

Planning

Growth & Development

Delegated officer report for planning application

Application no. 130579/LO/2021

Date registered valid: 28 May 2021

Proposal: Listed Building Consent for the creation of a temporary opening through the listed arch (circa 3.25m square opening) to facilitate crane installation and reinstatement following completion of temporary works

Address: Former Bauer Millett Site , Albion Street , Manchester

Ward(s): Deansgate Ward

Applicant: Salboy Central Ltd C/o Agent

Agent (if any): Mr Niall Alcock Deloitte Real Estate 2 Hardman Street, Manchester, M3 3HF

Case officer: Jennifer Atkinson
Tel: 0161 234 4517
Email: jennifer.atkinson@manchester.gov.uk

Recommendation: Approve

Date of recommendation: 23 July 2021

Application details

Type of application: Listed Building Consent

Development type: Listed building alteration

Date of site visit:

Standard consultations:

No consultations have been printed and sent.

Neighbour notifications

Printed: 11 June 2021 Expired: 2 July 2021

Site notice

Posted: Expired:

Press advert

Published: 15 June 2021 Expired: 6 July 2021

Departure from Development Plan: No

Environmental Statement: Not required

Description of site/building

The Site is 0.72 hectares and comprises the eastern-most section of the Grade II Listed Castlefield Viaduct. It is bounded by the Grade II* Listed former Manchester Central Railway Station, now Manchester Central, Albion Street, the rear service courtyard to Beetham Tower and the Deansgate-Castlefield Metrolink station and Deansgate Locks.

It has two levels and at street level comprises railway arches that were previously use as a car showroom which had a forecourt onto Albion Street and now in temporary use as a multi-arts venue, and public car parking accessed via Trafford Street. There is also a primary sub-station at this level. On top of the viaduct is a car park and service yard and temporary and semi-permanent structures associated with the service yard.

Great Bridgewater Street is an important east-west route connection and a busy traffic route. The viaduct essentially forms a tunnel creating a dark and unwelcoming environment and is not heavily used by pedestrians. Trafford Street is mainly used by vehicles servicing Deansgate Locks and is dissected by a ramp leading onto the viaduct deck.

A number of staircases and lifts provide access to the viaduct from the south and west. It can be accessed from the north through the Great Northern Warehouse and across a footbridge over Watson Street or via a ramp alongside Manchester Central. Pedestrians also use the Trafford Street ramp as a shortcut to the Metrolink Station stop.

Listed building: Not applicable

Conservation area:

Tree Preservation Order:

Description of area

The site is close to entertainment and leisure facilities at Manchester Central, Bridgewater Hall, the Great Northern Complex and Deansgate Locks. Nearby residential accommodation includes the Hacienda, Beetham Tower and the Great Northern Tower.

The proposal is not within a conservation area but could impact upon the character and appearance of the St Peter's Square, Albert Square, Deansgate / Peter Street, St John Street and Castlefield Conservation Area's. The majority of the site comprises the eastern-most section of the Grade II Listed Castlefield Viaduct. The brick arches underneath the viaduct and the bridge over Great Bridgewater Street are included under the listing.

The Site is adjacent to the Grade II* Listed former Manchester Central Railway Station and there are listed buildings and structures within a 250m radius including: Manchester Town Hall – Grade I; Albert Memorial – Grade I; Town Hall Extension – Grade II*; Central Library – Grade II*; Great Northern Warehouse – Grade II*; Midland Hotel – Grade II*; Castlefield Railway Viaduct, Grade II; Deansgate Goods Station and attached Carriage Ramp, Grade II*; 235-291 Deansgate, Grade II; Rochdale Canal Lock Number 90, Grade II; Rochdale Canal Lock Number 91, Grade II; Rochdale Canal Lock Keepers Cottage AT Lock Number 91, Grade II; Castlefield Information Centre, Grade II; Former Market Hall, Grade II; K6 Telephone Kiosk Beside South West Corner of Number 330 Deansgate; 13-17 Albion Street, Grade II; The Britons Protection Public House, Grade II; Rochdale Canal Lock Number 89 (Tib Lock), Grade II; Manchester South Junction and Altrincham Railway Viaduct, Grade II; Chepstow House, Grade II; Floodgate on East Side of Knott Mill Bridge, Grade II; Boundary Stone on Knott Mill Bridge, Grade II; Artlingstalls Auctioneers, Grade II.

Description of development

Listed Building Consent for the creation of a temporary opening through the listed arch (circa 3.25m square opening) to facilitate crane installation and reinstatement following completion of temporary works

Consultations & Notification Responses

No comments received

Policy

Manchester Core Strategy (2012) – Relevant policies SP1, EN1, EN3 and DM1

Unitary Development Plan for the City of Manchester (1995) – Relevant saved policies DC18 and DC19

National Planning Policy Framework 2021

Section 16 '*Conserving and enhancing the historic environment*' states that in determining applications, Local Planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets' importance and no more than is sufficient to understand the potential impact of the proposal on their significance. As a minimum the relevant historic environment record should have been consulted and the heritage assets assessed using appropriate expertise where necessary. Where a site on which development is proposed includes, or has the potential to include, heritage assets with archaeological interest, local planning authorities should require developers to submit an appropriate desk-based assessment and, where necessary, a field evaluation (paragraph 194).

In determining applications, local planning authorities should take account of:

- a) the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
- b) the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and
- c) the desirability of new development making a positive contribution to local character and distinctiveness. (Paragraph 197)

In considering the impacts of proposals, paragraph 199 states that the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance.

Paragraph 200 goes on to state 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.

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

Other legislative requirements

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

Section 66 Listed Building Act requires the local planning authority to have special regard to the desirability of preserving the setting of listed buildings. This requires more than a simple balancing exercise and considerable importance and weight should be given to the desirability of preserving the setting. Members should consider whether there is justification for overriding the presumption in favour of preservation.

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

Planning History

Planning Permission Ref. 115871/FO/2017 was granted on 27 July 2017 for:

"Erection of a 40 storey building to form 375 residential apartments (Use Class C3a) and the erection of a 14 storey building for form offices (Use Class B1) (31,756 sqm) together with ground floor commercial space (Use Class A1, A3 or A4) (1010 sqm) with associated enclosed service yard, public realm including staircase and lift to connect with viaduct, car and le [sic] parking, landscaping and other associated works."

A Non-Material Amendment under Section 96A to the Planning Permission was approved by the Planning Authority on 26 March 2020, which altered the wording on some conditions attached to the consent.

The Planning Permission was lawfully implemented on 26 March 2020.

A Minor Material Amendment under Section 73 of the Town and Country Planning Act 1990 to this Planning Permission was granted on 20 August 2020 (Ref. 126868/JO/2020) for the following description of development:

“Variation of planning conditions 2, 3, 21, 24, 25, 29, 30, 31, 32, 36 and 38 of planning permission 115871/FO/2017 (amended by 126604/NMC/2020) to allow for a reduction in overall height of the building by 2.5 metres, changes to the number and type of structural interventions into the listed arches, modification and alteration to the bridge over Great Bridgewater Street, alterations to the ground floor

in car parking, alterations to the upper floor layout to remove 3 bedroom apartments and elevational alterations to main facade of the residential tower to modify the fin arrangement together with alteration to the podium with the introduction of perforated panels.”

Listed Building Consent (Ref. 126869/LO/2020) was granted on 20 August 2020 for all interventions to the Grade II Listed Castlefield Viaduct required to deliver the amended proposals:

“Listed Building Consent for alterations to viaduct structure including insertion of columns and circulation cores, creation of shop fronts to Great Bridgewater Street, stair case to Great Bridgewater Street and alteration and removal of cast iron ribs to Great Bridgewater Street bridge in association with the erection of a 40 storey building to form 375 residential apartments (Use Class C3a) and the erection of a 14 storey building for form offices (Use Class B1) (31,756 sqm) together with ground floor commercial space (Use Class A1, A3 or A4) (1010 sqm) with associated enclosed service yard, public realm including car and cycle parking, landscaping and other associated works”.

Full Planning Permission (127260/FO/2020) was granted pursuant to the main consent on 28 October 2020 for:

Two further Non-Material Amendment applications (129152/NMC/2021 and 129153/NMC/2021) and a Section 19 application to the Listed Building Consent (129168/JO/2021) were approved on 04 March 2021. These applications comprised changes to make alterations to the ground floor including enlargement of the amenity area, reducing the size of the commercial floorspace, alterations to the cycle store and access, relocation and enlargement of the residents' lounge to level 1 together with alterations to boundary treatment and enlargement of gym floor spaces to podium level together with associated alterations to public realm and elevational alterations.

Issues

This application should be read in conjunction with the planning applications listed in the planning history above.

It has been determined that the nature and configuration of the site, with its limited access, will preclude any access for the crane on site which is required to undertake large elements of the construction work.

An options appraisal has been prepared with heritage input which demonstrates that various options have been considered for the placement of the tower crane whilst minimising the impact on the listed structure.

Seven options were considered and the preferred option that has been chosen, and pursued as part of this application, locates the crane on the western section of the viaduct through the mid span arch. This would have a temporary but reversible impact on the listed structure which can be reinstated once the development is complete.

A methodology for the temporary removal works has been which fully details the opening up works to facilitate the installation of the tower crane. Key aspects of the methodology are detailed below:

- Prior to commencing any demolition and dismantling works, protection is to be installed to the surrounding historic fabric.
- When removing areas of brickwork this shall be undertaken through dismantling rather than demolition that would prevent the re-use of the historic fabric.
- Cutting out of the first layer of brick will be undertaken using hand tools to remove the pointing and bedding mortar prior to prizing out the brick. Removal of brickwork will then be undertaken by hand.
- Following excavation works whereby arch brickwork will be exposed, a qualified engineer will set out the location of steel needles. Core holes will then be drilled through the brickwork in the needle locations.
- The frame will be prefabricated in a designated service yard location and then lifted by an excavator and lowered into position from above through the pre-drilled core holes.
- From a working deck below the arches, the lower steel ring will be installed with steelwork sections lifted onto the working deck by a telehandler / excavator and positioned using pallet trucks.
- Shutters will be installed around the vertical needles and grout to ensure that they are bearing onto existing brickworks.
- At service yard level above, suitable blinding will be cast above and fencing will be fixed to form a secure enclosure around the opening of the tower crane. Excavation propping will then be removed.

A Structural Statement has been prepared which confirms that the temporary works have been designed to safely accommodate the thrust forces present within the arch brickwork.

The proposed methodology is described on drawing 'VIA-REN-0-ZZ-DR-S-90040' (Page 12 of the accompanying Heritage Statement) including propping requirements, sequencing of works and providing limits on excavation works to protect the integrity of the arches. Vibration and movement monitoring works are also to be installed and monitored at all stages of the works to further safeguard the existing structures.

Once the temporary removal works have been carried out, temporary support will be required whilst the arch is made good.

Scaffold access arrangements will be designed to protect masonry features from accidental damage, especially during the erection and striking of scaffolding. This will include the use of sheeting and temporary drainage arrangements to contain and dispose of surplus water without allowing runoff back into the masonry walls.

In advance of the reinstatement works, the scaffolding contractor will provide drawings to the project architect (SimpsonHaugh & Partners), structural engineer (Renaissance) and conservation consultant (Heritage Architecture). The drawings will indicate positions and methodology where any scaffold is to be tied back to the fabric of the building. Fixings will aim

to either align with mortar joints, previous fixing holes or where repairs to cement have been undertaken.

Where it is necessary to brace the scaffolding from the building's structural frame, timber packing and hessian (minimum thickness of 25mm) is to be placed between the scaffolding and the masonry.

All vulnerable historic surfaces are to be suitably protected to prevent damage to existing internal and external finishes.

A full methodology for the reinstatement works has been submitted.

Heritage impact

The Site comprises the former railway viaduct which passes over Great Bridgewater Street in Manchester City Centre. The viaduct structure and brick vaulted undercroft are Grade II listed.

The Site is not situated within a Conservation Area and due to the isolated and temporary nature of the works, it is considered that the proposals will have no impact upon the character and appearance of any nearby Conservation Areas of the setting of any listed buildings.

It has been concluded that the vaulted ceiling makes a highly positive contribution to the ability to understand and appreciate the special architectural interest of the Grade II Castlefield Viaduct which is of high heritage significance. Any proposals which would result in a degree of harm would therefore have to be weighed against the public benefits of the scheme in line with paragraph 202 of the NPPF.

The NPPF states that 'great weight' should be given to the objective of conserving listed buildings (paragraph 199), emphasising the need to avoid harm to such designated heritage assets. Given this conservation objective, any perceived harm, from demolition to visual compromise should be avoided and at least require 'clear and convincing justification'.

The tower crane is deemed essential to the logistical challenges of the already consented scheme (Ref. 126868/JO/2020). As demonstrated by the accompanying options appraisal, this option is the only viable option given the site constraints.

While the temporary works will have a moderate adverse impact on the listed structure during the construction phase, this impact will be significantly reduced during the operational phase by which time the arch will have been reinstated. The overall heritage impact of the temporary tower crane work is thus considered to be negligible adverse. The resultant difference would therefore not diminish the value of the heritage assets' significant physical fabric, their settings or significance to any appreciable degree.

It is therefore considered that the proposals would comply with the necessary tests outlined in the NPPF paragraphs 199-202 and are therefore acceptable from a heritage perspective.

Human Rights Act 1998 considerations

This application needs to be considered against the provisions of the Human Rights Act 1998. Under Article 6, the applicants (and those third parties, including local residents, who have made representations) have a right to a fair hearing and to this end the local planning authority must give full consideration to their comments.

Protocol 1 Article 1, and Article 8 where appropriate, confer(s) a right of respect for a person's home, other land and business assets. In taking account of all material considerations, including Council policy as set out in the Core Strategy and saved policies of the Unitary Development Plan, the Director of Planning, Building Control & Licensing has concluded that some rights conferred by these articles on the applicant(s)/objector(s)/resident(s) and other occupiers and owners of nearby land that might be affected may be interfered with but that that interference is in accordance with the law and justified by being in the public interest and on the basis of the planning merits of the development proposal. She believes that any restriction on these rights posed by the recommendation given is proportionate to the wider benefits of and that such a decision falls within the margin of discretion afforded to the Council under the Town and Country Planning Acts.

Recommendation:

Article 35 Declaration

Officers have worked with the applicant in a positive and proactive manner based on seeking solutions to problems arising in relation to dealing with the planning application. Pre application advice has been sought in respect of this matter where early discussions took place regarding the changes. The proposal is considered to be acceptable and therefore determined within a timely manner.

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

1) The development must be begun not later than the expiration of three years beginning with the date of this permission.

Reason - Required to be imposed pursuant to Section 18 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

2) The development hereby approved shall be carried out in accordance with the following drawings and documents:

- Architectural drawings, prepared by SimpsonHaugh & Partners;
- Heritage Statement, prepared by Heritage Architecture;
- Conservation Strategy, prepared by Heritage Architecture;
- Crane option study, prepared by Heritage Architecture;
- Method Statement for Temporary Removal Works, prepared by Mayo Civil Engineering;
- Method Statement for Reinstatement Works, prepared by Bullen Conservation; and
- Structural Technical Note, prepared by Renaissance.

The above documents were stamped as received by the City Council, as Local Planning Authority, on the 28 May 2021

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

3) The removal of the listed fabric shall be carried out in accordance with the Method Statement for Temporary Removal Works, prepared by Mayo Civil Engineering and Structural Technical Note, prepared by Renaissance stamped as received by the City Council, as Local Planning Authority, on the 28 May 2021

The development shall be carried out in accordance with this method statement.

Reason - To ensure that the demolition is done so in a manner which does not harm the fabric of the Listed Building and to ensure that the resulting condition of the buildings which will be revealed is repaired appropriately pursuant to policy EN3 of the Manchester Core Strategy (2012) and extant policy DC19 of the Unitary Development Plan for the City of Manchester (1995) and the NPPF/NPPG.

4) The reinstatement of the façade shall be carried out in accordance with Method Statement for Reinstatement Works, prepared by Bullen Conservation stamped as received by the City Council, as Local Planning Authority, on the 28 May 2021. The development shall be carried out in accordance with this method statement.

Reason - To ensure that the reinstatement works are appropriate and are done so in a manner which does not harm the fabric of the Listed Building and to ensure that buildings which will be repaired appropriately pursuant to policy EN3 of the Manchester Core Strategy (2012) and extant policy DC19 of the Unitary Development Plan for the City of Manchester (1995) and the NPPF/NPPG.

Appendix 1 – List of consultees & neighbours notified

Showroom 1, Lawrence House, 8 Albion Street, Manchester, M1 5NZ
Showroom 2, Lawrence House, 8 Albion Street, Manchester, M1 5NZ
Former Warehouse And Railway Land, Watson Street, Manchester, M2 5QA
Flat 4009, Beetham Tower, 301 Deansgate, Manchester, M3 4LX
Flat 4007, Beetham Tower, 301 Deansgate, Manchester, M3 4LX
Flat 4006, Beetham Tower, 301 Deansgate, Manchester, M3 4LX
Flat 4005, Beetham Tower, 301 Deansgate, Manchester, M3 4LX
Flat 4004, Beetham Tower, 301 Deansgate, Manchester, M3 4LX
Flat 4003, Beetham Tower, 301 Deansgate, Manchester, M3 4LX
Flat 4008, Beetham Tower, 301 Deansgate, Manchester, M3 4LX
Lawrence House, 8 Albion Street, Manchester, M1 5NZ
Flat 4607, Beetham Tower, 301 Deansgate, Manchester, M3 4LX
Flat 4603, Beetham Tower, 301 Deansgate, Manchester, M3 4LX
Flat 4505, Beetham Tower, 301 Deansgate, Manchester, M3 4LX
Flat 4403, Beetham Tower, 301 Deansgate, Manchester, M3 4LX
Flat 3901, Beetham Tower, 301 Deansgate, Manchester, M3 4LX
Flat 3702, Beetham Tower, 301 Deansgate, Manchester, M3 4LU
Flat 3607, Beetham Tower, 301 Deansgate, Manchester, M3 4LU
Flat 3502, Beetham Tower, 301 Deansgate, Manchester, M3 4LU
Flat 3405, Beetham Tower, 301 Deansgate, Manchester, M3 4LU
Flat 3402, Beetham Tower, 301 Deansgate, Manchester, M3 4LU
Flat 3207, Beetham Tower, 301 Deansgate, Manchester, M3 4LU
Flat 3105, Beetham Tower, 301 Deansgate, Manchester, M3 4LT
Flat 3006, Beetham Tower, 301 Deansgate, Manchester, M3 4LT
Flat 3001, Beetham Tower, 301 Deansgate, Manchester, M3 4LT
Flat 2906, Beetham Tower, 301 Deansgate, Manchester, M3 4LT
Flat 2901, Beetham Tower, 301 Deansgate, Manchester, M3 4LT
Flat 2706, Beetham Tower, 301 Deansgate, Manchester, M3 4LT
Flat 2610, Beetham Tower, 301 Deansgate, Manchester, M3 4LT
Flat 2510, Beetham Tower, 301 Deansgate, Manchester, M3 4LT
Flat 2509, Beetham Tower, 301 Deansgate, Manchester, M3 4LT
Flat 2506, Beetham Tower, 301 Deansgate, Manchester, M3 4LT
Flat 2502, Beetham Tower, 301 Deansgate, Manchester, M3 4LT
Flat 4507, Beetham Tower, 301 Deansgate, Manchester, M3 4LX
Flat 4504, Beetham Tower, 301 Deansgate, Manchester, M3 4LX
Flat 4404, Beetham Tower, 301 Deansgate, Manchester, M3 4LX
Flat 4206, Beetham Tower, 301 Deansgate, Manchester, M3 4LX
Flat 4109, Beetham Tower, 301 Deansgate, Manchester, M3 4LX
Flat 3903, Beetham Tower, 301 Deansgate, Manchester, M3 4LX
Flat 3804, Beetham Tower, 301 Deansgate, Manchester, M3 4LU
Flat 3708, Beetham Tower, 301 Deansgate, Manchester, M3 4LU
Flat 3705, Beetham Tower, 301 Deansgate, Manchester, M3 4LU
Flat 3604, Beetham Tower, 301 Deansgate, Manchester, M3 4LU
Flat 3510, Beetham Tower, 301 Deansgate, Manchester, M3 4LU
Flat 3509, Beetham Tower, 301 Deansgate, Manchester, M3 4LU
Flat 3501, Beetham Tower, 301 Deansgate, Manchester, M3 4LU
Flat 3304, Beetham Tower, 301 Deansgate, Manchester, M3 4LU
Flat 3302, Beetham Tower, 301 Deansgate, Manchester, M3 4LU
Flat 3009, Beetham Tower, 301 Deansgate, Manchester, M3 4LT
Flat 3005, Beetham Tower, 301 Deansgate, Manchester, M3 4LT

[illegible]

[illegible]

[illegible]

Flat 2904, Beetham Tower, 301 Deansgate, Manchester, M3 4LT
Flat 3907, Beetham Tower, 301 Deansgate, Manchester, M3 4LX
Flat 2701, Beetham Tower, 301 Deansgate, Manchester, M3 4LT
Flat 2611, Beetham Tower, 301 Deansgate, Manchester, M3 4LT
Flat 2606, Beetham Tower, 301 Deansgate, Manchester, M3 4LT
Flat 2605, Beetham Tower, 301 Deansgate, Manchester, M3 4LT
Flat 2609, Beetham Tower, 301 Deansgate, Manchester, M3 4LT
Flat 2607, Beetham Tower, 301 Deansgate, Manchester, M3 4LT

Appendix 2 – Planning constraints

Aircraft Safeguarding Zone - Aircraft Safeguarding Zone - All Exceeding 90M