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Planning and Development
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F.A.O Ms J. Atkinson

Dear Jennifer,

Former Bauer Millett site, Albion Street, Manchester – Application for Listed Building Consent

Please find enclosed an application for Listed Building Consent relating to the redevelopment of the former Bauer Millett site, Albion Street in Manchester City Centre. The Applicant is Ask Central Ltd.

The Application Site comprises the eastern-most section of the Grade II Listed Castlefield Viaduct. It is bounded by the Grade II* Manchester Central Conference Centre to the north, Albion Street to the east, the rear service courtyard to Beetham Tower to the west, and Deansgate Castlefield tram stop and Deansgate Locks to the south.

This application is submitted in tandem with an application to make minor material amendments ("MMA") to Planning Permission Ref. 115871/FO/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 cycle parking, landscaping and other associated works."*

The original planning permission was approved together with Listed Building Consent Ref. 115872/LO/2017 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."*

The minor material amendments proposed to the planning permission will alter the interventions required upon the Grade II Listed viaduct structure. Consequently, a new Listed Building Consent is sought to address the revised proposals. The proposed Description of Development is unchanged from the original consent:

"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

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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.”

Minor Material Amendments to Planning Permission 115871/FO/2017

The Minor Material Amendments covered in the concurrent Section 73 application are detailed in the Planning Amendments and Marked Up Drawings document prepared by Simpson Haugh & Partners (SHP) and submitted with this application. The amendments will result in a development that is substantively unchanged from that which was approved by the City Council on 27 July 2017.

Minor changes to phasing, height, massing, elevational treatment, apartment mix, roof and upper floor levels, and energy strategy have no bearing on the listed structures on-site.

Of relevance to the Listed Building Consent application are proposed amendments 3 and 6 which are detailed below.

Amendment 3 - Structural Approach and Interventions

The structural approach to the residential tower has changed. The approved principle is retained: columns penetrate the listed arches to set the foundations of the building in the ground below; however, the detailed methodology for this has evolved.

Following the grant of planning permission, the Applicant engaged specialist heritage structural engineers, Renaissance, to develop the detailed structural design of the building. Renaissance has worked closely with SHP and the project heritage consultants, Heritage Architecture, to develop a solution which is more sensitive to the listed arches.

Renaissance have produced a Structural Alterations Report which provides an overview of the work required to facilitate the development and identifies the proposed mitigation measures to ensure the fabric, load bearing capacity and the stability of the Grade II listed structure is maintained both permanently and during the course of the works.

The Report summaries key interventions to the listed structure. Penetrations through the arches are required in order to found the proposed tower structure into the ground. The superstructure arrangement of the tower has been developed in order to minimise the number and size of the openings through the listed building by providing a transfer structure at level 02. Openings are to be centred on the crowns of the existing segmental arches to minimise works to the existing viaduct pier structures.

In order to safeguard the existing structures it is proposed to provide a movement joint between the new tower structure and the existing viaduct. This approach allows any differential movement between the two systems to be accommodated. RC saddle beams are proposed to trim the new openings provided and shall be designed to accommodate the thrust forces present within the arch structures. The magnitude of the forces are to be derived through a detailed back assessment of the arch structures.

Finally, the new structures are to be founded via a piled foundation solution, with the length of the piles designed by the contractor to ensure that the group pile settlements are within acceptable limits.

The revised strategy replaces the approved 9no. 1.6m diameter circular columns penetrating the listed arches with 12no. more slender columns to support the building above. Whilst this involves more penetrations, these are smaller and rectangular in section allowing a simpler and less invasive penetration detail. Further columns originally proposed to support the podium above the service yard on top of the viaduct have also been removed to minimise interventions on the arches.

The revised strategy will both better protect the integrity of the arches and is considered a more sensitive solution.

Amendment 6 - Viaduct Elevation

The detail of the new frontages to be opened-up onto Great Bridgewater Street, which will activate the street and provide views into the listed arches, has also developed in order to ensure the structural integrity of the viaduct.

The approved development includes removal of two sections of the bridge over Great Bridgewater Street. The revised proposals slightly reduce the amount of bridge to be removed.

These changes are a direct result of detailed structural investigations to deliver the optimum solution for the listed structure.

Design & Access Statement

The design and access statement submitted in support of the original planning application has been re-submitted with this application. This details the overarching design philosophy and rationale for the development.

This is supplemented by a design addendum prepared by SHP, which details the amendments sound in the minor material amendment application and a Structural Alterations Report by Renaissance which details the interventions proposed within the listed viaduct structure.

A full set of drawings provides drawings and photographic survey of the existing listed structures and detailed drawings of all proposed alterations.

Legislative and Policy Context

A detailed summary of the planning policy framework is contained within the Heritage Significance Appraisal prepared by Heritage Architecture.

Legislative and National Policy Context

As the Site contains a listed building and is adjacent to a number of designated heritage assets situated in Manchester City Centre. Section 66 of the 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," when considering whether to grant planning permission.

Due to the proximity of the Site to the identified Conservation Areas, Section 72 of the Act is also of relevance as it requires the Local Planning Authority to pay special attention to the 'desirability of preserving or enhancing the character and appearance' of the designated area. Consequently, it is important to consider the subject site as a contributor to the townscape character of the surrounding Conservation Area's and the impact of the proposed works on this aspect of the wider historic environment.

i) The policies in the National Planning Policy Framework (NPPF) (2019) and Planning Policy Guidance (PPG) 2014 constitute the Government's view of what sustainable development means in practice. The definition requires development to give due weight to the appropriate conservation of heritage assets in order to be defined as sustainable development (Paragraph 7). This is because one of the key dimensions of sustainability is protecting and enhancing the historic environment (Paragraph 8, point c). It is thus necessary to demonstrate that the proposals for demolition are demonstrably sustainable.

In accordance with the legislation, the NPPF's core principles, which underpins decision-taking, requires that Planning decisions should contribute to conserving designated heritage assets in a manner proportionate to their significance, so that they can be enjoyed for their contribution to the quality of life of this and future generations (Paragraph 184).

Paragraph 189 of the NPPF states that applicants are required to “describe the significance of any heritage assets affected, including any contribution made by their setting.” Section 3 of the Planning Policy Guidance: Conserving and Enhancing the Historic Environment (Paragraph: 009 ID: 18a-009-20140306) furthers this requirement by stressing 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”.

The NPPF stresses that ‘great weight’ should be given to the objective of conserving designated heritage assets (Paragraph 193), emphasising the need to avoid harming their significance. Consequently, any identified harm impacting on a Conservation Area or the setting of the identified heritage assets will require both ‘clear and convincing justification’ and mitigation.

Paragraph 194 (NPPF) stresses 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”. Substantial harm to or loss of assets of the highest significance, notably scheduled monuments, protected wreck sites, registered battlefields, grade-I and grade-II* listed buildings, grade I and II* registered parks and gardens, and World Heritage Sites, should be wholly exceptional.

It will be clear that development within a heritage asset will have some impact on its fabric, and that it could be either adverse, negligible or beneficial. The fundamental design objective, therefore, is to ensure that the balance of the impact on the heritage asset minimises any negative impact on its significance.

Local Policy Context

Manchester’s Core Strategy was adopted on the 11th July 2012 and is the key document in the Manchester Local Plan. The relevant, local heritage planning policy maintains the same focus as the NPPF. Manchester City Council’s (MCC) heritage policies focus on the fundamental importance of “preserving or, where possible, enhancing the historic environment”. The following policies from Manchester’s Core Strategy are of importance to the heritage asset considered within this statement.

Policy CC9 notes that the Council “will support high density and mixed-use development in the City Centre, but developers must recognise the specific design challenges that must be overcome to ensure complementarity of function and form.”

This key regeneration objective is tempered by the need to ensure that, “historic sites and areas of particular heritage value should be both safeguarded for the future and, where possible, enhanced for their own heritage merits and as part of wider heritage regeneration proposals” (paragraph 12.21, Policy EN3). This evidently also requires development proposals to be sensitive to the inherent values of the heritage asset and clarity of evidence, in order to justify the potential impact.

The adoption of the Core Strategy in 2012 led to the revocation of the Unitary Development Plan however a number of policies were ‘Saved’. This includes policy DC19 – Listed Buildings which sets out that the Council will have regard to the desirability of securing the retention, restoration, maintain, and continued use of such buildings and to protecting their general setting. The Council will not permit any external or internal alteration or addition to a Listed Building where, in its opinion, there would be an adverse effect on its architectural or historic character.

Heritage Assessment

Heritage Architecture has prepared an updated Heritage Significance Appraisal and Heritage Impact Assessment (HIA), have been submitted in support of this application.

The direct heritage impact (i.e. the physical works, alterations and change of use) will include removal of sections of brick piers and altering existing openings to Great Bridgwater Street to facilitate new openings into the proposed commercial units within the arches and to the cast iron bridge respectively. The residential tower above will be supported by concrete columns which in turn, will directly impact isolated sections of the listed arch.

The HIA demonstrates that the loss of historic fabric will result in localised instances of minor adverse impact. The main mitigation for the loss of historic fabric is to enable the creation of high-quality public realm, accessibility and permeability throughout the spaces as well as the long-term viable use of the arches.

Therefore, despite some alteration to the fabric and character of the building, the overall impact of the revised proposals would be appropriately balanced by the important heritage benefit of securing a sustainable use for the grade-II heritage asset and delivering transformational enhancements to public realm and pedestrian linkages through this part of the city.

Therefore, the revised proposals would continue to meet the requirements of NPPF, paragraphs 193 and 194 and Manchester Council's Core Strategy, specifically policies CC 9 and EN 3.

Application Documentation

The submission comprises a suite of documents as set out below which fully explain and justify the application proposals. These documents have been agreed through pre-application consultation with the Local Planning Authority.

- Listed Building Consent application form prepared by Deloitte Real Estate
- Certificate of Ownership and Notification prepared by Deloitte Real Estate, with input from Ask Central Ltd
- Site Location plan prepared by SHP
- Existing and proposed plans, sections and elevations prepared by SHP
- Photographic survey of existing listed structures, prepared by SHP
- Design and Access Statement prepared by SHP, dated March 2017
- Section 73 – Planning Amendments and Marked Up Drawings document, prepared by
- Heritage Assessment comprising Heritage Significance Appraisal and Heritage Impact Assessment prepared by Stephen Levrant Heritage Architecture
- Structural Alterations Report prepared by Renaissance

There is no fee applicable to this application. The application has been submitted via Planning Portal (Ref: PP-08658853).

As agreed with the Local Planning Authority, the submission is supported by one paper copy and one electronic CD copy of the application documents.

I would be grateful for your written confirmation of the registration and validation of the application. If you have any questions relating to this application please contact me using the details contained in the header of this letter, or my colleagues Niall Alcock (nalcock@deloitte.co.uk / 0161 455 6787) or Andrew Cowan (acowan@deloitte.co.uk / 0161 455 8298)

Yours Faithfully

A handwritten signature in blue ink, appearing to read "J Cooper", is positioned above a thin horizontal line.

John Cooper
Deloitte LLP

Enc.