

<b>Application Number</b>	<b>Date of Appln</b>	<b>Committee Date</b>	<b>Ward</b>
113298/FO/2016	15 Aug 2016	12 Jan 2017	Crumpsall

**Proposal** Temporary use of land for creation of commercial vehicle storage area (sui generis) and associated boundary treatment and landscaping for a period of up to 12 months

**Location** North Manchester Business Park, Land at Brightside Road, Crumpsall, Manchester

**Applicant** Mr Nic Evers, Salford Van Hire Ltd, C/O Agent

**Agent** Miss Rhian Harris, HOW Planning, 40 Peter Street, Manchester, M2 5GP

### Description

The application site relates to a section of land forming part of North Manchester Business Park also known as the former Old Blackley works. The site which is edged red on the plan below forms part of a wider site edged blue, also within the ownership of the applicant.



The application site is bounded by the remainder of a wider site along its eastern boundary, flanked by the River Irk with residential properties beyond. The western perimeter of the site is adjoined by a large swathe of vegetation, which due to the topography of the land, sits at a lower level to the site of North Manchester General Hospital.

The northern part of the site adjoins another business park, whilst to the south is a recent residential development comprising an estate of dwellinghouses and a paper waste recycling depot situated on the corner of Waterloo Street and Brightside Road. Access to the site is achieved via an access spur off a roundabout along Brightside Road and was constructed as part of a previous permission.



*View of access into the site off Brightside Rd*



*North west looking view of part of the site with North Manchester General Hospital in the distance*

The site itself is almost entirely covered in rough grassland, self seeded vegetation and trees, with a small area of hard-standing which allows access into the site. Its perimeter has been partially secured with a painted timber hoarding and access gate.

The site which is allocated for employment purposes, relates to a former chemical works which historically manufactured organic dyes. As a consequence, the site became heavily contaminated, although in recent years, the land has been remediated with layers of contaminated land capped off.

The wider area surrounding the site is largely residential in character, interspersed by small and medium scale commercial uses

The current application seeks planning permission for the use of the site for the temporary storage of vehicles associated with the operations of Salford Van Hire Ltd. The facility which will not be open to the public will be used to store various trailers and rigid vehicles during the 'down periods' of the business. Typically, between March and September each year.

The application as originally submitted proposed a temporary, two year period to operate on a 24 hours basis. However, due to concerns surrounding the temporary use of the land and potential disturbance, the proposal has been revised to allow for a 12 month temporary period and to operate between the hours of 7am – 7pm. The background to the site and proposal is outlined further below.

## **Background**

The application site which forms part of a wider redevelopment site has had a mixed history including planning permission for remediation works, housing and more recently in 2005, outline permission for industrial development comprising Class B1, B2 and B8 uses.

The outline application was one of three, separate applications covering the former works, with planning permission for residential development on the other two areas of the former works having been implemented. It is understood that issues surrounding substantial land contamination have prevented the current site from being brought forward for residential development.

The consented redevelopment schemes were approved subject to the provision of an improved access arrangement from Waterloo Street to serve both the employment area known as North Manchester Business Park and the adjacent redevelopment off Celia Street. Parallel applications were submitted for both the residential and employment schemes.

The access arrangement from Waterloo Street was approved as part of the residential application. The means of access was considered to be fixed as part of both applications, in order to ensure adequate provision for the relationship between the residential and commercial areas of the former works site.

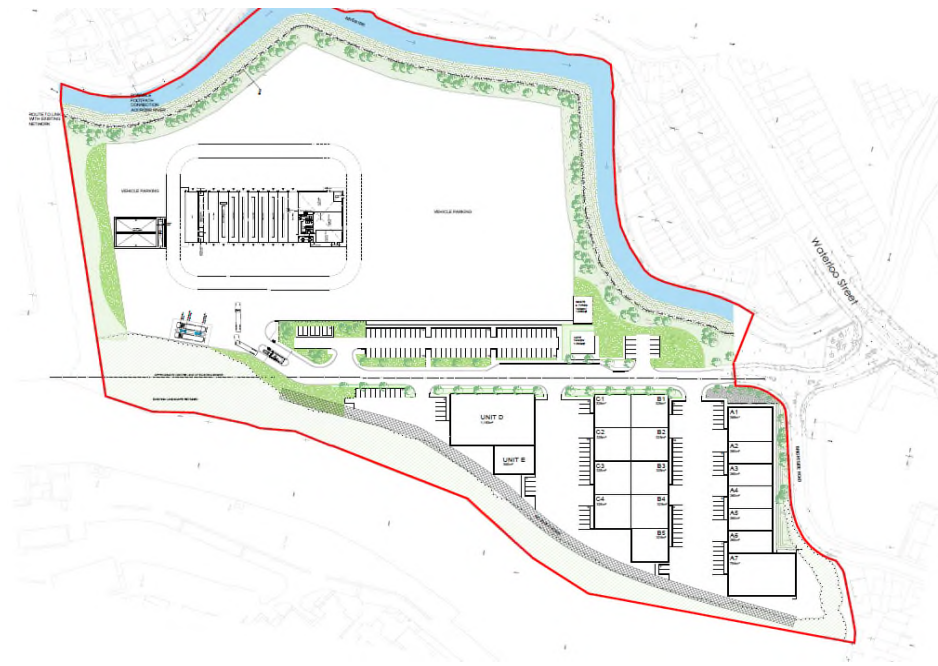
Based on the above history and its location within North Manchester Business Park, the application site is considered appropriate for an employment generating use.

As a consequence, the applicant, Salford Van Hire Ltd (SVH) has procured the entire site (approx. 8 ha) known as Manchester Business Park, of which the current application site forms a part of.

The company prior to this explored and assessed various options for obtaining suitable land for their operations throughout the north-west of England. Following engagement with and advice from Manchester City Council, SVH have purchased the application site in the hope of investing in job creation and the local economy in order to stay in an area in which it has been situated for over 50 years.

The current application forms the first phase of a wider strategy for the redevelopment of the entire site for their operations.

A masterplan has been produced which shows how the area could be developed for the erection of a commercial vehicle storage and maintenance facility, with the remainder of land to be developed for up to 7750 sqm of employment uses (Classes B1, B2 and B8). A copy of the plan is shown below and indicates the erection of buildings, parking and perimeter landscaping. Whilst the plan is only for illustrative purposes, it is envisaged that the end product will be a high quality employment site.



***Please note, the masterplan image above is for illustrative purposes and for indicative use only***

The current application relates to the bottom half of the above plan area only (below the access road). It is proposed an interim measure to allow this area to be used for the storage of vehicles as part of the rationalisation of the business and to decant vehicles away from other areas including a site within the Strangeways area. The leases on SVH's current storage sites are coming to an end and therefore it is necessary to secure permission for a storage facility in the shorter term. As such, the current application seeks temporary permission for use of the site as vehicle storage.

Following the expiration of the temporary permission, SVH plan to implement their wider masterplan objective by implementing a hybrid approach to the development of the entire North Manchester Business Park site. This is to involve a full application for a commercial vehicle maintenance facility with associated storage and an outline application for up to 7750 sqm of employment units within use classes B1, B2 and B8.

In order to ensure the wider masterplan is brought forward and to prevent the potential, continued use of the land for temporary uses, the applicant has agreed to enter into a legal agreement to achieve the end objectives.

## **Consultations**

Local Residents/Occupiers – In response to the application as originally proposed, 4 representations were received, including one of support. The comments are outlined below:

- The application is supported in principle and it is considered that the proposal is a good use of land. The expansion of local businesses in the neighbourhood is well intention but it is believed that the hours of use should be more limited to prevent noise disruption and consideration should be given to local flooding.

Within the last 12 months, flood levels have caused water to flood part of the car park and gardens on Hawkins Close.

- The proposal will increase local traffic congestion and noise pollution.
- Heavy traffic will damage the road surface and impact upon highway safety.
- The proposal will decrease local property values.
- There are bats in the area. The bats will be disturbed if there are night-time operations taking place.
- There are no details of waste disposal.
- The land over the years has been found to be contaminated with carbon disulfide, which is very concerning and could cause health issues.
- It is questioned what landscaping is proposed and what measure will be undertaken for site security.

Following revisions to the proposal and a subsequent period of neighbour re-notification, 4 further letters of representation have been received, including 1 from a previous resident. Whilst one of the representations adopts a neutral stance, 3 of the representations object to the proposal. Comments are summarised below:

- There are concerns surrounding increased levels of traffic on Hazelbottom Road and Slack Road. It is believed the proposal will only exacerbate existing traffic congestion and add further to the volume of HGV traffic passing through a predominantly residential neighbourhood.
- The proposal will lead to increased level of noise pollution in the local area which will impact negatively upon the quality of life for people living nearby.
- Development of the type proposed is inappropriate for this site. The site is surrounded by residential properties and uses connected to industrial/employment uses should not be permitted as they impact on the amenity of local residents.
- It should be difficult to grant permission for a temporary scheme without knowing what the future scheme will look like.
- In the past 14 years, the Council have granted permission for 3 housing estates all located in the vicinity of the land. It is unreasonable to ask residents to look out of their properties onto circa 410 vehicles. It is considered the proposal will affect nearby property values making them virtually unsalable.
- It is questioned how excavation to facilitate the underground storage tanks will impact upon existing carbon disulfide issue.

- The proposed boundary treatment will not form a visual screen.
- The proposal will be a source of air and noise pollution and impact upon local wildlife.

Local Ward Members – Cllr Leese and Cllr Marshall initially raised concerns regarding the use of the site as essentially a car park, without any long term strategy for the redevelopment of the site as a high quality, employment site. It is believed these concerns have now been overcome.

Neighbourhood Services – The application is supported.

Environmental Health – No objection. It is recommended that the use is for a temporary 12 months period only. The 24 hour use of the site is not considered appropriate and reduced hours of operation should be sought.

Conditions are recommended with respect to external lighting, hours of use and a restriction to the temporary period.

Contaminated Land – Final comments are awaited and will be reported to the Committee.

MCC Flood Risk Management – Following initial concerns about the content of the proposed surface drainage, the revised surface water drainage details are considered acceptable.

Highway Services – It is noted that outline planning consent was granted in 2005 for redevelopment of the site for B1/B2/B8 use. The outline planning application was one of three separate applications covering the site of the former works. Planning approval for residential development on the two other areas of the former works site have been implemented.

The access arrangement from Waterloo Street was approved as part of the residential application. The means of access was considered to be fixed in relation to the 2005 applications, including the need to make adequate provision for the relationship between the residential and commercial areas of the former works site.

The site benefits from public transport links via bus services on Waterloo Street.

#### *Trip Generation*

The following additional comments are made:

The applicant has provided information regarding the proposed vehicle movements at the site.

It is accepted that the trip generation associated with the site can be accommodated within the existing highway network. However, further information is required regarding the suitability of the surrounding highway to accommodate turning movements and stacking capacity of articulated vehicles.

### *Parking and Layout*

On site storage parking is to be provided for up to 310 vehicles, consisting of the following:

- Trailer spaces 140 (bay size 3.5m x 13.5m)
- Tractor unit spaces 100 (bay size 3m x 6.5m)
- Rigid vehicle spaces 70 (bay size 3m x 12m)

The applicant has provided a number of swept path drawings which illustrate that an articulated vehicle can safely manoeuvre within the sites internal layout.

It is recommended that on-site staff parking provision is provided. It is also recommended that the parking layout is formalised and demarcated.

### *Off Site Highway Works*

It is recommended that the applicant reviews and provides improvements accordingly for the following:

- The existing highway layout on Brightside Road and spur access road. This will require the relining / introduction of give-way markings and existing TROs adjacent to the roundabout which provides access / egress to the site.
- In terms of the roundabout, there appears to be a lack of road markings to indicate the roundabout alignment, give-way marking, stop lines etc. There may also be the requirement for physical features on the entry / exit arms to the roundabout.
- The stacking capacity of the right turn pocket on Waterloo Street to accommodate articulated vehicles.

All of the works required to achieve the above should included as part of a S278 agreement via an off-site highways condition, to be funded by the applicant.

### *Pedestrian Access & Cycle Provision*

It is not expected that pedestrians or cyclists will require access to the site under the temporary site arrangement.

Environment Agency – As the proposal is for the temporary use of land for the storage of commercial vehicles, a detailed Flood Risk Assessment (FRA) is not required.

A detailed FRA will however be required to accompany any future development plans. This should refine and incorporate the recommendation of the level 1 FRA and should include further consultation with the Environment Agency and Manchester City Council.

It is also stated that the site is within an area that the Environment Agency is able to issue warnings of river flooding.

Greater Manchester Ecology Unit – It is noted that the application includes an Ecological Appraisal which has been undertaken by an experienced ecological consultancy whose work is known to the Ecology Unit. The Appraisal studied a wider area than included in the current application.

Advice is offered in relation to breeding birds and a condition is recommended with regard to the removal of vegetation during the bird nesting season.

A condition is also recommended with respect to the control of invasive species as they are known to be present along the River Irk and construction works may cause these species to spread.

The survey identified the River Irk as a corridor used by bats for commuting and foraging. Therefore it is important that the proposals will not disrupt this by using inappropriate lighting. It is therefore recommended a suitable lighting condition is imposed.

The submitted survey also recommends that if works have not started before March 2016 then additional badger surveys should be carried out prior to works commencing on site. It is therefore requested that a condition to this effect be attached to any permission.

United Utilities – No objection. Conditions are recommended with respect to foul and surface water drainage

### **Other matters**

#### **Consultation & Publicity**

The proposal, by virtue its site area has been classified as a small scale major development. As such, the proposal has been advertised in the local press (Manchester Evening News) as a major development. A site notice was also displayed at the application site and notification letters have been sent to neighbouring, nearby residential occupiers.

#### **Environmental statement**

The Town and Country Planning (Environmental Impact Assessment) Regulations 2011 (as amended) requires that any proposed development falling within the description of a Schedule 2 development, as defined by the Regulations, will be subject to an Environmental Impact Assessment where such development is likely to have significant effects on the environment.

Due to the size and location of the site (2.4 hectares) and the nature of the development, the proposed development falls under the category of an 'urban development project' within Schedule 2.

In summary, the proposed development is not considered to have a significant environmental impact and any impact is likely to be of a localised, low adverse or negligible impact only.



The screening opinion issued by the City Council confirmed that an EIA was not required for this proposal.

## **Policy**

### Local Development Framework

The principal document within the framework is the Manchester Core Strategy which sets out the spatial vision for the City and includes strategic policies for development during the period 2012 – 2027.

'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 also been saved until replaced by further development plan documents to accompany the Core Strategy. Planning applications in Manchester must therefore be decided in accordance with the Core Strategy, saved UDP policies and other Local Development Documents.'

The following policies within the Core Strategy are considered relevant:

Policy SP1 (Spatial Principle) refers to the key spatial principles which will guide the strategic development of Manchester together with core development principles. It is stated that developments in all parts of the city should create well designed places which enhance or create character, make a positive contribution to the health, safety and well-being of residents, consider the needs of all members of the community and protect and enhance the built environment. Further, development should seek to minimise emissions, ensure the efficient use of natural resources, reuse previously developed land wherever possible, improve access to jobs, services and open space and provide good access to sustainable transport provision.

Policy DM1 (Development Management) states that new development should have regard to more specific issues for which more detailed guidance may be given within supplementary planning documents. Issues include: the appropriate siting and appearance of development, the impact upon the surrounding area, the effects on amenity, accessibility, community safety and crime prevention, health, the adequacy of internal accommodation and amenity space and refuse storage/collection.

Policy EC1 (Employment and Economic Growth in Manchester) looks to ensure priorities for economic growth, the Council will support significant contributors to economic growth and productivity including health, education, retailing, cultural and tourism facilities, and other employment generating uses.

Policy EC3 (Regional Centre) – states that within the Regional Centre development for employment generating uses including offices and other commercial development will be encouraged.

Policy EC4 (North Manchester) states that north Manchester is expected to provide approximately 14ha of employment land.

The key development opportunity in the area is:

1. City Centre Fringe suitable for office (B1a) led mixed use development:

- Strangeways
- Collyhurst

2. Significant existing employment and economic development is found in:

- Strangeways Employment Area north of the City Centre fringe, suitable for retention and growth of general industry, warehousing and distribution.
- Collyhurst, north of City Centre Fringe, an area with a number of major employers
- Cheetham offering cultural facilities, such as museums.
- Manchester Fort Retail Park
- North Manchester Business Park

The Council will promote development which has had regard to:

- The key transport infrastructure such as the arterial roads Bury New Road, Cheetham Hill, Rochdale Road and other public transport networks such as bus routes;
- Metrolink and proposed extension and new stops;
- Connecting major employment opportunities to residential neighbourhoods within North Manchester and Lower Broughton and Salford;
- The importance of waterways and particularly the Irwell River in creating a sense of place and attracting investment.

Policy T2 (Accessible Areas of Opportunity and Need) states that the Council will actively manage the pattern of development to ensure that new development: is located to ensure good access to the City's main economic drivers, including the Regional Centre, the Oxford Road Universities and Hospitals and the Airport and to ensure good national and international connections. Is easily accessible by walking, cycling and public transport; connecting residents to jobs, centres, health, leisure, open space and educational opportunities. Particular priority will be given to providing all residents access to strategic employment sites.

Policy EN14 (Flood Risk) – refers to flood risk and amongst other issues states that all new development should minimise surface water run-off, including through Sustainable Drainage Systems (SUDS) and the appropriate use of green infrastructure.

Policy EN16 (Air Quality) – states that the Council will seek to improve the air quality within Manchester, and particularly within Air Quality Management Areas, located along Manchester's principal traffic routes. Developers will be expected to take measures to minimise and mitigate the local impact of emissions from traffic generated by the development, as well as emissions created by the use of the development itself.

Policy EN17 (Water Quality) states that developments should minimise surface water run-off and minimise ground contamination into the watercourse construction.

Policy EN19 (Waste) states that the Council will require all developers to demonstrate the proposals consistency with the principles of the waste hierarchy (prevention, reduction, re-use, recycling, energy recovery, and disposal). Developers will be required to submit a waste management plan to demonstrate how construction and demolition waste will be minimised and recycled.

In addition to the above, a number of UDP policies have also been saved until replaced by further development plan documents to accompany the Core Strategy.

#### Unitary Development Plan for the City of Manchester, 1995 (Saved Policies)

The below saved policies of the Unitary Development Plan are also considered relevant:

Policy CC11 (Industrial and Commercial Uses) refers to areas of former industrial land in the Lower Crumpsall area of the Irk Valley and states that the City Council will permit business or residential development, together with landscaped open areas.

Any development should seek to enhance the Irk Valley as a strategic 'green finger'. Close to the river itself, any development will be required to be of a high quality and be set back from the river bank in or to provide for improved access.

Policy DC26 (Noise) states that the Council intends to use the development control process to reduce the impact of noise on people living and working in the City. In particular, consideration will be given to the effect of new development proposals which are likely to be generators of noise.

#### The Guide to Development in Manchester (SPG/SPD) (2007)

The Guide to Development in Manchester is a supplementary planning document which contains core principles to guide developers. The document offers design advice and sets out the City Council's aspirations and vision for future development and contains core principles to guide developers to produce high quality and inclusive design. The principles that development should seek to achieve, include, character and context, continuity, and enclosure, ease of movement, quality of the public realm, diversity, legibility and adaptability. This guidance is relevant not only to permanent development, but also to temporary uses such as that proposed in this application.

#### National Planning Policy Framework

The central theme to the NPPF is to achieve sustainable development. The Government states that there are three dimensions to sustainable development: an economic role, a social role and an environmental role (paragraphs 6 & 7).

Paragraphs 11, 12, 13 and 14 of the NPPF outlines a "presumption in favour of sustainable development". This means approving development, without delay, where it accords with the development plan and where the development is absent or relevant policies are out-of-date, to grant planning permission unless any adverse

impacts of doing so would significantly and demonstrably outweigh the benefits when assessed against the NPPF.

Paragraph 8 of the NPPF states that these roles should not be undertaken in isolation:

*“...to achieve sustainable development, economic, social and environmental gains should be sought jointly and simultaneously through the planning system”*

Paragraph 9 of the NPPF states that pursuing sustainable development involves seeking positive improvements in the quality of the built, natural and historic environment as well as in people’s quality of life. This includes making it easier for jobs to be created in cities.

#### National Planning Policy Guidance (March 2014)

The Government produced a suite of documents to act as a live resource which set out advice and best practice on a wide range of planning issues following a detailed review of planning policy guidance as a way of streamlining policy.

The relevant sections of the NPPG in this case are as follows:

*Noise* - Local planning authorities’ should take account of the acoustic environment and in doing so consider:

- whether or not a significant adverse effect is occurring or likely to occur;
- whether or not an adverse effect is occurring or likely to occur; and
- whether or not a good standard of amenity can be achieved.

Mitigating the noise impacts of a development will depend on the type of development being considered and the character of the proposed location. In general, for noise making developments, there are four broad types of mitigation:

- engineering: reducing the noise generated at source and/or containing the noise generated;
- layout: where possible, optimising the distance between the source and noise-sensitive receptors and/or incorporating good design to minimise noise transmission through the use of screening by natural or purpose built barriers, or other buildings;
- using planning conditions/obligations to restrict activities allowed on the site at certain times and/or specifying permissible noise levels differentiating as appropriate between different times of day, such as evenings and late at night, and;
- mitigating the impact on areas likely to be affected by noise including through noise insulation when the impact is on a building.

*Pre-application Engagement* offers a significant potential to improve both the efficiency and effectiveness of the planning system and improve the quality of

planning applications and their likelihood of success. This is achieved through providing:

- An understanding of relevant policies
- Working collaboratively and openly with interested parties at an early stage to identify, understand and seek to resolve issues associated with the proposed development.
- Discussion of possible mitigation methods against impact of proposed development; and
- Identifying the information required to accompany a formal planning application.

## **Issues**

### Principle

Having regard to the existing planning policy framework, City Council policy and national planning guidance, the principle of the development is considered to be acceptable.

Saved policy CC11 of the Unitary Development Plan indicates that in areas of former industrial land in Lower Crumpsall area of the Irk Valley, the City Council will permit business or residential development.

Policy EC4 of the Core Strategy also applies to the proposed development. It states that north Manchester is expected to provide around 14ha of additional employment land during the plan period (to 2027) and that significant existing employment and economic development is found in the North Manchester Business Park.

The policy goes on to state that development will be promoted if it has had regard to a number of matters, including connections to key pieces of transport infrastructure and connecting major employment opportunities to residential neighbourhoods.

The spirit of these policies is closely reflected in national planning guidance. Notably, the National Planning Policy Framework (NPPF).

Paragraph 18 of the NPPF states that:

*'The Government is committed to securing economic growth in order to create jobs and prosperity, building on the country's inherent strengths, and to meeting the twin challenges of global competition and of a low carbon future'.*

Paragraph 19 states further that:

*'The Government is committed to ensuring that the planning system does everything it can to support sustainable economic growth. Planning should operate to encourage and not act as an impediment to sustainable growth. Therefore significant weight should be placed on the need to support economic growth through the planning system'.*

In this case, it is considered that the proposed development will lead to the regeneration of a vacant, redundant, brownfield site with a history of contamination to provide an economic, employment generating facility that will partially tidy up land allocated for such a use.

Whilst a temporary vehicle storage facility may not in itself present a high quality, employment use City Council objectives ultimately seek to achieve, the proposal forms a clear stepping stone to the redevelopment of the entire site for such a use. It is also considered that the proposed facility would relieve parking pressure and congestion elsewhere within the city, particularly in the Strangeways area and would assist the applicant being able to consolidate and retain its business in Manchester.

On this basis, it is considered that the proposal broadly accords with the Council's longer term intentions for the site. The proposal would facilitate a larger employment generating use and therefore gains support from both local and national policy relating to use of previously developed land for the benefit of strategic economic objectives.

In addition, there are a number of other issues to consider including the impact upon local ecology, residential amenity, land contamination, the function of the location highway network and flood risk. These issues are explored in more detail further in the report.

### Use

The proposal comprises the surfacing of the site for the temporary storage of vehicles in advance of proposals for the wider regeneration of the site as a vehicle storage and maintenance depot, and for the creation of a number of business units. A temporary 12 month period is proposed.

The site is to be used for the storage of various types of truck trailers, tractor units and 18 and 26 tonne rigid vehicles. It may also be necessary to store other vehicles including light goods vehicles (LGVs) and passenger vehicles. The indicative layout plan submitted as part of the application shows space for the parking of 140 articulated trailers, 100 tractor units and 70 rigid vehicles.

The vehicles will be stored during the down periods of the business (Generally between March and September) with vehicle movements outside of these periods considerably lower. Vehicle deliveries to the site will principally be between the hours of 7am and 7pm.

The submitted Management Plan which accompanies the application states that vehicle movements will be coordinated to ensure efficient use of drivers' times and smooth movements in and out of the site to mitigate the stacking of vehicles. Deliveries are to be carried out by qualified SVH staff. The facility is not open to the general public and will not therefore be used for the processing of rental agreements.

Approximately 4-6 staff will be employed to manage the site, with additional security guards also proposed.

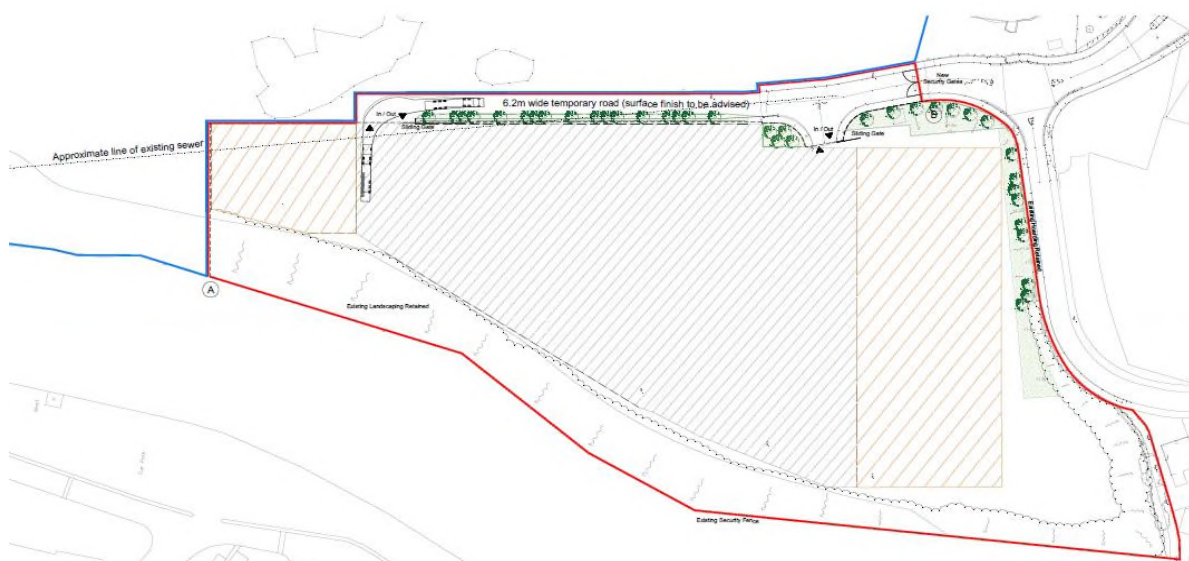
## Site Layout

The proposed layout is largely dictated by the nature of the use.

The proposal seeks to maximise use of the space by parking vehicles in a uniform manner, with vehicles densely, efficiently packed, but parked in appropriately sized spaces for the vehicle size and to allow ease of access and to minimise vehicle movements on the site.

To provide screening to the site and to break up the area of hard-standing, landscaping is proposed along the access road into the site and along the southern perimeter adjacent to Bright side Road

Due to the temporary use of the site, the proposed layout is considered acceptable.



## Access

The sole access to the site would be from a short spur of highway off a recently constructed mini roundabout off Brightside Road via Waterloo Street. The access comprises a priority junction from Waterloo Street with a transitional link of approximately 40 metres leading to the mini roundabout, separating access to the residential and employment areas.

This access arrangement was approved as part of the previous residential applications which considered the need to make adequate provision for the relationship between the residential and commercial areas of the former works site.

The spur leading to the application site extends into the site itself with a carriageway width of 7.3 metres, with 2 metre wide footways along both carriageway edges. The access is considered suitable for a vehicles associated with an industrial use, with the access and proposed layout of the internal areas having been reviewed by

appropriate tracking software, demonstrating the swept paths for all vehicles using the site and that access and circulation of the vehicles can be adequately achieved.

### Impact upon the Highway

One of the key considerations as to the acceptability of the proposed use is the impact upon the local highway network and any potential for traffic congestion. This is an issue also raised by local residents.

In terms of vehicle routeing and the impact on the local road network, Waterloo Street, the access road leading to the site is a classified distributor road which provides access to adjacent residential and industrial areas, including Hendham Vale Industrial Park, approximately half a mile to the south.

Access to the strategic road network is available via Factory Lane leading to the main north/south arterial route of Rochdale Road which connects to the city centre and meets the M60 motorway at junction 20, 2 miles from the site.

To the south of the site, Waterloo Street becomes Hazelbottom Road before meeting Smedley Road, connecting to Queens Road at a signalised junction.

Waterloo Street itself and nearby Factory Lane includes speed cushions with some sections of the road having a 20mph speed limit. There are no restrictions on vehicle types on any part of the road with all junctions providing access to principal and strategic highway routes being of a suitable geometry to accommodate the vehicles, with no movement restrictions.

With regard to any potential for localised congestion, it is acknowledged that the proposed use is for the storage of vehicles during the down periods of the business. Vehicle movement into and out of the site is therefore relatively low.

The transfer of vehicles to the temporary storage facility will vary depending on the typical profile of activity to suit business demand and will fluctuate throughout a typical annual cycle.

The applicant has produced an overview of the maximum projected vehicle movement forecasts.

During the anticipated quiet periods between the months of January to March and June to September, 20 movements a day are predicted. This rises to 30 vehicle movements per day during the steady period between March and May, rising further to 40 vehicle movements per day during the peak period of October to November. Minimal activity is expected during December.

Broken down further, the vehicle movements equate to a maximum of 2 per hour during the quiet periods and 4 movements per hour during peak periods.

Based on the maximum vehicle movements, it is unlikely that there would be any significant, undue impact upon the highway network as a consequence of any congestion or vehicle stacking.



Highway Services have assessed the submitted information and accept that the trip generation associated with the site could be accommodated within the existing highway network. Similarly, access into the site can be suitably achieved.

It is recommended however that off-highway works are introduced, specifically road markings, including give-way markings on the mini roundabout which provides access into the site. A condition to this effect is recommended.

### Cycle Parking

The applicant has stated that it does not expect staff to arrive by bicycle as visits to the site will be principally via the movement of vehicles associated with the use of the site.

It is believed however, that there is potential for staff and notably security staff to travel by bicycle. Therefore to accord with City Council objectives for promoting alternative means of travel than by private car, a condition has been included which will require the provision of cycle storage.

### Residential Amenity

Policies DM1 and SP1 of the Core Strategy advocate that consideration should be given to effects of development upon the amenity, living conditions and the well-being of residents, including that of noise.

In terms of development and noise, saved Policy DC26 of the Unitary Development Plan states that the Council should consider the effect of new development proposals which are likely to be the generators of noise and the implications of new development being exposed to existing noise sources.

In this instance, it is acknowledged that there may be some impact upon nearby residents but not to such a degree that this would be harmful. The site relates to a former chemical works and has an allocation for an employment use. The expectation is therefore that the site could be developed for a non-residential use.

Despite this, whilst the site can accommodate a substantial number of vehicles, as previously outlined, the number of vehicle trips per day is limited. The hours of operation have also been reduced to 7am to 7pm to minimise any impact and the applicant has submitted a management strategy to ensure any disruption is controlled to protect amenity.

The management plan details that the facility will not be open to general public and that activity is relatively low key. Further details also include that of the vehicle specifications.

Engine types across the entire fleet are designed to be as efficient as economically possible, with the current range principally meeting the latest Euro 5 and Euro 6 technology standards. As a consequence, noise levels generated by the fleet can range from 70 (dB) for cars to 85 (dB) for trucks. This is significantly less for vehicles

that are idling or moving slowly as would be expected on the site itself. By comparison it is said that the noise would be less than some household appliances.

The modern fleet run engine management systems that restrict noise in urban environments, including managing air compression to not waste energy. The trucks also have auto idle cut out to prohibit excessive engine idling. The truck trailers do not generally have engines and those that do are to be stored empty and therefore do not require engines to run continuously.

Having regard to the above, it is believed that given the existing context of the site, the temporary use and through effective management, any impact upon the living conditions of nearby residential occupiers would be suitably mitigated. A condition has been included to ensure the management plan is adhered to.

### Waste Management

Policy DM1 of the Core Strategy refers to the need for all new development to have regard to refuse storage and collection.

The applicant envisages that minimal waste if any will be produced at the site as a consequence of the storage nature of the operations and the number of people on site. The vehicles will not be cleaned or maintained on the site as part of this application.

It is considered however, that whilst there are only a small number of staff, including security staff, a small amount of general waste would be produced. On this basis, a condition has been included which will require the submission and approval of an appropriate waste management strategy.

### Visual Amenity

It is acknowledged that there will be some loss of visual amenity to those that overlook the site, particularly to the north and north-east.

The site does, however, have an industrial past and is allocated for continued use as an employment site. It should not therefore be expected that views of the site would be the same as for non urban or a typical sub-urban setting.

The number of properties that overlook the site is limited, with this part of the overall site being some distance from the nearest properties. However, to provide some visual relief, the applicant has proposed landscaping along the eastern boundary to the site along the internal access road. Further strengthening of the existing southern boundary adjacent to Brightside Road is also proposed. Moreover, the applicant has indicated and is well aware of the need to provide a robust landscaping strategy, particularly along the eastern boundary adjacent to the River Irk as part of the masterplan and any future application to develop the entire site.

In light of the above, it is considered that due to the temporary nature of the use, the existing policy context and the landscaping measures proposed, the impact upon visual amenity is satisfactory.

### Ecology

As part of the application submission, the applicant has produced an Ecological Appraisal and specifically an extended Phase 1 Habitat survey and Ecological Appraisal which accords with British Standards. The survey includes all land within the site boundary, plus a buffer zone of up to 0.25km.

The survey method records information on habitats, together with any evidence or potential for legally protected and notable fauna, in particular, potential for roosting bats, signs of badgers other mammals, nesting birds, newts and amphibians. Checks were also undertaken for the most common invasive species including Japanese Knotweed and Himalayan Balsam.

The results of the survey include a number of recommendations and mitigation measures which have been reviewed by the Greater Manchester Ecology Unit.

Whilst there is no objection to the proposal on nature conservation grounds, a number of conditions are recommended with respect to design of lighting to protect bio-diversity (notably bats), the control and management of invasive species and the need for further survey work to be undertaken in relation to potential badger habitats. Appropriate conditions have been included and it considered that any impact upon ecology can be effectively mitigated and should not form a barrier to the redevelopment of the site.

In addition to the above, it should be noted that no trees of any significant ecology value are to be removed as part of the proposal.

### Flood Risk and Drainage

The application site is located in flood zones 1 and 2 and not considered to be of significant flood risk.

In line with the strengthening of Government guidance relating to the provision of sustainable drainage systems (SuDs) for major planning applications, the proposal incorporates a surface water drainage scheme which has been assessed by both the Council's Flood Risk Management team and the Environment Agency and is considered to be acceptable. A condition has been included to ensure compliance with the submitted scheme.

### Contaminated Land

Policy EN18 of the Core Strategy requires that consideration should be given to potential sources of ground contamination and the effect on new development.

The application has been accompanied by a Preliminary Geo-Environmental Assessment which details the history of the site in terms of the ground conditions and notes that remediation works, including significant earthworks and removal of underground structures and contamination hotspots were completed in 2007. The report considers the impact upon human health, controlled waters and ground gas and concludes that based on available information, any potential risk can be

effectively mitigated through a series of measures and that there is unlikely to be any significant contamination on site. It does however also recommend a further site investigation report, particularly in relation to the most northern part of the wider site.

The final comments of the Council's Contaminated Land Section are awaited, but it is not expected that there is a significant risk from contamination nor that contamination would form a barrier to the development in this instance. A condition has been included which will require the approval of a site investigation report and any subsequent remediation strategy prior to the commencement of development.

### Air Quality

In terms of air quality, it is not considered that the proposal will have any significant impact upon existing, local air quality levels.

Vehicles movements to and from the site are relatively low and the use of the site for such purposes accords with the relevant planning policy which encourages the use of the land for employment or economic purpose.

The use of the site for the storage of vehicles coincides with the relocation of vehicles from other vehicle storage depots nearby and therefore it is not envisaged that there would be any material, net difference in the number of vehicles stored in the local area.

The vehicle fleet comprises modern, efficient technology which lessens vehicle emissions and meets the latest Euro 5 and Euro 6 standards. Any impact would therefore be limited.

### Crime and Disorder

Policy DM1 of the Core Strategy requires that consideration be given to community safety and crime prevention.

The submitted Management Plan states that the site is to be fully secured using appropriate fencing and gates. 24 hour security will monitor the site including security guards. It is considered that these measures will provide effective security to the site.

### S.106 Agreement

A key factor for consideration is how the longer term objective for the creation of a high quality employment use could be achieved. It is also necessary to remove the potential for any temporary permission to be continually renewed which would undermine this objective.

The applicant who is committed to achieving a longer term solution has agreed to enter into a legal agreement which will require the cessation of the temporary use at the end of the temporary period and for the submission of the hybrid proposal for the redevelopment of the wider site within a set timeframe.

This willingness to contribute to one of the City's key economic objectives is welcomed and complies with the relevant planning policy.

### Conclusion

On balance, having regard to the above, it is considered that the proposed temporary use will not result in significant impact upon either residential or visual amenity, or upon the operation of the local highway network.

The proposed site has an allocated employment use and the current proposal will help facilitate the long-term redevelopment of a former industrial, brownfield site through its interim use to meet the needs of the site owner.

The site is situated in a highly sustainable location and will harness the economic objectives of both the City Council and the Government by bringing forward an effective use of land that will ultimately create jobs and contribute to the local economy.

The proposal has been assessed against both local and national policy and guidance and is therefore considered to accord with saved policies CC11 and DC26 of the Unitary Development Plan for the City of Manchester, policies DM1, EC1, EC3, EC4, T2, SP1, EN14, EN16-EN19 of the Core Strategy and the National Planning Policy Framework.

**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 approval of the application is proportionate to the wider benefits of approval and that such a decision falls within the margin of discretion afforded to the Council under the Town and Country Planning Acts.

**Recommendation      MINDED TO APPROVE SUBJECT TO A S.106  
AGREEMENT**

## **Article 35 Declaration**

Officers have worked with the applicant / agent in a positive and proactive manner to guide the application through all stages of the planning process and resolve any issues that arose in dealing with the planning application.

## **Reason for recommendation**

### **Conditions to be attached to the decision**

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

Site location plan numbered 14043\_PL100 and drawing numbered 14043-PL101/B stamped as received by the City Council as Local Planning Authority on 14th July 2016 and 30th November 2016 respectively.

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.

2) The permission hereby granted is for a temporary period only, expiring 12 months from the site first becoming operational. All buildings, works and use comprising the development for which permission is hereby granted are required to be respectively removed and discontinued following the expiration of the temporary period. The land shall be reinstated to its former condition within 3 months from the cessation of use following the end of the temporary period. Confirmation should be provided to the City Council as Local Planning Authority of the date operations first commence.

Reason - In order to protect the amenity of local residents, pursuant to policies SP1 and DM1 of the Core Strategy.

3) The application site shall not be in use outside the following hours:-

07.00 to 19.00 hrs daily.

Reason - In interests of residential amenity in order to reduce noise and general disturbance, pursuant to saved policy DC26 of the Unitary Development Plan for the City of Manchester and policies SP1 and DM1 of the Core Strategy.

4) Notwithstanding details submitted, the use shall not commence until a hard and soft landscaping treatment scheme has been submitted to and approved in writing by the City Council as local planning authority.

The approved scheme shall be implemented in accordance with a timescale to be submitted to and agreed in writing by the City Council as Local Planning Authority. A timescale for the replacement of any trees, shrubs or any other landscaping removed, uprooted or destroyed, or in the opinion of the local planning authority, seriously damaged or defective, shall also be submitted to and agreed in writing by the City Council as Local Planning Authority.

Reason - To ensure that a satisfactory landscaping scheme for the development is carried out that respects the character and visual amenities of the area, in accordance with policies SP1, EN9 and DM1 of the Core Strategy.

5) A scheme for off site highway works shall be agreed and approved in writing by the City Council as Local Planning Authority. The works shall include:

-The re-lining and introduction of give-way markings, stop lines and existing TROs adjacent to the roundabout on Brightside Road which provides access/egress to the site.

The development hereby approved shall not be operational until the works have been constructed in accordance with the approved details.

Reason - In the interests of highway safety, pursuant to policies DM1 and SP1 of the Manchester Core Strategy.

6) No above ground development shall commence until a scheme for the storage (including segregated waste recycling) and disposal of refuse has been submitted to and approved in writing by the City Council as local planning authority. The details of the approved scheme shall be implemented as part of the development and shall remain in situ whilst the use or development is in operation.

Reason - In the interests of visual amenity and public health, pursuant to policies DM1 and SP1 of the Manchester Core Strategy.

7) The development hereby approved shall be fully implemented in accordance with the measures detailed in the Surface Water Drainage Statement (Rev B) and Drainage Layout drawing (002/P1) produced by Integra Consulting received by the City Council as Local Planning Authority via e-mail dated 30th November 2016.

Reason - To prevent the increased risk of flooding, to improve water quality and ensure future maintenance of the surface water drainage system pursuant to policy EN14 and DM1 of the Core Strategy.

8) a) Before the development hereby approved commences, a report (the Preliminary Risk Assessment) to identify and evaluate all potential sources and impacts of any ground contamination, groundwater contamination and/or ground gas relevant to the site shall be submitted to and approved in writing by the City Council as local planning authority. The Preliminary Risk Assessment shall conform to City Council's current guidance document (Planning Guidance in Relation to Ground Contamination).

In the event of the Preliminary Risk Assessment identifying risks which in the written opinion of the Local Planning Authority require further investigation, the development shall not commence until a scheme for the investigation of the site and the identification of remediation measures (the Site Investigation Proposal) has been submitted to and approved in writing by the City Council as local planning authority.

The measures for investigating the site identified in the Site Investigation Proposal shall be carried out, before the development commences and a report prepared

outlining what measures, if any, are required to remediate the land (the Site Investigation Report and/or Remediation Strategy) which shall be submitted to and approved in writing by the City Council as local planning authority.

b) When the development commences, the development shall be carried out in accordance with the previously agreed Remediation Strategy and a Completion/Verification Report shall be submitted to and approved in writing by the City Council as local planning authority.

In the event that ground contamination, groundwater contamination and/or ground gas, not previously identified, are found to be present on the site at any time before the development is occupied, then development shall cease and/or the development shall not be occupied until, a report outlining what measures, if any, are required to remediate the land (the Revised Remediation Strategy) is submitted to and approved in writing by the City Council as local planning authority and the development shall be carried out in accordance with the Revised Remediation Strategy, which shall take precedence over any Remediation Strategy or earlier Revised Remediation Strategy.

Reason - To ensure that the presence of or the potential for any contaminated land and/or groundwater is detected and appropriate remedial action is taken in the interests of public safety, pursuant to policies DM1 and EN18 of the Core Strategy.

9) The new boundary treatment indicated on approved drawing numbered 14043-PL101/B stamped as received by the City Council as Local Planning Authority on 30th November 2016 shall be completed prior to the development hereby approved becoming operational. The development shall only be carried out in accordance with the approved details and shall thereafter be retained.

Reason - To ensure that the appearance of the development is acceptable to the City Council as Local Planning Authority and in the interests of visual amenity and security, pursuant to policies SP1 and DM1 of the Core Strategy.

10) The development hereby approved shall include a lighting scheme and a scheme for the illumination of external areas during the period between dusk and dawn. Full details of such a scheme shall be submitted to and approved in writing by the local planning authority prior to commencement of any lighting works. The approved scheme shall be implemented in full before the use commences and shall remain in operation for so long as the use continues.

Reason - In the interests of residential amenity, crime reduction and the personal safety of those using the proposed development pursuant to policies DM1 and SP1 of the Manchester Core Strategy.

11) If any lighting at the development hereby approved, when illuminated, causes glare or light spillage which in the opinion of the Council as Local Planning Authority causes detriment to adjoining and nearby residential properties, within 14 days of a written request, a scheme for the elimination of such glare or light spillage shall be submitted to the Council as local planning authority and once approved shall thereafter be retained in accordance with details which have received prior written approval of the City Council as Local Planning Authority.



Reason - In order to minimise the impact of the illumination of the lights on the occupiers of nearby residential accommodation, pursuant to policies DM1 and SP1 of the Manchester Core Strategy.

12) Prior to the installation of any external lighting, a "lighting design strategy for biodiversity" for features or areas to be lit shall be submitted to and approved in writing by the City Council as Local Planning Authority. The strategy shall:

a) identify those areas/features on site that are particularly sensitive for bats and that are likely to cause disturbance in or around their breeding sites and resting places or along important routes used to access key areas of their territory, for example, for foraging; and

b) show how and where external lighting will be installed (through the provision of appropriate lighting contour plans and technical specifications) so that it can be clearly demonstrated that areas to be lit will not disturb or prevent the above species using their territory or having access to their breeding sites and resting places.

All external lighting shall be installed in accordance with the specifications and locations set out in the strategy, and these shall be maintained thereafter in accordance with the strategy. Under no circumstances should any other external lighting be installed without prior consent from the local planning authority.

Reason - In order to protect wildlife from works that may impact on their habitats pursuant to policies EN9 and EN15 of the Manchester Core Strategy.

13) No tree felling or pruning works or vegetation clearance should take place during the optimum period for bird nesting (March to July inclusive) unless nesting birds have been shown to be absent.

Reason - In order to protect wildlife from works that may impact on their habitats pursuant to policies EN9 and EN15 of the Manchester Core Strategy.

14) Prior to the commencement of development, an invasive non-native species protocol shall be submitted to and approved by the local planning authority, detailing the containment, control and removal of Japanese Knotweed and Himalayan Balsam on site. The measures shall be carried out strictly in accordance with the approved scheme and implemented prior to the first use of the development hereby approved.

Reason - To control the spread of invasive species, pursuant to policy EN15 of the Manchester Core Strategy (2012).

15) No work or development shall commence on site ( including ground clearance works), until a scheme for an ecological watching brief, to be carried out by a suitably qualified person, for the purpose of assessing whether badgers are present, has been submitted to and approved in writing by the City Council as local planning authority. If badgers are found to be present and will be affected by the development, mitigation measures shall submitted to and approved in writing by the City Council as Local Planning Authority.

The development shall only be carried out in accordance with these approved details.

Reason - To ensure the protection of wildlife habitats in the locality, pursuant to policy EN15 Manchester Core Strategy.

16) The development hereby approved shall only be implemented in accordance with the measures detailed in the submitted Management Plan received by the City Council via e-mail dated 21st November 2016. The Management Plan shall remain in use at all times whilst the development is in operation.

Reason -To safeguard residential amenity and to mitigate any impact on the highway, pursuant to Policies DM1 and SP1 of the Manchester Core Strategy.

17) The use hereby approved shall not commence until space and facilities for bicycle parking have been provided in accordance with details to be submitted to and approved in writing by the City Council as Local Planning Authority. The approved space and facilities shall then be retained and permanently reserved for bicycle parking whilst the use is in operation.

Reason - To ensure that adequate provision is made for bicycle parking so that persons occupying or visiting the development have a range of options in relation to mode of transport in order to comply with policies SP1, T1 and DM1 of the Core Strategy.

#### **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: 113298/FO/2016 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:**

Highway Services  
Environmental Health  
MCC Flood Risk Management  
Contaminated Land Section  
Planning Strategy  
Greater Manchester Police  
United Utilities Water PLC  
Environment Agency  
Greater Manchester Ecology Unit

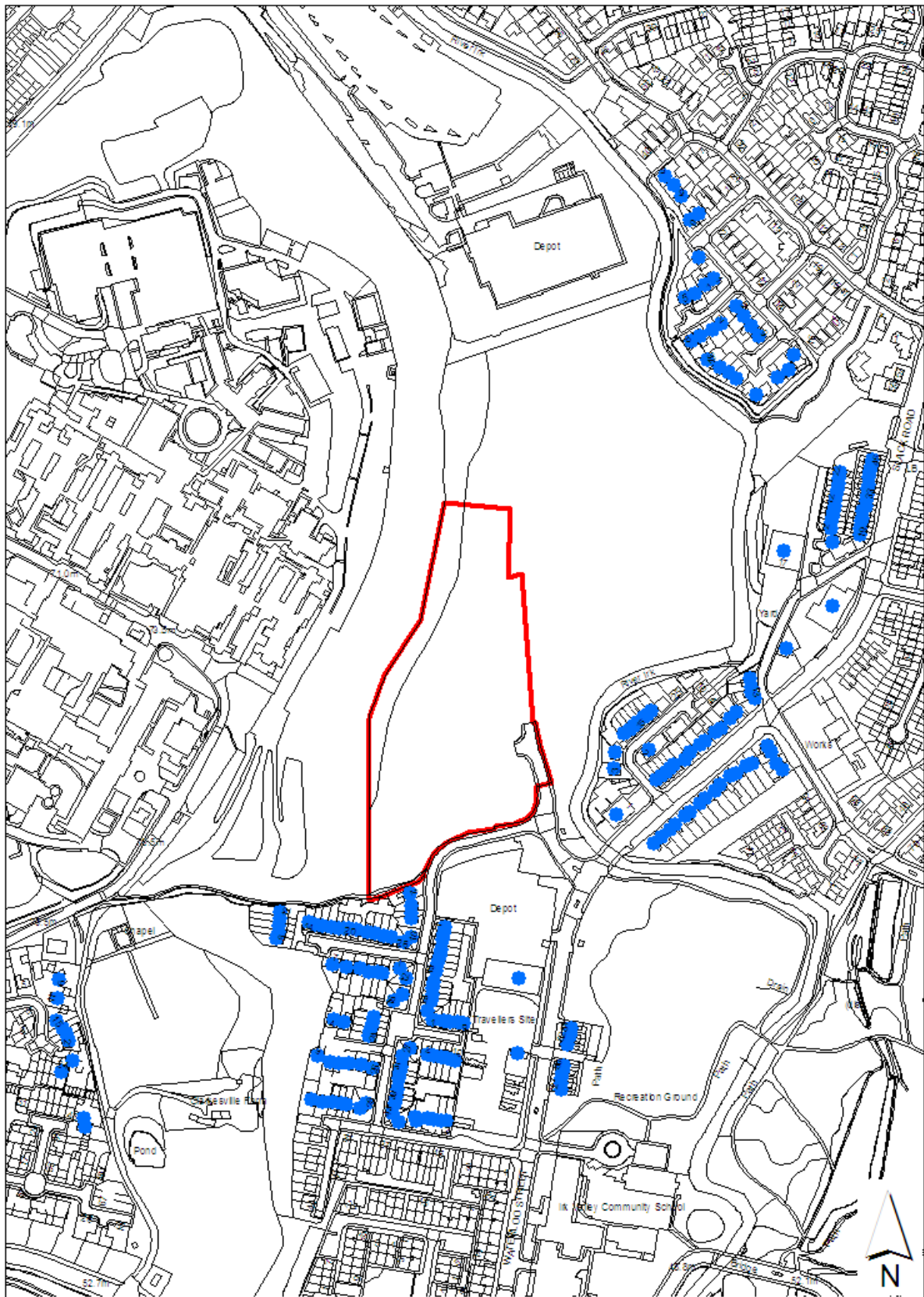
A map showing the neighbours notified of the application is attached at the end of the report.

#### **Representations were received from the following third parties:**

Environmental Health  
MCC Flood Risk Management

Environment Agency  
Greater Manchester Ecology Unit  
10 Hawkins Close, Blackley, Manchester, M9 8QL  
15 Longshaw Close, Mmanchester, M8 5XL  
23 Hawkins Close, Manchester, M9 8QL  
17 Longshaw Close, Manchester, M85XL  
7 Marshbrook Drive, Manchester, M9 8NN  
32 newcroft drive, Blackley, Manchester, M98pu

**Relevant Contact Officer :** Steven McCoombe  
**Telephone number :** 0161 234 4607  
**Email :** s.mccoombe@manchester.gov.uk



Application site boundary ● Neighbour notification  
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