

Application Number	Date of Appln	Committee Date	Ward
112323/FO/2016/S2	17th Jun 2016	25th Aug 2016	Woodhouse Park Ward

Proposal Erection of a 4 storey multi-storey car park to provide off-airport car parking facilities for 2,389 cars with associated landscaping

Location Irvin Drive, Woodhouse Park, Manchester, M22 5LR

Applicant Peter Ashley Carparks Limited, C/o Agent

Agent Mr Carl Copestake, Knights Professional Services Ltd, The Brampton, Newcastle-under-Lyme, ST5 0QW

Description

This application is being placed before the Planning and Highways Committee due to the absence of a Wythenshawe Area Committee in the month of August.

This application relates to a vacant rectangular plot of land 1.23 hectares in size which is located to the south of the Styal Road / Finney Lane junction.

To the north of the site, on the opposite side of Finney Lane, lies a field, while to the west, on the opposite side of Styal Road, there is a playing field. Both the field and playing field are within the Green Belt, whilst the application site is outside the designated Green Belt.

To the east of the site lies Irvin Drive which provides vehicular and pedestrian access to the site. On the opposite side of Irvin Drive lies a terrace of three dwelling houses and a pair of new build semi detached properties, all of which are 2 storeys.

To the south of the application site lies a vacant plot of land and Heald Green House, a part 2/part 3 storey block of 13 apartments with access from Irvin Drive. The site had consent under application 080376/FO/2006/S2 in 2006 for 500 car parking spaces with block style car parking. The applicant has stated that the consent is believed to be extant due to the implementation of the access into the site.

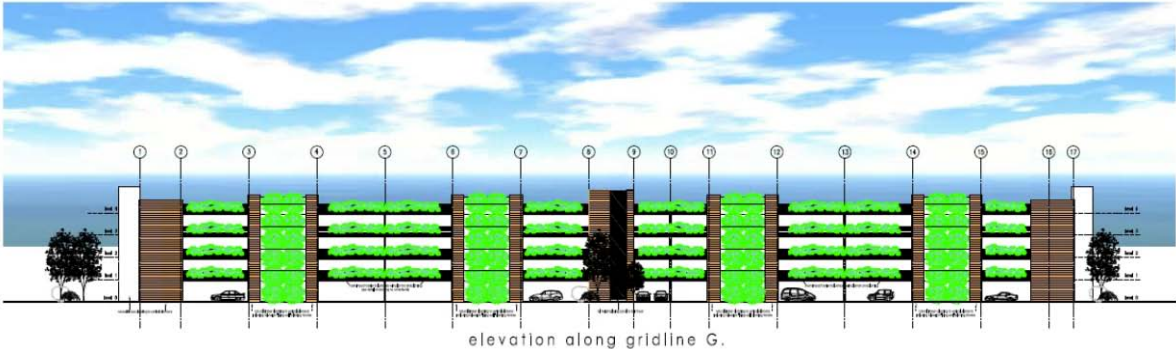
The land is occupied by an existing (off airport) surface level car park consisting of 640 long stay car parking spaces with associated temporary building to provide office accommodation, landscaping and boundary treatment, accessed from Irvin Drive with 5 metre high lighting columns and CCTV. The use was approved by application 072290/FO/2004/S2 at Planning and Highways Committee in 2005.

An aerial image of the site is included below for reference.



The site is within the Public Safety Zone associated with Manchester Airport but falls outside of the Manchester Airport Strategic Site.

The proposal is for a four storey multi-storey car park to provide off-airport car parking facilities for 2,389 cars (a further 1,729 spaces than the existing surface level car park) with associated landscaping. External surface level parking and the existing staff accommodation would be retained fronting Irvin Drive. The building would be constructed using a steel frame with concrete car decks clad with timber to vertical elements and full height “living wall” planting. Mesh impact barriers are proposed to the parking decks with planters and planting.



The existing surface level car park provides employment for 15 full time members of staff, the proposal would see an increase in staffing by 20, to 35 full time members of staff. The existing use and the proposed use are 24 hour operations.

The applicant proposes to diversify the off-airport car parking offer from a wholly meet and greet operation to a 50% meet and greet and 50% park and ride.

Consultations

The proposal has been advertised in the local press as a major development and a site notice was displayed at the application site. Notification letters have been sent to an extensive area of local residents and businesses.

Local Residents – 97 letters of objection have been received from 87 addresses, a petition with 1001 signatures (at the time of writing this report) has been submitted and representations have been made by a Councillor of a neighbouring authority and on behalf of Heald Green Ratepayers.

The main points of which are outlined below:

* The proposal accommodates a further 2000 spaces, representing a 4 fold increase in traffic which would exacerbate the problems of traffic congestion associated with the Styal Road/Finney Lane junctions, as well as along Finney Lane and Styal Road themselves. The robustness of the Transport Assessment and Planning Statement was queried by two residents.

*There is existing congestion in Heald Green and the junction of Finney Lane and Styal Road is already an accident black spot. Congestion leads to rat running down local roads in Heald Green (particularly Brown Lane) impacting on the whole community, particularly children at school and pre-school.

* Air pollution associated with the increase in congestion impacts upon health contrary to the Sustainability and Transformation Plan for Greater Manchester and air quality standards.

* The proposal would have a detrimental impact upon the residential amenities enjoyed by local residents, by virtue of:

- Loss of light to all properties on Irvin Drive and occupants at Heald Green House.
- Unsightly, obtrusive, overbearing building that will provide overlooking and lead to a further deterioration of the quality of life of surrounding residents.
- Glare from security lights will be a nuisance.
- Increase noise nuisance from closing of car doors, starting of engines and buses used to ferry people to and from the airport will be considerable to local residents, especially those in Irvin Drive / Sheen Gardens / Heald Green House. As there would continue to be a 24 hour operation the disturbance in the evening and at night will be intolerable.
- Increase in level of activity, during construction and operation, increased disruption to residents of Irvin Drive / Sheen Gardens / Heald Green House.

- Affect views from properties on Irvin Drive / Sheen Gardens / Heald Green House.
 - No other multi-storey car parks close to residential properties around the airport, all seem to be surface level.
 - Irvin Drive suffers from commuter traffic and holiday parking for up to 2 weeks due to the proximity of Heald Green train station. This application will exacerbate the on street parking problem.
 - The entrance to the Heald Green hotel / Premier Inn is at the junction of Irvin Drive and Finney Lane. Premier Inn has an application in to double the size of the existing operation, plus additional car parking, creating further conflict.
- * The design is a megalithic blot / monstrous dominating structure on the landscape of the Garden City, a concrete eyesore that no amount of fancy shrubbery, timber and landscaping could screen.
- * A four storey building is not in keeping with surrounding development or the wider area which is characterised by fields and openness.
- * People should be accessing the airport via improved public transport infrastructure, further consents for airport car parking undermine this strategy.
- * The increased number of cars will be the subject of targeted criminal activity.
- * Is the proposal not dangerous, as it is directly under the flight path? The height of the building may mean planes may collide with this building, lights on the structure may confuse pilots, and there may be other security implications. Is this a risk worth taking?
- * Concern is expressed regarding the proximity of the use to residential uses, i.e. fear of fuel ignition/explosion. Particular concern is expressed regarding the safety of the proposed car park in the event of aircraft crash.
- * The airport already has several "off-airport" parking sites, some have been very recently constructed, is another such car park necessary.
- * Inappropriate development in the Green Belt. This site was historically a green field. This application constitutes incremental planning by stealth.
- * Development will reduce natural soakaway and exacerbate an existing flooding problem at the junction of Finney Lane and Styal Road.
- * There are more appropriate locations available, such as Airport City and adjacent to SEMMS.
- * Existing inadequate security arrangements on the site, security not linked to Manchester Airport.
- * The existing operation results in Taxis waiting on Irvin Drive, this will increase.

* This application will not provide financial benefit or employment for Heald Green or Wythenshawe.

* Could the development not be put underground?

* The applicant is pressuring residents at Heald Green House to sell their property to acquire the property for demolition for further car parking.

* House valuations would be affected by the proposal, particularly on Irvin Drive and Sheen Gardens.

* This application will lead to a loss of revenue for Manchester Airport.

Manchester Airport -

Please note from the outset that although the proposal is described throughout the material as “airport car parking”, it is not an airport sanctioned facility.

Its management and operation has no connection to Manchester Airport, rather it is a third party operation which benefits from close proximity to the airport.

We have examined all of the supporting material and have a number of observations to make on its accuracy, consistency and to highlight omissions from the assessment of the proposal.

As a general point relating to consistency, there appear to be different figures used for the capacity of the facility in the Planning Statement (paragraph 4.1) and the Transport Assessment (paragraph 5.1). There are similar inconsistencies in respect of the numbers currently employed on-site varying between 15 in the Planning Statement (paragraph 6.6) and 5 in the Transport Assessment (paragraph 4.2 & 5.2).

In respect of the Transport Assessment there is an assertion in paragraph 2.16 that movements during weekends are higher than that found during a weekday and yet the accompanying table clearly shows that Thursday movements exceed those on a Sunday. Otherwise we have no reason to doubt the veracity of the traffic figures presented in terms of movements into and out of the site.

Turning to the Planning Statement, there appear to be a greater number of issues to draw your attention to, starting with a completely unfounded statement in paragraph 1.5 regarding the ability of the airport site to accommodate parking. This statement pays no regard to Policy MA1 of the Manchester Core Strategy, which is remarkably absent from the entire Planning Statement, nor to the Manchester Airport Master Plan 2007 or the draft Sustainable Development Plan 2015 which show how Manchester Airport will develop to accommodate its needs.

The applicant has not substantiated a case for a lack of alternative sites or indeed an actual need.

The assessment of the Development Plan policies does not reference Policy MA1 Manchester Airport Strategic Site. This policy sets the context within which support

for the airport's growth can be delivered in land use terms. It uses a long established policy tool referred, Airport Operational Area, to define the area within which airport – related development can usually be supported. This operational area has been supported by evidence provided by the airport's various Master Plans, the most recent two referenced above.

These have demonstrated that the airport is confident that it can accommodate its growth within the defined operational area and have set out appropriate mitigation and compensation proposals to allow for this growth. In particular there is a strong emphasis on enhancing the ability to access the airport by means other than the private car with challenging modal share targets being set. Ad hoc large scale proposals such as the application under consideration have the potential to undermine the ability to deliver some of these mitigation measures.

There is a need to balance the airport's on-site car-parking provision and public transport capacity and promotion – too much convenient and cheap car parking will dissuade public transport usage, however, too little provision without corresponding public transport provision and accessibility will result in an increase in the rate of pick-up and drop-off. This practice known as 'kiss and fly' is the least sustainable form of access to / from the airport generating four road trips as opposed to two if the vehicle is parked on-site, or fewer if public transport is used. Off-site meet and greet operations constitute such a 'kiss and fly' practice.

The Planning Statement also references DfT Circular 1/2010: Control of Development in Airport Public Safety Zones. It asserts that because long-stay parking is deemed an acceptable use in the Public Safety Zones, this negates and over-rides any consideration about the increase or intensification of people working or congregating in the Public Safety Zone. The uplift in employment on-site associated with a quadrupling of the size of the facility certainly does not support the tenor of the Circular and as such we would recommend that the Local Planning Authority refer the matter to the Airports Policy Division in the Department for Transport who will be able to advise further.

There are a number of other points of accuracy that should be addressed:

- Paragraph 2.3 refers to the site as both a green wedge and an urban setting.
- Paragraph 3.1 refers to Jet Parks 1 & 2, yet these two products are on the area of Airport City North and not on the land subject to planning permission 102834/FO/2013/S2.
- Paragraph 6.4 suggests the proposal will have 'similar levels of vehicular movement to and from the site as is currently the case'. Given the site is quadrupling in capacity this simply does not stack up.
- Paragraph 6.8 describes the car park subject to the above consent to be 'off-airport', but it is within the Airport Operational Area as defined in the Core Strategy, which by its very definition is on-airport.
- Paragraph 6.31 suggests that the average length of stay at the facility would be 13.5 days. This does not match up with any of the on-airport parking products (on-airport long stay products range from 6.9 to 10 days stay duration) so would suggest it is incorrect or has been done to suggest a lower traffic impact than might actually be the case.

- Paragraph 6.35 suggests that the proposal actually results ‘in a betterment in terms of highway safety considerations’ when talking about increases in highway movements. This patently cannot be the case.

It remains the Airport’s view that there is no sound justification that this car park is ‘required’ in connection with the airport and that further work is required to justify the intensification of people congregating and employed in the Public Safety Zone. The complete silence on Policy MA1 Manchester Airport Strategic Site the very purpose of which is to control and direct airport related development also needs to be addressed.

Manchester Airport Aerodrome Safeguarding -

Response under Circular 1/2003 Safeguarding Aerodromes, Technical Sites and Military Explosives Storage Areas: the Town and Country Planning (Safeguarded Aerodromes, Technical Sites and Military Explosives Storage Areas) Direction 2002

Physical / Obstacle Safeguarding

Height of Development

The proposed development lies underneath several of Manchester Airport’s protected Obstacle Limitation Surfaces (OLS). These are a series of 3D surfaces above and around the aerodrome that protect Visual and Instrument Flight Paths and represent the lower limit of the blocks of protected airspace around the aerodrome. Full details of the OLS are set out in the European Aviation Safety Agency’s (EASA) Certification Specifications & Guidance Material for Aerodromes Design, Issue 2 (CS-ADR-DSN).

The development remains just below Runway 05L Type A Surface and therefore does not conflict with the Airport’s physical safeguarding criteria.

Lighting Scheme

Although not specified within the documents and plans that have been submitted with the application, we anticipate that lighting will be required in association with this development. Given the site’s location in close proximity to the aerodrome and directly underneath the approach path, all lighting must be carefully designed to meet Manchester Airport’s safeguarding criteria to ensure that there is no glare in the direction of aircraft, no confusion with aeronautical ground lights, and no infringement of the Airport’s protected Obstacle Limitation Surfaces (OLS). We therefore request that the following condition is attached to any approval granted.

1. The installation of lighting shall not commence until full details of the schemes of lighting required during construction and for the completed development have been submitted to and approved in writing by the Local Planning Authority, in consultation with the Aerodrome Safeguarding Authority for Manchester Airport. The lighting scheme shall specify that there is no penetration of Obstacle Limitation Surfaces and that the lighting is of flat glass, full cut off design with horizontal mountings and no light spill above the horizontal.

Reason: To avoid endangering the safe operation of aircraft by ensuring that Manchester Airport's Obstacle Limitation Surfaces are protected and that the lighting does not confuse or distract pilots and Air Traffic Controllers in the vicinity of the aerodrome.

Crane Operations During Construction

The operation of cranes/ tall equipment during construction is likely to present a hazard to aircraft in this location and will need to be carefully managed through an agreed operating protocol. Prior permission and a Tall Equipment Permit must therefore be obtained from Manchester Airport in advance of any such equipment being erected.

Bird Hazard Safeguarding

The development is located in a critical area for aircraft operations; it is close to the Airport and directly underneath the extended centreline for Runway 23R, therefore aircraft will be overhead at low altitudes (where they are most vulnerable). As such careful consideration needs to be made of any potential increase in birdstrike hazard that may be created.

The applicant has commissioned advice on reducing bird hazards from Rachel Hacking Ecology. The brief report, titled "Bird Deterrent Advice for Proposed 4-Storey Car Parking Facilities at Irvin Drive, Manchester" contains some useful advice but there appears to be nothing from the applicant that incorporates or commits to adopting this advice. Nor is there any concession to this advice in the landscaping scheme that has been submitted, which includes a very high proportion of berry producing shrubs that would be attractive to birds. As such the landscaping scheme will require significant revision.

Building Design

Car park structures such as that proposed often hold populations of feral pigeons, with numbers dependent on the availability of suitable ledges and niches for nesting and roosting. Much of this attraction can be reduced by design (avoiding the creation of nesting and roosting opportunities within the structure) and/or by the use of passive deterrents such as "bird spikes" and netting. All such systems need to be properly designed, installed and maintained to be effective and if installed poorly are prone to failure or even making the problem worse.

Bird spikes only work when the surface in question is completely denied to the target birds, and for this reason placing spikes on the edges of the top floor of the structure serves no purpose – birds can and will merely settle on the un-spiked majority of the top deck. The recommendation for installing bird spikes on the top level of the car park can therefore be disregarded. On sheltered ledges and niches, spikes can in fact have the reverse effect to that intended by providing birds with anchor points for nest building. In such cases the installation of sloping plates may be more effective.

The bird deterrent advice that accompanies the application states that "netting can be installed between floors." This could significantly reduce the potential for feral

pigeons to use the structure, but the use of the word “can” (and the lack of a statement of commitment to the recommendations by the applicant) gives us no clarity as to whether netting would actually be installed.

The Safeguarding Authority for Manchester Airport would therefore require the applicant to make clear what bird deterrent measures would be incorporated into the development. Consideration should also be given to the potential for construction works and any earthworks and flooding that occurs on the site during construction becoming a bird attractant. This would be a potential birdstrike hazard and may require mitigation being put in place. We therefore request that the following condition is attached to any approval granted:

2. Development shall not commence until a Bird Mitigation Plan has been submitted to and approved in writing by the Local Planning Authority, in consultation with the Aerodrome Safeguarding Authority for Manchester Airport. The Bird Mitigation Plan shall include the following:

a) Full details of the bird mitigation measures that are to be implemented during construction and any periods of earthworks and flooding that occurs on the site;

b) Full details of the bird deterrent measures that are to be incorporated into the building design and post-build modifications;

c) Full details of any enhancements that would be implemented if the proposed bird deterrent measures were to fail, and an agreed threshold of bird numbers that would trigger further action. The primary target species at this site would be feral pigeons (for the building structure), woodpigeons (for the landscaped areas) and starlings (for both);

The Bird Mitigation Plan is to be implemented as approved and the bird deterrent measures maintained for the lifetime of the structure.

Reason: To avoid endangering the safe operation of aircraft through the attraction of birds.

Open Water

The Flood Risk Assessment and Drainage Strategy has ruled out the use of open swales, ponds and similar structures for surface water storage, which we welcome from a bird hazard perspective. However, the Safeguarding Authority for Manchester Airport would need to consider the final drainage strategy prior to its approval and therefore require the following condition to be attached to the permission should it be granted:

3. Development shall not commence until a fully detailed drainage strategy has been submitted to and approved in writing by the Local Planning Authority, in consultation with the Aerodrome Safeguarding Authority for Manchester Airport. The drainage strategy is to be implemented as approved.

Reason: To avoid endangering the safe operation of aircraft through the attraction of birds.

The applicant should be informed that new open water will not be accepted.

Landscaping

The shrub planting list that has been submitted with the application features 75% berry producing species and 15% nut producers. This demonstrates that the applicant has paid no attention to the advice available with regard to species that will attract birds. Circa 90% of the species identified could be rejected for this reason. However, we have taken a balanced and pragmatic approach to the planting scheme given that the existing site is bounded by a hedge that is dominated by hawthorn *Crataegus monogyna* and interspersed with specimens of several other species listed in the proposed landscaping scheme.

In order to allow the re-planting of hedgerows rich in native species, while avoiding the creation of opportunities for flocks of birds to feed on berries, the following amendments must be made to the landscaping scheme:

- The complete removal of *Sambucus nigra* from the landscaping scheme (this is a mass berry producer targeted by woodpigeons and flocks of starlings);
- The deletion or reduction in number of *Viburnum opulus* to only a handful (10 or less) and the plants to spread evenly through the hedgerow (this is also a mass berry producer);
- A high proportion, or preferably all, of the holly should be specified as male plants (which do not produce berries);
- The hedgerow should be kept trimmed to limit berry production in all species, but particularly hawthorn.

In light of the above modifications that are required, should planning permission be granted for this development, the following condition should also be attached:

4. Development shall not commence until a fully detailed landscaping scheme has been submitted to and approved in writing by the Local Planning Authority, in consultation with the Aerodrome Safeguarding Authority for Manchester Airport. The landscaping scheme is to be implemented as approved.

Reason: To avoid endangering the safe operation of aircraft through the attraction of birds.

Technical Safeguarding - Technical safeguarding assessments have been completed by NATS (Manchester Airport's Air Traffic Services provider) and the proposed development would not conflict with any ATC systems.

Highway Services -

ON SITE PARKING / LAYOUT

The proposed 2,389 space MSCP is to replace an existing 660 space surface level car park.

The applicant has stated that the MSCP will serve airport passengers, with 50% of spaces allocated to 'meet and greet' and a further 50% allocated to 'park and ride'.

Further information is required regarding the allocation, i.e. how the spaces will be physically allocated / demarcated.

In terms of the car park layout, there appears to be a number of areas where general vehicular movements through the car park will be difficult. There also appears to be areas where vehicles may be required to reverse for a considerable distance should all bays within a parking aisle be occupied. It is recommended that the applicant provides a swept path of a large vehicle manoeuvring through the site to ensure all vehicle movements can be conducted safely and in a forward gear.

The proposed parking spaces should all accord with Manchester City Council's (MCC's) standard minimum requirements. Recommendations state that standard parking bay dimensions are a minimum of 2.4m x 4.8m and disabled parking bay dimensions a minimum of 3.6m x 6.0m. The parking layout should also include a 6 metre aisle to allow vehicles to safely manoeuvre within the car park. It is also recommended that the parking bays are formally demarcated.

Further information is required regarding disabled parking provision at the site. This should adhere to MCC's Core Strategy minimum parking standards.

The proposed development will result in an increase of staff numbers from 15 to 35. It is recommended that a minimum of 17 parking spaces are allocated for staff use near to the staff accommodation.

As part of the car park expansion, minibuses on site will increase from 3 to 4. The minibuses will accommodate up to 8 people and will be parked within general parking bays. It is recommended that the applicant provides a swept path of a minibus accessing / egressing the site in forward gear. It is also recommended that an allocated standalone minibus pick-up / drop-off area, incorporating an appropriate turnaround facility, is provided within the car park layout.

Further information is also required regarding taxi pick-up / drop-off including frequency and location. It is recommended that the car park layout provides an off-street facility for taxis.

VEHICULAR ACCESS:

The proposed vehicular access into to the site will be via Irvin Drive, as per the existing parking arrangement. Further information is required regarding the car park entrance i.e. will a barrier system be in place.

Further information is also required regarding the proposed ramp profiles and gradients within the MSCP.

OFF SITE PARKING:

There are currently no existing parking restrictions on Irvin Drive adjacent to the site. Observations show that vehicles currently park on-street which impacts on turning movements into / out of the car park.

Residential driveways are located towards the southern end of Irvin Drive with further on street parking observed.

CYCLE PARKING:

Further information is required regarding cycle parking provision at the site. This should adhere to MCC's Core Strategy minimum parking standards for staff at the site.

OFF-SITE HIGHWAY WORKS:

The applicant has proposed the installation of a new footway along the western side to Irvin Drive, from Finney Lane up to the site access to encourage staff to use public transport and/or walk to work. The new footway will be constructed within land owned by the client or within the public highway. The proposals would also introduce dropped crossings at three locations along the route. The introduction of the footway would also protect the visibility splay from the site access.

It is recommended that the applicant confirms the extent of the new footway in terms of land ownership. All dropped crossings should also incorporate tactile paving. The new footway will require a S278 / S38 agreement between the applicant and MCC, with all works to be funded by the applicant.

Further to the proposed new footway works, the applicant has also stated that they intend to fund the introduction of new Traffic Regulation orders on Irvin Drive. The new parking restrictions will prohibit on-street parking adjacent to the site in order to maintain unobstructed access / egress to the car park.

All of the works required to accommodate new footways, dropped kerbs / tactile paving, and TROs should be undertaken via a S278 agreement (for amendments to the existing adopted highway), to be funded by the applicant.

CONSTRUCTION:

It is recommended that a detailed Construction Management Plan is provided by the applicant prior to any construction works beginning. It is recommended that the Construction Management Plan details the phasing and quantification / classification of vehicular activity associated with planned construction. This should include commentary on types and frequency of vehicular demands together with evidence (including appropriate swept-path assessment) of satisfactory routeing both within the site and on the adjacent highway. The document should also consider contractor parking and ongoing construction works in the locality. It is recommended that the above is conditioned and attached to any planning permission that may be granted.

Environmental Health - recommend that the following conditions are attached to any approval relating to the provision of details of refuse, external lighting and the control of glare, acoustic treatment of externally mounted plant, acoustic insulation and contaminated land. A condition relating to the Air Quality report is required and an informative is recommended requiring good practice principles in relation to Air Quality.

A recommendation has been made that a condition be appended to any approval relating to acoustic insulation, however, the following note is considered pertinent to the determination of this planning application:

Environmental Health have reviewed the Hepworth Acoustics Ltd noise report no: P15-021-R01-V1 dated March 2016 and have the following comments:

It is understood that the existing hinged gates would be replaced by an automated sliding gate system.

As the report states, it is accepted that the character of the prevailing noise climate would not change as a result of the proposed development, however the noise levels from the nearest parking places are predicted to exceed WHO internal noise criteria if bedroom windows are open. Some nearby residents may not have acoustic/mechanical ventilation and may experience noise exceeding the WHO

criterion from overflying aircraft. This is not accepted as a rationale that these residents should then be subjected to additional noise from the proposals. The report provides an option that the nearest spaces to residents could be managed for customers taking daytime flights only and we would like to see this or other options explored in more detail.

Neighbourhood Team Leader (Arboriculture) – There are no objections from an arboricultural perspective to the proposals for this site, there are very few trees within the site, it will however be important to ensure the arboricultural consultant establishes a site visit regime to ensure the trees adjacent to the development are protected during construction.

MCC Flood Risk Management - recommend that drainage conditions be attached to this application relating to a Sustainable Urban Drainage Scheme.

South Neighbourhood Team - Any comments received will be reported to Committee.

Greater Manchester Police – Recommend that the proposed development should be designed and constructed in accordance with the recommendations contained within section 3.3 of the submitted Crime Impact Statement and a planning condition should be added to reflect the physical security specification listed within sections 4 & 5 of the appendices within the submitted Crime Impact Statement.

Their support is dependent on the recommendations made within the Crime Impact Statement.

Transport For Greater Manchester – Highways Forecasting and Analytical Service

The site currently has permission for 640 vehicles on the site.

The application site is currently used for ‘meet and greet’ style parking where a driver from the site would meet a client either at the airport or an on-site hotel. There is also a small degree of ‘park and ride’ where clients are driven to site and the driver/passengers are then taken by mini-bus to the terminal and vice versa.

There are currently 3 small mini buses on site which are used to take people to the airport in relation to park and ride parking.

The development proposals consist of the creation of a 4 storey structure on the application site to house 2405 cars, an increase of 1,765 spaces. The site will continue to offer a mixture of ‘meet and greet’ and ‘park and ride’ parking. The number of mini buses on site would increase from 3 to 4 and the number of staff on site would increase.

Heald Green house also on Irvin Drive has planning permission for block style parking (080376/FO/2006/S2) which was granted in 2007. The site has capacity for around 500 vehicles. Manchester City Council has asked that this be included in the analysis as a committed development.

The highway network to the south of the site is currently being significantly improved. By the end of 2017 the SEMMMS route will link the M56 to the west to the A6 at Hazel Grove. The traffic modelling associated with the SEMMMS scheme indicates there will be changes to daily flows on the local network.

Traffic movements at the junction of Simonsway / Styal Rd are anticipated to decrease by around 5% in 2017. It should be noted that whilst some junction movements will decrease others may increase.

The TA states that the anticipated traffic impacts of the proposals have been based upon existing movements to/from the site.

Traffic surveys were carried out on Wednesday 20th April 2016 on Irvin Drive/Finney Lane and Simonsway / Styal Road.

The applicant has provided traffic movements to/from the existing car park from Monday 4th April to Sunday 10th April and covers all hours. This data has been used to determine the trip rates for the application. It should be noted that the any trip rates based upon this data are curtailed by the existing staff numbers and mini buses. The increase in staff and mini buses may result in the trip rates being understated.

The TA states that the proposal and the committed development would provide the following trips in the weekday peak hours.

Traffic Movement Assessment – Additional 1765 spaces + 500 spaces		Arrivals	Departure
AM Peak	Trip Rate	0.005	0.005
	Movement	12 vph	12 vph
PM Peak	Trip Rate	0.003	0.004
	Movement	8 vph	9 vph

The TA states that the traffic impact on the local network has been assessed and it is concluded that the anticipated impacts would be insignificant in 2016 & 2021 both with and without the impact of the SEMMMS scheme.

- It should be noted that the any trip rates based upon the data may be curtailed by the existing staff numbers and mini buses. The increase in staff and mini buses may result in the trip rates being understated.
- It should be noted that whilst the diagrams are comprehensive that no actual junction assessment modelling has been undertaken. It would have been informative to understand the operational impacts of the proposals on the adjacent junctions.
- The difference between the 2016 design flows and future assessment years of 2021 design flows are an increase of circa 250 vehicles at Simonsway / Styal

Rd junction and circa 175 vehicles at Finney Ln/Irvin Dr during both time periods. This represents 7% growth.

TfGM HFAS agree that the forecast development traffic movements would be unlikely to have any impact upon Irvin Drive and the surrounding junctions.

Greater Manchester Ecology Unit – Any comments received will be reported to Committee.

Stockport Metropolitan Borough Council - Any comments received will be reported to Committee.

Environmental Impact Assessment - A screening opinion has been undertaken in accordance with the Town and Country Planning (Environmental Impact Assessment) (England and Wales) Regulations 2011. While it is acknowledged that the proposal is likely to have an impact upon local residents it is considered that these impacts are unlikely to be of more than local significance and are predictable. It has therefore been concluded that an Environmental Statement is not required.

The applicant is looking to respond to comments made by consultees prior to committee. The response will be reported as a late representation to committee.

Issues

The National Planning Policy Framework sets out Government planning policies for England and how these are expected to apply. The NPPF seeks to achieve sustainable development and states that sustainable development has an economic, social and environmental role (paragraphs 6 & 7). Paragraphs 11, 12, 13 and 14 of the NPPF outline a “presumption in favour of sustainable development”. This means approving development, without delay, where it accords with the development plan. Paragraph 12 states that:

“Proposed development that accords with an up-to-date Local Plan should be approved and proposed development that conflicts should be refused unless other material considerations indicate otherwise.”

Section 7 'Requiring Good Design' outlines the Governments expectations in respect of new developments:

"The Government attaches great importance to the design of the built environment. Good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people" (paragraph 56)

Paragraph 58 states that local plans should develop robust and comprehensive policies that set out the quality of development that will be expected for the area. In particular, planning policies and decisions should aim to ensure that developments:

- Will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development;

- Establish a strong sense of place, using streetscapes and buildings to create attractive and comfortable places to live, work and visit;
- Respond to local character and history, and reflect the identity of local surroundings and materials, whilst not preventing or discouraging appropriate innovation;
- Are visually attractive as a result of good architecture and appropriate landscaping.

Paragraph 59 goes on to state that:

"Local planning authorities should concentrate in guiding the overall scale, density, massing, height, landscape, layout, materials and access of new development in relation to neighbouring buildings and the local area more generally"

Paragraph 63 of the NPPF also states that great weight should be given to outstanding or innovative design which helps raise the standard of design more generally in the area.

Paragraph 65 goes on to state that buildings which are incompatible with an existing townscape but are of high level of sustainability in general can be supported if mitigated by good design.

Core Strategy Development Plan Document - The Core Strategy Development Plan Document 2012 -2027 ("the Core Strategy") was adopted by the City Council on 11th July 2012. It is the key document in Manchester's Local Development Framework. The Core Strategy replaces significant elements of the Unitary Development Plan (UDP) as the document that sets out the long term strategic planning policies for Manchester's future development.

A number of UDP policies have been saved until replaced by further development plan documents to accompany the Core Strategy. Planning applications in Manchester must be decided in accordance with the Core Strategy, saved UDP policies and other Local Development Documents. Relevant policies in the Core Strategy are detailed below

Policy SP1, Spatial Principles, - Development in all parts of the City should make a positive contribution to neighbourhoods of choice including creating well designed places that enhance or create character and protect and enhance the built and natural environment.

Policy DM1, Development Management - This policy states that all development should have regard to the following specific issues for which more detailed guidance may be given within a supplementary planning document:-

- Appropriate siting, layout, scale, form, massing, materials and detail.
- Impact on the surrounding areas in terms of the design, scale and appearance of the proposed development. Development should have regard to the character of the surrounding area.
- Effects on amenity, including privacy, light, noise, vibration, air quality, odours, litter, vermin, birds, road safety and traffic generation. This could also include

proposals which would be sensitive to existing environmental conditions, such as noise.

- Accessibility: buildings and neighbourhoods fully accessible to disabled people, access to new development by sustainable transport modes.
- Community safety and crime prevention.
- Design for health.
- Adequacy of internal accommodation and external amenity space.
- Refuse storage and collection.
- Vehicular access and car parking.
- Effects relating to biodiversity, landscape, archaeological or built heritage.
- Green Infrastructure including open space, both public and private.
- The use of alternatives to peat-based products in landscaping/gardens within development schemes.
- Flood risk and drainage.
- Existing or proposed hazardous installations.
- Subject to scheme viability, developers will be required to demonstrate that new development incorporates sustainable construction techniques as follows (In terms of energy targets this policy should be read alongside policy EN6 and the higher target will apply):-

(b) For new commercial developments to demonstrate best practice which will include the application of the BREEAM (Building Research Establishment Environmental Assessment Method) standards. By 2019 provisions similar to the Code for Sustainable Homes will also apply to all new non-domestic buildings.

Policy DM 2, Aerodrome Safeguarding - This policy states that development that would affect the operational integrity or safety of Manchester Airport or Manchester Radar will not be permitted.

Policy DM3, Public Safety Zones - This policy states that within the Public Safety Zones as defined by the Civil Aviation Authority, development or changes of use will not be permitted, except where that development conforms to that set out in Paragraphs 11 & 12 of DfT Circular 01/2010 or any replacement guidance.

Policy EC1, Employment and Economic Growth in Manchester - This policy states that key locations for major employment growth showing indicative distribution figures will be the Regional Centre and Manchester Airport and the surrounding area.

Policy EC2, Existing Employment Space – This policy states that the council will seek to retain and enhance existing employment space and sites. Alternative uses will only be supported on sites allocated accordingly, or if it can be demonstrated that:
The existing use is un-viable in terms of business operations, building age and format;
The existing use is incompatible with adjacent uses ;
The existing use is unsuitable for employment having had regard to the Manchester - Salford - Trafford SFRA; or
On balance, proposals are able to offer greater benefits in terms of the Core Strategy's vision and spatial objectives than the existing use.

Policy EC11, Airport City Strategic Employment Location – States that the area to the north of Manchester Airport is a significant opportunity for employment development in Manchester. The development of this location will be promoted as the core of a

wider Airport City opportunity, promoting functional and spatial links with nearby parts of Wythenshawe to maximise the catalytic potential of the airport to attract investment and increase economic activity.

The area is suitable for high technology industries, logistics, offices, warehousing and ancillary commercial facilities which will support further the business destination role at Airport City.

Any development in this area should support the vision of the Core Strategy and complement the role of the Regional Centre and other centres in Greater Manchester.

Development should also:

- maximise the employment and training opportunities and other regeneration benefits for local communities; and,
- take full advantage of the existing transport hub at Manchester Airport and proposed extension of Metrolink and the South East Manchester Multi Modal Scheme (SEMMMS) road scheme, through layout and traffic management measures, such as the quantity of parking.

Any development proposal should be set within the context of a comprehensive scheme for the Strategic Location. This will have regard to access, delivery, design and layout, flood risk through the Manchester - Salford - Trafford SFRA, energy infrastructure, the scale of uses within the area and take full account of Baguley Brook and any wildlife in this corridor, in accordance with relevant Development Plan policies.

Policy MA1, Manchester Airport Strategic Site - This policy, which designates the Airport as a Strategic Site, states that growth of Manchester Airport to 2030 will be supported and sets out the policy context for development at the Airport. It identifies areas for expansion and shows the amendments to the Green Belt required to deliver that expansion.

Policy EN14, Flood Risk – This policy states that development should be directed away from sites at the greatest risk of flooding, and towards sites with little or no risk of flooding; this should take account of all sources of flooding identified in the Manchester-Salford-Trafford Strategic Flood Risk Assessment (SFRA).

Unitary Development Plan (UDP) - The site is allocated for Class B1 business development under saved policy EW9b in Part 2 of the UDP.

In addition to the above, consideration is also given to DC26, "Development and Noise". This policy states that the Council will consider both the effect of new development proposals which are likely to be generators of noise; and the implications of new development being exposed to existing noise sources which are effectively outside planning control. The policy continues stating that developments likely to result in unacceptably high levels of noise will not be permitted in residential areas; near schools hospitals, nursing homes and similar institutions; near open land used frequently for recreational purposes.

Government Guidance - Department for Transport Circular 01/2010, Control of Development in Airport Public Safety Zones - The Circular states in paragraph 10 that there should be a general presumption against new or replacement development, or changes of use of existing buildings, within Public Safety Zones. In

particular, no new or replacement dwelling houses, mobile homes, caravan sites or other residential buildings should be permitted. Nor should new or replacement non-residential development be permitted.

However, the Circular also states that certain forms of new or replacement development, which involve a low density of people living, working or congregating, may be acceptable within a Public Safety Zone, one such example being:

(iv) long stay and employee car parking (where the minimum stay is expected to be in excess of six hours);

For the reasons given below, it is considered that the proposal is contrary to policies contained within the Core Strategy, saved policy of the Unitary Development Plan and advice contained within the National Planning Policy Framework.

Principle of Proposal – Manchester Airport aims to reduce the dependence of passengers and staff on the use of the private car. However, given the growth strategy of the airport supported by policies MA1, EC1, EC2 and EC11 of the Core Strategy referred to above, there is clearly a need to accommodate additional parking facilities.

Manchester Airport query why the applicant has not assessed the application against policy MA1, however, the site lies outside of the Manchester Airport Strategic Area as defined in the Core Strategy.

Whilst the driver behind policy is to locate airport associated development within the Manchester Airport Strategic Area, it does not preclude development of off-airport car parking outside of the Manchester Airport Strategic Area.

Given that there is a demonstrable need and the locational merits of the site as a car park with close proximity to both the airport and Heald Green train station, the proposal is considered acceptable in principle.

Be that as it may, consideration must be given to the proposals particular merits its impact upon the current levels of residential amenity and pedestrian/highway safety enjoyed in the vicinity of the site.

Though the proposed use does not fall within the Class B1 business use allocated for the site in the UDP, the existing use has already established the departure from policy as being acceptable. The City Solicitor has previously confirmed that the proposal does not need to be referred as a departure.

Development within the Public Safety Zone - Government Guidance states that the proposed use, i.e. a long stay car park, is an acceptable form of development within a Public Safety Zone.

Manchester Airport have queried whether or not an intensification of this use leading to an uplift in the number of people employed on site would be against the spirit of government guidance. Clarification is being sought on this matter and an update will be provided as part of a late representation to committee.

Traffic - Notwithstanding the comments of Highways Services and Transport for Greater Manchester and the assessments provided to show that the highways network can accommodate further traffic. It is considered that the additional volume of traffic generated by the proposal and the increase in comings and going to the site would not only have implications at peak times, but would also introduce further activity throughout the day and night to roads that are already subject to significant congestion, to the detriment of the residential amenities of adjoining residential property. It is therefore considered that the proposal is thereby contrary to policy DM1 of the Core Strategy and save policy DC26 of the Unitary Development Plan.

Pedestrian and Highway Safety - The Highways section have concluded that some further information needs to be submitted for them to be satisfied about how the car park will function internally. It is anticipated that the applicant will be providing this further information and that this will form a late representation to committee.

The applicants have investigated the likely impact of the proposal upon the local highway network.

Transport for Greater Manchester have assessed the transport statement provided and have concluded that the increase in traffic movements would not have any impact upon Irvin Drive and the surrounding junctions.

It is therefore concluded that there is no sustainable reason for refusal with regards to the impact of the scheme on pedestrian and highway safety.

Aerodrome Safeguarding – The Aerodrome Safeguarding team are satisfied subject to conditions relating to lighting, bird mitigation, drainage and landscaping. They have confirmed that the structure proposed does not conflict with the Airport's physical safeguarding criteria.

Design – The proposed structure would measure 13.5m in height. There are no other buildings in the immediate vicinity of such height.

The proposal would provide a long repetitive façade of scale close to the boundary with Styal Road, the applicant stating that the building is sited as close as it can be to the northern and western most boundaries of the site to move the building away from sensitive receptors to the south and east.

The inclusion of timber cladding and the “living wall” does improve the aesthetic of the structure, giving some interest, however, the features do little to relieve the perception of the scale and the massing of the building having regard to the extent of the structure proposed.

Having regards to context, whilst the building would be located close to a large junction and major road network. Development thus far has maintained the openness of the character of this particular area, sites immediately to the north and west being part of the Green Belt. This site continuing the function of visually separating the conurbations of Manchester and Stockport. The proposal would be visually intrusive with regards to massing and scale in this context.

The applicant refers to previous consent granted on site for office development and the scale of those proposals. The consent was for two 3 storey office buildings most recently granted in 2001 which has expired.

For the reasons set out above it is therefore not considered that the building responds to local character and history nor does it constitute good design contrary to policy DM1 of the Core Strategy and the National Planning Policy Framework.

Residential Amenity - The proximity of the proposal to the neighbouring residential properties, namely on Irvin Drive and in relation to Heald Green House has amenity implications.

Traffic and Noise - It should be noted that Manchester Airport's 'Night Noise Policy' places restrictions on flights by the noisiest aircraft, between 23:30 and 06:00 hours. Clearly this policy would help to reduce overall ambient noise levels at night. The disturbance from vehicular movement would therefore have a greater impact on residents.

The development proposal would be c. 45m from properties on Irvin Drive and c. 30m from Heald Green House.

The entrance to the car park would remain in the same location, as shown below.



Transport for Greater Manchester outline that the difference between the 2016 design flows and future assessment years of 2021 design flows are an increase of circa 250 vehicles at Simonsway / Styal Rd junction and circa 175 vehicles at Finney Ln/Irvin Dr during both time periods. This represents 7% growth.

It is considered that additional vehicular activity would thereby introduce increased levels of vehicular movement in close proximity to residential uses at sensitive

periods of the day, adversely affecting residential amenity producing noise, nuisance and general disturbance which would be contrary to policy DM1.

The relationship of the site to the airport or the disturbance caused by low flying aircraft is not contested.

However, it is considered that the proposals would exacerbate already difficult circumstances. Furthermore, the proposal would introduce additional miscellaneous, unaccustomed and irregular noise which would cause nuisance to residents particularly at sensitive times of the day. It is not considered that the noise generated by the proposal, within and surrounding the site, can be satisfactorily mitigated against to such an extent that residential amenity can be safeguarded. The proposal is therefore contrary to policies DM1 and saved UDP policy DC26. It should be emphasised that the noise disturbance relates not only to vehicle movements outside the site, but also within it. The increased operation of the multi-storey car park would produce additional noise, through the manoeuvring of vehicles during the period of storage, car alarms, shutting of car doors etc.

The noise generated by the proposal would, to some degree, continue throughout the day and night. Specific concerns have been raised regarding the operation of the site, which it feels will potentially produce noise and nuisance at times of the day and night when residents can justifiably expect to be protected from undue noise disturbance. The proposal is therefore contrary to policy DM1.

Environmental Health commented that having regard to the acoustic report submitted that the noise levels from the nearest parking places to residential property are predicted to exceed World Health Organisation internal noise criteria if bedroom windows are open. Some nearby residents may not have acoustic/mechanical ventilation and may experience noise exceeding the WHO criterion from overflying aircraft. This is not accepted as a rationale that these residents should then be subjected to additional noise from the proposals.

The acoustic report provides an option that the nearest spaces to residents could be managed for customers taking daytime flights only and Environmental Health wanted to see this or other options explored in more detail.

However, it is not considered that any management regime would be reasonably practicable for an operation of this size impacting upon the number of spaces that they would have available, nor would any condition requiring certain customers to be parked in certain locations within the development be enforceable by planning condition.

The submitted acoustic report therefore reinforces the case against the grant on consent on the grounds that the development would provide unacceptable levels of noise disturbance to neighbouring residential amenity contrary to policy DM1 of the Core Strategy.

Loss of Light / Overbearing / Overlooking

The applicant has stated that the proposal has been sited at the northern and western most parts of the site to negate any harmful impacts upon neighbouring property which is located c.45m from the proposal. It is the case that the development proposal would be c. 45m from properties on Irvin Drive, but it would be located c. 30m from Heald Green House.

At the moment, the residents of the properties on Irvin Drive (and some property on have a view to the west towards a timber fence, with low level shrubbery, low quality trees planting, beyond which lies the weldmesh fencing (with barbed wire atop), flood lighting standards and surface level car parking.

Occupants at Heald Green House with windows to the northern elevation have a similar view.

Due to the distances provided and the orientation of the properties in relation to the proposal, there would be difficulty substantiating a refusal of the application on the basis of loss of light or overlooking provided.

The applicant has stated that they are to supplement boundary planting, particularly to the south eastern boundary to help soften any potential impact.

It is not considered that the screening proposed would overcome the overbearing impact that the proposed building would have, particularly on the residents at Heald Green House.

Light pollution

Environmental Health are satisfied subject to the imposition of a condition with regards to further details about the design and installation of lighting. It is noted that the existing car park has 5m high lighting standards and the planning statement submitted to accompany the application details the intention to use low level lighting.

Air pollution

Environmental Health have assessed the Air Quality report and are satisfied subject to a condition an informative requiring good practice principles in relation to Air Quality.

Disruption during construction works

The impacts of development upon residential amenity could be managed through the submission of a Construction Management Plan if the local planning authority were minded to recommend approval of the planning application.

Loss of outlook / property value / revenue to Manchester Airport

There is no right to a view, property value or business revenue protection afforded by planning legislation.

Landscaping and Trees - The proposal involves the loss 4 groups of young category C trees and shrubbery located within the site and along the eastern boundary. The replacement trees proposed are 21 No. Silver Birch, 16 No. Alder and 800 native shrubs and the applicant outlines in their supporting documentation that off site trees would be subject to tree protection measures. This element of the scheme in accordance with the replacement tree strategy and would be acceptable (no objections have been received from Arboriculture subject to conditions as set out above) subject to the satisfaction of aerodrome safeguarding with regards to species selection and the pruning of trees in accordance with the recommendations of Greater Manchester Police.

Security – Greater Manchester Police have no objections to the scheme subject to the development be carried out in accordance with the recommendations contained within the Crime Impact Statement, which could be conditioned were the local planning authority be minded to grant consent.

Flood Risk – The application was accompanied by a Flood Risk Assessment and Drainage Strategy which the Flood Risk Management team were furnished with. Contrary to objections received, the report concludes that the site is at low risk of flooding and sustainable urban drainage systems are proposed to control surface water runoff. Flood Risk Management did not raise any objections subject to the imposition of conditions.

Outstanding details – From inspection of the submitted documentation it appears that boundary treatment and waste disposal remains as existing. Were the local planning authority minded to approve the application further details would have been requested.

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 the right to a fair hearing and to this end the Committee 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 Head 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 refusal of the application is proportionate to the wider benefits of refusal and that such a decision falls within the margin of discretion afforded to the Council under the Town and Country Planning Acts.

Recommendation REFUSE

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. Officers have communicated their concerns about this proposal to the applicant during the course of pre-application and during the processing of the planning application, but these concerns have not been overcome. The proposal is considered to be contrary to the development plan and therefore refused in a timely manner.

Reason for recommendation

1. The scale and massing of the development proposed would cause harm to residential amenity by virtue of providing an overbearing structure, contrary to policy DM1 of the Core Strategy and the National Planning Policy Framework.
2. The increase in comings and going of vehicles and increase in the numbers of vehicles within the application site will lead to noise disturbance that would cause harm to the residential amenities of surrounding property, contrary to policy DM1 of the Core Strategy, saved policy DC26 of the Unitary Development Plan and the National Planning Policy Framework.
3. The design of the development proposal constitutes an overly dominant incongruous structure in the street scene to the detriment of the visual amenity and character of the area, by virtue of the height and extent of the building, particularly along Styal Road contrary to policies SP1 and DM1 of the Core Strategy and the National Planning Policy Framework.

Local Government (Access to Information) Act 1985

The documents referred to in the course of this report are either contained in the file(s) relating to application ref: 112323/FO/2016/S2 held by planning or are City Council planning policies, the Unitary Development Plan for the City of Manchester, national planning guidance documents, or relevant decisions on other applications or appeals, copies of which are held by the Planning Division.

The following residents, businesses and other third parties in the area were consulted/notified on the application:

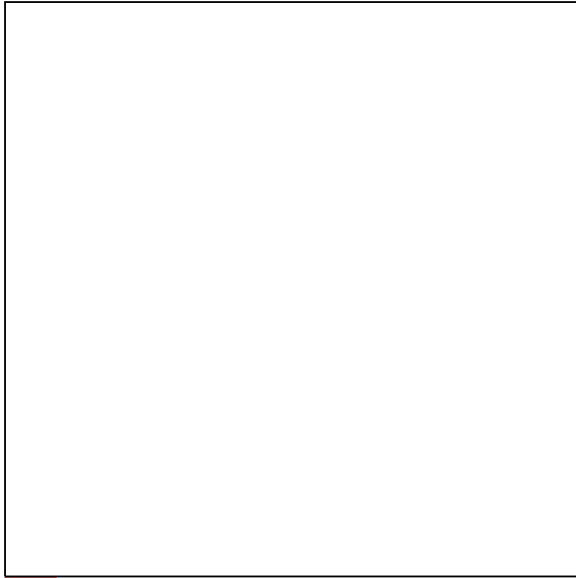
Manchester Airport
Highway Services
Environmental Health
Neighbourhood Team Leader (Arboriculture)
MCC Flood Risk Management
South Neighbourhood Team
Greater Manchester Police
Transport For Greater Manchester
Greater Manchester Ecology Unit
Stockport Metropolitan Borough Council

A map showing the neighbours notified of the application is attached at the end of the report.

Representations were received from the following third parties:

Full list of all representations received placed on file.

Relevant Contact Officer : Jennifer Connor
Telephone number : 0161 234 4545
Email : j.connor3@manchester.gov.uk



 Application site boundary  Neighbour notification
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