

Application Number	Date of Appln	Committee Date	Ward
114349/FO/2016	31 Oct 2016	12 Jan 2017	Woodhouse Park

Proposal Erection of a 4 storey multi-storey car park to provide off-airport car parking facilities for 2,244 cars with associated landscaping (resubmission of planning application 112323/FO/2016/S2, reduction in spaces by 145 spaces, relocation of access to Styal Road, footprint reduction, modelling, elevational alterations and landscaping)

Location Peter Ashley Carparks Limited, Irvin Drive, 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 this being a resubmission of application 112323/FO/2016/S2, which was refused by Planning and Highways Committee on the 25th August 2016. The application was reported to Planning and Highways in that instance due to the absence of a Wythenshawe Area Committee in the month of August 2016. The reasons for refusal were as follows:

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.

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 application site 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.

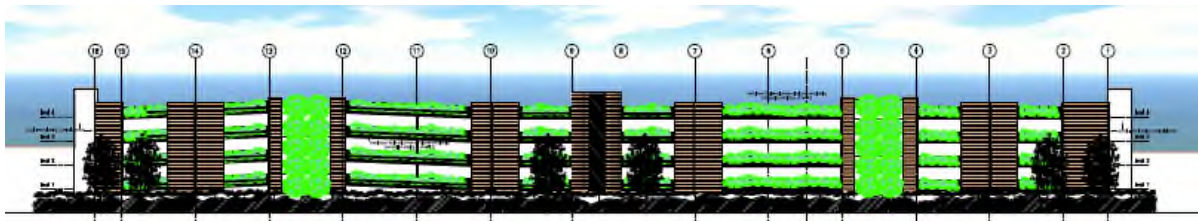
The applicant has stated that this submission addresses the three reasons for refusal of application 112323/FO/2016/S2.

The proposal is for a four storey multi-storey car park to provide off-airport car parking facilities for 2,244 cars (a further 1,584 spaces than the existing surface level car park) with associated landscaping. This would constitute in a reduction of numbers from the previous submission of 145 spaces.

The external surface level car parking fronting Irvin Drive would be retained, however, this submission differs from its predecessor in that it proposes to relocate the existing access to the site from Irvin Drive to Styal Road. The existing staff accommodation on Irvin Drive would be removed, the access gates would be replaced by fencing and a new staff/reception/ admin office would be located at the entrance to Styal Road. The applicant proposes that an area edged red hatched on plan adjacent to Irvin Drive would have no vehicular movement outside of the hours of 6am and 8pm.

Other changes from the original submission constitute the Styal Road elevation being moved 2m back from the edge of the footway, although this has not in itself resulted in a reduction in the footprint of the building, as the footprint has shifted 2m to the east, with further tree planting to the Styal Road frontage. There are design changes to the Styal Road elevation, to introduce articulation, involving a step around a curved central stair tower and cutaways at the corners facing Styal Road, which has resulted in a reduction of the footprint of the building.

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 to all elevations. 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 – 167 letters of objection have been received, 2 letter of support have been received (as they are glad to see change in the area that supports the airport and doesn't impact residents) and a representation has been made by a Councillor of a neighbouring authority.

The main points of objection 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.

- There has been no tangible change in the plans which would warrant a review of the decision. Why has the applicant been allowed to resubmit.
- The new access off Styal Road would make the proposal worse due to the location near to several junctions. The entrance will require highways works, the relocation of a bus stop and it is unclear how the applicant will protect street trees during construction.
- *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 properties on Irvin Drive and to 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 design is a megalithic blot / monstrous dominating structure on the landscape of the Garden City, at the entrance to Heald Green, a concrete eyesore that no amount of fancy shrubbery, timber and landscaping could screen. Tree planting will take decades to reach any form of maturity.

- 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.
- The development will have an effect on local wildlife.
- 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.
- This application will not provide financial benefit or employment for Heald Green or Wythenshawe.
- Could the development not be put underground?
- This application will lead to a loss of revenue for Manchester Airport.
 - Reference has been made to a start on site constituting the removal of trees and the replacement of fencing. The works do not constitute development or a commencement of development.

Highway Services - CONTEXT:

The proposals are for the erection of a 4 storey multi-storey car park to provide off-airport car parking facilities for 2,244 cars with associated landscaping (resubmission of planning application 112323/FO/2016/S2, reduction in spaces by 145 spaces, relocation of access to Styal Road, footprint reduction, modelling, elevational alterations and landscaping)

The proposed development will replace an existing 660 space surface level car park. The site is accessed via Styal Road and is situated close to Manchester Airport in Woodhouse Park.

There are currently 'no waiting at any time' parking restrictions in operation on Styal Road adjacent to the site. Styal Road is also subject to a 40mph speed limit. The proposed site is located close to good public transport links with bus, Metrolink and rail services all within an acceptable walking distance from the development.

TRIP GENERATION AND JUNCTION CAPACITY:

TfGM HFAS (Highway Forecasting and Analytical Services) and UTC (Urban Traffic Control) have reviewed the updated proposals in respect of the airport car parking.

It is noted that this application is a resubmission of Approval 112323/FO/2016/S2 and the submitted information contained within the TA covers the change of access for the proposed car park on Styal Road. The trip generation is broadly similar as that seen on the previous submission so HFAS have nothing further to report and note that TfGM's previous response did not object to the proposals.

UTC also confirm that the traffic flows generated are very low and have no further comments to make.

ON SITE PARKING / LAYOUT

The proposed 2,244 space MSCP is to replace an existing 660 space surface level car park.

This is a reduction of 145 spaces in comparison to the recent planning application for the site, submitted to Manchester City Council (MCC) in June 2016 (planning reference -112323/FO/2016/S2)

The applicant previously 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 above in terms of the resubmission of the planning application.

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 or manoeuvres impacted due to stacked parking. 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. It appears that two disabled parking bays are to be provided adjacent to the sites vehicular entrance.

One of the parking bays is likely to be obstructed by the entry gates. The re-submitted Transport Assessment states that the proposed development will result in an increase of staff numbers from 3 to 4. However the re-submitted application form indicates that staff numbers will increase from 15 to 35. It is recommended that the applicant clarifies staff numbers at the site.

It is also recommended that the applicant provides further details regarding proposed staff parking provision at the site.

As part of the resubmission a number of parking bays have been designated for drop-off / pick-up, for use by the general public. Further information is required regarding the management of these bays i.e. permitted waiting times.

As part of the car park expansion, the number of minibuses to be used by the car park operator will increase from 3 to 4. The minibuses will accommodate up to 8 people and will be parked within 4 dedicated 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 taxi's.

VEHICULAR ACCESS:

The proposed vehicular access into to the site will be via a new entrance / exit arrangement from Styal Road. The access will be located approximately 65m south of the Styal Road/Finney Lane/Simonsway junction and will take the form of a priority controlled junction. The site access will feature a 9.0m wide access road with 10.0m corner radii. A pedestrian refuge island with dropped kerbs and tactile paving will also be provided at the access. The new vehicular access arrangement will provide a ghost island right turn pocket for vehicles on Styal Road. It is recommended that the applicant confirms the number of vehicles that can be stacked within the right turn pocket.

It is recommended that the applicant provides a swept path drawing to illustrate that the largest vehicle type requiring access / egress to the site, can do so safely in a forward gear. The applicant should also confirm that the proposed new access arrangement will not impact on existing trees / lighting columns situated within the grass verge on Styal Road.

The applicant has provided visibility splays that have an 'x' (minor arm setback distance) of 2.4m and a 'y' (major road visibility) distance of 120m in accordance with TD9/93 of the Design Manual for Roads and Bridges (DMRB). It appears that the location of existing trees may impact on the stated visibility splay. It is recommended

that the applicant clarifies the achievable visibility splay taking into account the above.

The access will be gated and securitised, but will remain open during operational hours to prevent queuing along Styal Road during the peak periods. Further information is required regarding the operational hours at the site and how vehicular access will be managed outside of operation hours. It is recommended that the access gates open inwardly to avoid conflict with the adopted highway.

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

The proposed Styal Road entrance replaces the existing Irvin Drive access. The applicant has indicated that the closure of the existing access will have a beneficial impact on Irvin Drive. There will be a reduction in vehicular trips along the road and at the Finney Lane / Irvin Drive junction, improving the vehicular operation and amenity for the existing properties along Irvin Drive.

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:

It appears that all previously proposed off-site highway works relating to new Traffic Regulation Orders (TROs) and footway provision on Irvin Drive is not required given the proposed new Styal Road MSCP access.

A S278 agreement will be required for highway works to be undertaken on Styal Road and at the new Styal Road entrance, 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 conditions are attached to any approval relating to a Construction Management Plan, Refuse, External Lighting, Externally Mounted Ancillary Plant, Acoustic Treatment, Air Quality and Contaminated Land.

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) – No objections from an arboricultural perspective.

MCC Flood Risk Management – Recommend conditions relating to surface water drainage and the maintenance and management of a sustainable 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 section 4 of the appendices within the submitted Crime Impact Statement.

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

Greater Manchester Ecology Unit – Have no objections to the application on nature conservation grounds.

Manchester Airport Safeguarding Officer - As safeguarding authority for Manchester Airport our response, under the Town and Country Planning (Safeguarded Aerodromes, Technical Sites and Military Explosives Storage Areas) Direction 2002, is as follows:

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).

However, at a maximum height of 18m, the development remains just below Runway 05L Type A Surface and therefore does not conflict with the Airport's physical safeguarding criteria.

The safeguarding officer recommends that in the event of an approval a condition should be attached relating to a lighting scheme, and an informative relating to the operation of cranes during construction

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 must 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 suggestions, but at this stage the applicant has not described what measures would be incorporated, only those that could be. The measures that are required will need to be agreed through further consultation with the Aerodrome Safeguarding Authority for Manchester Airport.

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:

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 will 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:

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 proposed planting mix contains 54 Scots pine (*Pinus sylvestris*) around the perimeter of the site, which is unacceptable from a bird hazard safeguarding perspective due to their attractiveness to birds. These therefore need to be removed from the species list. In light of the modifications that are required to the landscaping scheme, should planning permission be granted for this development, the following condition should also be attached:

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.

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.

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 onto 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 queried at the time of the original application why the applicant had 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.

Traffic, 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. The applicant has provided this further information and the Highways response 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 Styal Road 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 (concerns are expressed about the species of tree selected, which could be renegotiated through condition were the authority minded to grant consent). They have confirmed that the structure proposed does not conflict with the Airport's physical safeguarding criteria.

Design – The proposed structure would measure between 16-18m in height. There are no other buildings in the immediate vicinity of such height.

The elevations to this resubmitted scheme have been altered, in that the Styal Road elevation has been moved 2m back from the edge of the footway, the footprint of the building has shifted 2m to the east, with further tree planting to the Styal Road frontage.

There are design changes to the Styal Road elevation, to introduce articulation, involving a 7.3m step around a curved central stair tower and cutaways of 4.5m at the corners facing Styal Road, which has resulted in a reduction of the footprint of the building.

The construction and material selection for the building remains as per the original submission, using a steel frame with concrete car decks clad with timber to vertical elements and full height "living wall" planting to all elevations (the previous scheme did not involve living walls to all elevations). Mesh impact barriers are proposed to the parking decks with planters and planting.

The design of the resubmitted scheme represents an improvement over the previously submitted scheme, in that an attempt has been made to breakdown the scale of the proposal and to provide the building with some sense of setting. Trees have been introduced as a device to screen the structure proposed.

The timber cladding and the “living wall” does improve the aesthetic of the structure. The cutaways and central stair tower to Styal Road giving some more interest, however, the alterations 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.

It is considered that additional vehicular activity on site associated with the comings and goings of an additional 1,584 vehicles (over the existing use) would 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 provided 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.

The Planning, Design and Access Statement sets out that an area edged red hatched on plan M15-25-10 Rev L adjacent to Irvin Drive would have no vehicular movement outside of the hours of 6am and 8pm.

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.

Moreover, the disturbance associated with such an increase of vehicular movements on site would not be restricted to those external surface level spaces immediately adjoining Irvin Drive.

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 stated as part of the original submission that the proposal had been sited at the northern and western most parts of the site to negate any harmful impacts upon neighbouring property which was located c.45m from the proposal.

Reason for refusal one attached to application 112323/FO/2016/S2 read:

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.

In this application, the development moves 2m nearer to property on Irvin Drive and would still be located c. 30m from Heald Green House.

The scale, mass and bulk of the building has not been reduced appreciably and not at all from the viewpoint of neighbouring residential property.

This scheme is therefore considered to have a more overbearing impact than the scheme previously refused.

At the moment, the residents of the properties on Irvin Drive have a view to the west towards a timber fence, with low level shrubbery, low quality tree 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.

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.

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 / revenue to Manchester Airport

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

Landscaping, Trees and Ecology - The proposal involves the loss 4 groups of young category C trees and shrubbery located within the site and along the eastern boundary. 49 No. replacement trees are proposed, 28 No. Silver Birch, 21 No. Alder and 1080 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 proposed is 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 (a query has been made about the selection of a Scots Pine shrub shown on landscape plan PP01 Rev C which is attractive to birds) and the pruning of trees in accordance with the recommendations of Greater Manchester Police.

Greater Manchester Ecology Unit have assessed the application and have raised no concerns. It is not considered that the scheme proposed would have any further impact upon ecology than the existing use on site.

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. 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.

Conclusion – It is acknowledged that the applicant has attempted to overcome the three reasons for refusal for the original application. However, it is not considered that the alterations sufficiently address the reasons for refusal, therefore the recommendation remains one of refusal.

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 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: 114349/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
Neighbourhood Team Leader (Arboriculture)
MCC Flood Risk Management
South Neighbourhood Team
Greater Manchester Police
Transport For Greater Manchester
Greater Manchester Ecology Unit
Manchester Airport Safeguarding Officer
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
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