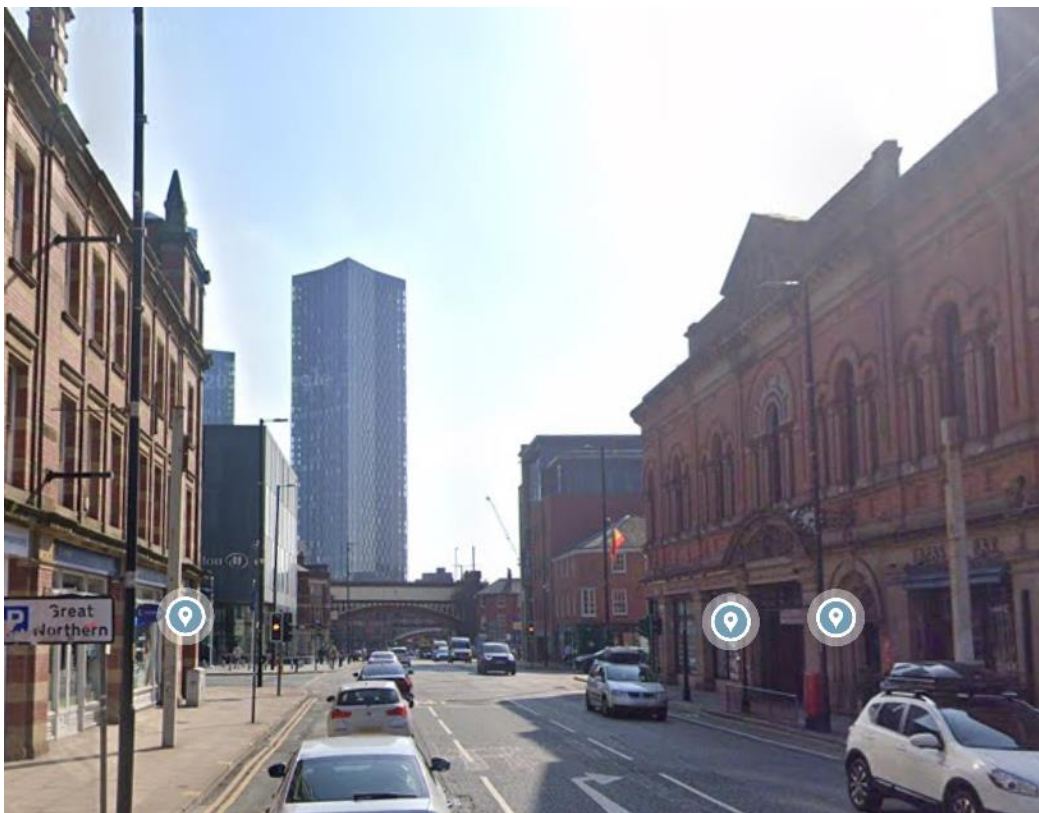


Fig 25. View 1a Sequential Views from Deansgate from the East looking West



Fig 26. View B



Fig 27. View C

6.20 The sequential view seen in view 1A, B and C travelling east to west along Deansgate is of **high** townscape value. The Deansgate Square Towers represent high quality landmark buildings of the Great Jackson Street Regeneration Framework with simple forms and gently sculptured glazed towers. The west tower punctuates the longer view.

- 6.21 When travelling towards the sequential views A to C are of high townscape value. In view A the listed 235 -291 Deansgate is on the left and listed Spanish Institute on the right. In view C the high townscape value results from the good quality low level brick buildings in the foreground including the Deansgate Public House and listed railway viaduct crossing Deansgate. The listed MSJ and AR Railway Viaduct and Atlas Bar can also be seen in this view under the listed bridge. The lightweight glazed Deansgate Square towers form a background of high quality modern development in this view, due to their simple elegant high quality architectural design, simple forms, high quality lightweight materials forming a landmark cluster and distinctive skyline.
- 6.22 The proposed new development will be seen directly in the sequential views A, B and C over the bridge occupying the space in between the West Tower of Deansgate Square and Castle Wharf. The development will introduce a substantial new feature in the skyline and will be highly visible. The magnitude of change would be **high**. The proposed materials will contrast with the lightweight materials of the existing tall buildings making it a dominant structure in the skyline. The weathering steel materials have similarities in colour with the lower level structures and visually merge with these rather than the modern buildings behind, this increases its prominence, bringing it more to the foreground rather than it receding in the view. The new development will be seen in the context of the listed viaduct / bridges. This impact of the development in this view is therefore **major -adverse**



Fig 28. View 2 Deansgate looking from East to West in front of MSJ and AR Viaduct.

6.23 View 2 is of **high** townscape value due to high quality traditional railway infrastructure and buildings forming an important low level linear group in the foreground. The highway in the foreground adds street clutter and large areas of road but this does not diminish the view. This grouping of buildings includes the listed Deansgate Station, listed MSJ and AR Viaduct including the two bridges over the highways and the Former Congregational Chapel. The high quality materials and detailing creating a visual richness in the view. The glazed towers of Deansgate Square and the Castle Wharf development create a backdrop to the view. These buildings of lighter weight materials contrast dramatically with the more traditional building types in the foreground allowing the traditional built form to be clearly legible in the view.

6.24 The proposed new development will be seen directly in this view occupying the space in between the West Tower of Deansgate Square and Castle Wharf. The

development will introduce a substantial new feature in the skyline, and will be highly visible and therefore the magnitude of change would be **high**. The proposed materials will contrast with the lightweight materials of the existing tall buildings making it a more dominant structure in the skyline. The weathering steel materials have similarities in colour with the lower level structures and visually merge with these rather than the modern buildings behind, this increases its prominence, bringing it more to the foreground rather than it receding in the view. The new development will be seen in the context of the high townscape value grouping of listed viaduct / bridges, Deansgate Station and The Former Congregational Chapel as well as Atlas Bar and will compete with these and thus distract from these heritage assets. This impact of the development in this view is therefore **major -adverse**

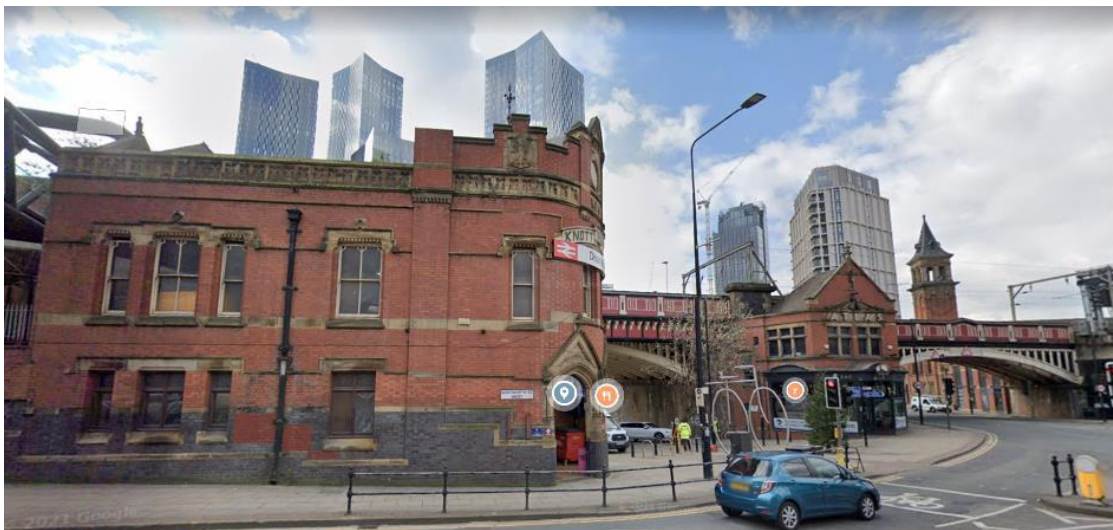


Fig 29. View 3 Junction of Whitworth Street West looking west.

- 6.25 This view is of **high** townscape value due to the high quality listed Deansgate Station, MSJ and AR Viaduct, Chapel buildings and unlisted Atlas Bar forming

an important low level linear group in the foreground. The high quality materials and detailing creates a visual richness in the view. The lighter weight glazed tower of Deansgate Square and Castle Wharf and Victoria / Elizabeth Residence create a high quality skyline in the view, with the Deansgate Towers creating landmark features. These buildings of lighter weight materials contrast dramatically with the more traditional building types in the foreground allowing the traditional built form to be clearly legible in the view.

- 6.26 The proposed new development will be seen directly in this view occupying the space in between the West Tower of Deansgate Square and Castle Wharf. The development will introduce a substantial new feature in the skyline, and will be highly visible. The magnitude of change would be **high**. The proposed materials will contrast with the lightweight materials of the existing tall buildings making it a more dominant structure in the skyline. The weathering steel materials have similarities in colour with the lower level structures and visually merge more with these than the modern buildings behind increasing its prominence by visually merging with the foreground rather than the receding in the view. The new development will be seen in the context of the high townscape value grouping of listed viaduct / bridges, Deansgate Station and the Former Congregational Chapel and Atlas Bar, will compete with these, and thus distract from these heritage assets. This impact of the development in this view is therefore **major -adverse**



Fig 30. View 4 View from Rochdale Canal

6.27 View 4 is taken from the side of the Rochdale Canal looking south-east. The view is dominated by the listed railway viaduct and bridges and impacted by various items of railway clutter. The grade II listed former Congregational Chapel is clearly visible and its tower has prominence in this view. Deansgate Square and Castle Wharf frame the vista. Despite the overhead gantry, the view is of **high** townscape value and shows the unique multilevel townscape of this part of Manchester, a portion of Castlefield Conservation Area and the listed viaducts and chapel.

6.28 The proposed new development will be seen directly in this view occupying the space in between the West Tower of Deansgate Square and Castle Wharf. The development will introduce a substantial new feature in the skyline, will be highly visible, and therefore the magnitude of change would be **high**. The building will dominate this view and the proposed materials will contrast with the lightweight materials of the existing tall buildings making it a more dominant structure in the skyline. The new development will be seen in the context of the high townscape value grouping of listed viaduct / bridges and The Former Congregational Chapel and its prominent tower and distract from these heritage assets and compete with the prominence of the tower. This impact of the development in this view is therefore **major -adverse**

6.29 In its Visual Impact Assessment, the Appellant identifies a similar view of the Chapel and Tower as viewpoint 7. Its assessment is that the change would be Major – Moderate (Adverse). Whilst I agree that it has an adverse impact, I disagree with the assessment that “the materiality is in keeping with the prevailing red brick” and the assertion that “the building being of modern architecture would ultimately prevail over the historic context”. I assess the impact as being **major – adverse**.



Fig 31. View 5 Views From Bridgewater Viaduct.

6.30 View 5 is taken from Bridgewater Viaduct looking south east. In the foreground is a low level brick and stone parapet wall of the viaduct forming the edge of the highway with the low rise Deansgate Quay development of brick and zinc in the immediate view to the left. Castle Wharf is to the right of the highway. The West Tower of Deansgate Square rises above Deansgate Quay and the Victoria and Elizabeth Residences can be seen in the distance which terminate this view. The view is of **high** townscape value due to the high quality lightweight modern development of Deansgate Square, Castle Wharf and the glazed towers of Victoria and Elizabeth Residences. The built form of Deansgate Quay contributes to townscape quality being of high quality brick with elements of light weight zinc and a low scale development that does not intrude into the view. The undeveloped site is not clearly evident in this view.

6.31 The proposal will introduce a substantial new feature into the skyline and view. The scale and height of the building will contrast significantly with the scale of Deansgate Quay and will significantly contrast in materials to the surrounding lightweight materials of the taller buildings in the view. The scale and height of the appeal scheme will impose itself in this view and increase the sense of enclosure, losing some of the available sky. The red / orange weathering steel contrasts with the surrounding lighter weight taller buildings, emphasising its scale. The regular pattern of full height vertical windows also emphasises the buildings height. The proposal dramatically contrasts in scale to the Deansgate Quay development of which it forms a more immediate townscape connection. The magnitude of change is **high**. The development will have a **major - adverse** impact as a result of the impacts of height and scale and materials.

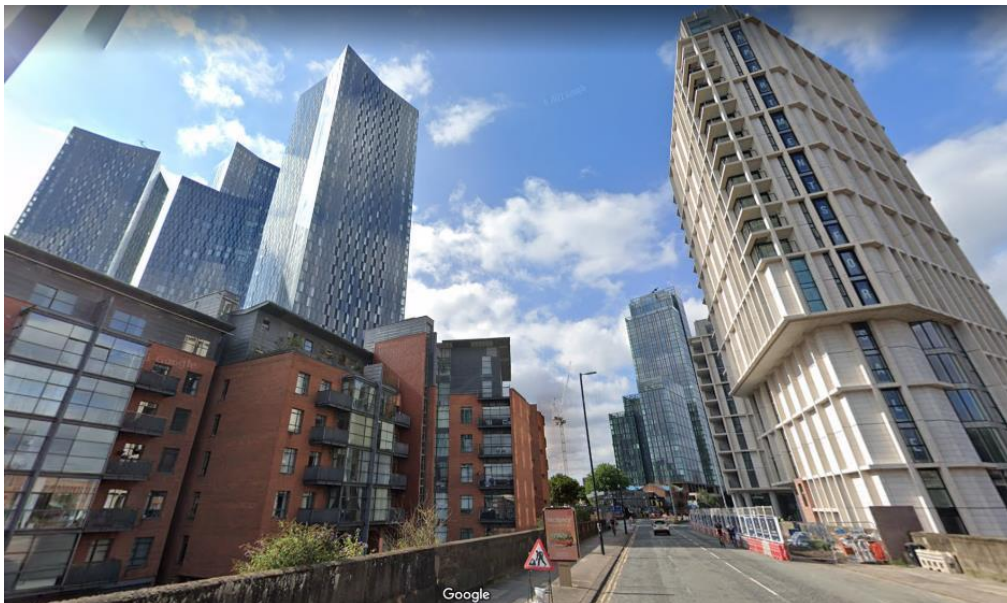


Fig 32. View 6 View from Bridgewater Viaduct

6.32 View 6 is similar to view 5 but closer to the site. The impact on this view will equally be **major – adverse** for the reasons already set out but the feeling of overbearingness and enclosure and the dominant impact of the development will be amplified in this view. Deansgate Quay is set back from the highway and of low level at 7 storeys. The proposed development will be at the back of pavement and at 28 storeys, will create a visual canyoning effect and overbearing impact on Deansgate Quay, the view and street, creating a feeling of overcrowdedness and impact on amenity. The use of dark orange / red weathering steel creating a solid coloured material adds to the visual weight of the building.



Fig 33. View 7 Sequential View from Chester Road.

6.33 View 7 from Chester Road looking north west towards to site is dominated in the foreground by the wide highway. It has the currently vacant brick built listed Bridgewater Canal Offices to the right and brick build low rise

Deansgate Quay to the centre. The recent Axis and listed former G-Mex station can be seen in the distance forming part of the cityscape beyond. The tall lightweight towers of Deansgate Square can be seen set back on the right with the Renaker site cabins at the front. The Castle Wharf in its light white natural stone material can be seen framing the left of the view. This view is a key gateway into the city and the emerging townscape is of high townscape value as a result of the high quality development of Deansgate Square and the GJSDF area and the quality of development at Castle Wharf. The detracting factors are the vacant nature of the Bridgewater Canal Offices, the temporary nature of the site compound and cabins and the vacant site itself in the distance. The current view is of **medium – high** value as a result of the detracting factors. These are however temporary negative impacts.

- 6.34 The magnitude of change will be **high** due to the proposed new development introducing a major new building into the view which will dominate the streetscape. The development will cause a substantial increase in the sense of enclosure with the loss of some available open sky. The use of weathering steel will make it more visible in this view as it contrasts with the lighter weight and lighter coloured materials of the Deansgate Square Towers and Castle Wharf. There is currently a visual connection between the low level scale and solid brickwork of the Bridgewater Canal Offices and Deansgate Quay. The height and scale of the building along with the solid materials of the proposed development will impact on this visual connectivity by severing the townscape connection by extending the solid build form at substantial height and scale

vertically rather than continuing it at low level. The resulting impact of the proposed development will therefore be **major - adverse**.



Fig 34. View 8. View of the site at the Junction of Chester Road and Deansgate South

- 6.35 View 8 is similar to Viewpoint 1 identified in the VIA submitted with the application (CD-A78). The view shows the vacant site in front of the Deansgate Quay development forming part of the land that is in between Deansgate South and Bridgewater Viaduct. The listed Former Chapel, and listed viaduct can be seen to the left with Beetham Tower as a key city centre landmark in the view. To the right is the lower rise development at the end of Deansgate South with the West Tower of Deansgate Square to the right framing the view. The new Castle Wharf development is seen to the left of the view.

- 6.36 The view includes distinctive features such as Beetham Tower and the listed buildings. Castlefield Conservation Area is to the left. Beetham Tower, Deansgate Square and Castle Wharf provide a lighter contrasting palette of materials to the more visually heavy and traditional red brick and stone buildings of the traditional townscape. Whilst the vacant site in the immediate view negatively impacts on the view, the view, as a whole, remains of **high** townscape value.



Fig 35. CGI of proposed development in similar position to Viewpoint 8

- 6.37 The image above of the proposed development demonstrates how it will introduce a major change in the view which will dominate the streetscene. The magnitude of change is considered to be **high**. The development will create

an increased sense of enclosure with the partial loss of visible sky. The proposals are positioned at the back of pavement with no public realm to act as a buffer thereby creating an overbearing canyoning effect in the streetscene impacting on amenity and dominating the Deansgate Quay development behind. The 28 storey walls of predominantly weathering steel will create a visually heavy looking building in contrast to the lightweight towers at Deansgate Square and Beetham Tower in this view and will contrast against the light white limestone of Castle Wharf. The centre of this view will be dominated by a considerable mass of built form and the impact of the building will create a feeling of overcrowding. The proposed impact would be **major - adverse**



Fig 36. View 9a Deansgate South looking West

6.38 View 9a shows the site to the centre with existing brick boundary wall. To the right is Deansgate Quay and to the left the West Towers of Deansgate Square showing the lightweight reflective finish of the unitised glazing and anodised panels. To the centre of the view is the lightweight tower of Victoria and Elizabeth buildings. At street level to the left is the high quality public realm work to the base of West Tower which is set back from the pavement and which gives a degree of space at pedestrian level. The view is of **high** townscape value due to the high quality modern development of Deansgate Square and the view of the glazed towers of Victoria and Elizabeth Residences. The block paving of the highway and high quality materials surrounding West Tower contribute to this view. The lower rise development of Deansgate Quay is of high quality brick with accents of lightweight zinc and interesting form with articulation in the form of projecting balconies to create visual interest in the development.

6.39 The proposed development will introduce a major change in this view, which will dominate the street scene, the magnitude of change will be **high**. The proposals will dramatically increase the sense of enclosure with the partial loss of visible sky. The development will be positioned at the back of pavement with little margin to provide any public realm. The building will rise sharply to over 22 storeys on this elevation to create an overbearing scale and height with little articulation in its form. The proposed use of weathering steel will contrast sharply with the lighter weight materials used in the taller high quality glazed towers in the GJSRF area and contribute to its visually overbearing and intrusive impact. View 9b below is from further west along

Deansgate South where the visual impacts (overbearingness and sense of enclosure) will be equally as detrimental. The change in these view is therefore high with the impact **major - adverse**.



Fig 37 View 9b from Deansgate South



Fig 38. View 10 From Castlefield Conservation Area

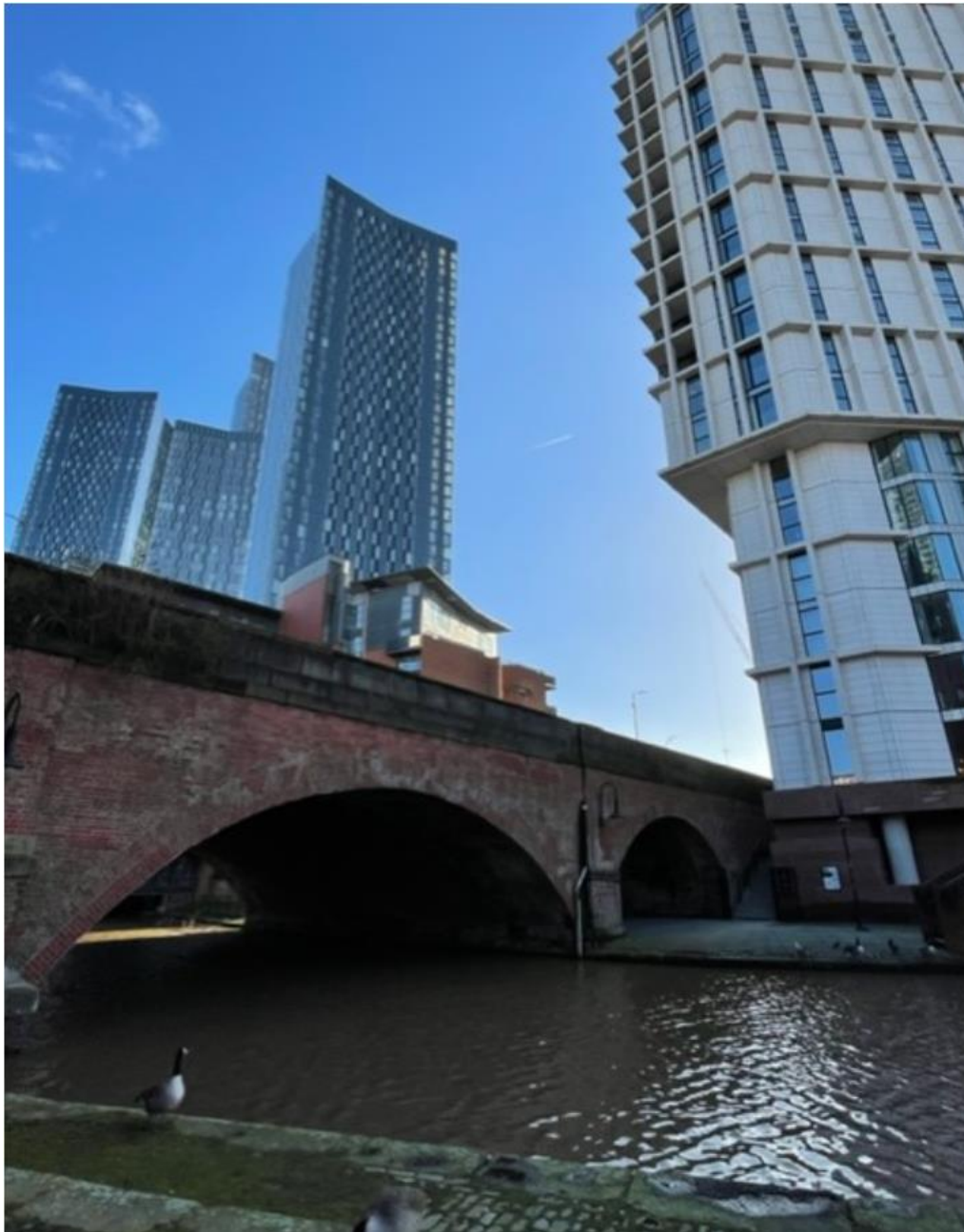


Fig 39. View 10 from Castlefield Basin from similar position to Fig 38.

- 6.40 These views 10 are taken from the rear of the Former Congregational Chapel in the Castlefield Conservation Area. The first view is from the upper level at the rear of the Chapel and the second view is taken from a similar location alongside the canal basin itself. The first view sees the brick walls of the listed

Chapel in the foreground with the lightweight glazed West Tower of Deansgate Square visible above the silhouette of the Chapel and Castle Wharf is visible to the right. The public realm is of high quality York Stone paving and stone setts. The view is of **high** townscape value due to the quality of the listed buildings and public realm and the high quality of modern development of Deansgate Square and Castle Wharf. The lower level view from the basin shows the natural stone setts and stone canal basin edge with the water of the canal basin and the brick arches and stone parapet Bridgewater Viaduct above. Above this is the top of Deansgate Quay development with the contrasting lightweight glazed West Tower rising above. Castle Wharf is to the right with natural red sandstone plinth and white natural limestone upper levels. This lower view is equally of **high** townscape value due to the public realm, canal basin, viaduct and high quality modern buildings.

- 6.41 The proposed development will introduce a major change to this view by introducing a substantial built form. The proposals will increase the sense of enclosure with the partial loss of visible sky. The large building will contrast significantly in materials with the lightweight modern buildings in this view, creating more prominence to the building. The orange / red colour and visually solid nature of the building provides little contrast to the listed Chapel with the affect of visually bringing the building forward rather than receding in the view thus undermining the listed building and townscape value of this view. The change is therefore **high** and the impact **major - adverse**.



Fig 40 and 41. View 11 A and B Chester Road looking East towards the site.

- 6.43 These views 11a and 11b shows the site in the centre along with the Deansgate Quay development. The listed Middle Warehouse and Castlefield Conservation Area is to the left and the listed former Bridgewater Canal Office is to the right with the Deansgate Square Towers to the right. Whilst the wide highway is a dominant feature of this view and the Canal Office is vacant and boarded up, the listed buildings, Castlefield Conservation Area and high quality glazed towers contribute to give this view **high** townscape value.

6.44 There is a clear visual relationship between the low level, more traditional buildings that use stronger colours that anchor them in this view. Deansgate Quay shares the same palette and this low level built form provides a horizontal visual connection with this grouping of buildings. The tall glazed towers are of high quality materials that contrast with the brick buildings in this view. The centre of the view is open and framed by the glazed Western Tower of Deansgate Square. The open sky and low level buildings draws the eye into the city beyond.

6.45 The proposed development will be visible at the centre of the view and will impose a tall building that will close down the view impacting on the visual connectivity that the low rise brick buildings of the Castlefield Conservation Area and the listed Bridgewater Canal Offices have with the city centre. The development will increase the amount of built form and level of enclosure and sense of overcrowdedness of development. The building is of orange / red weathering steel which is a visually heavy material when compared to the lightweight glazed towers and lightweight materials of Castle Wharf. This visually makes the building more prominent rather than recessive. This adversely impact on this view. There will be impacts on the Castlefield Conservation Area as well as the listed Canal Office. The level of change is **medium** and the impact is **moderate – adverse**

6.46 Wider viewpoints



Fig 42. View from Cheshire Ring Canal Walk



Fig 43. View from The Salford Trail



Fig 44. View from Whitworth Street West.

- 6.47 The images above in Figures 42 to 44 show the impact of the building on longer views. These show how, due to materials, scale and form, the building stands out against the high quality lightweight towers of Deansgate Square and draws attention towards it. This undermines the key principles in the SRF of creating quality architectural design and high quality materials and adversely impacts on the established and emerging skyline.
- 6.48 The images above also demonstrate how the solid materials draw more attention to the building in the emerging skyline. Fig 44 shows the lack of simplicity in its form creating an awkward roofline and shape against the existing simple forms of the Deansgate Square Towers cluster, thus having a detrimental impact on the emerging skyline. Each of the towers in the Deansgate Square development have an elegant simple tower form with unified treatment across the facades and roofline creating a high quality city

skyline. The proposed building contrasts with these qualities and is detrimental to the emerging high quality architecture and visible skyline.

6.49 Reason for refusal 3

6.50 The proposed building by reason of its scale, height, position on the site and lack of public realm would form over-development of the site, having an overbearing relationship to the adjacent building and creating a feeling of overcrowdedness. It would thereby have a detrimental impact on urban design and visual amenity. It is therefore considered to be contrary to policies SP1, EN1, EN2, and DM1 of the Manchester Core Strategy, guidance contained in the Guide to Development in Manchester Supplementary Planning Document and Guidance and the National Planning Policy Framework.

6.51 The proposed building will occupy the full footprint of the site and rise to a total of 28 storeys. There is no public realm associated with the site and little private open space within the ground floor footprint.

6.52 The development is therefore directly up to the back of pavement on both Bridgewater Viaduct and Deansgate South and tight to the back of the site against the parking spaces adjacent to Deansgate Quay.

6.53 The height of the building and scale of the elevations and imposing nature of these sheer walls and proximity to adjacent development creates a feeling of overcrowdedness. The building dominates the local environment when

experienced at street level and dominates views towards it from key viewpoints such as the Deansgate and Chester Road views. The major adverse impact of the development has been demonstrated through the assessment of key views in Reason for Refusal 2 above.

6.54 The proximity to the adjacent development at Deansgate Quays creates a direct overbearing impact on this development due to the distance and scale of the proposals and on this side Deansgate Quay is low rise at 7 storeys in contrast with the 22 rising to 28 storeys of the appeal development.

6.55 The section below shows the proximity of the development on Deansgate Quay. This demonstrates the lack of space between the two buildings and the overbearing nature and overcrowdedness that this would have in the immediate building, the surrounding area and streetscene.

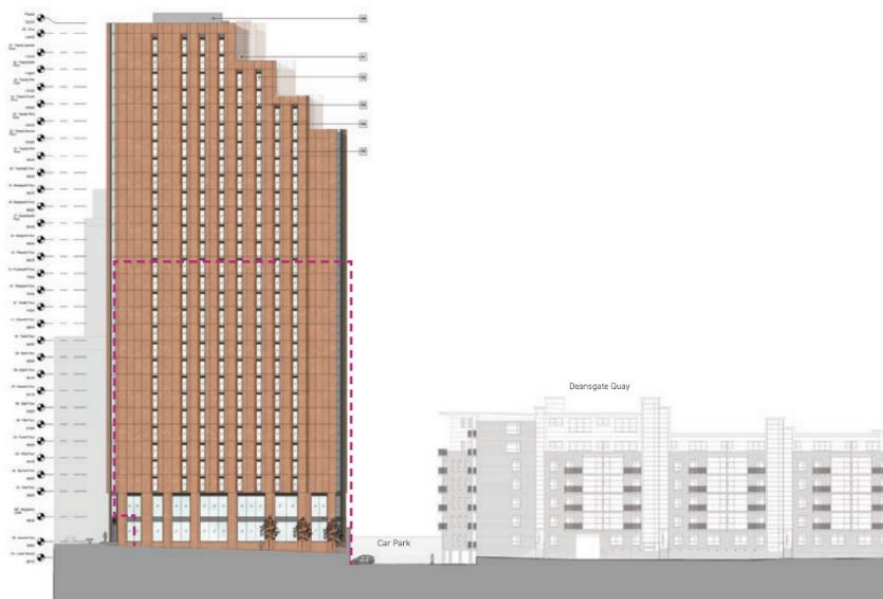


Fig 45. Hybrid section to Deansgate South Deansgate Quay on the right.

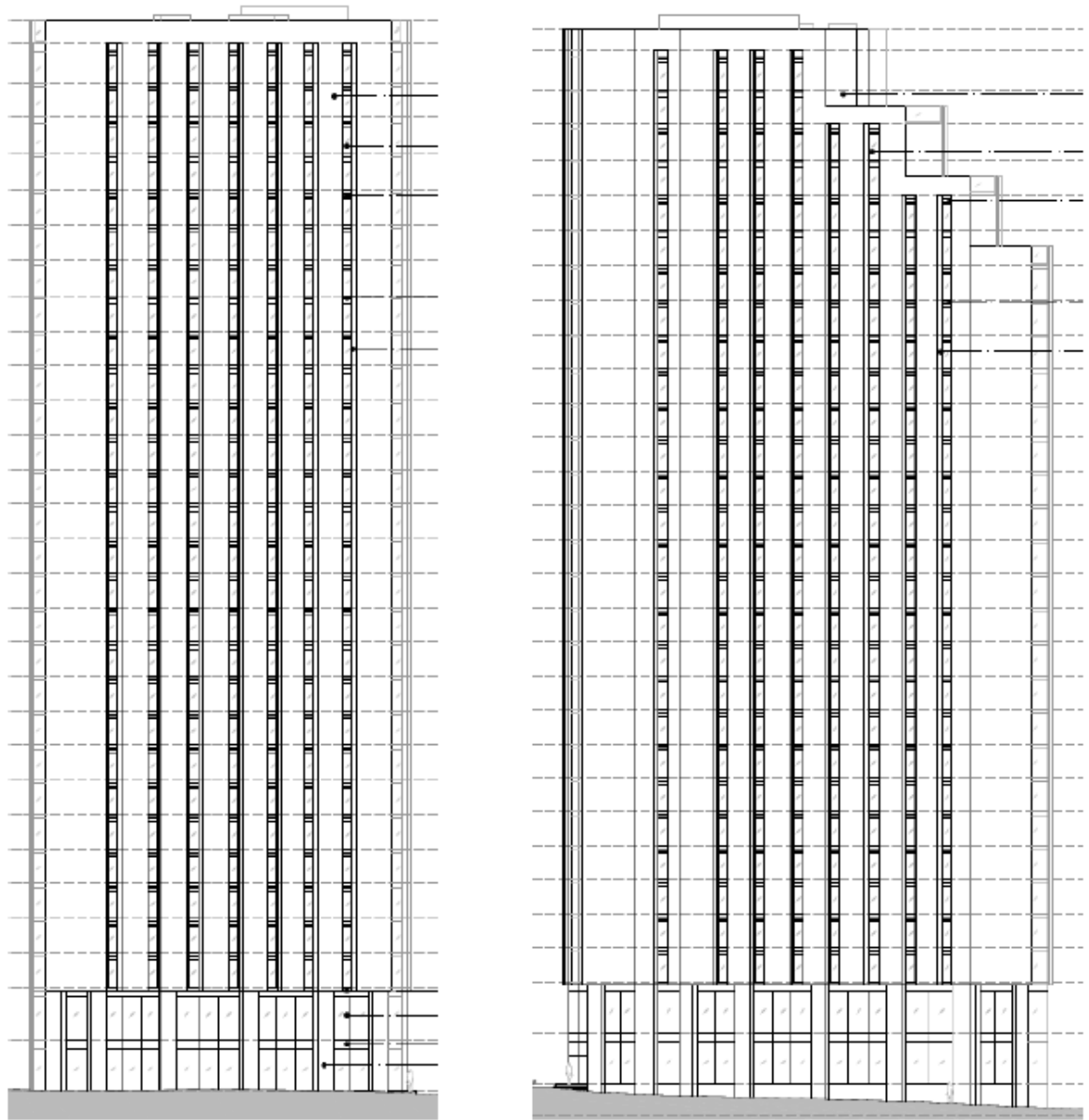


Fig 47 Showing the North and South Facing Elevation with little break in their scale.

- 6.56 The CGI's below in Figures 47 are from the Appellant's Design and Access Statement and show the proximity of the proposed new building adjacent to the West Tower of Deansgate Square. This shows the building in extremely close proximity to the existing West Tower which will give an oppressive and overbearing feeling at pedestrian level and a canyoning effect between the

two. The lack of public and private open space and its close proximity and overbearingness creates a poor quality environment at street level. This is compounded as a result of the scale and mass of the proposed building and the impact that the use of solid materials will have. The impact on key views has been assessed in Reason for Refusal 2 above.



Fig 47. Western Facing Elevation

6.57 The CGI showing the western elevation illustrates the dramatic change that this building will have on this view and on the surrounding context. It imposes a large scale building which is out of place and incongruous in the streetscene and within the townscape. It significantly truncates static and sequential views of the high quality, lower rise townscape when approaching from Chester Road. Currently the site and Deansgate Quay behind allow views towards the city centre and in urban design terms visually draw the visitor into the city. In contrast the proposal closes down these views. This prevents a seamless

transition through this key route into the city. The adverse impact on this view has been assessed further in Reason for Refusal 2 above.

- 6.58 The Strategic Regeneration Framework illustrative masterplan shows the site as being suitable for a much lower building than the one currently proposed. It clearly shows that the site has a townscape connection with the Deansgate Quay site and the lower level buildings below and reinforces the need for a reduced scale in this location.



Fig 48. Illustrative massing plan from Great Jackson Street SRF 2018

- 6.59 The proposed building is of a height and scale that is inappropriate to its context as set out above. According to the Design and Access Statement submitted with the application, the proposed building form has been inspired by the 'Flat Iron Building' in New York, but unfortunately it lacks the quality of design, elegance and simple nature of this form, or the high quality materials and detailing of this iconic landmark building. The proposed appeal building is not of equal dimensions, height or design and each elevation is different. The

stepped roof line, unequal elevations and set back of the elevation facing Deansgate Quay creates an irregular, rather than pure and simple building form. The Flat Iron building in New York also has a completely different context of wide streets and avenues with planned boulevards. The urban landscape of New York and the context of the Flat Iron building is completely different to the unique and varied historic street pattern and varied townscape context found in this development site.



Fig 49. Flat Iron building in New York



Fig 50. Proposed building

6.60 The stepped elevation facing east creates an odd arrangement where it attempts and fails to minimise its impact on the neighbouring development. The elevation facing the Deansgate Quay development has a step back which gives the appearance of a rear wing rather than a highly visible principle elevation Figure 50 above shows the view from Bridgewater Viaduct with the stepped back elevation and stepped down roof. This creates an awkward looking built form that does not have the elegance and design

quality that a tall building should have. The adjacent Deansgate Square Towers in contrast have a distinctive landmark tower design, form and aesthetic that is of pure and simple form and no awkward appearing steps or set backs.

6.61 The proposed building appears contrived in its design and form resulting from various attempts to reduce its impact by stepping the upper levels. Its floorplate has been designed to maximise the footprint of the site rather than creating a simpler footprint and a purer form. The shape of the building is awkward and the silhouette severely compromised by the different elevational treatments. The proposed tall building does not provide a high quality landmark building that contributes positively to the skyline when viewed from a distance and close up. The current and emerging landmark towers in the GJS SRF have a simpler architectural form in accordance with the masterplan objectives for the area.

6.62 The proposed building has street level public realm or private ground floor amenity space. The footprint maximises the footprint of the site and sits at the back of pavement on the Deansgate and Bridgewater Viaduct elevations. This gives a pavement width of up to 5 metres where the footpath widens at Deansgate and approximately 3.5 metres on Bridgewater Viaduct. In contrast the footpath outside Castle Wharf to the front of the building is from 7 to 11 metres, and from back of pavement to the West Tower of Deansgate Square is approximately 13 metres.



Fig 51. Castle Wharf



Fig 52. West Tower, Deansgate Square

6.63 Figures 51 and 52 above show Castle Wharf to the left and West Tower of Deansgate Square to the right showing width of pavement and forecourt to the building, providing more openness at street level. Below in Figure 53 is the public realm to the east of West Tower showing a hard and soft landscaped open space to the River Medlock to the east. Castle Wharf has a generous overhang, giving a greater feeling of openness at street level. It also has a high degree of modelling to the façade to give is visual interest to break up its scale and height.

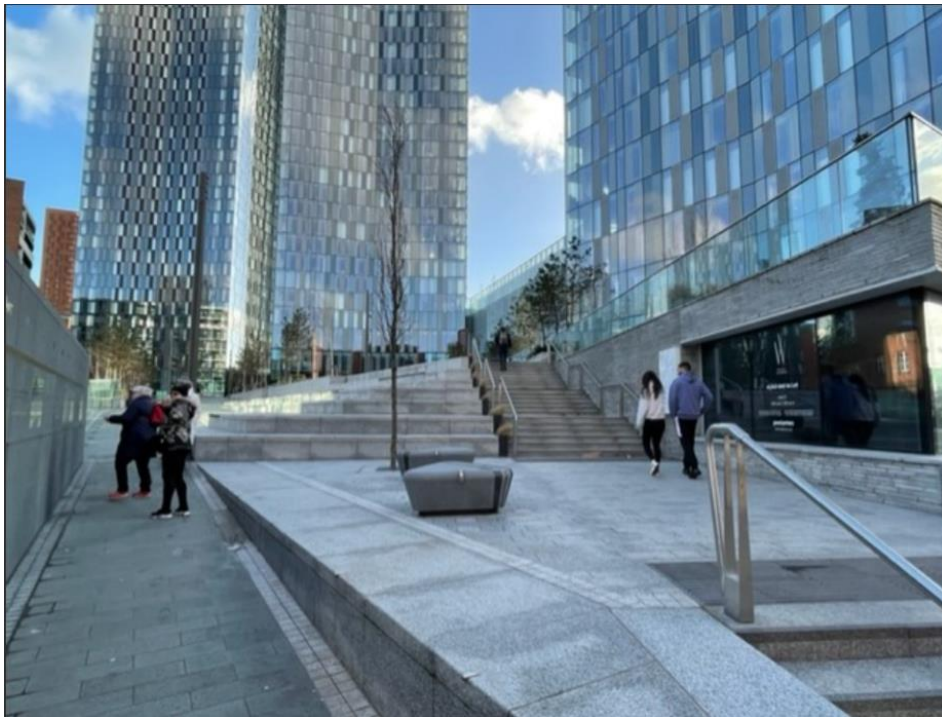


Fig 53. Public Realm to Deansgate Square.



Fig 54. Development from Bridgewater Viaduct

- 6.64 Figure 54 above shows Deansgate Quay in the foreground as set back from the highway giving an openness adjacent to the building at street level. In

contrast the development site sits at the back of pavement rising sharply vertically, increasing its dominance and feeling of overcrowdedness, adversely impacting on amenity. This is assessed further in key views in Reason for Refusal 3 above.

- 6.65 The building fails to respond positively to the existing built form or high quality of development found in the adjacent development. The poor design and lack of public realm does not create a high quality building on such a key approach to the city centre and does not contribute to placemaking as set out in the aspirations of the GJS SRF.

6.66 Reason for refusal 4 states

- 6.67 The proposed building by reason of its scale, design and appearance would form an over-dominant and intrusive feature within the street scene and would thereby have a detrimental impact on the settings of the nearby listed buildings. The proposed building would cause less than substantial harm to the significance of these heritage assets, which would not be outweighed by the public benefits of the scheme. It is therefore considered to be contrary to guidance within the National Planning Policy Framework, policies SP1, CC9, EN3 and DM1 of the Manchester Core Strategy and saved policy DC19.1 of the Unitary Development Plan for the City of Manchester.

- 6.68 The proposed development would impact on the settings and significance of the following listed buildings and non-designated heritage assets:

1. Bridgewater Canal Offices – c 1800 Grade II Listed Building
2. Former Congregational Chapel – 1858 Grade II Listed Building
3. Deansgate Station – 1896 Grade II Listed Building
4. Castlefield Railway Viaduct – c 1880 Grade II Listed Building
5. Manchester South Junction and Altringham Railway Viaduct – 1846-1849 Grade II Listed
6. Atlas Bar 376 Deansgate – non-designated heritage asset

6.69 In respect of an assessment methodology, Historic England's guidance on the Setting of Heritage Assets (CD-F8) sets out a staged approach to assessing the significance of the asset and impact of proposed development affecting the setting of the asset. Steps 1 and 2 are dealt with in section 5.0 above in terms of 1: Identifying the assets and 2: Assessing their settings and the contribution they make to the assets significance. The next stage is step 3: Assess the effects of the proposed development, whether beneficial or harmful, on the significance or on the ability to appreciate it.

6.70 Paragraph 32 of the Historic England guidance advises that The third stage of any analysis is to identify the effects a development may have on setting(s) and to evaluate the resultant degree of harm or benefit to the significance of the heritage asset(s). In some circumstances, this evaluation may need to extend to cumulative and complex impacts which may have as great an effect on heritage assets as large-scale development which may not solely be visible.

Historic England have produced a more detailed list of attributes of the development proposal that may be appropriate to consider (Fig 55 below). These have been given consideration as part of this assessment.

Assessment Step 3 Checklist The following is a (non-exhaustive) check-list of the potential attributes of a development affecting setting that may help to elucidate its implications for the significance of the heritage asset. It may be that only a limited selection of these is likely to be particularly important in terms of any particular development.	
Location and siting of development ■ Proximity to asset ■ Position in relation to relevant topography and watercourses ■ Position in relation to key views to, from and across ■ Orientation ■ Degree to which location will physically or visually isolate asset	Wider effects of the development ■ Change to built surroundings and spaces ■ Change to skyline, silhouette ■ Noise, odour, vibration, dust, etc ■ Lighting effects and 'light spill' ■ Change to general character (eg urbanising or industrialising) ■ Changes to public access, use or amenity ■ Changes to land use, land cover, tree cover ■ Changes to communications/accessibility/permeability, including traffic, road junctions and car-parking, etc ■ Changes to ownership arrangements (fragmentation/permitted development/etc) ■ Economic viability
Form and appearance of development ■ Prominence, dominance, or conspicuousness ■ Competition with or distraction from the asset ■ Dimensions, scale and massing ■ Proportions ■ Visual permeability (extent to which it can be seen through), reflectivity ■ Materials (texture, colour, reflectiveness, etc) ■ Architectural and landscape style and/or design ■ Introduction of movement or activity ■ Diurnal or seasonal change	Permanence of the development ■ Anticipated lifetime/temporariness ■ Recurrence ■ Reversibility

Fig 55. Historic England Setting of Heritage Assets Step 3 Checklist

6.71 The scale or severity of impacts or changes have been judged, taking into account their effects and on the basis that they will be permanent.

- 6.72 The cumulative effect of separate impacts has also been considered as the proposals affect a number of heritage assets. The scale or severity of impact has been ranked without regard to the value of the asset as: **No change, Negligible change, Minor change, Moderate change, Major change**
- 6.73 The significance of the effect of change – i.e. the overall impact - on an attribute is a function of the importance of the attribute and the scale of change. This has been summarised for each attribute described. As change or impacts may be adverse or beneficial, there is a nine-point scale with “neutral” as its centre point: **Major beneficial, Moderate beneficial, Minor beneficial, Slight beneficial, Neutral, Slight adverse, Minor adverse, Moderate adverse, Major adverse**
- 6.74 The higher the assets heritage value the more sensitive it is likely to be to change, and where heritage values are high and the magnitude of change is high then the greater the heritage impact, either adverse or beneficial.
- 6.75 Based on Historic England’s and ICOMOS guidance I have set out a table in Figure 56 to set out the sliding scale of change and impact which can either be adverse or beneficial.

Value of Heritage Asset	Scale and severity of change / impact				
	No change	Negligible change	Minor change	Moderate change	Major change
Very High	Neutral	Slight	Moderate/ Large	Large/ Very Large	Very Large
High	Neutral	Slight	Moderate/ Slight	Moderate/ Large	Large/Very Large
Medium	Neutral	Neutral/ Slight	Slight	Moderate	Moderate/ Large
Low	Neutral	Neutral/ Slight	Neutral / Slight	Slight	Slight/ Moderate
Negligible	Neutral	Neutral	Neutral/ Slight	Negligible	Slight

Fig 56. Impact matrix

6.76 In terms of the setting of heritage assets I have assessed the assets setting in accordance with the Historic England Guidance (CD-F8) and assessed the impact of the development and the scale and severity of change and resulting adverse or beneficial impacts of the proposals.

6.77 The above methodology provides a structure for the assessment, whilst some degree of professional judgement has been used in the assessment.

6.78 Bridgewater Canal Offices

6.79 The building is grade II listed and occupies a prominent position fronting Chester Road and has considerable aesthetic and townscape value representing a former historic pattern of development.

6.80 The building is of high significance due to its grade II listed status, historic association with the Bridgewater Canal and its aesthetic value representing a

good example of Georgian architectural design and detailing. Despite it currently being in a state of disrepair it still possesses the key characteristics that contribute to its significance.

6.81 The setting of the Bridgewater Canal offices is experienced both immediately by the curtilage formed by the boundary wall as well as through the wider context. There is a clear visual connection with the Middle Warehouse on the north side of Chester Road as well as a longer view connection with the cluster of heritage assets around the listed Former Congregational Chapel, Viaducts and Deansgate Station / Knott Mill area.

6.82 When approaching the appeal site from Chester Road, Bridgewater Canal Offices are clearly seen as a low rise brick built structure with a backdrop of taller modern lightweight towers. The listed building has a very small forecourt frontage meaning that it has a direct relationship with the highway, occupying a prominent position in views towards the city. The tall glazed West Tower of Deansgate Square is set back from the highway and to the right of the view allowing a high degree of visual connectivity to remain between Bridgewater House and the site, Deansgate Quay and the townscape beyond around Deansgate Station and the MSJ and AR viaduct. When seen from Bridgewater Viaduct in the view in Fig 57 below the site has an inter-visual connection in that the site is within the setting of the Bridgewater Canal Offices and visually connected in this view



Fig 58. View from Bridgewater Viaduct looking east

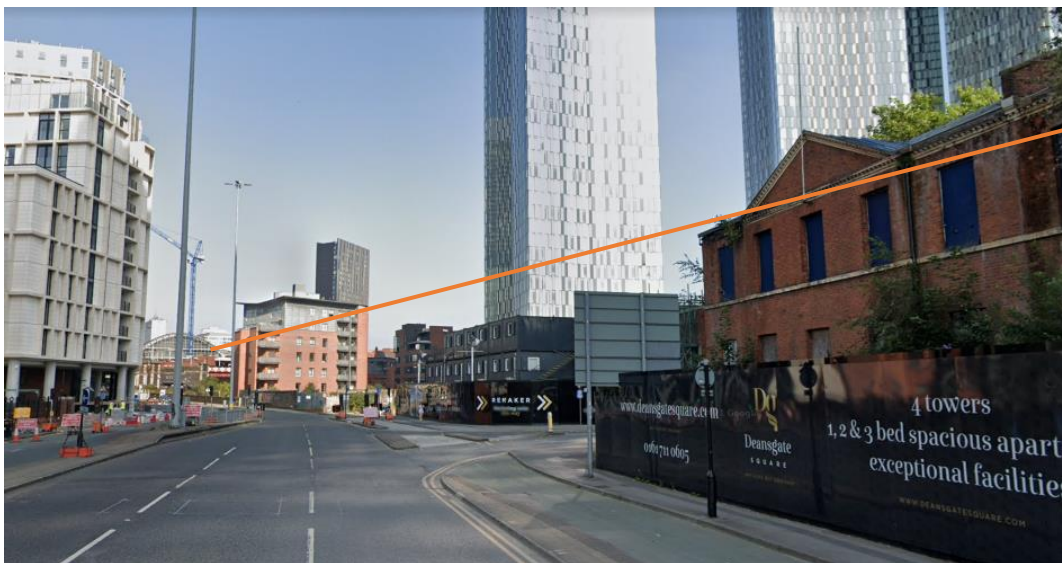


Fig 59. View from Chester Road looking east



Fig 60. View from Chester Road looking east

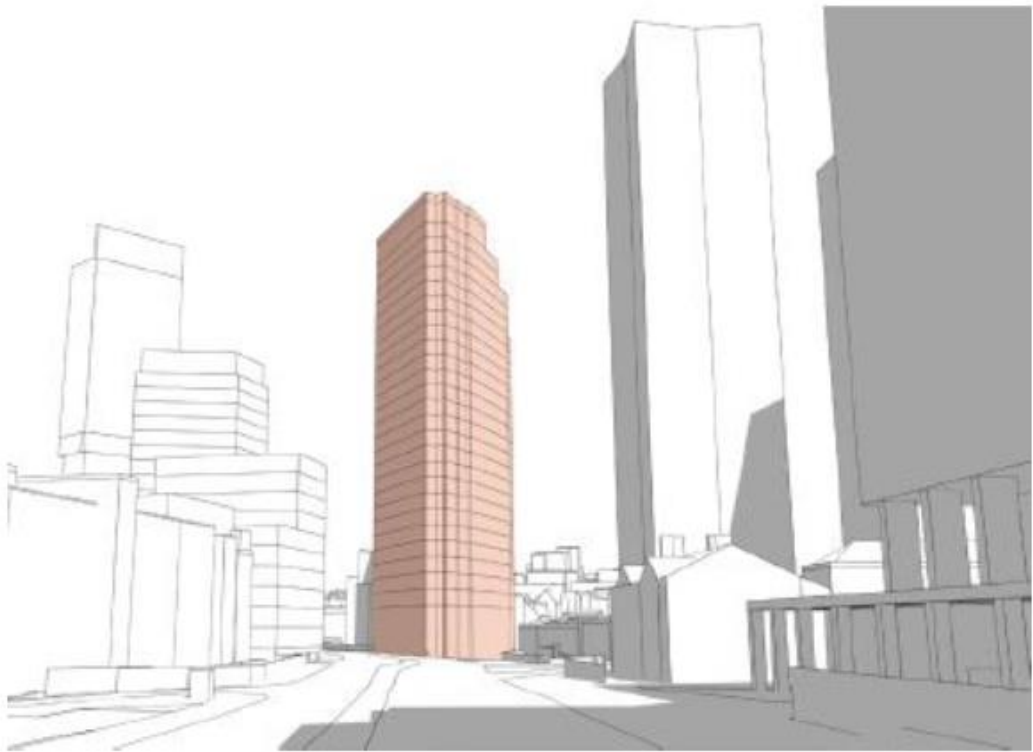


Fig 61. Massing study of proposed building.

6.83 The line in Figure 59 and Fig 60 shows the visual connection that Bridgewater Canal Offices have with Deansgate Quay and the lower scale development around Knott Mill and Deansgate station and the connection that Middle

Warehouse and the buildings in this part of the Castlefield Conservation Area have with Bridgewater Canal Office and the historic pattern of development to the east of Deansgate Quay and around Knott Mill.

6.84 Many of the low scale buildings immediately surrounding Bridgewater Canal Offices have been lost, and the building is a survivor of the large scale clearance in this area, heightening its importance as a remnant of the earlier townscape. Figure 61 above shows how the proposed development by way of its height and scale will impose a large scale prominent building that will dominate this view and visually impact on this connection and isolate the heritage asset from its context and setting. This impacts on its historic heritage value by severing the connection with the remaining historic pattern of development.

6.84 The scale and height of the building by way of it's poor design and dominance would be seen in the context and setting of Bridgewater Canal Offices this visually competing with the listed building and impacting on the ability to fully appreciate its simple form and Georgian design thus impacting on its architectural (aesthetic Value) thus causing harm the significance of Bridgewater Canal Offices.

6.85 Currently the Deansgate Square towers are set back from the highway and allow the connectivity to remain, they are also of distinctive modern lightweight and high architectural design which has a contrasting effect thus having a neutral impact on the setting of Bridgewater Canal Offices.

6.86 The value of the asset is high but as a result of some loss of historic context, the asset and its setting is **medium-high** but this loss has heightened its

sensitivity to further loss or negative changes. The scale of severity of change and impact is **moderate**, the resulting impact is **moderate - adverse**.

6.87 Former Castlefield Congregational Chapel

6.88 The Former Castlefield Congregational Chapel is grade II listed and located on the north-western side of the Bridgewater Viaduct and the gable end and landmark tower front onto the main road.

6.89 The building is visible from a number of locations from both the public realm of the canal basin, the Bridgewater Viaduct and views towards it from Chester Road and Deansgate. The tower and spire form a significant focal point and the scale, design, detailing and decorative nature of this landmark feature make a significant contribution to the townscape of the area. Due to its prominence and aesthetic value, the building is a significant heritage asset within the Castlefield Conservation Area. The site and the grouping of heritage assets adjacent makes a positive contribution to the ability to experience its setting as well as the historical connections and evidence of the historic development of the area. The setting of the chapel is therefore of high townscape and historic value which contribute to its historical values which contribute to its significance.

6.90 The building is considered to hold a high level of significance due to its aesthetic and historical value and the contribution it makes to the Castlefield Conservation Area.

- 6.91 The proposed building will bring a greater scale of development alongside the Bridgewater Viaduct and as a result views of the tower will be affected by its prominence.



Fig 62. View of Chapel tower from Deansgate South



Fig 63. View from Deansgate showing grouping of heritage assets including Chapel

- 6.93 This view is analysed in more detail in View 2 under Reason for Refusal 2 in terms of townscape value and visual impact, and is relevant here. The proposed new development by way of its height and scale will block views of the Chapel and Tower from Deansgate South. It will create a much narrower gap of visibility near to the junction of Chester Road and Deansgate South.

6.94 When viewed along Deansgate when approaching from the east the tower is a clearly visible landmark, visually punctuating the skyline above the lower level viaducts, bridges and traditional building of which it forms a group. The development will be immediately seen in this view adjacent to the tower and within its immediate setting. The prominent Chapel tower is a campanile tower with pilasters making two very tall blank arches in each side, with prominent cornice and square belfry and roof swept over the eaves. Its highly decorative Italianate-style and detailing will be significantly diminished by the tall solid mass of built form created by the proposals. The tower will end up losing its distinction within the townscape which will diminish its aesthetic heritage value and thus harm its significance.



Fig 64. View 4 Rochdale Canal

6.95 The sheer scale and height of the building will be visible when viewed from the public realm at the rear of the Congregational Chapel, which will impact on

the setting of the Chapel as a key building within the Conservation Area. This assessment is considered in view 10 under Reason for Refusal 2. The assessment of views in this section as well as View 4 in Reason for Refusal 2 identify the harmful impact of the development proposals.

6.96 The proposals have an impact on the Chapels historic values by placing inappropriately scaled developed within the lower level historic pattern of development found around the heritage assets of Deansgate Station and the MSJ and AR viaduct the wedge of land that connects them.

6.97 The proposals therefore due to their impact on the setting of the Chapel negatively impact on key views towards the asset, compete with and are a distraction from the tower as a landmark feature and a key component of its aesthetic values. This causes harm to the setting of the Former Congregational Chapel. The harm is less than substantial. The value of the asset and its setting is **high**, the scale of severity of change and impact is **moderate** to **major** due to specific impacts on the tower, the resulting impact is **moderate to large adverse**.

6.71 Deansgate Station

6.72 Deansgate Station is located on Whitworth Street West and is grade II listed. It maintains a strong presence in the townscape and has significant group value with the surrounding MSJ and AR railway viaduct and associated buildings. The appeal site is to the south-west of the station and forms part of its wider context.

6.73 When viewed from the opposite side of the station (north-east side) on Whitworth Street West and when considered in the wider view from the junction with Deansgate, the proposed 28 storey building will be clearly visible in the skyline above the asset. This view is identified as View 3 and is explained and assessed in more detail under Reason for Refusal 2

6.74 As set out in section 5.0, the individual heritage value of Deansgate Station along with the group value it has with the viaducts, bridges and buildings forms an important collection of traditionally built structures of high townscape and aesthetic value. This forms a distinct low level and linear range of buildings. The Station retains a positive relationship with the lower scale buildings and urban grain and buildings of Knott Mill and the viaducts as well as Castlefield Conservation Area which are key components in both its historic setting and experiencing it's townscape setting. The development site is in a key position in this area that connects with it's neighbouring historic townscape and heritage assets including Deansgate Station. The setting of the station is therefore of high townscape and historic value as a result of these factors which contribute to it's historical and aesthetic values which contribute to its significance.

6.75 The station is of high aesthetic value due to the architectural design, decorative detailing around the entrance and quality of materials which are an important part of its significance. The station is of Baronial style with paired entrance and decorative surround, pointed arched doorways with mock portcullises, gabled heads on colonettes, paired between the doors. The parapet steps up and down

and as mock battlements. The proposed building will be seen as a large imposing structure within the view of Deansgate Station. As a result of the scale, height and materials it will create a building that will be a dominant element in this view, and the solid nature of the materials and similar colours will have the impact of a degree of visually merging the new development with the red brick of the asset which would impact on its setting and the detailing in its roofline and silhouette and the ability to fully appreciate its aesthetic values.

6.76 The proposals have an impact on Deansgate Stations historic values by dramatically changing the scale of development within the lower level historic pattern of development within its setting and the group value of historic assets including the MSJ and AR viaduct linking the wedge of land that connects them.

6.77 For the reasons above the development would cause harm to the listed Deansgate Station and its setting by impacts on its aesthetic and historic heritage value. The harm would be less than substantial. The value of the asset and its setting is **high**, the scale of severity of change and impact is **moderate**, the resulting impact is **moderate to large adverse**.

6.78 Castlefield Railway Viaduct

6.79 Castlefield Railway Viaduct is a grade II listed building containing brick arches and cast iron skew bridge over Deansgate. The appeal site is located to the south-west of the viaduct .

- 6.80 When viewed from Deansgate looking towards the site, the proposed 28 storey building will be clearly seen in these views forming part of the skyline above the viaduct. This view is assessed as View 1 under Reason for Refusal 2.
- 6.81 As set out in section 5.0 the individual heritage value of the viaduct sits along with the group value of traditionally built structures of high townscape value. The viaduct has a decorative cast iron span with Gothic Style skew bridge over Deansgate with castellated piers and is in good condition, being recently repaired and repainted. As a result of its design and attention to detailing it holds high aesthetic value which contributes to its heritage significance. The proposed development will be positioned directly in the skyline above the heritage asset and be a dominant feature in this view, this will impact on the ability to fully appreciate the viaduct's aesthetics and architectural design which will negatively impact on these heritage values.
- 6.82 The viaduct also has a positive relationship with the lower scale buildings and urban grain and buildings of Knott Mill as well as Castlefield Conservation Area. The historic townscape and grouping of heritage assets contribute positively to its setting and its aesthetics and historic heritage values as well as providing evidence of a historical context. The site is in a key position in this area that connects physically and visually with its neighbouring historic townscape and heritage assets including the viaducts, Deansgate Station, The Chapel and Atlas Bar. The setting of the viaduct is therefore of high townscape and historic value. The introduction of inappropriately scaled and designed development

goes against the grain of the historic pattern of development and this impacts on the historic heritage values of the viaducts setting

6.83 The development will therefore cause harm to the heritage asset by diminishing its aesthetic and historic heritage value of the building and its setting, thus harming its significance. The harm will be less than substantial harm. The value of the asset and its setting is **high**, the scale of severity of change and impact is **moderate**, the resulting impact is **moderate adverse**.

6.84 Manchester South Junction and Altrincham Railway Viaduct (MSJ & AR Viaduct)

6.85 The MSJ & AR Viaduct is a grade II listed building extending from Manchester Piccadilly to Castlefield incorporating 224 brick arches and a series of cast iron bridges. The site is located 100 metres to the south-west of the viaduct and certain features such as the bridge and piers have a good visual relationship. The site therefore forms part of its context and setting.

6.86 As identified with Deansgate Station the viaduct has distinct group value with the station, chapel and Atlas Bar and Castlefield viaduct. The listing recognises that it has a strong group value with neighbouring railway structures under the reasons for designation. (List entry 1200837). When viewed from the junction with Deansgate and Whitworth Street West, the proposed 28 storey building will be clearly seen in these views forming part of the skyline above the listed viaduct. This view is considered as View 2 under Reason for Refusal 2.



Fig 65. View 2 showing the viaduct and group of heritage assets.

- 6.87 As set out in section 5.0 the individual heritage value of the viaducts, bridges and buildings forms an important collection of traditionally built structures of high townscape and aesthetic value. This forms a distinct low level and linear range of buildings.
- 6.88 The viaduct has high aesthetic value in this location due to the highly decorative nature of the bridges and their intricate detailing and the combination of their sweeping arches and strong linear parapets. These bridges have a richness in and discipline in their architectural design with decorative motifs and dentilled bracketry. Their design interest is one of their reasons for designation. (Refer to List entry 1200837). The proposed new building is visually dominant and draws attention away from the heritage asset by imposing a large scale and highly visible structure above the viaduct in the skyline, within its setting and townscape context. Thus detracting from its high quality architectural qualities and aesthetic value.

6.89 The viaduct, in particular the bridge over Deansgate and the flanking piers can be seen in the context of the site, these have a low level grouping with the structures around Deansgate Station and Deansgate Quays in terms of scale height and traditional materials, and when viewed from Chester Road the viaduct forms part of this traditional low level townscape aesthetic. The historic townscape, of which the viaduct forms an important component will be diminished by the inappropriate scale of the development. The scale and height of the proposed building will be seen to contrast considerably with the scale of the viaduct, pattern of development and grouping of historic buildings and therefore adversely impact on its setting its historic heritage value.

6.90 For the reasons above the development would cause harm to the listed MSJ and AR Viaduct and its setting by diminishing its aesthetic and historic heritage values thus negatively impacting on its significance, causing less than substantial harm.

6.91 The value of the asset and its setting is **high**, the scale of severity of change and impact is **moderate**, the resulting impact is **moderate** to **large adverse**

6.92 The Atlas Bar, 376 Deansgate

6.93 The Atlas Bar at 376 Deansgate is located at the junction of Whitworth Street, Deansgate and Bridgewater Viaduct. It is a non-designated heritage asset of a similar style to Deansgate Station, albeit of simpler design. The building has a group value with listed Deansgate Station and the listed viaduct behind.

- 6.94 The site is approximately 130 metres to the south-west of the Atlas Bar and forms part of its setting. The building shares many heritage values with the surrounding grouping of historic buildings such its age, traditional built form, design and materials which contribute to its aesthetic and historic values and contribute to the townscape character of the area. Atlas Bar has a positive relationship with the lower scale buildings and urban grain and buildings of Knott Mill as well as Castlefield Conservation Area.
- 6.95 When viewed from the junction with Deansgate and Whitworth Street West, the proposed 28 storey building will be clearly seen in the skyline. This view is considered as View 2.
- 6.96 The proposed building will be seen as a large imposing structure within the view and backdrop to Atlas Bar. As a result of the scale, height and materials it will create a building that will be a dominant element in this view and the solid nature of the materials and similar colours will have the impact of a degree of visually merging of the heritage asset with the new development which would impact on its setting and an appreciation of its aesthetic values. The proposal will impact on the historic setting of the building by imposing large scale development that goes against the historic pattern of development.
- 6.97 For the reasons above the development will cause harm by impacting on the ability to fully appreciate the aesthetic and historical heritage value of the non-designated heritage asset. The value of the asset and its setting is **medium**,

the scale of severity of change and impact is **moderate**, the resulting impact is **moderate**.

6.98 Reason five

6.99 The proposed building by reason of its scale, design and appearance would form an over-dominant and intrusive feature within the street scene and would thereby have a detrimental impact on the character and appearance of Castlefield Conservation Area. The proposed building would fail to preserve or enhance the character and appearance of Castlefield Conservation Area and would cause less than substantial harm to the significance of this heritage asset, which would not be outweighed by the public benefits of the scheme. It is therefore considered to be contrary to guidance within the National Planning Policy Framework, policies SP1, CC9, EN3 and DM1 of the Manchester Core Strategy and saved policy DC18.1 of the Unitary Development Plan for the City of Manchester.

6.100 Castlefield Conservation Area

6.101 The Castlefield Conservation Area is described in more detail in section 5.0. The Conservation Area has a very industrial character defined by the canal and railway infrastructure as well as the small and large scale industrial structures that supported the activities in the area. There is a mix of densely developed areas combined with more open aspects such as the canal basin which contribute to its diversity and high aesthetic qualities, which combined create a valued sense of place and identity.

6.102 The Conservation Area contains a significant number of listed buildings and is both diverse and rich, in both the industrial heritage that involved transformational change in the area and in its earlier Roman origins. The Castlefield Conservation Area is considered to be of high heritage significance as a result of these factors.

6.103 The context of the Conservation Area to the south and south east adjacent to the appeal site is of low level existing traditional buildings of a robust palette of materials including brick and stone. This context is seen in the grouping of historic buildings around Deansgate Station, the two listed viaducts and the associated railway structures. The high townscape value of this grouping of buildings makes a positive contribution to the setting of the Conservation Area. The historical and aesthetic values of these buildings have similarity with the industrial building typologies found in the Conservation Area and there is a visual and physical connection as the linear MSR and AJ viaduct runs from this historic context into the Conservation Area. This setting provides a clear aesthetic and historical link to the traditional townscape thus adding to the aesthetic and historic values of the Conservation Area. The development site is visually connected to this townscape and forms part of the connected wedge of land between Deansgate South and the Bridgewater Viaduct.

6.104 The proposed development at 28 storeys in weathering steel is in height, scale and material palette is a discordant element in this context. Key views are assessed earlier in this section.

6.105 Where new development has taken place within the more immediate vicinity such as Deansgate Quays, these have been low rise in brick but with lighter weight materials to the upper levels which reduces their scale and impact on the setting of the area. The proposed development has an equally solid looking palette of materials in weathering steel but this draws more attention to it being a tall building and creates a more imposing and less responsive building to its context as a result. The proximity, scale, height would create a dominant backdrop, exacerbated by the visually heavy appearance of the materials. This causes harm to the setting of the conservation area by impacting on its aesthetic value from key views, assessed in this section above.

6.106 The tall buildings of Deansgate Square due to their contrasting high quality lightweight materials, provide a distinctive backdrop of high quality tall buildings of a singular glazed material which allows the distinctive and special characteristics of the built form found in Castlefield to be preserved, thus preserving the Conservation Area aesthetic values. Likewise the natural white limestone clad development at 2-4 Chester Road with lightweight anodized aluminum roof top has a high quality contrasting lightweight appearance to its main elevations to reduce any visual impact and allow the key characteristics of the existing historic built form to be preserved. Its plinth is of robust red sandstone to anchor the building in its context.

6.107 The scale and height of the building will be visible when viewed from the public realm at the rear of the Congregational Chapel, which will impact on the significance of the Chapel as a key building within the Conservation Area. Earlier in this section above, and also in the assessment of views 2,3,4 and 10, I have identified how the new development will impact on the landmark tower of the listed Chapel which is of high aesthetic value. This impact therefore also causes harm to the character and appearance of the conservation area, by impacting on its aesthetic heritage values.



6.108 As set out previously, the Chapel forms part of a grouping with Deansgate Station, Viaduct and low level buildings withing that townscape character area. These have a positive impact on the setting of the conservation area. The proposed 28 storey building is in close proximity to the Conservation Area forms part of its setting and when viewed from Deansgate South and Chester Road contrasts dramatically with the established low level building typology and historic pattern of development. This severe contrast has been set out as having a negative impact on the surrounding urban design and townscape of which the setting of Castlefield Conservation Area is an integrated component. As such the poor and inappropriate scale and design will have a

harmful effect on the character and appearance of the conservation area and its setting and harm its significance. Views 10 in Reason for Refusal 2 explain and assess these views in more detail.

6.109 The proposals will impact on the setting of the conservation area when approached from Chester Road from the west into the city. The Conservation Area is visible on the left hand side and the grade II listed warehouse and buildings on the north side of Chester Road form the boundary. These low rise predominately red brick buildings have some recognisable heritage value and townscape value and contribute to the wider townscape vista that includes the former Bridgewater Canal Offices. The proposed development will have some impact on the vista and by locating poor quality development of an inappropriate scale and design within the setting of the Conservation Area, will have a harmful impact on its aesthetic heritage values. It will have an impact on historical heritage values by impacting on the connection that the building group on the southern edge of the Conservation Area has with the historic townscape east of the site.

6.110 The development site is in a key position in this area that connects physically and visually with its neighbouring historic townscape and heritage assets including the Conservation Area. The development site is experienced within its setting as well as forming part of the early street pattern and historical pattern development of the area linked to the conservation area. The setting is therefore of high townscape and historic value as a result of these factors which

contribute to its historical, aesthetic and evidential values which contribute to its significance.

6.111 The harm caused to the Castlefield Conservation Area is to its aesthetic and historic heritage values. The harm would be less than substantial. The value of the asset and its setting is **high**, the scale of severity of change and impact is **moderate**, the resulting impact is **moderate - adverse**.

6.112 The cumulative impact on the above heritage assets would result in less than substantial harm at the medium end of the scale.

7.0 ASSESSMENT AGAINST POLICY, GUIDANCE AND LEGISLATION

7.1 Planning (Listed Building and Conservation Areas) Act 1990 and NPPF

7.2 The proposals fail to preserve the setting of various Listed Buildings and non-designated heritage asset, namely, Bridgewater Canal Offices, Former Congregational Chapel, Deansgate Station, Castlefield Railway Viaduct, MSJ and AR Viaduct and non-designated Atlas Bar.

7.3 The proposals also fail to preserve or enhance the special character of the Castlefield Conservation Area by detrimentally impacting on its setting.

7.4 Whilst the planning balance is for Mr Mitchell, any such harm should be given considerable importance and weight in the planning balance.

7.5 Paragraph 197 states 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 proposed development fails to sustain or enhance the significance of several designated and non-designated heritage assets by imposing inappropriate development within their setting, causing harm to their significance. The proposed development also fails to make a positive contribution to local character and distinctiveness of the area by imposing an inappropriate tall building of poor design and materials on the site.

7.6 Paragraph 199 further advises 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). I have given great weight to the conservation of the significance of each heritage asset when assessing the proposals and conclude that the impact of the proposed development will be harmful to the significance of Bridgewater Canal Offices, Former Congregational Chapel, Deansgate Station, Castlefield Railway Viaduct, MSJ and AR Viaduct, and Castlefield Conservation Area

- 7.7 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. Under paragraph 202, where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use. This planning balance is addressed by Mr Mitchell in his proof of evidence.
- 7.8 Paragraph 126 states that the creation of high quality, beautiful and sustainable buildings and places is fundamental to what the planning and development process should achieve. The proposed development is of poor design quality due to inappropriate height and scale and materials and a poor response to its context.
- 7.9 Paragraph 130 states that developments should function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development; should be visually attractive as a result of good architecture, layout and appropriate and effective landscaping; should be sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities); and should establish or maintain a strong sense of place, using the arrangements of street, spaces, building types and materials to create attractive welcoming and distinctive places to live, work and visit. Due to their inappropriate scale and height and use of materials, the

proposals are contrary to this policy as they do not add to the overall quality of the area, are not visually attractive or sympathetic to local character and history and the proposals adversely impact on the strong character and sense of place that exists in the area.

7.10 Paragraph 134 states that development that is not well designed should be refused, especially where it fails to reflect local design policies and government guidance on design. As set out in this proof of evidence, the proposed development is contrary to policy 126, 130 and 134 of the NPPF as the building is excessively tall and of a scale that is not suitable for the site, having a negative impact on visual amenity and is therefore not visually attractive as a result of good architecture. It fails to respond to local character, history and the surrounding townscape setting by imposing an inappropriately designed and substantial built form onto the development site. The evidence in this proof demonstrates that the proposals are contrary to the Design Policies in the NPPF.

7.11 The design of the new building relates poorly to the site and its context. The importance of the design and architectural detailing and form of the building has been taken into account when coming to a view on the acceptability of the proposed development. As demonstrated in this proof the proposed development fails to respond positively to the site and surrounding area by way of its scale, height, materials and impact on heritage assets. The poor quality design is an incongruous element of built form in the streetscene.

7.12 Planning Practice Guidance (PPG) (2019) (CD-F2)

The Planning Practice Guidance was originally published in March 2014 and updated over time. The 'Historic Environment' section of this guidance was last updated on 23rd July 2019. The 'Design, process and tools' section was last updated on 1st October 2019

7.13 The Historic Environment guidance advises on enhancing and conserving the historic environment. It advises on the need for a positive strategy for the conservation and enjoyment of the historic environment and the identification of specific opportunities for the conservation and enhancement of heritage assets, including their setting. Including the delivery of development that will make a positive contribution to, or better reveal the significance of, the heritage asset, or reflect and enhance local character and distinctiveness with particular regard given to the prevailing styles of design and use of materials in a local area. The appeal proposals do not make a positive contribution to the setting of existing heritage assets or enhance local character or distinctiveness by virtue of their inappropriate scale and materials, dominating views and the settings of key heritage assets.

7.14 The PPG advises that significance is the value of a heritage asset and significance derives not only from a heritage asset's physical presence, but also from its setting. It further advises that Heritage assets may be affected by direct physical change or by change in their setting. Being able to properly assess the nature, extent and importance of the significance of a heritage asset, and the

contribution of its setting, is very important to understanding the potential impact and acceptability of development proposals. In assessing these heritage values and the proposed development on the affected heritage assets it is evident that the proposed development will cause harm to their setting and to their significance.

7.15 The PPG states that understanding the significance of a heritage asset and its setting from an early stage in the design process can help to inform the development of proposals which avoid or minimise harm. The appellant has not fully appreciated the value of the setting of the heritage assets affected and as a result has not taken the opportunity to avoid or minimise harm by improvements to the design and a significant reduction in scale.

7.16 The extent and importance of setting is often expressed by reference to the visual relationship between the asset and the proposed development and associated visual/physical considerations. Although views of or from an asset will play an important part in the assessment of impacts on setting, the way in which we experience an asset in its setting is also influenced by other environmental factors such as noise, dust, smell and vibration from other land uses in the vicinity, and by our understanding of the historic relationship between places. For example, buildings that are in close proximity but are not visible from each other may have a historic or aesthetic connection that amplifies the experience of the significance of each.

7.17 When assessing any application which may affect the setting of a heritage asset, local planning authorities may need to consider the implications of

cumulative change. They may also need to consider the fact that developments which materially detract from the asset's significance may also damage its economic viability now, or in the future, thereby threatening its ongoing conservation. The development proposals by way of height, scale and design and materials will have a harmful affect the setting of several heritage assets to a varied degree of harm, albeit less than substantial. There will also be a cumulative impact on the harm caused that will raise the degree of harm.

7.18 PPG Design: Process and Tool section provides advice on the key points to take into account on design. It states that Good design is set out in the National Design Guide under the following 10 characteristics: context, identity, movement, nature, public spaces, uses, homes and buildings resources and lifespan The National Design Guide is referred to in section ???? and is not repeated here.

7.19 With reference to masterplans the PPG advises that masterplans set the vision and implementation strategy for a development. They focus on site specific proposals such as the scale and layout of development, mix of uses, transport and green infrastructure. They can help to clarify design expectations early in the planning process and set a clear vision for the site. The GJSRF sets out the masterplan aspirations for the area as well as the proposed scale and layout. The proposed development is not in accordance with the design principles and scale as set out in the GJSRF and is therefore contrary to the masterplan and best practice advice on design as set out by the PPG.

7.20 In setting out the role of Design and Access Statements the PPG states that these should set out the narrative for the design approach and design rationale for the scheme. They demonstrate how the local character of an area has been taken into account and how design principles will be applied to achieve high quality design. They set out concisely how the proposal is a suitable response to the site and its setting, taking account of baseline information. In contrary to this, the design of the proposed buildings pays little regard to the local character of the area and due to its inappropriate height, scale and materials is a poor response to the site.

7.21 Core Strategy (CD-G1)

7.22 Policy CC9 Design and Heritage – This policy requires the design of new buildings to be of the highest standard in terms of appearance. The policy states that development should also preserve or enhance identified heritage assets. The development is contrary to this policy in that the new building would not be of the highest standard in terms of appearance due to its scale, height and materials and would fail to preserve or enhance the nearby heritage assets by harmfully impacting on their setting.

7.23 Policy EN1 Design Principles and Strategic Character Areas – This policy sets out that all developments will need to demonstrate that they address design principles and reinforce and enhance the local character of that part of the City. In respect of the City Centre Character Area, development is expected to consider the City's heritage. The proposal is considered to be contrary to this policy due to the development being of poor design as a result of height scale

and materials being out of place in its context and having a detrimental impact on Castlefield Conservation Area and the setting of nearby listed buildings, thus not respecting the City's heritage .

7.24 Policy EN2 Tall Buildings – Proposals for tall buildings will be supported where it can be demonstrated that they.

- Are of excellent design quality,
- Are appropriately located,
- Contribute positively to sustainability,
- Contribute positively to placemaking, for example as a landmark, by terminating a view or by signposting a facility of significance, and
- Will bring significant regeneration benefits.

7.25 A fundamental design objective will be to ensure that tall buildings complement the City's key existing assets and make a positive contribution to the evolution of a unique, attractive, and distinctive Manchester, including to its skyline and approaching views. The development is contrary to EN2 in that the proposal is of poor design due to its inappropriate scale and height and materials and has not had regard to the surrounding context. This has a negative impact on placemaking by creating a dominant overbearing building on the site. The proposals will have a negative impact on key views in and out of the City.

7.26 As discussed above, the proposed building would be a large-scale tower that would dominate the skyline of this gateway entry point to the city centre. The

proposal would be inconsistent with the massing and scale of development set out in the SRF and would not positively contribute to the group of tall buildings on this side of the City Centre, appearing as a dominant feature within a lower scale environment. Whilst large-scale towers lie to the south east of the site, the site lies within an area of lower scale building and is directly adjacent to the 8 storey Deansgate Quay building. Although the proposed building steps down in height adjacent to this building, the step-downs are at such a high level that they would have little impact in reducing the scale of the tower adjacent to the much lower domestic scale building of Deansgate Quay. The height and verticality of the building, which is emphasised by the vertical columns of curtain wall glazing, would be out of keeping with the lower scale more horizontally proportioned buildings within the streetscene.

- 7.27 The materials used on tall buildings are very important as they significantly affect the overall appearance and quality of the buildings and have a significant impact on the overall views of the cityscape. The elevations would be clad in what is described as 'Weathering Steel'. This is not considered to be a high quality or appropriate material in this context. The result would be a large scale building lacking in a quality finish and appearance that would be highly visible and not in keeping with the high quality materials used on the towers in the rest of the SRF or the adjacent conservation area. Given the above, it is considered that the proposal would have a scale, form, massing and visual appearance that is unacceptable and it would not achieve the architectural quality appropriate to a building of its size contrary to Policy EN2.

7.28 Policy EN3 Heritage_– States that development should complement and take advantage of the distinct historic and heritage features of the districts and neighbourhoods. It is considered that the proposals are contrary to this policy as they have a disregard for the distinct historic and heritage features of both designated and non-designated heritage assets in that they would have a harmful impact on the character and appearance of Castlefield Conservation Area and the setting of nearby listed buildings.

7.29 Policy DM1 Development Management – This policy sets out the requirements for developments and outlines the general issues that all developments should have regard to including amongst others:

- Appropriate siting, layout, scale, form, massing and detail;
- Impact on the surrounding area in terms of design, scale and appearance of the proposed development;
- That development should have regard to the character of the surrounding area.

7.30 The development is contrary to this policy as the proposed building is of an inappropriate scale and height for the site, having a detrimental impact on the surrounding area in terms of its design and scale and materials. The development has also had a disregard for character of the surrounding area due to its harmful impacts on heritage assets and prevailing built form and townscape characteristics.

7.31 Saved Unitary Development Plan (UDP) Policies

7.32 DC18.1 Conservation Areas – This policy seeks to preserve and enhance the character of the Conservation Areas, in particular to this development proposals this will be achieved by carefully considering the relationship of new structures to neighbouring buildings and spaces. The policy states that development proposals adjacent to conservation areas will be granted only where it can be shown that they will not harm the appearance or character of the area, including the protection of key views into and out of conservation areas. It is considered that the proposals by way of their poor design, height and scale would have a detrimental impact on the character and appearance of the Castlefield Conservation Area by impacting on its setting and key views into and out of the area.

7.33 DC19.1 Listed Buildings – This policy states that where development will have an impact on buildings of special architectural or historic interest the council will have regard to the desirability of protecting their general setting and in giving effect to this policy will seek to preserve and enhance the settings of listed buildings by appropriate control over the design of new development in their vicinity. It is considered that the proposal, by nature of its location, design, height, scale and materials would have a detrimental impact on the settings of nearby listed buildings identified in this proof.

7.34 The Great Jackson Street Regeneration Framework (GJSDF) 2018 (CD-G7)

7.35 In October 2007, the Executive endorsed a regeneration framework for high quality and high density redevelopment. The Framework was updated in 2015 and again in January 2018, following public consultation. It forms a material consideration in the determination of planning applications within its boundary. The overall aim of the Framework is to create a high quality residential neighbourhood with high value homes that would support the growth of the economy. It would be possible to create a vibrant, safe, secure and sustainable community incorporating a range of dwelling types, providing an attractive place to live. The Executive Summary on page 3 of the GJSDF outlines the key components of the updated framework include: maximising separation distances between buildings; and enhancing daylight and sunlight penetration into the site.

7.36 Paragraph 3.17 of the GJSDF states that development should carefully consider the height of the adjacent buildings and spaces. Buildings should step down in height towards the centre of the Framework area and respond to the listed Bridgewater Canal Offices. Para 3.18 states that planning applications need to demonstrate compliance with Historic England's advice on tall buildings and the Council's tall building policies (Historic England Advice Note 4 dealt with in paragraph 7.30 and Core Strategy Policy EN2 dealt with in paragraph 7.20). The development proposals are contrary to the GJSDF in that they do not meet the Council's policy and Historic England's advice on Tall buildings and they do not respond to Bridgewater Canal Offices.

- 7.37 Paragraph 3.68 of the GJSDF advises that in terms of Placemaking, the gateway location demands that new development must be of a high quality to signify the importance of the area, ensuring a high quality neighbourhood for residents to experience and enjoy. The proposals are contrary to GJSDF in that they create a poor design response to the site, create an overly tall and dominant building that impacts of the visual amenity of the area, and create an overbearing effect which is a poor environment for residents to experience and enjoy.
- 7.38 In respect of the Historic Environment, paragraph 3.73 of the GJSDF identifies the grade II listed Bridgewater Canal Offices as a building of significance in the area and states that proposals should seek to preserve and where possible enhance its setting. The Framework seeks to step down development towards Bridgewater Canal Offices and provide sufficient space between this and the adjacent plots. The proposed development is contrary to this aim in that it does not step down in scale towards Bridgewater Canal Offices and is harmful to its setting. The GJSDF also acknowledges the importance of the adjacent Castlefield Conservation Area and the need to assess proposals and key views from the conservation area. In this respect the appeal development has not had due regard to the Conservation Area and will cause harm to its setting.
- 7.39 Paragraph 3.86 sets out the required standards in terms of Appearance, and that the location of tall buildings demands high quality architectural solutions and material choices are an important consideration. The GJSDF states that the tall buildings on the perimeter of the site are visible throughout the City

Centre and approach to the City. They are landmark buildings that signalise the regeneration of the area. The Framework attributes a high degree of importance to the choice and quality of materials.

7.40 The GJSDF identifies the Deansgate Square development in paragraph 3.89 (formerly known as the Owen Street Development in the Framework) as having a strong, simple silhouette using a combination of coloured, fritted and clear double glazed unitised panels that sets a new benchmark of quality for the Framework area and the City. The appeal proposals in contrast have a more complex built form with stepped top and are of poor quality materials in the form of weathering steel panel and powder coated window frames. These are a poor choice in that its more solid appearing materials competes with the simple lightweight glazed towers and undermine the aims of the GJSDF to create high quality landmark buildings signifying the regeneration of the area.

7.41 Paragraph 3.90 sets out that lower buildings should have a clear relationship with the existing context including Bridgewater Canal Offices, reinforcing the importance of lower rise buildings having a more considered palette of materials, in the case of the appeal site a lower scale and more contextual material would be more appropriate. The Framework advises that taller buildings will typically be lighter weight in construction, whereas the appeal site is in a more solid appearing construction, thus conflicting with aims of creating a high quality lightweight grouping of tall buildings on a key gateway into the city.

7.42 The GJSDF in Appendix 1 Development Plots identifies the appeal site as Plot H and identifies height at strategic points of the masterplan. The Framework and the Indicative Visualisation 02 shows the appeal site Plot H as being suitable for a low to medium rise development and shows how this would be more suited to its context and the setting of Bridgewater Canal Offices with taller buildings on the periphery. The appeal development is therefore contrary to the masterplan in that it proposes a tall building in an area identified for a low-medium rise building.

7.43 In respect of the GJSDF the proposed appeal scheme does not incorporate a high quality palette of materials consistent with the quality of buildings and public realm established through the Deansgate Square development. In respect of design and heritage matters, it is considered that the proposed development would not be in accordance with the GJSRF as it would:

- introduces a tall building on a site that is only considered to be appropriate for a medium-rise building at most;
- fails to achieve appropriate separation distances resulting in a feeling of overcrowdedness.
- fails to achieve the appropriate quality required in the materials specified for such a tall highly prominent building.

7.44 This proof has demonstrated that the proposals do not meet the key components of good design and cause harm to heritage assets.

- 7.45 The proposal is therefore contrary to the Council's design and heritage policies and the requirements for considering heritage and good design in the NPPF as well as conflicting with guidance and advice.

8.0 CONCLUSION

- 8.1 The cumulative impact of the inappropriate design; scale and height; use of inappropriate materials; and lack of public and private open space have created a level of harm and townscape impact that is detrimental to the site and surrounding area, sense of place and high quality development in the area and has not been justified or outweighed by the heritage or other public benefits.
- 8.2 Through assessing key views towards the site and the magnitude and impact of change in these views, and due to the dominant nature of the proposed 28 storey building this has been assessed as being adverse. The proposed development will be harmful to the existing skyline and will result in a feeling of overcrowdedness by way of its inappropriate scale, height, position on the site and lack of public realm would forming an over-development of the site.
- 8.3 The proposed development would have a detrimental impact on urban design and visual amenity. The proposed materials including weathering steel are of poor quality in the context of both the existing townscape and more modern development, and contrast greatly with the high quality materials of the lightweight glazed towers of Deansgate Square. The proposed building by

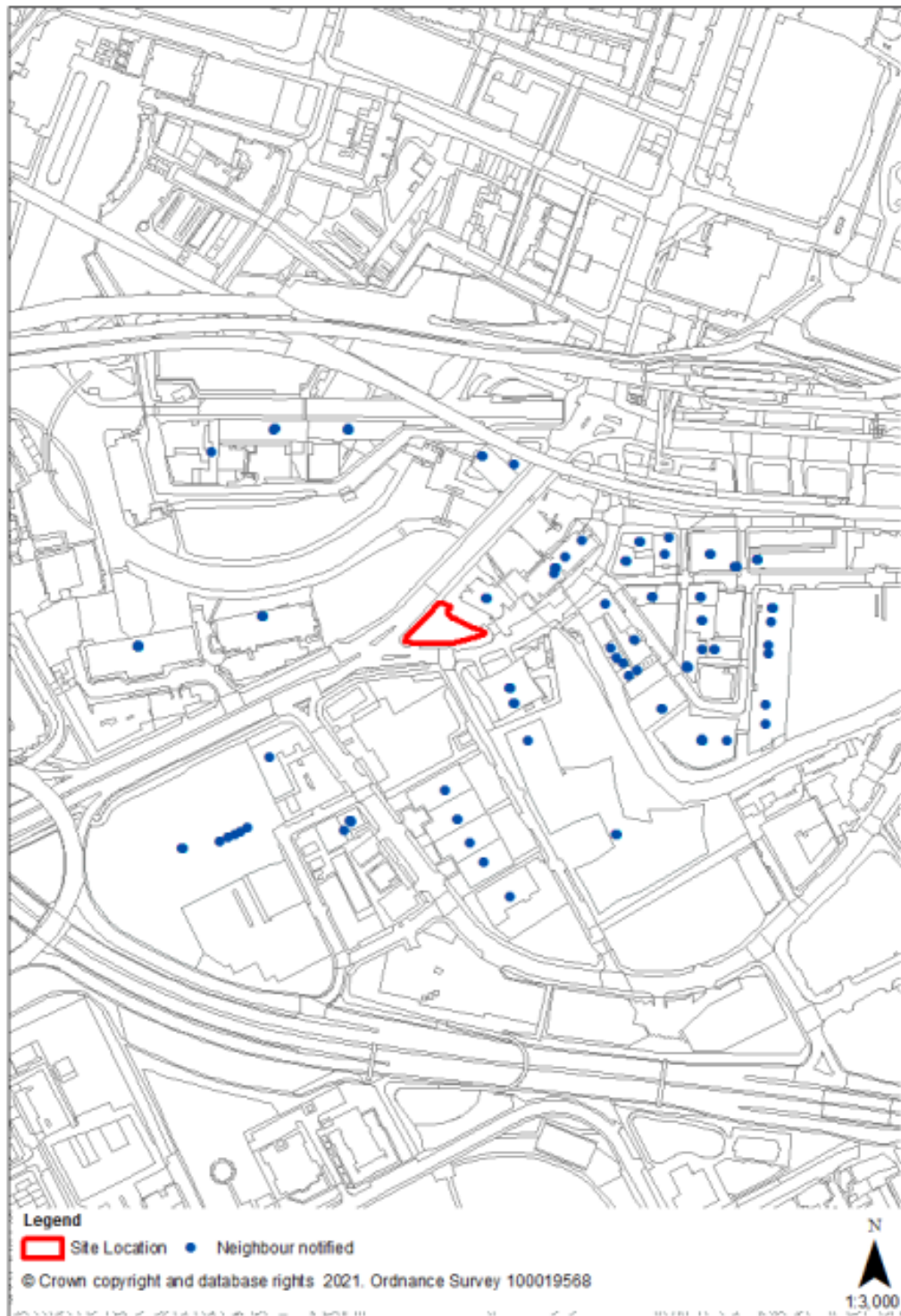
reason of its scale, height, position on the site and its use of poor quality cladding materials, would form an over-dominant feature within the street scene and would fail to meet the quality that such a prominent building should achieve.

8.4 In considered the impact of the proposed development on the significance of the designated heritage assets and non-designated heritage asset and their settings, I consider that the proposed development, shows little regard to the surrounding townscape, listed buildings, heritage assets and their settings, Castlefield Conservation Area or its setting. It is the City Council's contention that the appeal proposals will harm the special interest of the heritage assets, will make not create a well-designed development that reinforces the area's characteristics and that the design of the development does not respond positively to its context or create a beautiful place.

8.5 My evidence has demonstrated that the appeal proposals constitute harm to visual amenity and the significance of heritage assets and such harm carries substantial weight. The Council concludes that the development proposals generate unacceptable harm, and it is the contention of the local planning authority, and myself that the appeal ought to be dismissed.

9. APPENDICES

9.1 Appendix 1 Site Location Plan



Appendix 1 Site Location Plan