

Advice to the local planning authority

Advice to the local planning authority (LPA) from the Health and Safety Executive (HSE) as a statutory consultee for developments that include a relevant building.

To LPA	Manchester City Council
LPA planning ref no	137227/FO/2023
Our ref	pgo-4574
Site address	Plot D , Great Jackson Street, Manchester, M15 4NP
Proposal description	Full planning permission for the demolition of existing structures and the erection of one residential building to a height of 71 storeys comprising 642 homes (Use Class C3) with food and drink uses (Use Class E) and / or drinking establishment (Sui Generis); and one office building (Use Class E); with basement car parking, cycle parking, landscaping and public realm, servicing and access arrangements, highways alterations and associated works.
Date on fire statement	21/12/2023
Date consultation received	09/01/2024
Date response sent	31/01/2024

1. Substantive response for the local planning authority

Thank you for consulting HSE about this application.

Headline response from HSE
Headline Response from HSE ('content')

Scope of consultation

- 1.1. The above consultation relates to the demolition of existing structures and erection of a new residential development comprised of 71 storeys (ground and 70), including 642 homes and ancillary accommodation with a height of 203.40m to top finished floor and a new 3 storey office building, which is not a relevant building.

Previous consultation

- 1.2. HSE issued a substantive response (concern) dated 02/08/2023, under the reference pgo-3552 in relation to a consultation received on 06/07/2023.
- 1.3. HSE received a second consultation request on 14/09/2023 and responded on 13/10/2023, under the HSE reference pgo-3957, with the headline: 'Further Information Required'.

Consultation meeting

- 1.4. A meeting was held on 07/12/2023, attended by the Planning Officer, the applicant's design team and HSE to discuss the scheme following the formal planning submission.

Current consultation

- 1.5. The current consultation was received on 09/01/2024 providing several documents, including 'Tenos – Fire Strategy report, updated Fire Statement, email response from Greater Manchester Fire and Rescue' and level 70 restaurant plans' ('the applicant's response'). For the avoidance of doubt, this substantive response is in relation to the applicant's response.
- 1.6. Following a review of the information provided in the planning application, HSE is content with the fire safety design as set out in the project description, to the extent it affects land use planning considerations. However, HSE has identified some matters that the applicant should try to address, in advance of later regulatory stages.

2. Supplementary information

The following information does not contribute to HSE's substantive response and should not be used for the purposes of decision making by the local planning authority.

Means of escape

- 2.1. The previous substantive response (pgo-3552) contained a concern relating to a commercial unit (restaurant), located on the 71st storey, linking to the residential accommodation. For escape purposes occupants of the restaurant would be provided with access to both residential stair cores.

- 2.2. The applicant's response asserts in Section 8 of the updated fire statement: *"Following consultation with the Building Safety Regulator, additional lobbies will be provided to the stairs at the restaurant level to reduce the risk of smoke ingress to the stair. The lobbies will be ventilated directly to roof level with 1.5m² free area. On the basis that the restaurant is at the uppermost floor level, is sprinklered, provided with additional smoke ventilation lobbies, ventilation is provided at head of both stairs and is separated from the residential apartment levels below by multiple compartment floors, we consider that the fire safety design minimises the potential for a fire in the restaurant area to impact on the means of escape arrangements from the residential areas and that this arrangement suitably mitigates the risk that the guidance in BS 9991 seeks to address."*
- 2.3. Further clarity is given in the Tenos – Fire Strategy report which states: *"Additional ventilated lobbies will be provided at the entrance to the firefighting and alternative stair at restaurant level as shown in Figure 4.1. The lobbies will minimise the risk of smoke ingress from a fire in restaurant to the firefighting/stair access lobby, which will also be ventilated, which will protect the stairs serving residential levels below. The vent in both lobbies will open direct to roof level with 1.5m² free area."*

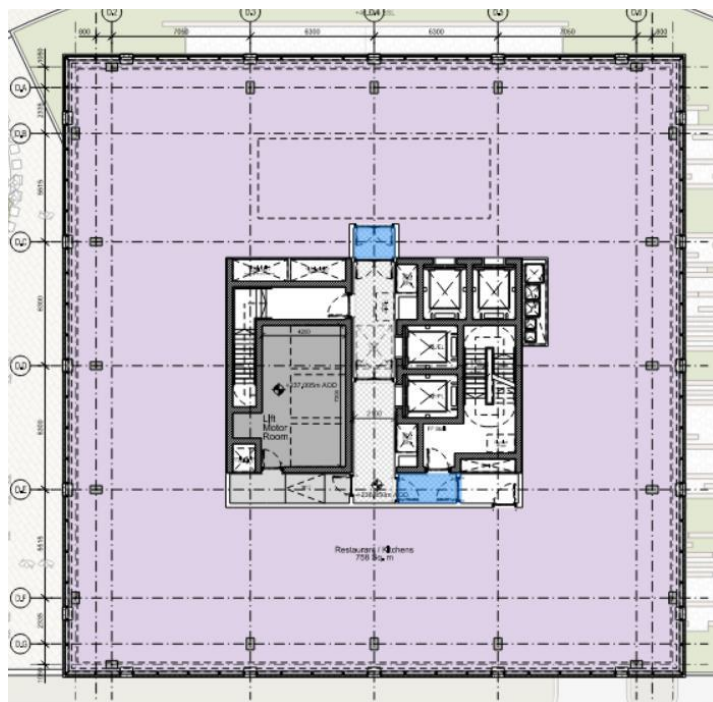


Figure 4.1 - Level 70 Restaurant additional ventilated lobbies highlighted blue

- 2.4. It is also noted in the fire strategy document, the evacuation approach proposed for the building will comprise a 'stay put' strategy for the individual flats and the areas containing amenity and ancillary accommodation will operate a staged simultaneous evacuation. An evacuation alert system will be included in the design proposal which can be utilised by the fire and rescue service to evacuate other floors, where necessary, and appropriate.

- 2.5. HSE acknowledges the additional information and it will be for the applicant to demonstrate compliance at later regulatory stages.

Design analysis

- 2.6. The previous substantive response (pgo-3957) sought confirmation that a qualitative design review (QDR) process was underway, given the performance-based design proposed and proposed height of the building. However, no information appears to have been provided within the planning application that confirms a qualitative design review relating to the residential building has been/is going to be conducted. It is therefore unclear that the proposed development design has been supported on the findings of QDR analysis.
- 2.7. A QDR should assess the implications of fire safety systems failure or foreseeable events. Fire safety design guidance on the QDR process includes the provision of a 'what if' study; and advises that an assessment of 'what if' events should be undertaken to identify system failures or foreseeable events that might have a significant influence on the outcome of the study. This may include fire safety system failures, management failures, workmanship failures, or the potential for fire conditions to deteriorate, thereby requiring immediate building evacuation concurrently with firefighting operations.
- 2.8. HSE advises that it would be good practice to ensure a QDR is started at the earliest possible opportunity, prior to planning approval. The findings of a QDR at the planning stage are likely to affect design development in ways that are relevant to land use planning considerations such as design, layout and appearance of the development. It will be for the applicant to demonstrate compliance at later regulatory stages.

Yours sincerely

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Guidance on Planning Gateway One is available on the Planning Portal: [Planning and fire safety - Planning Portal](#).

This response does not provide advice on any of the following:

- matters that are or will be subject to Building Regulations regardless of whether such matters have been provided as part of the application
- matters related to planning applications around major hazard sites, licensed explosive sites and pipelines
- applications for hazardous substances consent
- London Plan policy compliance

