

<b>Application Number</b>	<b>Date of Appln</b>	<b>Committee Date</b>	<b>Ward</b>
115947/FO/2017	11th Apr 2017	29th Jun 2017	Bradford Ward

**Proposal** Erection of part 9, part 8, part 7 storey building to form 169 residential apartments (Use Class C3a) together with the erection of 3 x 3 storey residential dwellings (Use Class C3a) with associated car parking, boundary treatment, landscaping, creation of access from Vesta Street, replacement substation together with other associated works

**Location** Land Bounded By Vesta Street, Old Mill Street, Ashton Canal Basin And Ashton Canal Towpath, Manchester, M4 6EQ

**Applicant** Manchester Life Development Company 2 Limited And, Loom Holdings 2 Limited, C/O Agent

**Agent** Ms Melissa Wilson, Deloitte LLP, 2 Hardman Street, Manchester, M3 3HF

## **Description**

The application site is approximately 0.64 ha and is bounded by Vesta Street, Old Mill Street, the Ashton Canal Basin and the Ashton Canal. The site is long and linear and is bounded by Old Mill Street to the north and Vesta Street to the west.

The topography of the site is uneven and has historically been split into two separate sites. Access to the site is from the eastern boundary along Vesta Street. The site is secured by security fencing, with the Ashton Canal basin forming the eastern boundary.

Access between the two parcels of land is via a wall in the centre of the site. The site is currently hardstanding with limited vegetation

The wider area to the development site is a mixture of residential dwellinghouses, purpose built apartment blocks and commercial developments. The New Islington Marina, located to the north of the site, has been subject to initial redevelopment work in the form of the new waterpark area and upgrading of the canal. In addition, new infrastructure has also been created in anticipation of the future developments in the form of the health centre and work has recently commenced on a new primary school, New Islington Free School.

There are still a number of development plots within close proximity to the site which may be developed in the future. These include the site between the former Ancoats Dispensary and the Ashton Canal basin, directly to the east of the Vesta site, which was subject to a partially implemented planning permission in 2003 (06765/FO/NORTH2/03).

Other recent development include residential apartments at The Point and planning permission has recently been granted at land at New Union Street for 302 residential apartments within 3 blocks reaching 8, 9 and 10 storeys. The marina itself has seen the creation of 43 two and three storey dwellinghouses with a further phase for 84

apartments currently pending consideration by the City Council (111587/FO/2016/N1).

In addition, planning permission was recently secured in September 2016 for Weavers Quay, providing 201 apartments with a part 10, part 4 storey building (112658/FO/2016/N1).

The nearest residential properties to the development site are at Islington Wharf Mews, adjacent to the development site. In addition, there are nearby residential buildings at CHIPS, Millners Wharf and the Hat Box, Islington Wharf, Albion Works and Vulcan Mill all of which are within 50 metres of to the east and south of the development site.

In terms of non residential developments, the former Ancoats Dispensary (Grade II Listed Building) is located to the south of the application site along Old Mill Street. The building has fallen into disrepair and is currently surrounded by scaffolding and hoardings to protect the building from further deterioration. Stubbs Mill is located adjacent to the Dispensary and has been converted into commercial floorspace.

Central Retail Park lies to the southwest of the site across Cotton Field Park. This comprises a series of retail units and surface car parking.

The application site is also located close to and has access to amenities and services along Great Ancoats Street and is in walking distance to the activities of the City Centre with its associated public transport facilities.

The applicant, Manchester Life Development Company 2 Limited And, Loom Holdings 2 Limited, is seeking full planning permission for the erection of part 9, part 8, part 7 storey building to form 169 residential apartments (Use Class C3a) together with the erection of 3 x 3 storey residential dwellings (Use Class C3a) with associated car parking, boundary treatment, landscaping, creation of access from Vesta Street, replacement substation together with other associated works.

## **Consultations**

**Local residents/public opinion** - The proposal has been advertised as a major development, as being of public interest, as affecting the setting of a Listed Building and affecting a right of way. Site notices were displayed at various locations around the application site. In addition, notification letters have been sent to local residents and businesses.

The following comments have been received and can be summarised as follows:

A total of five individual letters of objection have been received in respect of this planning application:

- It is disappointing that little attention has been given to the choice of brick which creates a bland impression. There will be a cumulative impact of bland developments in this part of Old Mill Street. The interesting and artistic look and feel of the area is being diluted;
- There have been no amendments to the scheme following the public consultation;

- The proposed development is of a poor quality design. This development is about maximising the number of units. The design is a long slab of repeated fenestration with little relief appearing as a fortress;
- The town houses have little amenity space and turn their back on the Ashton Canal creating a large expanse of brick wall;
- The whole development turns its back on the canal which can only add to anti-social problems;
- There is a dead area of land between the main block and the townhouses;
- There is no active frontage to Vesta Street which turn the whole street into a service yard which will be detrimental to place making;
- There are a number of single aspect north facing apartments overlooking Old Mill Street;
- The plans are not sympathetic to the heritage of the area;
- The building lacks character.

**Manchester Conservation Areas and Historic Buildings Panel** -The Panel questioned the changes in roof level as it seemed to be arbitrary. The preference would be for a continuous unified roofline.

The Panel felt that the scale of the proposed block would dominate the adjacent residential development and felt that the large block should be broken down into at least two elements.

The Panel stated that the proportions felt uncomfortable and was concerned over the detailed design and quality of finishes and materials.

The Panel noted that the slab elements are proposed as a metal cladding which they felt would look weak and would look poor over time. They observed that the projecting elements exacerbate the horizontal feel.

The Panel noted the weak boundary solution, poor landscaping and large car park and felt that this needed significant improvements.

### **Strategic Development Team – No objections**

**Highway Services** – There will be no unacceptable impacts on the capacity of the local highway network. A total number of 65 car parking spaces are to be provided as part of the development which equates to 35% spaces for the residential apartments and 200% provision for the townhouses. This level of parking is considered acceptable given the location of the development and the modal split within the transport assessment.

The car parking layout appears acceptable in principle. Further information should be provided as to how the car parking spaces will be managed. There should also be provision for electric car charging points.

There is a drop off and pick up area at the lobby entrance of the development. This area is accessed via the car park. It is recommended that additional information is provided regarding the management of this area. This is to prevent and minimise the impacts of the area becoming congested.

A motorcycle parking area is also located close to the lobby entrance. When assessed against the swept path for larger servicing vehicles, it would appear this parking area for motorcycles obstructs vehicles from manoeuvring throughout this section of the car park. Consideration should be given to whether this motorcycle space is in the most appropriate place.

The new vehicular access is via Vesta Street. The proposed access layouts have been assessed using swept path analysis of the largest vehicle access layouts to enter and exit the site to ensure that it is suitable.

The works to create the access will be required via a s278 agreement. To ensure that the carriageway remains clear of parked vehicles, it is recommended the traffic regulation orders are amended in this regard.

The proposal includes 138 cycle parking spaces (78%) within a ground floor store for residential of the apartments and the townhouses will have a garage facility capable of cycle storage. Consideration should be given to increasing the cycle provision to 100%.

The travel plan provided is acceptable in principle. A full travel plan shall be produced within 6 months of the building being occupied.

A waste management strategy has been submitted as part of the planning application. Information in relation to refuse collection vehicle numbers if required together with a servicing management strategy which details that the loading bay can accommodate the vehicles visiting the site.

A full construction management plan shall be submitted prior to the commencement of the works.

The works to create the new access and improve the pedestrian environment/footways should form a condition of the planning approval.

**Environmental Health** – The waste management arrangements for the development are considered to be acceptable.

With regards to the acoustic insulation of the residential accommodation, the internal noise criteria is acceptable. However, the glazing specification that has been given is only preliminary. In addition, it is proposed to have whole house ventilation and no details or specifications have been provided to show the internal criteria will be met when the ventilation scheme is in operation. This information will need to be submitted for approval.

There are currently no specifications for the plant and therefore the details will need to be provided.

Further information should be provided in respect of the ground conditions and a verification report should be submitted following completion of the development.

**City Arborist** – There are no trees on the site with significant visual amenity or arboricultural value to prevent the development of the site and as such there are no objections.

There are two Italian Alders to be retained along the canal tow path. These are well formed trees appropriate to their location. There will need to be adequate arboricultural method statement and tree protection plan will need to be put in place so that both trees will not be lost or damaged.

**Greater Manchester Archaeological Advisory Service (GMAAS)** – The application is accompanied by an archaeological desk based assessment. The site has high potential to contain buried remains of an iron foundry that was occupied in the mid 19<sup>th</sup> Century by the eminent engineer William Fairbairn, together with a late 19<sup>th</sup> or early 20<sup>th</sup> Century textile mill.

The archaeological evaluation comprised the excavation of a single trench, which was placed along the footprint of the mid 19<sup>th</sup> Century iron foundry and part of the later textile mill. Whilst the evaluation revealed that north western part of the site had been subject to considerable disturbance in the late 20<sup>th</sup> Century, with the resultant loss of all buried remains, significant structural elements of the former iron foundry and textile mill were revealed across the south eastern part of the trench.

The evaluation report identified an area of archaeological sensitivity that should be subject to further excavation and record prior to its loss to development ground works.

GMAAS concur with the findings and recommendations of the report and record that the outstanding archaeological works are secured through condition.

**Flood Risk Management Team** – Details of the surface water drainage and management should be submitted for approval.

**Design for Security at Greater Manchester Police** – There is no objection to the planning application on the basis the development is carried out in accordance with the Crime Impact Statement.

**Greater Manchester Ecology Unit (GMEU)** – Bat surveys were undertaken in September 2016 (dusk emergence) and May 2017 (dawn re-entry). No bats were seen to emerge or re-enter the building during any of the surveys and only common pipistrelle was recorded in the locality in very low numbers. No further surveys are therefore considered necessary and work can commence with a low risk to roosting bats.

Notwithstanding the above, bats are mobile in their habits and can and do turn up in the most unlikely places. If bats are found at any time during works, then work should cease immediately and advice sought from a suitably qualified bat worker. This should be an informative of any planning permission.

The site is adjacent to the Ashton Canal which is a grade A site of biological importance (SBI). The canal supports important aquatic flora including records for

the European Protected Special floating water plantain. The canal should be protected from development works, no building materials or surface water run off should be allowed to enter the canal and best construction practise should be followed to avoid any pollution of the canal. This should form part of the conditions of the planning approval.

Artificial lighting can affect the feeding and commuting behaviour of bats. Bats have been recorded on site foraging on the site and are likely to use the canal for commuting. It is therefore recommended that any lighting (both during construction and post development) be directed away from the canal. Prior to the commencement of the development a lighting plan should be submitted.

There should also be biodiversity improvements secured as part of any planning permission.

**Canal and River Trust** – The Trust advises that planning permission should not be granted due to the inappropriate design and massing of the proposed development and adverse impact on the Ashton Canal Corridor.

The Trust have no objection to residential development in this location. The Trust is, however, concerned that the development will not make a positive contribution to the Ashton Canal Corridor or wider New Islington neighbourhood and may, by virtue of its inappropriate design, adversely impact upon the emerging quality of the area.

Whilst the build line follows the basin side, the junction between the canal basin and the Ashton canal is simply the termination of a large residential block which fails to mark this important point in the canal. Whilst the CHIPS building and the contemporary Bacule bridge highlight and celebrate the canal junction and help place it in the local townscape it is not considered that this proposal supports this place making and fails to celebrate this prominent waterside. Greater consideration should be given to the design of the proposed development in relation to this important junction of the two waterways.

The main block has been designed to decrease density towards the Ashton Canal by providing some variety in block height. The small variation in building height is unlikely to be clearly read from street level and from the canal resulting in a large, heavy slab form, providing limited visual interest and contrary to the aims of the neighbourhood framework.

The building is considered to be too big for the immediate context. The neighbourhood framework states that there should be consideration of lower scale buildings. The Trust consider that the proposed development fails to reflect and respect the scale of the historic waterway and fails to fully consider its surroundings.

The Trust would wish to see the scheme revised to provide greater change in height between the Ashton Canal and the its northern elevation, with a reduced height fronting the Ashton Canal. Consideration should be given to breaking up the roofline which would assist in breaking up its visual scale and massing.

With regards to the townhouses, whilst they step down in height from the main block it is a very small component of the overall scheme and the relationship between the main block and the town house element appears awkward. The proposed development should transition in design and scale between the development and the lock keepers cottage. The townhouses are four storey to the back of the towing path with blank gables and only small, high strip windows to the canalside elevations. Their design does not reflect the aesthetic quality of the surrounding development and the gable ends do not make a positive contribution to the view along the canal corridor from east or west.

The junction of boundary treatments to the rear of the towing path is also considered to be poor, particularly the junction adjacent to the bridge. The 2 metre high solid privacy screens between terraces will have an adverse impact on the waterside scene and the juxtaposition with the external boundary fencing at the junction of the waterways of lower height is clumsy.

The access over the canal is poor and efforts should be made to improve this arrangement.

There appears to be an encroachment onto land within the Trusts ownership, particularly a hedge which has been planted.

There is limited information submitted in respect of landscaping. There should be a transitional green space and public realm between the water frontage and the development.

**Environmental Impact Assessment-** The Town and Country Planning (Environmental Impact Assessment) Regulations 2011 specifies that certain types of development require an Environmental Impact Assessment (EIA) to be undertaken.

The nature of the proposal falls within “Urban Development Projects” being of more than 150 residential units. The City Council has adopted a screening opinion in respect of this matter to determine if this level of assessment was necessary and to determine whether the proposed development was likely to give rise to significant environmental effects.

It was concluded that there will not be significant environmental impacts associated with the proposed development and therefore an Environmental Statement is not required.

## **Policy**

### **The Development Plan**

The Development Plan consists of:

- The Manchester Core Strategy (2012); and
- Saved policies of the Unitary Development Plan for the City of Manchester (1995)

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) and 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 as directed by the National Planning Policy Framework (NPPF).

The NPPF requires application to be determined in accordance with the Development Plan unless material considerations indicate otherwise.

#### Manchester Core Strategy Development Plan Document (July 2012)

The relevant policies within the Core Strategy are as follows:

Policy SP1 '*Spatial Principles*' states that one of the key spatial principles is the emphasis on the creation of neighbourhoods of choice, providing high quality and diverse housing around district centres which meet local needs, all in a distinct environment.

All development should have regard to the character, issues and strategy for each regeneration area – in this case East Manchester. In addition, new development will be encouraged that maximises the potential of the City's transport infrastructure, in particular promoting walking, cycling and the use of public transport.

The policy goes on to state that 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.
  - Making a positive contribution to the health, safety and well being of residents;
  - Considering the needs of all members of the community;
  - Protect and enhance the built and natural environment.
- Minimise emissions, ensure efficient use of natural resources and reuse previously developed land wherever possible;
- Improve access to jobs, services, education and open space by being located to reduce the need to travel and provide good access to sustainable transport provision.

The proposed development is considered to be in accordance with policy SP1 in that a high quality residential development will be provided that contributes towards meeting housing growth in the City and creating a high quality neighbourhood for residents to live in. Consideration has been given to minimising the impact on local residents along with protecting the historical context.



Policy EC3 '*The Regional Centre*' states that housing will be an appropriate use within the Regional Centre, although this should complement the development of mixed use employment areas. Subject to site and location details, the Regional Centre will generally be a location where higher density residential development is appropriate.

The proposal is considered to be in accordance with policy EC3 as it will provide a dense residential development thus contributing towards the City housing growth.

Policy T1 '*Sustainable Transport*' seeks to deliver a sustainable, high quality, integrated transport system to encourage modal shift away from car travel to public transport, cycling and walking, to support the needs of residents and businesses and to prepare for carbon free modes of transport. The Council will support proposals that:

- Improve choice by developing alternatives to the car;
- Promote regeneration and economic vitality by relieving traffic congestion and improving access to jobs and services, particularly for those most in need and for those without a car;
- Improve access to transport services and facilities in order to enable disabled people and people with mobility impairments to participate fully in public life;
- Improve pedestrian routes and the pedestrian environment;
- Improve and develop further Manchester's cycle network;
- Contribute to improvements to the extent and reliability of the public transport network through safe and attractive waiting facilities, better priority and information provision,
- Would reduce the negative impacts of road traffic.

The proposal is considered to be in accordance with policy T1 as the development is located in an area where there is access to a range of public transport modes whilst encouraging other forms of transport such as cycle, car sharing and car clubs.

Policy T2 '*Accessible areas of opportunity and needs*' 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 and to ensure good national and international connections;
- Is easily accessible by walking, cycling and public transport; connecting residential to jobs, centres, health, leisure, open space and educational opportunities. Particular priority will be given to providing all residents access to strategic employment sites including – links with East Manchester to employment locations such as Eastlands.

Applications should include appropriate Traffic Impact Assessments and Travel Plans for all major applications and for any proposals where there are likely to be access or transport issues.

This planning application is accompanied by a transport assessment and travel plan which demonstrates that the proposal will have a minimal impact on the local highway network and will encourage other forms of transport.

Policy H1 '*Overall Housing Provision*' states that the proportionate distribution of new housing, and the mix within each area, will depend on a number of factors, in particular, the need to diversify housing stock in mono tenure areas by increasing the availability of family housing. High density developments (over 75 units per hectare) are appropriate in both the City Centre and parts of the Regional Centre given the accessible location. 90% of residential development will be on previously developed land. The re-use of vacant housing, including the renewal of areas characterised by poor quality housing, will be prioritised. New developments should take advantage of existing buildings where appropriate through refurbishment or rebuilding works. If this is not possible, development schemes should contribute to renewal of adjacent areas which contain vacant or derelict buildings.

Policy H1 goes on to state that new residential development should take account of the need to:

- Contribute to creating mixed communities by providing house types to meet the needs of a diverse and growing Manchester population;
- Reflect the spatial distribution set out above which supports growth on previously developed site in sustainable locations and which takes account of the availability of developable sites in these areas;
- Contribute to the design principles of Manchester LDF including in environmental terms. The design and density of a scheme should contribute to the character of the local area. All proposals should make provision for appropriate usable amenity space. Schemes should make provision for parking cars and bicycles (in line with policy T2) and the need for appropriate sound insulation;
- Prioritise sites which are in close proximity to centres of high frequency public transport routes;
- Be designed to give privacy to both its residents and neighbours.

The development will form a dense residential scheme within an area that is expected to accommodate housing growth. Consideration has been given to the design, siting and scale of the building along with prioritising the re-use of a previously developed site. In addition, the proposal will also provide accommodation which will be attractive to a diverse range of housing needs through varying accommodation size. The accommodation is generous in size with a large number of the properties being 2, 3 and 4 bedroom accommodation.

Policy H2 '*Strategic Housing Location*' states that the key location for new residential development throughout the plan period will be within the area to the east and north of Manchester City Centre identified as a strategic location for new housing. Land assembly will be supported in this area to encourage the creation of large development sites or clusters of sites providing the potential for significant regeneration benefits.

Developers should take advantage of these opportunities by:-

- Diversifying the housing offer with particular emphasis on providing medium density (40-50 dwellings per hectare) family housing including affordable housing. In locations which are close to the City Centre, such as the Lower Irk Valley and Holt Town, higher densities will be appropriate. However, the provision of family homes should remain an emphasis in these areas, too.
- Including environmental improvements across the area.
- Creating sustainable neighbourhoods which include complementary facilities and services.
- Considering the scope to include a residential element as part of employment-led development.

The proposal is considered to comply with policy H2 in that it will provide a dense residential development in an area of the City that is expected to accommodate residential growth.

Policy H4 '*East Manchester*' states that over the lifetime of the Core Strategy, the area will accommodate around 30% of new residential development. Priority will be given to family housing and other high value, high quality development where this can be sustained. High density housing will be permitted within the parts of East Manchester that fall within the Regional Centre which are adjacent to the City Centre. These neighbourhoods include Ancoats and New Islington.

The proposal is considered to comply with policy H4 in that it will provide a dense residential development in an area of the City that is expected to accommodate residential growth.

Policy H8 '*Affordable Housing*' states affordable housing contributions will be considered of 0.3 hectares and 15 units or more. The development will not provide provision for affordable housing and will provide for sale accommodation as part of diversifying the area and offering housing choice. The viability of the scheme has been considered and is deliverable in its current form.

Policy EN1 '*Design principles and strategic character areas*' states that all development in Manchester will be expected to follow the seven principles of urban design. Opportunities for good design to enhance the overall image of the City should be fully realised, particularly on major radial and orbital road and rail routes. Proposals for new development must clearly detail how the proposed development addresses the design principle, reinforces and enhances the local character of that part of the City and supports the achievement of the Core Strategic objectives.

The proposed development is considered to be a high quality scheme in terms of its design and appearance and will enhance the regeneration of the area.

Policy EN3 '*Heritage*' states that throughout the City, the Council will encourage development that complements and takes advantage of the distinct historic and

heritage features of its districts and neighbourhoods, including those of the City Centre.

New developments must be designed so as to support the Council in preserving or, where possible, enhancing the historic environment, the character, setting and accessibility of areas and buildings of acknowledged importance, including scheduled ancient monuments, listed buildings, registered parks and gardens, conservation areas and archaeological remains.

The proposal is not considered to be unduly harmful to the surrounding Listed Buildings and structures.

The proposal has been designed to preserve the setting of the adjacent Listed Buildings and Conservation Area and removes a vacant site in a key regeneration area. The proposed building is considered to be a high quality addition to the area reflecting the key characteristics of the area in terms of siting, scale, massing and materiality.

EN4 '*Reducing CO<sub>2</sub> emissions by enabling low and zero carbon development*' states that the Council will seek to reduce fuel poverty and decouple growth in the economy, growth in CO<sub>2</sub> emissions and rising fossil fuel prices, through the following actions:

All development must follow the principles of the energy hierarchy being designed to:

- Reduce the need for energy through design features that provide passive heating, natural lighting and cooling;
- To reduce the need for energy through energy efficient features such as improved insulation and glazing;
- To meet residual energy requirements through the use of low or zero carbon energy generating technologies

Policy EN5 '*Strategic areas for low and zero carbon decentralised energy infrastructure*' states that with the regional centre (which includes the application site) will have a major role to play in achieving an increase in the level of decentralised, low and zero carbon energy supplies.

Policy EN6 '*Target framework for CO<sub>2</sub> reductions from low or zero carbon energy supplies*' states that developments over 1000 sqm will be expected to meet targets shown with the policy unless this can be shown not to be viable.

The development is considered to comply with policies EN4 – EN6 in that clear consideration has been given to how the buildings functions to reduce overall energy demands. The building fabric is considered to be high quality and will allow energy costs to remain low.

Policy EN9 '*Green Infrastructure*' states that new development will be expected to maintain existing green infrastructure in terms of its quantity, quality and multiple function. Where the opportunity arises and in accordance with current Green Infrastructure Strategies the Council will encourage developers to enhance the

quality and quantity of green infrastructure, improve the performance of its functions and create and improve linkages to and between areas of green infrastructure. Where the benefits of a proposed development are considered to outweigh the loss of an existing element of green infrastructure, the developer will be required to demonstrate how this loss will be mitigated in terms of quantity, quality, function and future management.

The proposal seeks to remove trees from the application site. Although some of the trees are in a good condition the overriding public benefits of developing this site outweigh their loss. The applicant intends to replace the trees at the site.

Policy EN14 '*Flood Risk*' states that all new development should minimise surface water run off. In addition, an appropriate Flood Risk Assessment (FRA) will also be required for all development proposals on sites greater than 0.5ha within critical drainage areas. Consideration has been given to the surface water run off from the site and a scheme will be agreed which minimises the impact from surface water run off.

Policy EN15, '*Biodiversity and Geological Conservation*', states that developers will be expected to identify and implement reasonable opportunities to enhance, restore or create new biodiversity, either on site or adjacent to the site contributing to linkages between valuable or potentially valuable habitat areas where appropriate.

The application site is not considered to be of high quality in ecology terms. The biodiversity of the site will be improved through the additional tree planting.

Policy EN16 '*Air Quality*' states that the Council will seek to improve the air quality within Manchester. The proposal is not considered to compromise air quality and measures will be incorporated into the scheme to minimise dust from the construction process and car usage during the operational phases.

Policy EN17 '*Water Quality*' states that developments should minimise surface water run off and minimise ground contamination into the watercourse. Consideration has been given to minimising the impact of the adjacent canal particularly during construction.

Policy EN18, '*Contaminated Land*', states that any proposal for development of contaminated land must be accompanied by a health risk assessment. The applicant has provided provisional details relating to ground conditions. Further investigative work will be needed to confirm the findings of the provisional details and determine if any mitigation is required.

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. The applicant has a clear waste management strategy for the site which will ensure that residents adhered to recycling principles.

Policy DM1 '*Development Management*' all development should have regard the following specific issues:-

- 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;
- 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;
- Effect on biodiversity, archaeological or built heritage;
- Green infrastructure;
- Flood risk and drainage.

The applicant has given careful consideration to the design, scale and layout of the development along with providing solutions to prevent noise ingress, crime, refuse and car and cycle parking. The proposal also meet the City Councils space standards.

For the reasons given below, it is considered that the proposal is consistent with the policies contained within the Core Strategy.

#### The Unitary Development Plan for the City of Manchester (1995)

The Unitary Development Plan for the City of Manchester was adopted in 1995. However, it has now been largely replaced by the Manchester Core Strategy. There are some saved policies which are considered relevant and material and therefore have been given due weight in the consideration of this planning application. The relevant policies are as follows:

DC7 '*New Housing Development*' states that the Council will negotiate with developers to ensure that new housing is accessible at ground floor level to disabled people, including those who use wheelchairs, wherever this is practicable. All new developments containing family homes will be expected to be designed so as to be

safe areas within which children can play and, where appropriate, the Council will also expect play facilities to be provided.

The proposal meets City Council spaces standards and will be accessible for all residents of Manchester.

Saved policy DC18 '*Conservation Areas*' states that the Council will give particularly careful consideration to development proposals within Conservation Areas.

a. The Council will seek to preserve or enhance the character of its designated conservation areas by carefully considering the following issues:

- i) the relationship of new structures to neighbouring buildings and spaces;
- ii) the effect of major changes to the appearance of existing buildings;
- iii) the desirability of retaining existing features, such as boundary walls, gardens, trees, (including street trees);
- iv) the effect of signs and advertisements;
- v) any further guidance on specific areas which has been approved by the Council.

Development proposals adjacent to Conservation Areas will be granted only where it can be shown that they will not harm the appearance or character of the area. This will include the protection of views into and out of Conservation Areas.

The proposal has been designed to respect the setting of the Conservation Area and adjacent Listed Buildings along with maintaining established views around the application site and road network. The extent of the demolition work has been given due consideration and it is considered that although the buildings have some significance this has been reduced through extensive alterations over the years. In addition, the public benefits of redeveloping the site outweigh the retention of the building.

DC19 '*Listed Buildings*' - In determining applications for listed building consent or planning applications for development involving or having an impact on buildings of Special Architectural or Historic Interest, the Council will have regard to the desirability of securing the retention, restoration, maintenance and continued use of such buildings and to protecting their general setting. In giving effect to this policy, the Council will:

- a. not grant Listed building consent for the demolition of a listed building other than in the most exceptional circumstances, and in any case, not unless it is satisfied that every possible effort has been made to continue the present use or to find a suitable alternative use;
- b. not permit a change of use of a listed building, where it would have a detrimental effect on the character or appearance of the building;
- c. not permit any external or internal alteration or addition to a Listed building where, in its opinion, there would be an adverse effect on its architectural or historic character;

d. seek to preserve and enhance the settings of listed buildings by appropriate control over the design of new development in their vicinity, control over the use of adjacent land, and where appropriate, by the preservation of trees and landscape features;

e. permit demolition only where there are approved detailed plans for redevelopment and where there is evidence of a firm building contract;

f. not permit alterations to a listed building which would prevent the future use of any part of the building, in particular upper floors or basements, or where poor maintenance is likely to result.

Saved policy DC26, *Development and 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. Conditions will be used to control the impacts of developments.

The proposal has been designed to minimise the impact from noise sources and further mitigation will be secured by planning condition.

For the reasons given below, it is considered that the proposal is consistent with the policies contained within the UDP.

### **Other material policy considerations**

#### **The Guide to Development in Manchester Supplementary Planning Document and Planning Guidance (Adopted 2007)**

This document provides guidance to help develop and enhance Manchester. In particular, the SPD seeks appropriate design, quality of public realm, facilities for disabled people (in accordance with Design for Access 2), pedestrians and cyclists. It also promotes a safer environment through Secured by Design principles, appropriate waste management measures and environmental sustainability. Sections of relevance are:

- Chapter 2 'Design' – outlines the City Council's expectations that all new developments should have a high standard of design making a positive contribution to the City's environment;
- Paragraph 2.7 states that encouragement for "the most appropriate form of development to enliven neighbourhoods and sustain local facilities. The layout of the scheme and the design, scale, massing and orientation of its buildings should achieve a unified form which blends in with, and links to, adjacent areas.
- Paragraph 2.8 suggests that in areas of significant change or regeneration, the future role of the area will determine the character and design of both new development and open spaces. It will be important to ensure that the development of new buildings and surrounding landscape relates well to,



and helps to enhance, areas that are likely to be retained and contribute to the creation of a positive identity.

- Paragraph 2.14 advises that new development should have an appropriate height having regard to the location, character of the area and specific site circumstances. Although a street can successfully accommodate buildings of differing heights, extremes should be avoided unless they provide landmarks of the highest quality and are in appropriate locations.
- Paragraph 2.17 states that vistas enable people to locate key buildings and to move confidently between different parts of the neighbourhood or from one area to another. The primary face of buildings should lead the eye along important vistas. Views to important buildings, spaces and landmarks, should be promoted in new developments and enhanced by alterations to existing buildings where the opportunity arises.
- Chapter 8 'Community Safety and Crime Prevention' – The aim of this chapter is to ensure that developments design out crime and adopt the standards of Secured by Design;
- Chapter 11 'The City's Character Areas' – the aim of this chapter is to ensure that new developments fit comfortably into, and enhance the character of an area of the City, particularly adding to and enhancing the sense of place.

#### Ancoats and New Islington Regeneration Framework (2014)

The framework was adopted by the City Council's Executive in 2014 and is now a material consideration in the determination of planning applications.

The document details that there are a number of character areas and the application site falls within the character area 5 '*Ashton Canal Corridor*'.

The document states:

The document goes on to highlight a number of key actions and priorities. These are as follows:

- Encourage active street level uses that can help to animate the street
- Encourage development that is contemporary in design and massed to respond to the area's historic environment and context, reflecting the prominence of the key road frontages and the need to enhance the pedestrian environment along them.
- Environmental improvements and enhanced connectivity to adjoining districts and back to the city centre in relation to both Great Ancoats Street and Oldham Road.

- Encourage optimum viable uses for heritage assets, imaginative proposals for preservation and enhancement of the historic character of the Conservation area.

There are also a series of core development principles within the document. These are:

- To provide for a range and mix of residential accommodation in a high quality and well managed environment that will ensure the emergence of vibrant new neighbourhoods of choice.
- Whilst regeneration of the framework area will be residential led, opportunities for a mix of uses should be sought that combine to create a distinctive sense of place and neighbourhood, ensuring life and vitality on weekdays and evenings.
- Given that the Ancoats and New Islington neighbourhoods will be predominantly residential in character, late night uses including bars (Class A4) and nightclubs (*Sui Generis*) will generally not be appropriate or supported where there would be a potential conflict with residential amenity.
- The wider mix of uses in the area should be encouraged through flexible leasing strategies – design to encourage start-up businesses and independent operators as well as established operators. For Private Rented Schemes there is potential to incorporate space at the ground floor of buildings which starts life in residential use before converting to commercial use in the future as population and activity in the area builds up over time.
- New development should exploit the area's locational advantages in terms of its proximity to the city centre, public transport nodes and the inner relief route and take maximum advantage of the area's key assets – its heritage, canalside settings, public spaces and infrastructure including public transport nodes, schools, cultural facilities, public spaces and retailing.
- To protect and enhance the character of the Conservation Area and build upon the unique heritage assets which define the special character of Ancoats, new buildings should offer a well-considered, contemporary and distinctive design which is contextually responsive to the area's heritage in terms of form and materiality. In moving forward, it will be important to ensure that design responses are based on a thorough understanding of the significance of heritage assets and their settings.
- New buildings should be designed to support active streets particularly around key public spaces and pedestrian desire lines. This may be in the form of ground floor active commercial uses – ensuring that such uses are compatible with the primary residential character of the area and will not create conflict with residential amenity – or where commercial uses are not appropriate or indeed there are concerns regarding viability, through appropriate design, e.g.

the position of residential front doors, which will provide enhanced animation to the street scene.

- Ensure new development helps to contribute to a walkable, pedestrian-friendly environment.
- New development proposals should be accompanied by an appropriate car parking strategy which allows the potential demand generated by future residents to be met whilst considering the promotion of alternative sustainable forms of transport. On-site car parking solutions should be incorporated into development proposals in a manner that does not detract from the character or animation of the street.

### Ancoats and New Islington Framework Update 2016

The purpose of this document is to update the Ancoats and New Islington Neighbourhood Development Framework (NDF) approved by Manchester City Council's Executive Committee in October 2014, to reflect further detailed masterplanning work for the area and to take into account changes in policy context and the significant progress that has been made towards delivering the original 2014 NDF proposals

With regards to the character area '*Ashton Canal Corridor*', and the core development principles, the guiding objectives largely remain the same.

The document states that the area will not be characterised by tight urban streets like neighbouring Ancoats. This will be a looser, more open and organic structure, shaped by water and green space. This provides the opportunity to emphasise the two canals converging on Piccadilly whilst creating dynamic variety in forms and spaces

The height and massing of new development should be justified on the basis of detailed urban design appraisals of individual sites and their adjoining context.

New residential development is likely to be delivered in the form of apartments. It is appropriate that higher density development is delivered in this location given it is city centre context with excellent access to public transport.

The desire to maximise density should also be carefully balanced with place-making requirements and the need to protect residential amenity with regard to the following points:

- New development should carefully consider and respond to the setting of listed buildings and in so doing consider the form and height of the adjoining Mill buildings.
- The layout and scale should consider the relationship with lower scale cottages and mews houses.
- The way in which residential amenity issues – privacy, sunlight and daylight etc. have been considered will need to be fully justified in future planning applications. The environmental effects of new development does need to be judged on the basis

of standards that are typical of city centre development in Manchester and will not detract from the creation of sustainable neighbourhood communities.

As part of this area's place-making strategy, there is an opportunity to consider stepping up the scale of development away from the Ashton Canal in order to facilitate a more open canal-side atmosphere.

#### Manchester Residential Quality Guidance (2016)

The City Council's Executive has recently endorsed the Manchester Residential Quality Guidance. As such, the document is now a material planning consideration in the determination of planning applications and weight should be given to this document in decision making.

The purpose of the document is to outline the consideration, qualities and opportunities that will help to deliver high quality residential development as part of successful and sustainable neighbourhoods across Manchester. Above all the guidance seeks to ensure that Manchester can become a City of high quality residential neighbourhood and a place for everyone to live.

The document outlines nine components that combine to deliver high quality residential development, and through safe, inviting neighbourhoods where people want to live. These nine components are as follows:

- Make it Manchester;
- Make it bring people together;
- Make it animate street and spaces;
- Make it easy to get around;
- Make it work with the landscape;
- Make it practical;
- Make it future proof;
- Make it a home; and
- Make it happen.

#### City Centre Strategic Plan 2015-2018 (March 2016)

On the 2 March 2016 the City Council's Executive approved the City Centre Strategic Plan which seeks to provide an up-to-date vision for the City Centre within the current economic and strategic context along with outlining the key priorities for the next few years for each City Centre neighbourhood. This document seeks to align itself with the Manchester Strategy (January 2016) along with the Greater Manchester Strategy. Overall the City Centre plan seeks to "*shape the activity that will ensure that the City Centre continues to consolidate its role as a major economic and cultural asset for Greater Manchester and the north of England*".

It should also be noted that the strategic plan approved by the Executive also endorsed an extended boundary of the City Centre upon which the strategic plan is based. This extended boundary includes the application site and the wider New Cross area.

Indeed the strategic plan states that the growth of the City Centre “*has contributed additional residential accommodation, commercial property and leisure destinations, and these locations (together with others including the Irk Valley and New Cross) have clear potential to contribute to the City Centre offer: their relationship with, and proximity to, existing concentrations of activity demands their inclusion with the City Centre boundary. The expansion of the City Centre boundary to incorporate edge of centre neighbourhoods and developments will increase a population that has already trebled over the last decade and subsequently further enhance the City Centre economy*”

It is therefore clear that from this document that the expansion of the City Centre boundary to include areas such as New Cross is vital in terms of delivering the City’s growth objectives for residential, commercial and population growth.

The City Centre plan particularly recognises the role that New Cross can play in terms of delivering residential growth and providing a higher quality residential offer in line with the regeneration framework. Indeed, the strategy recognises that by incorporating new areas such as NOMA, New Cross and the Irk Valley within the City Centre boundary it will allow for better linkages with the communities of North Manchester to the City Centre along with providing a catalyst that can drive further residential development in these areas.

As a result, one of the key priorities for the Northern Quarter is to “*explore options to develop connections to Ancoats/New Islington and New Cross, spreading the creativity of the Northern Quarter eastwards and also maximising the opportunities presented by the growing communities in those areas*”.

#### Manchester Strategy (January 2016)

The strategy sets the long term vision for Manchester’s future and how this will be achieved. An important aspect of this strategy is the City Centre and how it will be a key driver of economic growth and a major employment centre. Furthermore, increasing the centre for residential is fundamental along with creating a major visitor destination.

#### East Manchester Strategic Regeneration Framework (2008-2018)

The Eastlands Strategic Regeneration Framework (SRF) was revised in November 2007. It identified the progress made in East Manchester since 2001 but also sets out the strategic direction for the next 10 years in order to continue the holistic regeneration of the area.

A key objective of the framework is to increase local employment opportunities by attracting investment. East Manchester is seen as a major investment location with a key role in the development of a complete City region, in order to become one of the premier destinations for new investment and leisure visitors in the North West. Investment in the public realm and creation of high quality buildings will also assist in improving the image of the area.

#### 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).

Paragraph 8 of the NPPF goes on to state 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.

Section 4 outlines the Governments objectives in respect of promoting sustainable transport, in particular developments should be supported that exploit opportunities for the use of sustainable transport modes for the movement of goods or people.

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.

Section 11 *conserving and enhancing the natural environment* provides guidance of the minimising the impacts of new developments of existing environments. Developments should therefore consider impacts on ecology, biodiversity and noise.

Paragraph 124 states that planning policies should sustain compliance with and contribute towards EU limit values or national objectives for pollutants, taking into account the presence of Air Quality Management Areas and the cumulative impacts on air quality from individual sites in local areas. Planning decisions should ensure that any new development in Air Quality Management Areas is consistent with the local air quality action plan.

Section 12 outlines the Governments objectives in terms of conserving and enhancing the historic environment. Paragraph 128 states that in determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets' importance and no more than is sufficient to understand the potential impact of the proposal on their significance. As a minimum the relevant historic environment record should have been consulted and the heritage assets assessed using appropriate expertise where necessary. Where a site on which development is proposed includes or has the potential to include heritage assets with archaeological interest, local planning authorities should require developers to submit an appropriate desk-based assessment and, where necessary, a field evaluation.

Local planning authorities should identify and assess the particular significance of any heritage asset that may be affected by a proposal (including by development affecting the setting of a heritage asset) taking account of the available evidence and any necessary expertise. They should take this assessment into account when considering the impact of a proposal on a heritage asset, to avoid or minimise conflict between the heritage asset's conservation and any aspect of the proposal.

Where there is evidence of deliberate neglect of or damage to a heritage asset the deteriorated state of the heritage asset should not be taken into account in any decision.

In determining planning applications, local planning authorities should take account of:

- the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;

- the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and
- the desirability of new development making a positive contribution to local character and distinctiveness.

Paragraph 132 goes on to state that when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation. The more important the asset, the greater the weight should be. Significance can be harmed or lost through alteration or destruction of the heritage asset or development within its setting. As heritage assets are irreplaceable, any harm or loss should require clear and convincing justification.

Substantial harm to or loss of a grade II listed building, park or garden should be exceptional. Substantial harm to or loss of designated heritage assets of the highest significance, notably scheduled monuments, protected wreck sites, battlefields, grade I and II\* listed buildings, grade I and II\* registered parks and gardens, and World Heritage Sites, should be wholly exceptional.

Paragraph 133 states where a proposed development will lead to substantial harm to or total loss of significance of a designated heritage asset, local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply:

- the nature of the heritage asset prevents all reasonable uses of the site; and
- no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and
- conservation by grant-funding or some form of charitable or public ownership is demonstrably not possible; and
- the harm or loss is outweighed by the benefit of bringing the site back into use.

Paragraph 134 states where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use.

Local planning authorities should not permit loss of the whole or part of a heritage asset without taking all reasonable steps to ensure the new development will proceed after the loss has occurred.

Local planning authorities should look for opportunities for new development within Conservation Areas and World Heritage Sites and within the setting of heritage assets to enhance or better reveal their significance. Proposals that preserve those elements of the setting that make a positive contribution to or better reveal the significance of the asset should be treated favourably.

Promoting healthy communities is an integral part of delivering the Government sustainable vision; this includes creating safe and accessible environments where



crime and disorder do not undermined quality of life. In addition, there should be high quality public spaces.

Meeting the challenge of climate change is also important part of the NPPF. This includes supporting energy efficient developments as part of a low carbon future. In addition, areas at risk of flooding should be avoided. Conserving and enhancing the natural environment is also a key consideration and efforts should be made to increase biodiversity at development sites.

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 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.

### Planning Policy Guidance (PPG)

The relevant sections of the PPG are as follows:

*Air Quality* provides guidance on how this should be considered for new developments. Paragraph 8 states that mitigation options where necessary will be locationally specific, will depend on the proposed development and should be proportionate to the likely impact. It is important therefore that local planning authorities work with applicants to consider appropriate mitigation so as to ensure the new development is appropriate for its location and unacceptable risks are prevented. Planning conditions and obligations can be used to secure mitigation where the relevant tests are met.

Examples of mitigation include:

- the design and layout of development to increase separation distances from sources of air pollution;
- using green infrastructure, in particular trees, to absorb dust and other pollutants;
- means of ventilation;
- promoting infrastructure to promote modes of transport with low impact on air quality;
- controlling dust and emissions from construction, operation and demolition; and
- contributing funding to measures, including those identified in air quality action plans and low emission strategies, designed to offset the impact on air quality arising from new development.

*Noise* states that 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.

*Design* states that where appropriate the following should be considered:

- layout – the way in which buildings and spaces relate to each other
- form – the shape of buildings
- scale – the size of buildings
- detailing – the important smaller elements of building and spaces
- materials – what a building is made from

*Health and well being* states opportunities for healthy lifestyles have been considered (e.g. planning for an environment that supports people of all ages in making healthy choices, helps to promote active travel and physical activity, and, high quality open spaces and opportunities for play, sport and recreation);

*Travel Plans, Transport Assessments in decision taking* states that applications can positively contribute to:

- encouraging sustainable travel;
- lessening traffic generation and its detrimental impacts;
- reducing carbon emissions and climate impacts;
- creating accessible, connected, inclusive communities;
- improving health outcomes and quality of life;
- improving road safety; and
- reducing the need for new development to increase existing road capacity or provide new roads.

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### **Other legislative requirements**

Section 16 (2) of the Planning (Listed Building and Conservation Areas) Act 1990 (the "Listed Building Act") provides that "in considering whether to grant listed building consent for any works to a listed building, the local planning authority or the Secretary of State shall have special regard to the desirability of preserving the

building or its setting or any features of special architectural or historic interest which it possesses"

Section 66 Listed Building Act requires the local planning authority to have special regard to the desirability of preserving the setting of listed buildings. This requires more than a simple balancing exercise and considerable importance and weight should be given to the desirability of preserving the setting. Members should consider whether there is justification for overriding the presumption in favour of preservation.

Section 72 of the Listed Building Act provides that in the exercise of the power to determine planning applications for land or buildings within a conservation area, special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area.

### **Principle of the redevelopment of the site and contribution to regeneration**

Policy H1 outlines the strategic approach to housing growth in the City. Approximately 60,000 new homes need to be provided in the City between 2009 and 2027. This growth is expected to be accommodated principally within the North, East, City Centre and central areas of Manchester which fall within the Regional Centre and inner areas of Manchester. This is as a direct response to Manchester's growing economy and population growth the later which is expected to rise significantly over the next 20 years.

New developments in the City will therefore be expected to contribute towards this growth strategy ensuring that development takes place within the right areas to meet demands along with creating high quality places and neighbourhoods of choice. There is currently a mismatch between supply and demand for suitable accommodation to meet the growing population of the City.

The application site is located within the Regional Centre, as allocated on the Proposals Map contained within the Manchester Core Strategy (2012) along with being located within the expanded City Centre boundary as defined by the City Centre Strategic Plan and the updated Ancoats and New Islington Development Framework (2016).

Policy SP1 of the Core Strategy states that areas such as the application site will be the focus for economic and commercial development, retail, leisure and cultural activity alongside high quality city living. Policy H1 goes on to state that the Regional Centre is a priority area for residential schemes in order to support regeneration and drive regional growth.

Within the Ancoats and New Islington Development framework there is also a recognition that within the character area of the Ashton Canal Corridor that there will be an opportunity to maximise density within the area whilst responding to the mix in building height and character of the canal area.

The document goes on to state it will be necessary to provide for a range and mix of residential accommodation in a high quality and well managed environment that will ensure the emergence of vibrant new neighbourhoods of choice.

In order to meet the objectives of the policies in the Core Strategy and the Neighbourhood framework, it is noted that this proposal seeks to develop a vacant and underutilised previously developed sites along Vesta Street. This will form 169 residential units thus contributing to new housing growth in the area and the 30% of residential accommodation prescribed with policy H4 of the Core Strategy.

In terms of the range and mix of accommodation (required by both the development framework and policy H1 of the Core Strategy), the proposal will be a homes for sale including larger 3 bedroom homes which would be suitable for families.

A residential led proposal of this nature is considered to be acceptable in principle as it accords with the residential growth principles identified within policies SP1, H1, H? and EC3 of the Core Strategy and redevelop a key site along Great Ancoats Street within one of the City's key regeneration areas.

### Regeneration

In terms of regeneration benefits, policies SP1 and EC1 seek to support developments in the City which consider the needs of all the community and their wellbeing along with contributing to economic growth. This includes demonstrating the employment generating potential of developments for local people and promoting good health and community cohesion. Such an approach is a key consideration within the NPPF which outlines the Governments desire to secure economic growth in order to create jobs and prosperity along with securing the wellbeing of communities.

The applicant has considered the socio-economic benefits of the proposed development along with the other developments that will be brought forward as part of the applicant's residential portfolio. This details the benefits of the proposal in terms of its ability to create direct and indirect job creation from both construction and operations of the development.

The level of expenditure that will be created from the construction process of this development, and others, will allow the applicant to work with construction companies to provide apprenticeships and training/employment opportunities for local residents.

The applicant predicates that across their development interest the following full time equivalent construction jobs and apprenticeships will be created:

- 2015/2016 – 446 jobs and 22 apprenticeships;
- 2016/2017 – 766 jobs and 38 apprenticeships; and
- 2017/2018 – 211 jobs and 11 apprenticeships.

There will be a range of jobs that will be available including design and project management as well as core trade skills in the construction industry.

Furthermore, the applicant has formed the *Manchester Life project apprenticeship (MLPA)* which will provide local young people, who are based at Manchester College,

the opportunity for work experience along side formal qualifications. The apprentices will have the opportunity to work in a variety of disciplines within the project area and partner organisations will be asked to support the MLPA programme by employing one apprentice through this programme. This will provide them with a 2 year paid placement and covering education costs.

There will also be opportunities for targeted apprenticeships with construction companies along with assisted employed along with working with supply chains to ensure that wherever possible employment opportunities area advertised across the City and with employment agencies which can target communities and schools.

It is recommended that this forms part of the conditions of the planning approval.

### **Material planning considerations**

Whilst the principle of the development is consistent with planning policy framework, there are detailed matters that require particular attention. This report will therefore consider the following material considerations and determine whether any undue harm will arise as a consequence of the development:

- Affordable housing;
- Visual amenity;
- Impact on the historic environment ;
- Ecology;
- Effect of the development on the local environment and existing residents
- Effect of the development on the proposed residents
- Landscaping and amenity space /boundary treatment/public realm
- Impact on the highway network/car/cycle parking and servicing
- Flood Risk/surface drainage
- Waste management
- Sustainability;
- Designing out crime;
- Ground conditions; and
- Construction management.

The above matters will be considered in turn below.

### **Affordable Housing**

Policy H8 of the Core Strategy requires that consideration be given to the provision of affordable housing within all new residential developments on sites of 0.3 hectares and above or where 15 or more units are proposed for development to contribute to the City-wide target for 20% of new housing provision to be affordable.

The supporting SPD to this policy is clear that this may not be necessary or required where either a financial viability assessment is conducted that demonstrates that it is not viable to deliver affordable housing or a proportion, or where material considerations indicate that intermediate or social rented housing would be inappropriate.

Of relevance to this application this includes:

- that inclusion of affordable housing would prejudice the achievement of other important planning or regeneration objectives which are included within existing Strategic Regeneration Framework, planning frameworks or other Council approved programmes.
- It would financially undermine significant development proposals critical to economic growth within the City;
- The financial impact of the provision of affordable housing, combined with other planning obligations would affect scheme viability.

As noted above, any requirement or not for affordable housing will be based upon an assessment of a particular local need, a requirement to diversify the existing housing mix and the delivery of regeneration objectives.

The proposal would consist of properties that would be available for sale. As such, it is considered the proposal would meet an existing housing need in this part of the City particularly as there is an adequate supply of socially rented accommodation together with several developments in the New Islington area which will be for PRS. The need, in this instance, and to comply with policy, is for high quality properties for sale.

Furthermore, the site has been vacant/underused for a considerable period of time and in order to achieve a high quality development, in terms of design, materials and space standards this raises issues of viability of the overall scheme.

Scheme viability is a key strand to the consideration. A Viability assessment has been submitted, which demonstrates that in its current form the development is viable with costs associated with design/high quality materials, highway mitigation measures, space standards etc together with the development being capable of being delivered.

The recently endorsed 'Housing Affordability in Manchester' report by the Executive acknowledged the importance of delivering new homes through the planning process, providing the fundamental and underlying platform for growth and ensuring that the supply of housing increases thereby helping to counter price rises created by shortage. An assessment of scheme viability was noted as an essential part of this process.

On the basis of the above the proposed development complies with Core Strategy policy H8. This type of accommodation which, as noted, will diversify the housing offer is also fully supported by the principles embedded in the Ancoats and New Islington Neighbourhood Development Framework.

### **Residential development - density/type/accommodation standards**

Policy H1 states that developments of over 75 units per hectare will be appropriate on sites in the City Centre and in the Regional Centre. The proposed development accords with this approach as the 169 residential units (plus 3 tonwhouses) will provide 269 units per hectare.

Whilst this proposal is considered to represent a dense form of development, it is representative of the densities considered appropriate for this type of location and within a City Centre context as detailed within the Core Strategy and the neighbourhood development framework.

In terms of the type and standard of accommodation, policies SP1, H1, H2 and H4 of the Core Strategy seek to ensure that the right type and standard of accommodation is created in the City. This is reiterated within the Residential Design. This outlines space standards for new accommodation across the City.

The breakdown of accommodation and sizes within the development is as follows:

- one bed apartments – 57 (33%)
- two bed apartments – 96 (56%)
- three bed apartments – 13 (8%)
- four bed apartments – 3 (2%)
- four bedroom townhouses – 3 (2%)

The mixture of apartments and sizes is considered to be acceptable. The apartments also broadly comply with the space standards within the residential guide which is welcomed. It should also be noted that 12% of the units within the development will have 3 or more bedrooms therefore being an attractive type of accommodation for families.

In order to add to the quality of accommodation at the development, there are provision for roof terraces, balconies and duplex living accommodation. As the apartments and townhouses will be available for sale on the open market, this high quality offer will help diversify the tenure in the local area with high quality accommodation which will be particularly attractive to young professionals and young families wishing to live in close proximity to the City Centre and its amenities.

Given the percentage of larger accommodation, and the need to ensure that it remains available for families, it is recommended that as part of the conditions of the planning approval, a restriction is imposed which prevents the accommodation be used for multiple occupancy.

It is considered that the development complies with policies SP1, H1, H2, H4 and DM1 of the Manchester Core Strategy along with meeting the aspirations of the Ancoats and New Islington Development Framework. Consideration will be given below to how this level of density fits within its context to ensure compliance with the Guide to Development in Manchester SPD and the neighbourhood framework.

### **Visual amenity**

Policies EN1 and DM1 of the Core Strategy, along with the Guide to Development in Manchester and the draft residential design guide, requires that consideration be given to layout of new developments ensuring that they respond to the surrounding context and maximise frontages with the street scene and other important features of sites.

The application site falls within character area B 'New Islington Neighbourhood' within the Ancoats and New Islington Development Framework. This document highlights some key development principles which should be adhered to which include ensuring that vacant sites are used and ensuring that the scale of developments responds appropriately to the low rise existing neighbourhoods to the east.

The siting and layout of the development has sought to maximise the relationship with Old Mill Street and the adjacent canal areas. The established building line along this section of Old Mill Street is one where buildings are positioned to the back of footpath. The 'L' shaped nature of the building has allowed a robust built form to be positioned parallel to Old Mill Street thus creating an edge to the street scene.

Whilst there is no active frontage to Old Mill Street, the buildings allow for apartment windows to provide natural surveillance to the street scene which is an improvement on the current situation. The existing access ramp to the canal towpath is retained and apartment windows will be situated above this area.

The building then follows the shape of the Ashton canal basin area providing a setting to the canal edge and an active view over this area. The southern edge of the site has been responded to the change in character of this area by positioning three townhouses to the canal towpath. This allows for a change in scale to occur which is considered appropriate given the close proximity of the lock keepers cottage and to provide a degree of openness to the canal edge of the site.

The main vehicular and pedestrian entrance to the site is via Vesta Street. Residents and visitors will entrance the large car parking area from Vesta Street and make their way to the main entrance/lobby area via a series of walkways. Whilst the entrance does not address the main street scene, the position of the entrance is reasonable and is a response to the building stepping away from the residential properties on the other side of Vesta Street. Its glazed nature will ensure that the entrance has presence.

The composition of the ground floor of the building will be apartments fronting the canal side and refuse stores, amenity areas and bike stores fronting the car parking side. Access to the front doors of the townhouses will also be accessed via the car parking area.

The upper floors of the building will be arranged with apartments. This ensures that all aspects of the elevations will have windows providing an outlook over the public and private spaces below and the canal areas and towpath.

The Guide to Development in Manchester SPD advises that consideration should be given to the scale of new developments and ensure that they are informed by their context. Where buildings are of different scale to their surroundings they should be of the highest quality and be of landmark status. In addition, the development framework advises that any developments within the New Islington Neighbourhood should respond to the low scale developments in the area.



The applicant considered a variety of scale and massing options for this site and determined that the most appropriate form of development was the main block of development for the apartments and then a series of smaller townhouses to address the character of the canal.

The bulk of the height of the main building is positioned towards Old Mill Street at 9 storeys. This is considered entirely appropriate given the scale of other planned and existing developments in the immediate area. The building then steps down to seven and eight storeys at the Ashton Canal end before stepping down further to the three storey townhouses.

It is considered entirely appropriate for the building to respond in this way. The surrounding context provides a wide variety of developments of differing scale. Immediately to the north of the application site are two and three storey properties. Beyond this area are a series of 8, 9 and 10 storey residential blocks currently under construction by the Marina. The Mill Building of the Ancoats Conservation Area are situated along Redhill Street. Along Old Mill Street are the health centre and the Ancoats Dispensary which have a scale of two and three storey respectively. Beyond the Dispensary are the much taller buildings of Chips and Milners Wharf which match the proposed development in scale and massing.

It is recognised that a building of this scale will mark a change in the street scene from the existing low rise buildings on the site. However, it is considered that the proposal responds appropriately to its context and that of the development framework.

The 9 storey element will provide a strong frontage to Old Mill Street, and reflects the other taller buildings which are also under construction in the Marina. It is considered that the scale of the development is appropriate for the area and reflects the aspirations of the development framework.

The siting of the building, combined with its height, will contribute to place making by bringing new residents to the neighbourhood. In terms of design and architectural quality, policy EN1 of the Core Strategy states that opportunities for good design, that enhance the overall image of the City, should be fully realised. This is reiterated within the Guide to Development in Manchester SPD along with the NPPF.

A robust palette of materials has been chosen with the predominant materials being a combination of cladding, glazing and masonry at lower levels. The materials will correspond with the light coloured buff bricks which are evident of the low rise residential properties on the opposite side of Vesta Street.

This simple arrangement of materials together with well detailed window arrangements and staggered roof profile will provide a sufficiently high quality addition to the local area. The windows are a well detailed part of the external façade by providing a variety of panel sizes to break up the large sections of the elevations. An articulated horizontal fin will be used at each floor of the building which will add interest.

There is no distinctive architectural style in the immediate area with the Dispensary marking the only older, more traditional building in the street scene. As such, it is considered that the proposal complies with the spirit of policies EN1 and EN2 in that it the siting, layout, scale and appearance of the development is of a high quality, contributes positively to the regeneration of New Islington whilst respect the adjacent Listed Building.

It is recommended that a condition of the planning approval should be that the materials are agreed to ensure that they are of sufficiently high quality.

### **Impact on the historic environment**

Policy EN3 of the Core Strategy, along with section 12 of the NPPF, states that consideration must be given to the impact of new developments on heritage assets. The desire to have special regard to the desirability of preserving the setting of listed buildings and conservation areas is also replicated with the Listed Buildings Act.

The application site is not located in a Conservation Area. The nearest Conservation Area is Ancoats and is located to the north of the application site.

The significance of the Ancoats Conservation Area is derived from the former cotton spinning mills, which dominate the area and are principally located adjacent to the Rochdale Canal and the nearby housing. Historically throughout the area, there have always been commercial and residential buildings. This juxtaposition, and interlinking of manufacturing, transport and residential uses meant that Ancoats functioned as the first industrial estate in the world.

Furthermore, the concentration of mill buildings within Ancoats has become an important landmark in the history of the Industrial Revolution. Murray Mills, McConnel and Kennedy Mill, along with others in the area, represent a clear chronology of development of cotton mill architecture from 1800 to the 1920s.

Although the area is dominated by the mill buildings, the Conservation Area also contains other Listed Buildings of differing character. The Victoria Square housing and St Peter's Church represent some of these other key buildings. These buildings have a different style of architecture than the mill buildings in form, scale and appearance. It is considered that these Listed Buildings, along with other older non listed buildings, provide a rich, often contrasting, mix of architectural styles along side the dominant mill buildings.

It is considered that there will be long ranging views towards the Conservation Area from the application site, however, it is not considered that there will be any harm to the setting of the Conservation Area.

In terms of Listed Buildings, the only building which is deemed to be affected by the development is the former Ancoats Dispensary which is a Grade II Listed Building located on the south side of Old Mill Street to the north east of the application site. The dispensary was constructed between 1872 and 1874 and was extended in 1891. The original (and remaining building) is still present at the site today.

The building is gothic style in red brick with polychrome bands and steeply pitched slate roofs. The building is three storey with a basement and the centre bay of the building is treated as a tower with 2 centred arched doorway with the words '*Ancoats Hospital*' with a further arch inscribed '*Ardwick and Ancoats Dispensary*'.

In terms of the significance of the Dispensary, it is historically and socially important as an example of a hospital/dispensary formed by a charitable movement as a means to provide health care and assist to overburden Manchester Infirmary.

The building is also considered to have architectural significance associated as an example of early hospital accommodation and its aesthetic brick work. It is noted, however, that the interior of the building and its roof have now been lost with the building being secured by scaffolding.

There are also a number of Grade II Listed locks (lock number 1, 2 and 3), the Ashton Canal towpath bridge and the Ashton Canal lock keepers cottage.

Although the New Islington Area has no formal designation, the area itself is socially and historically significant. Although largely cleared of any buildings of any historical significance (with the exception of the Dispensary) the area comprised a number of industrial uses including glass smelting. A foundry and engineering works has previously occupied the application site and latterly a textile mill and vehicle depot. All previous buildings have been demolished from the site.

In order to determine the impacts of this development on the historic environment the applicant has provided a heritage statement and a detailed design and access statement as part of their application which specifically examines the impact and contribution the proposal will have on the historic environment, most notably the Listed Dispensary.

It is not considered that the development will affect the setting of the Conservation Area. Whilst the construction of the development will affect long ranging views into the Conservation Area from Old Mill Street and the Ashton Canal towpath, this is not considered to constitute any degree of harm given that views towards the Conservation Area will remain from other positions along Old Mill Street and the towpath. It should also be noted that the site has long been designated to come forward for development as part of the various masterplanning for the area.

Whilst the setting of the Conservation Area will largely be preserved, it is the impact as a result of the close proximity of the Dispensary, the listed locks and lock keepers cottage where the impacts could be considered to be more acute.

The scale of the proposed development will largely be 9 storeys with a reduction in height to 8/74 storeys and 3 storeys to the canal. The reduction in the height of the building also assists in the building responding to the more low rise structures and building on the canal towpath, including the Listed structures. This will provide a degree of openness to the setting of the Listed Building.

In addition, the applicant has chosen a light coloured cladding and brick for the townhouses which references the pale brick used at Islington Wharf Mews and the lighter coloured red brick of the lock keepers cottage.

Whilst it is noted that the locks and the lock keepers cottage will be seen in the same context as the proposed development, these buildings are also seen in the context of other large buildings within the New Islington area. However, due to the topography of the area, together with other building, views of the cottage and the locks are largely preserved when looking eastwards.

With regards to the impact on the setting of the Dispensary, given the separation of the application site from the Dispensary by the Ashton Canal basin this will retain a physical gap between the two buildings thus preserving any views of the Dispensary looking in either direction from Old Mill Street.

The impact is therefore considered to be '*less than substantial*' as defined by paragraph 134 of the NPPF in that the historic environment will remain largely legible and understood but due to the overall scale of the development, and its relationship to the historic environment, certain historical features will no longer have the prominence in the street scene or within certain views.

It is considered that the proposed development suitably mitigates against this low level harm that will arise through the public benefits that will be derived from the elimination of a poor quality site within a key regeneration area which currently has a negative impact on the surrounding area particularly Old Mill Street and the setting of the listed buildings. Indeed, the proposed building provides the opportunity to create a new landmark building with the New Islington and along this section of Old Mill Street which is one of the main roads into this part of New Islington.

The siting of the building and the site layout responds positively to the road frontage thus contributing towards to the creation of a sense of place. Furthermore, a distinctive form of high quality architecture will be created at the application site with the use of high quality materials which will respond positively to the scale and form of the building. The street scene will be enlivened with active frontages and enhance public realm providing positive setting to the Listed Building opposite.

As such, it is considered that the proposed building complies with paragraph 131 of the NPPF in that the proposal will make a positive contribution to the area and the historic environment by enhancing and sustaining its significance along with making a positive contribution to the character of the area by promoting a development which is distinctive. Indeed, it is considered that the proposal actually makes a positive contribution to the setting of the Listed Building, though the elimination of a vacant site with a building which helps to define the street scene, thereby better revealing its significance (as directed by paragraph 137 of the NPPF).

It is therefore concluded that the proposal complies with policy EN3 and saved policies DC18 and DC19 of the UDP in that the development will broadly enhance the historic environment and where there is a degree of harm this is outweighed by the overriding positive impacts this development will bring to the regeneration of New Islington.

## **Archaeology**

The applicant has prepared a desk based archaeological assessment. The site has high potential to contain buried remains of an iron foundry that was occupied in the mid 19<sup>th</sup> Century by the eminent engineer William Fairbairn, together with a late 19<sup>th</sup> or early 20<sup>th</sup> Century textile mill.

The archaeological evaluation comprised the excavation of a single trench, which was placed along the footprint of the mid 19<sup>th</sup> Century iron foundry and part of the later textile mill. Whilst the evaluation revealed that north western part of the site had been subject to considerable disturbance in the late 20<sup>th</sup> Century, with the resultant loss of all buried remains, significant structural elements of the former iron foundry and textile mill were revealed across the south eastern part of the trench.

The evaluation report identified an area of archaeological sensitivity that should be subject to further excavation and record prior to its loss to development ground works.

GMAAS concur with the findings and recommendations of the report and record that the outstanding archaeological works are secured through condition.

## **Ecology**

The planning application has been accompanied by an ecological appraisal which assesses the potential impact of the development on local ecology and nature conservation. This is a key requirement of policies EN15 and DM1 which seeks to ensure that applicants identify, enhance and restore impacts from developments on local habitats.

A bat surveys was undertaken in September 2016 (dusk emergence) and May 2017 (dawn re-entry). No bats were seen to emerge or re-enter the building during any of the surveys and only common pipistrelle was recorded in the locality in very low numbers. On the basis of the surveys the work is at low risk to roosting bats.

It is recommended that an informative of the planning approval are that should bats be found at any time during the site works, a suitably qualified individual is called to examine the situation.

The site is adjacent to the Ashton Canal which is a grade A site of biological importance (SBI). The canal supports important aquatic flora including records for the European Protected Special floating water plantain. In order to protect the canal from development works, no building materials or surface water run off should be allowed to enter the canal and best construction practise should be followed to avoid any pollution of the canal. This should form part of the conditions of the planning approval.

Artificial lighting can affect the feeding and commuting behaviour of bats. Bats have been recorded on site foraging on the site and are likely to use the canal for commuting. It is therefore recommended that any lighting (both during construction

and post development) be directed away from the canal and this should form part of the conditions of the planning approval.

Greater Manchester Ecology Unit has considered the details provided within the report and concur with the approach identified.

### **Effect of the development on the local environment and existing residents**

#### a) Sunlight, daylight, overshadowing and overlooking

Policy DM1 of the Core Strategy requires consideration to be given to the impacts on new developments on surrounding residential amenity, in particular whether new developments will have any overbearing, overshadowing or overlooking implications.

It is acknowledged that the application site is currently vacant and therefore it is inevitable that constructing a building at the application site, in an existing urban environment, will affect the daylight and sunlight of adjoining properties to varying degrees. As such, the applicant has given consideration to the matter of daylight and sunlight through an appropriate assessment in support of their planning application. This has assessed the development in line with BRE Guidelines.

The BRE guidelines provide three methodologies for daylight assessment – Vertical Sky Component (VSC), the No Sky Line (NSL) and the average day light factor (ADF). The assessment for sunlight is the Annual Probable Sunlight Hours (APSH).

It should be noted that the guidance should be treated flexibly in a context such as the application site, particularly in dense urban area such as this, where buildings are located in close proximity to each other.

The buildings which were assessed were:

- Ancoats primary care centre (42% VSC/full compliance ADF/67% NSL);
- CHIPs building (99% VSC/full compliance ADF/full compliance NSL);
- Islington Wharf Mews (71% VSC/82% ADF/84% NSL);
- Lock Keepers Cottage (full compliance VSC/full compliance ADF/75% NSL).

The analysis shows that the surrounding properties will all experience a very high level of compliance within the daylight assessment. Where there are breaches, they are generally isolated and minor in nature. In terms of sunlight, the assessment demonstrates full compliance with BRE guidelines.

In terms of overlooking, the associated distances between the above developments are as follows:

Chips – 23.4 metres;  
Islington Wharf Mews – 32- 39 metres

It is considered that these represent adequate privacy distances and will not give rise to any overlooking or loss of privacy.

b) TV reception

A TV reception survey has been carried by the applicant to determine the impact of the development on the local TV reception. The study has sought to establish the impact on the surrounding terrestrial television signal from the addition of a tall building at the application site.

It is considered, based on the evidence within the report, that the proposed development will have a neutral effect upon the reception of television broadcast services for existing residents. However, in order to verify this, given the overall scale of the building, it is recommended that a post construction survey is undertaken to determine whether any mitigation is required once the development is complete.

c) Air quality

Policy EN16 of the Core Strategy states that new development should not compromise air quality within the City. The applicant has undertaken an air quality assessment as part of their proposals. The need to consider the impact of new developments on existing air quality is reiterated within the NPPF and NPPG which requires requiring consideration to be given to the impact of a development on air quality particularly where it is known existing consideration are poor.

In line with the above air quality requirements, the assessment submitted as part of the report has considered whether the proposed development would change the air quality during both the construction and operational phases of the development. It should be noted that the application site lies within an Air Quality Management Area (AQMA) where it is already known that air quality conditions are poor.

In terms of the construction phase, it is noted that there will be dust from the construction process. There are, however, no existing buildings on site to demolish which will assist in minimising dust emissions. Notwithstanding this there will be earthworks and above ground construction activities. The report therefore recommends that a dust management plan is prepared during the construction activities. This will ensure that the dust and air quality impacts during the construction phase will not be significant and this should remain in place for the duration of the construction period.

Environmental Health concur with these findings in respect of the construction activities. In line with paragraph 8 of the PPG and paragraph 124 of the NPPF, it is recommended that a dust management plan forms part of the conditions of the planning approval.

With regards to the occupational phase of the development, the development will provide 62 car parking spaces. This equates to 38% provision and therefore the majority of residents will travel to and from the development via alternative means.

The applicant has committed to providing electric car charging points within their development. As a result of these measures, this will offer onsite travel options which will not contribute to current air quality conditions.

The townhouses will be fitted with woodburners and the report stipulates that these should be regulation compliant.

Environmental Health welcome this approach and concur with the findings of the air quality report, including the mitigation measures in the form of the dust management plan, electric charging and cycle provision. In light of the mitigation measures proposed above, it is considered that the proposal will comply with policy EN16 of the Core Strategy, paragraph 8 of the PPG and paragraph 124 of the NPPF in that there will be no detrimental impact on existing air quality conditions as a result of the development.

### **Effect of the development on the proposed residents**

#### a) acoustic insulation – residential accommodation

A noise assessment has been provided in support of this application to consider the noise insulation requirements for the accommodation proposed. The consideration of such matters is a key requirement for policy DM1 of the Core Strategy along with saved policy DC26 of the UDP. This approach is also outlined within the NPPF which seeks to avoid noise giving rise to significant adverse impacts on health and quality of life as a result of new developments.

The main sources of noise from the development are as follows:

- noise emissions from plant and construction activities associated with the development;
- plant;
- acoustic specification of the building to limit noise ingress from external noise.

In terms of noise and disturbance from the construction process, the applicant has indicated that the construction process will take place weekdays 07:30 to 18:00 and Saturdays 08:00 to 14:00 with no operations on Sundays.

The noise report concludes that there would be an increase in ambient noise levels during the construction period such impacts are considered to be temporary in nature.

Provided that the strict operating and delivery hours are adhered to along with the erection of the hoarding line around the perimeter of the site (which will have acoustic properties), silencers from equipment along with regular communication with nearby residents this would minimise any noise impacts on nearby properties which will also be temporary for the duration of the build. It is recommended that such details are secured by a planning condition.

The proposed development is likely to require plant. It is unclear at this stage what will be required and therefore the specification. Such details are therefore required prior to the first use of the development and it is recommended that this is included as a condition of the planning approval.



The acoustic report also considers external noise sources on the proposed residential accommodation. The main sources of noise would be from Old Mill Street and therefore it is necessary that the apartments are acoustically insulated to mitigate against any undue harm as a consequence of the noise sources.

The building has been provided with a mechanical ventilation system which allows for natural cooling and ventilation within the apartments without having to open windows.

Environmental Health has considered the contents of the report. They have requested further details on the specification of the ventilation system and the final of the glazing and façade treatment to ensure that it meets the relevant noise criteria.

It is therefore recommended that a condition of the planning approval is that such details are provided in the interest of residential amenity.

On that basis, provided that construction activities are carefully controlled and the plant equipment and residential and commercial accommodation are appropriately insulated the proposed development is considered to be in accordance with policy DM1 of the Core Strategy, extant policy DC26 of the UDP and the NPPF.

#### b) Waste management

A major mixed use development of this nature is likely to generate a significant amount of waste which is required to be managed on a daily basis. Policies EN19 and DM1 of the Core Strategy require that applicants show consistency with the waste hierarchy which principally seeks applicant to re-use and recycle their waste.

The waste strategy for the residential has been carefully considered. It has been calculated that the following refuse capacity is required

- General waste – 18 x 1100 litres;
- Dry recycling – 9 x 1100 litres;
- Paper and card recycling – 9 x 1100 litres; and
- Organic waste – 11 x 240 litres.

There are three dedicated internal bin stores within the ground floor area of the development. These are located adjacent to the lifts so the distances residents will need to travel to deposit their waste. These refuse stores will provide access all of the 4 bin types to encourage residents to recycle. On collection day, the waste from the three bin stores will be move to various positions where designated bays for refuse wagons will be provided.

With regards to the town houses, individual waste and recycling facilities will be provided within the properties. Residents will then transfer their waste to the designated collection points on collection day.

Environmental Health has stated that the refuse arrangements are acceptable for the residential element of the scheme.

Overall it is considered that the waste management arrangements have been well considered as part of the development. The arrangements ensure maximum ease and efficiency for residents and ensure that waste is contained within a specified area. There is also a clear commitment and drive to ensure that residents recycle and the measures that will be put in place to do this are acceptable. The proposal therefore accords with policies DM1 and EN19 of the Core Strategy in this regard.

c) Accessibility

The proposal is considered to provide accessible accommodation. There is lift access to all the floors. Given the accommodation meets the prescribed space standards, there will be sufficient turning space for those in a wheel chair and ability to adapt bathroom accommodation accordingly.

d) Fire strategy

The proposed building will be a cladded system and will comprise of up to 9 storeys of accommodation. The applicant's fire engineer has assessed the proposed building together with confirming that the proposed building will comply with current UK Building Regulations.

The building will be provided with façade insulation of limited combustibility, with fire stopping at every level and where walls separating individual flats meet the façade. Each flat will be separated from adjacent flats and the corridor by 60 minute fire resisting walls and 30 minute fire resisting doors. Each flat will be provided with a fire alarm system (standalone system within each flat) and a sprinkler system. The building will be provided with a smoke control system within the corridors on each floor, designed to prevent smoke entering the stairs and spreading to other floors in the building. The building will be provided with three escape stairs to the typical floors, accessible via the corridors. The building will be provided with two firefighting stairs, each with a fire fighting lift and a dry riser system to aid firefighter access to all floors of the building.

## **Trees**

Policy EN9 states that new developments will be expected to maintain existing green infrastructure. The policy goes on to state that where the benefits of a proposed development are considered to outweigh the loss of an existing element of green infrastructure, the developer will be required to demonstrate how this loss will be mitigated in terms of quantity, quality, function and future management.

The applicant has undertaken a tree survey which indicates that there are 6 individual trees and 1 group of trees which are deemed to be affected by the development. Three of the trees are category B trees (trees of moderate quality) with the remaining trees and the group tree being category C trees (trees of low quality).

The proposal will result in the removal of 5 trees (including the group tree). This will include the trees to the towpath with the City Arborist would prefer to see retained. Whilst it is regrettable that the trees will be removed in this location, particularly to the

towpath which provide a green edge, they are necessary to allow the construction of the townhouses.

Replacement tree planting will take place at the application in mitigation of those that have been lost. This should form part of the conditions of the planning approval.

### **Landscaping and amenity space /boundary treatment/public realm**

Consideration of the opportunities to incorporate usable shared and private amenity space within the development have been considered.

There are two internal amenity zones incorporated within the ground floor of the development adjacent to the lobby area. These will provide shared spaces for the residents of the development to congregate. Leading off from one of the internal amenity areas is an external amenity space facing onto the Ashton Canal. Having communal internal and external areas such as this is welcomed.

Consideration has also been given to the creation of private amenity areas within the development. A series of private terraces are provided to the ground floor apartments which overlook the Ashton Canal Basin together with private terraces for the upper floor duplex apartments. In addition, there will also be private terraces for the 3 townhouse on the upper floor of these properties.

In order to soften the external areas of the development, trees will be provided to the car park edges along Vesta Street. This in turn will help to mitigate against the trees which are to be lost as part of the development.

Boundary treatment will secure the perimeter of the application site including the areas to the towpath. The specification of this treatment has not yet been decided, however, its height and design will be expected to contribute to the setting of the development. This detail is recommended to be secured by planning condition.

The external areas to the development will principally adopt a functional hard landscape which reflects the car parking and servicing requirements of the external areas. There is an opportunity for soft landscaping in an area between the townhouses and the apartment building which will provide a green edge to the towpath. This area will not have any public access and will be maintained by the applicant in order to site equipment associated with the canal locks.

A further area of landscaping is situated along Old Mill Street. Further consideration has been given to this area during the course of the application and it is anticipated that this area will become hard landscaping to ensure a understandable pedestrian environment.

All matters of hard and soft landscaping and boundary treatments should be secured by planning condition.

### **Impact on the highway network/car parking**

Policy T1 and T2 of the Core Strategy seeks to encourage modal shifts away from the car and locate new development that is accessible by walking, cycling and public

transport. Policy DM1 goes on to state that traffic generation and road safety must be considered as part of new developments.

A transport statement has been prepared in respect of this planning application which acknowledges the highly sustainable location of the application site particularly that the site is accessible to a range of transport modes and its close proximity to a range of amenities and services.

The nearest major transport node is Piccadilly train station together with the New Islington Tram stop which is within 10 minute walk of the application site. These nodes provide access to train, tram and bus travel across the City Centre and beyond.

Given the highly sustainable location of the application site, within the expanded City Centre, careful consideration has been given to the level of car parking that is necessary to support a development of this nature.

Policy T2 of the Core Strategy states that developments in the City Centre should *'provide a level of car parking which reflects the highly accessible nature of the location, as well as the realistic requirements of the users of the development'*. This requirement to find a balanced approach to car parking provision for developments in highly sustainable locations, such as the application site, is also reflected within the Ancoats and New Islington Development Framework which states that:

*'New development proposal should be accompanied by an appropriate car parking strategy which allows the potential demand generated by future residents to be met whilst considering the promotion of alternative sustainable forms of transport. On site car parking solutions should be incorporated into development proposals in a manner that does not detract from the character or animation of the street'*

This proposal seeks to provide 59 (including 4 disabled spaces) car parking spaces for the apartment block and 3 spaces and 3 internal garage spaces for the townhouses. This equates to 35% and 200% provision respectively.

The recently adopted Manchester Residential Quality Guidance provides specific guidance on what constitutes a suitable level of car parking for high density apartment scheme in the City Centre.

*For apartment schemes within the city centre, there are a number of variables that will affect parking demand within a particular development. In particular these are the tenure and price point of a development. As a general rule, in this regard, higher end apartment schemes aimed at owner occupiers will tend to generate higher levels of demand. Conversely, the emerging build to rent sector is very much targeted at a younger demographic attracted to the city centre lifestyle and who have a higher potential and tendency to view car ownership as more of a constraint than a requirement. In these scenarios, higher levels of cycle parking provision and car clubs will be appropriate. Clearly, car parking demand will also be influenced by the availability of public transport.*

The guidance goes on to state that for City Centre developments:

*“There is a need to create a critical mass, mix and diversity of apartment / house types in the city centre and therefore a site by site consideration of appropriate car parking provision based on an assessment against key criteria”*

This criteria is as follows:

- Secure cycle parking in excess of 50% provision relative to apartment numbers;
- Identification of sufficient off-site capacity, within 5 minutes' walk of the proposed development, to accommodate designated spaces associated with the development (via a long term leasehold to be available for the life of the development);
- Provision of designated on-street parking, subject to satisfactorily demonstrating the spaces will be properly designed and integrated into the street scene in agreement with the Local Planning and Highways Authority, and in accordance with the wider principles of this document.
- Demonstrating that provision of full parking provision will unacceptably comprise the development's active frontages and relationship with the street, and evidence that an alternative parking solutions cannot be viably accommodated.
- Provision of robust research and market evidence to demonstrate that lower levels of car parking demand will be appropriate for a particular scheme.

The proposed development will provide accommodation which will be available on a for sale basis. Highway Services concur with the car parking approach for this development given its location and access to sustainable forms of development.

The applicant has prepared a comprehensive travel plan to support their proposal which includes 132 cycle spaces (78% per apartment and 44% per number of bedrooms). Whilst this is above the 50% stipulated within the residential quality guide, it is considered that given the close proximity of the application site to the City Centre, there is an opportunity to promote travel via this method further. It is recommended that a condition of the planning approval is that further consideration is given to the cycle parking provision at the application site.

The applicant has committed to providing electric car charging points where necessary across the development.

The applicant has committed to producing a travel plan for the development and the implementation of this should form part of the conditions of the planning approval.

In terms of the impact on the local highway network, Highway Services concur with the applicants assessment in this regard in that there will be no significant impacts on the capacity of the local highway network.

The transport assessment has also considered the servicing. Refuse collection will take place from the vehicular entrance off Vesta Street. These arrangements are considered to be satisfactory given the frequency of such events occurring. Clarification has been sought that there are no conflicts with the car parking bays and this information is currently being considered by Highway Services.

Highway Services have requested that prior to the commencement of the construction process it will be necessary to understand the impact on the local highway network. This should form part of the conditions of the planning approval.

Overall, it is considered that the development would have a minimal impact on the local highway network and there would be adequate car and cycle provision to serve the needs of the development. Travel planning would help take advantage of the sustainable location of the application site in order to further reduce the reliance on the car to the site. Servicing and construction requirements can also adequately met at the site. The proposal therefore accords with policies SP1, T1, T2 and DM1 of the Core Strategy

### **Flood Risk/surface drainage**

The application site is located in flood zone 1 '*low probability of flooding*'. However, the site lies within a critical drainage area (an area where there are complex surface water flooding problems from ordinary watercourses, culverts and flooding from the sewer network). These areas are particularly sensitive to an increase in rate of surface water run off and/or volume from new developments which may exasperate local flooding problems. As such, policy EN14 states that developments should seek to minimise the impact on surface water run off in a critical drainage area.

The applicant has prepared a drainage statement in support of their planning application. The Flood Risk Management Team have requested that a detailed scheme is prepared together with an ongoing management scheme. These should form part of the conditions of the planning approval.

### **Sustainability and energy efficiency**

Policy DM1 states that residential developments will be expected to satisfy the Code for Sustainable Homes standards. Policies SP1 and EN4 to EN6 of the Core Strategy focus on reducing emissions and achieving low and zero carbon developments. As the application site is located in the regional centre, the development is expected to demonstrate its contribution to this objective (policy EN5).

Policy EN4 in particular, requires the application of the energy hierarchy to ensure that passive measures, energy efficiency and low and zero carbon generation options are considered. This includes:

- minimising energy demands – consider passive design measures and optimise building envelope in terms of orientation, air tightness and insulation; and
- meet demands efficiency – specify energy efficient plant, heating, ventilation, lighting and system controls to facilitate efficient operation.

The applicant has provided an energy and environmental standards statement in respect of their planning application. This states that the design of the building incorporates passive design principles in order to achieve a highly efficient thermal envelope and reduce primary energy requirements. This will ensure that the buildings achieve a high level of thermal efficiency/air tightness and reducing heating demands beyond Building Regulations requirements.

The application of passive principles to maximise thermal efficiency means that electric heating is a cost effective solution to provide supplementary heating to each apartment. In addition, water efficient fittings will also help to reduce electrical loads for water heating.

In terms of ventilation, there will be a mix of operable windows and mechanical ventilation with heat recovery (and are approximately 90% efficient). Furthermore, the orientation of the windows in the building and the shape of windows has been designed to encourage solar gain in winter but will not over heat in the warm months.

In terms of lighting, electrical demands will be minimised through the use of energy efficiency lighting throughout all areas of the building.

Renewable energy has been considered but discounted as it was judged that the increased investment in achieving a highly efficient building fabric outweighed the energy performance of investing in renewable energy.

Policy EN6 of the Core Strategy requires developments of this nature to achieve at least a 19% improvement over the target emissions required by Part L of the Building Regulations. This equates to a 19% reduction over part L of the Building Regulations (2013).

It is noted that policy DM1 of the Core Strategy requires that Code Level of the Code for Sustainable Homes rating criteria is achieved. However, on the 26 March 2015 the Code assessment criteria was revoked by Royal Assent. Whilst the assessment criteria has been revoked, it is still important to understand how a development performs, particularly in respect of waster efficiency and energy standards.

The applicant has provided details of the energy efficiency, particularly how the development incorporates water management and water resilience measures, waste and construction management and biodiversity. In terms of energy efficiency, the proposed development will maximise energy efficiency and will incorporate low zero carbon generating technologies which will seek to minimise energy use and associated CO2 emissions. This development will aim to achieve 9% less than Building Regulations.

In terms of the measures identified, and their contribution to the objectives of policy EN6, the overall energy performance of the development is satisfactory. There is an overall reduction in emissions as prescribed by policy EN6 of the Core Strategy. The development performs well, and on balance, broadly complies with the spirit of the Core Strategy policies given the high quality building fabric and systems that that are being incorporated into the buildings. It is recommended that the energy standards form part of the conditions of the planning approval.

## **Designing out crime**

Policy DM1 of the Core Strategy requires that consideration be given to community safety and crime prevention. The planning application is supported by a Crime Impact Statement (CIS), prepared by Design for Security at Greater Manchester Police, which assess the proposal in terms of crime prevention and safety.

The CIS recognises that the development will bring vitality to a partially derelict site and will present a more active frontage to most of the public elevations around the site which in turn provides improved natural surveillance to the surrounding public realm. Indeed, the public entrances to the building are in prominent locations.

A series of recommendations have been provided to improve the accommodation from a security perspective which include agreeing the detail of the boundary treatment and specification, specification of balcony areas.

It is recommended that a condition of the planning approval is that the CIS is implemented in full as part of the development in order to achieve Secured by Design Accreditation.

## **Ground conditions**

Policy EN18 of the Core Strategy requires that consideration should be given to potential sources of ground contamination and the effect on new developments. Initial site investigation work has been carried out by the applicant. This found a large amount of made ground at the site.

The initial site investigation report has been considered by Environmental Health. They have recommended that further investigation works are required with regards to foundation and piling work risk assessment together with calibration certificates for gas monitoring and the submission of a remediation strategy.

Once the remediation strategy has been approved this shall be implemented and a verification report submitted on completion of the development to verify that all the agreed remediation has been carried out. This approach should form a condition of the planning approval in order to comply with policy EN18 of the Core Strategy.

## **Demolition and Construction management**

A construction management plan has been submitted in support of this planning application. This details how the construction process will be managed at the site, particularly in respect of the operating hours, dust suppression, security and waste.

The applicant has indicated that, subject to planning permission being granted, works will commence at the site in late 2017 with completion expected by the summer of 2019.

Whilst it is noted that works will take place in close proximity to residential properties, and they will notice the comings and goings from the site, it is not considered that the



impacts associated with the development will be significant and will be short in duration and predictable.

The applicant's contractor has also indicated that they adhere to the consideration constructor's scheme. This will help minimise the impact of the development on local residents. In particular, dust suppression measures will be used along with minimising stock piling and use of screenings to cover materials. Plant will also be turned off when no needed and no waste or material will be burned on site.

Working hours will be in line with appropriate standards and the site will be secured with an appropriate hoarding to prevent any unauthorised access thus allowing construction to take place safely. Due to the size of the site, it will not be possible to site compound/welfare facilities within the site boundaries. This will need to be created in the local vicinity.

Deliveries to the site will be via the existing road network. Once the final access position is agreed, it will be necessary to ensure appropriate wheel washing is put in place to prevent any dirt and debris along the road and beyond.

Limited information has been provided in terms of routing strategy, however, given the close proximity to Great Ancoats Street, it is anticipated servicing vehicles will access the site from this road which should minimise any disruption along the local highway network.

There is unlikely to be any cumulative impact from the construction elements of the development. Whilst there is a large amount of activity in the local area, the close proximity to major roads such as Great Ancoats Street will ensure such activities should not have a detrimental impact on the surrounding area.

Provided the initiatives outlined above are adhered to, it is considered that the construction activities are in accordance with policies SP1 and DM1 of the Core Strategy and extant policy DC26 of the Unitary Development Plan. However, it is recommended that a condition of the planning approval is that the final construction management plan is agreed in order to ensuring the process has the minimal impact on surrounding residents and the highway network.

### **Permitted development**

The Planning Policy Guidance states that only in exceptional circumstances should conditions be imposed which restrict permitted development rights otherwise such conditions are deemed to be unreasonable.

It is recommended that a condition of the approval should clearly define the approved residential units under the C3(a) use and to remove the permitted development rights that would normally allow the change of use of a property to a HMO falling within use classes C3(b) and C3(c) without the requirement for formal planning permission. This is to protect this development and its future residents from the problems associated with the change of use of properties to HMO's and to promote family accommodation and sustainability within this neighbourhood.

## **Public opinion**

The applicant has undertaken their own pre-consultation exercise with local residents and interested parties prior to the submission of their planning application. This took the form of a public exhibition outlining the proposals. In addition, an information leaflet was sent to local residents which provided details on the proposal and also provide details of the public exhibition and drop in sessions. A total of 13 residents/interested parties attended the public exhibition and following the event 5 follow up emails were received.

The comments received were a combination of feedback from welcoming the proposal and redevelopment of the site to concerns about the design and quality of the scheme.

Similar comments were received as part of the statutory process including comments from the Canal and River Trust which are concerned about the design and form that the development takes. It is considered that the proposal will bring positive benefits to the surrounding area through the elimination of a vacant site.

The ramp access up the canal towpath precludes the introduction of an active frontage to Old Mill Street. However, it is considered that there remains a positive frontage to the road as there are windows overlooking the street from the apartments.

The use of high quality materials, windows details and building heights provides and interesting building form to the area which will complement the distinctive architecture which has begun to emerge in this part of New Islington. There is a clear response to the canal and nearby Listed Buildings and structure by the introduction of the town houses to the street.

## **Conclusion**

The proposal will see the redevelopment of a vacant brownfield site within the heart of one of Manchester's key regeneration. A total of 169 residential units (which will be available for sale) will be created which will contribute to the City's residential growth strategy and help support neighbourhoods of choice. The applicant will support local labour and has set up an apprenticeship scheme which will help recruit local people. Careful consideration has been given to the siting, scale and appearance of the development to ensure it provide a high quality development along with minimising the impact on existing residents.

**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      APPROVE**

### **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. Pre application advice has been sought in respect of this matter where early discussions took place regarding the siting/layout, scale, design and appearance of the development along with noise and traffic impacts. Further work and discussion have taken place with the applicant through the course of the application, particularly in respect of the appearance of the building and its height along with other matters arising from the consultation and notification process. The proposal is considered to be acceptable and therefore determined within a timely manner.

A-111 Rev 10 stamped as received by the City Council, as Local Planning Authority, on the 7 April 2017

### **Reason for recommendation**

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

1) The development must be begun not later than the expiration of three years beginning with the date of this permission.

Reason - Required to be imposed pursuant to Section 91 of the Town and Country Planning Act 1990.

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

#### Drawings

A-701-PL Rev 2, A-111 Rev 10, A-203 Rev 8, A-202 Rev 8, A-201 Rev 7, A-071 Rev 3, A-060 Rev 5, A-112 rev 10, A-113 Rev 10, A-113.1 rev 2, A, A-113.2 Rev 2, A-114 Rev 9, A-115 Rev 9, A-116 Rev 9, A-301 Rev 5, A-511 Rev 4, A-521 Rev 4, A-561 Rev 3, A-712-PL Rev 3, A-721-PL Rev 3, A-722-PL Rev 3, A-723-PL Rev 3, A-731-PL Rev 2, A-732-PL Rev 2 and A-302 Rev 5 stamped as received by the City Council, as Local Planning Authority, on the 7 April 2017

### Supporting Information

Ecology appraisal prepared by Arup (235055-00), Transport Assessment prepared by Arup (235055), Planning statement prepared by Deloitte, Noise assessment prepared by Arup (235055-55), Daylight and sunlight report prepared by GIA, Tree Survey prepared JCA (12880/ME), Construction management, Archaeology DBA report prepared by Arup, TV reception survey prepared by Taylor Electronic Systems, Crime Impact Statement (Version B), Operational Recycling and Waste prepared by Arup, Management Statement, Statement of Community Involvement, Geotechnical and Geoenvironmental Report prepared by Arup, Travel Plan Framework prepared by Arup, Drainage Strategy prepared by Arup, Heritage statement prepared by KM Heritage, Design and Access statement and Energy and Environmental Statement prepared by Arup stamped as received by the City Council, as Local planning Authority, on the 24 June 2016

Response to Schedule of comments prepared by Deloitte stamped as received by the City Council, as Local Planning Authority, on the 7 September 2016

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.

3) No development shall take place until the applicant or their agents or their successors in title has secured the implementation of a programme of archaeological works to be undertaken in accordance with a Written Scheme of Investigation (WSI), prepared by the appointed archaeological contractor. The WSI should be submitted to and approved in writing by the local planning authority. The development shall not be occupied until the site investigation has been completed in accordance with the approved WSI. The WSI shall cover the following:

(a) A phased programme and methodology of site investigation and recording to include:

- targeted field evaluation trenching
- (depending upon the evaluation results) a strip map and record exercise
- targeted open area excavation

(b) A programme for post investigation assessment to include:

- analysis of the site investigation records and finds
- production of a final report on the significance of the archaeological and historical interest represented.

(c) Provision for publication and dissemination of the analysis and report on the site investigation.

(d) Provision for archive deposition of the report, finds and records of the site investigation.

(e) Nomination of a competent person or persons/organisation to undertake the works set out within the approved WSI.

Reason - To investigate the archaeological interest of the site and record and preserve any remains of archaeological interest, pursuant to saved policy DC20.1 of the Unitary Development Plan for the City of Manchester and guidance in the National Planning Policy Framework.

4) (a) Notwithstanding the drainage report submitted by Arup stamped as received by the City Council, as Local Planning Authority, on the 7 April 2017, details of the proposed drainage strategy shall be submitted for approval by the City Council, as Local Planning Authority, prior to the commencement of the development.

(b) The development shall then be constructed in accordance with the approved details, within a previously agreed timescale. Prior to the first occupation of the development a verification report shall be submitted, including relevant photographic evidence, that the scheme has been implemented in accordance with the previously approved details.

Reason – To promote sustainable development, secure proper drainage and to manage the risk of flooding and pollution pursuant to policies SP1, EN14 and DM1 of the Manchester Core Strategy (2012).

5) (a) Notwithstanding the Preliminary Geotechnical and Geo-environmental Report, dated April 2017 stamped as received by the City Council, as Local Planning Authority, on the 7 April 2017, prior to the commencement of the development the following information shall be submitted for approval:

- Submission of a Foundation Works Risk assessment
- Submission of Piling risk assessment
- Submission of the calibration certificates for the gas monitoring equipment used
- Submission of a Remediation Strategy

The development shall then be carried out in accordance with the approved details.

(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 prior to the first occupation of the development.

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 – There is evidence of site contamination at the application site which requires further consideration and examination. In particular, details of outstanding gas monitoring is required to be submitted for consideration and an appropriate

remediation strategy prepared. This is pursuant to policy EN18 of the Manchester Core Strategy (2012).

6) Notwithstanding the construction management plan prepared stamped as received by the City Council, as Local Planning Authority on the 7 April 2017, prior to the commencement of the development a detailed construction management plan outlining working practices during development shall be submitted to and approved in writing by the local planning authority, which for the avoidance of doubt should include;

- Display of an emergency contact number;
- Details to protect the canal and adjacent water system;
- Details of Wheel Washing;
- Dust suppression measures;
- Compound locations where relevant;
- Location, removal and recycling of waste;
- Routing strategy and swept path analysis;
- Parking of construction vehicles and staff; and
- Sheeting over of construction vehicles.

Development shall be carried out in accordance with the approved construction management plan.

Reason - To safeguard the amenities of nearby residents, highway safety and adjacent canal/waterway and in the interest of air quality, pursuant to policies SP1, EN9, EN19 and DM1 of the Manchester Core Strategy (July 2012).

7) Prior to any above ground works, (a) a programme for the issue of samples and specifications of all material to be used on all external elevations of the development shall be submitted for approval in writing by the City Council, as Local Planning Authority, the programme shall include timings for the submission of samples and specifications of all materials to be used on all external elevations of the development along with jointing and fixing details, details of the drips to be used to prevent staining in and a strategy for quality control management.

(b) All samples and specifications shall be submitted to and approved in writing in accordance with the programme as agreed under part a). The approved materials shall then be implemented as part of the development.

Reason - To ensure that the appearance of the development is acceptable to the City Council as local planning authority in the interests of the visual amenity of the area within which the site is located, as specified in policies SP1 and DM1 of the Core Strategy.

8) Prior to the first occupation of the development hereby approved, details of the implementation, maintenance and management of the sustainable drainage scheme have been submitted for approval in writing by the City Council, as Local Planning Authority.

For the avoidance of doubt the scheme shall include the following:

- Management and maintenance plan for the lifetime of the development which shall include the arrangements for adoption by any public body or statutory undertaker, or any other arrangements to secure the operation of the sustainable drainage scheme throughout its lifetime.

The approved scheme shall then be implemented in accordance with the details and thereafter managed and maintained for as long as the development remains in use.

Reason – To promote sustainable development, secure proper drainage and to manage the risk of flooding and pollution pursuant to policies SP1, EN14 and DM1 of the Manchester Core Strategy (2012).

9) Notwithstanding drawing PL-1738-VW-002-lanscape boundary treatment stamped as received by the City Council, as Local Planning Authority, on the 15 June 2017, (a) prior to the first occupation of the development details of a hard and soft landscaping scheme (including tree mitigation) shall be submitted to and approved in writing by the City Council as local planning authority.

(b) The approved scheme shall be implemented not later than 12 months from the date the buildings are first occupied. If within a period of 5 years from the date of the planting of any tree or shrub, that tree or shrub or any tree or shrub planted in replacement for it, is removed, uprooted or destroyed or dies, or becomes, in the opinion of the local planning authority, seriously damaged or defective, another tree or shrub of the same species and size as that originally planted shall be planted at the same place.

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.

10) Notwithstanding drawing PL-1738-VW-002-lanscape boundary treatment stamped as received by the City Council, as Local Planning Authority, on the 15 June 2017, (a) prior to the first use of the development hereby approved details of the siting, scale and design of the boundary treatment shall be submitted for approval in writing by the City Council, as Local Planning Authority.

(b) The approved details shall then be implemented prior to the first occupation of the development hereby approved and shall thereafter be retained and maintained in accordance with these details.

Reason - To ensure that the pedestrian entrance is appropriate in terms of visual amenity, and the impact on the Conservation Area, and is secure pursuant to comply policies SP1, EN1, EN3 and DM1 of the Manchester Core Strategy.

11) The development hereby approved shall be carried out in accordance with the Environmental Standards statement prepared by Arup stamped as received by the City Council, as Local Planning Authority, on the 7 April 2017. A post construction review certificate/statement shall be submitted for approval, within a timescale that has been previously agreed in writing, to the City Council as Local Planning Authority.

Reason - In order to minimise the environmental impact of the development pursuant to policies SP1, T1-T3, EN4-EN7 and DM1 of the Core Strategy and the principles contained within The Guide to Development in Manchester SPD (2007) and the National Planning Policy Framework.

12) Prior to the first occupation of the development hereby approved, details of any externally mounted ancillary plant, equipment and servicing shall be submitted for approval. The approved scheme shall be implemented prior to the first occupation of the development and thereafter retained and maintained in situ.

Reason - To minimise the impact of plant on the occupants of the development pursuant to policies SP1 and DM1 of the Manchester Core Strategy (2012) and saved policy DC26 of the Unitary Development Plan for the City of Manchester (1995).

13) Notwithstanding the noise assessment prepared by Arup stamped as received by the City Council, as Local Planning Authority, on the 7 April 2017, prior to the first occupation of the residential accommodation hereby approved, the accommodation shall be insulated in accordance with a scheme submitted for approval in writing by the City Council, as Local Planning Authority. The approved scheme shall thereafter be retained and maintained in situ for as long as the development remains in use.

Reason: To secure a reduction in noise from traffic or other sources in order to protect future residents from noise disturbance pursuant to policies SP1, H1 and DM1 of the Core Strategy (2007) and saved policy DC26 of the Unitary Development Plan for the City of Manchester (1995).

14) Prior to the first occupation of the development hereby approved, the refuse arrangement and waste management strategy, as indicated on drawing ? and the operational recycling and waste strategy prepared by Arup stamped as received by the City Council, as Local Planning Authority, on the 7 April 2017 shall be implemented and thereafter be retained and maintained in situ for as long as the development remains in use.

Reason - To ensure adequate refuse arrangement are put in place for the commercial unit pursuant to policies EN19 and DM1 of the Manchester Core Strategy.

15) The development hereby approved shall include a building and site lighting scheme and a scheme for the illumination of external areas during the period between dusk and dawn, or as may be otherwise agreed in writing by the City Council as local planning authority. Full details of such a scheme shall be submitted for approval in writing by the City Council, as Local Planning Authority before the first occupation of the development hereby approved. The approved scheme shall be implemented in full prior to the first use of the development and shall remain in operation for so long as the development is occupied.

Reason - In the interests of amenity, crime reduction and the personal safety of those using the proposed development and bat environment in order to comply with the requirements of policies SP1, EN15 and DM1 of the Core Strategy.



16) 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 SP1 and DM1 of the Core Strategy.

17) Deliveries, servicing and collections including waste collections shall not take place outside the following hours:

Monday to Saturday 07:30 to 20:00

Sundays (and Bank Holidays): No deliveries/waste collections

Reason – In the interest of residential amenity pursuant to policies SP1 and DM1 of the Manchester Core Strategy (2012).

18) Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 1995 as amended by The Town and Country Planning (General Permitted Development) (Amendment) (England) Order 2010 (or any order revoking and re-enacting that Order with or without modification) no part of the premises shall be used for any other purpose (including any other purpose in Class C3 of the Schedule to the Town and Country Planning (Use Classes) Order 1987 as amended by The Town and Country Planning (Use Classes) (Amendment) (England) Order 2010, or in any provision equivalent to that Class in any statutory instrument revoking and re-enacting that Order with or without modification) other than the purpose(s) of C3(a). For the avoidance of doubt, this does not preclude two unrelated people sharing a property.

Reason - In the interests of residential amenity, to safeguard the character of the area and to maintain the sustainability of the local community through provision of accommodation that is suitable for people living as families pursuant to policies DM1 and H11 of the Core Strategy for Manchester and the guidance contained within the National Planning Policy Framework.

19) The development shall be carried out in accordance with the Crime Impact Statement (Version B) prepared by Design for Security at Greater Manchester Police stamped as received by the City Council, as Local Planning Authority, on the 7 April 2017. The development shall only be carried out in accordance with these approved details. The development hereby approved shall not be occupied or used until the Council as local planning authority has acknowledged in writing that it has received written confirmation of a Secured by Design accreditation.

Reason - To reduce the risk of crime pursuant to policies SP1 and DM1 of the Core Strategy and to reflect the guidance contained in the National Planning Policy Framework.

20) The development hereby approved shall be carried out in accordance with the Travel plan framework prepared by Arup stamped as received by the City Council, as Local Planning Authority, on the 7 April 2017.

In this condition a Travel Plan means a document which includes:

- i) the measures proposed to be taken to reduce dependency on the private car by those living at the development;
- ii) a commitment to surveying the travel patterns of residents/staff during the first three months of the first use of the building and thereafter from time to time
- iii) mechanisms for the implementation of the measures to reduce dependency on the private car
- iv) measures for the delivery of specified travel plan services
- v) measures to monitor and review the effectiveness of the Travel Plan in achieving the objective of reducing dependency on the private car

Within six months of the first use of the building, a Travel Plan which takes into account the information about travel patterns gathered pursuant to item (ii) above shall be submitted for approval in writing by the City Council as Local Planning Authority. Any Travel Plan which has been approved by the City Council as Local Planning Authority shall be implemented in full at all times when the development hereby approved is in use.

Reason - To assist promoting the use of sustainable forms of travel for residents, pursuant to policies T1, T2 and DM1 of the Manchester Core Strategy (2012).

21) Notwithstanding the details shown on drawing A-11 Rev 10 stamped as received by the City Council, as Local Planning Authority, on the 7 April 2017, prior to the first use of the building, details of the provision of the cycle storage shall be submitted for approval in writing by the City Council, as Local Planning Authority. The approved details shall then be implemented prior to the first use of the development hereby approved and retained and maintained in situ for as long as the development remains in use.

Reason – To ensure there is sufficient cycles stand provision at the in order to support modal shift measures pursuant to policies SP1,T1, T2 and DM1 of the Manchester Core Strategy (2012).

22) Prior to the first use of the development hereby approved, the car parking layout, as indicated on drawing A-11 Rev 10 stamped as received by the City Council, as Local Planning Authority, on the 7 April 2017 shall be laid out, demarcated and made available. The car parking layout shall be retain and maintained for as long as the development remains in use.

Reason – To ensure sufficient car parking is available for the development pursuant to policies SP1, T1, and DM1 of the Manchester Core Strategy (2012).

23) The development hereby approved shall be carried out in accordance with the section 6.74-6.80 of the planning statement prepared by Deloitte stamped as received by the City Council, as Local Planning Authority, on the 7 April 2017 in

respect of the commitment to recruit local labour and local apprenticeships. Within six months of the first occupation of the development details of the results of the scheme shall be submitted for consideration.

Reason – The applicant has demonstrated a commitment to recruiting local labour pursuant to policies SP1 of the Manchester Core Strategy (2012).

24) Prior to the first use of the development, a scheme of highway works in relation to Vesta Street, in order to provide adequate pedestrian and vehicular environment at the application site, shall be submitted for approval in writing by the City Council, as Local Planning Authority.

For the avoidance of doubt this shall include the following:

- creation of dropped kerb to car park entrance off Vesta Street;
- Improvements to the public realm and footways along Vesta Street
  
- Details of materials, including natural stone or other high quality materials to be used for the footpaths and for the areas between the pavement and the line of the proposed building/public realm

The approved scheme shall be implemented and be in place prior to the first occupation of the residential element of the development hereby approved and thereafter retained and maintained in situ.

Reason - To ensure safe access to the development site in the interest of pedestrian and highway safety pursuant to policies SP1, EN1 and DM1 of the Manchester Core Strategy (2012).

25) No tree felling or pruning works or vegetation clearance works shall take place during the optimum period for bird nesting (March - September inclusive) unless nesting birds have been shown to be absent, or, a method statement for the works including for the protection of any nesting birds is agreed in writing by the City Council, Local Planning Authority. Any method statement shall then be implemented for the duration of the clearance.

Reason - In order to protect wildlife from works that may impact on their habitats pursuant to policy EN15 of the Manchester Core Strategy (2012).

26) Notwithstanding the TV reception survey, stamped as received by the City Council, as Local Planning Authority, on the 7 April 2017, within one month of the practical completion of the development or before the development is first occupied, whichever is the sooner, and at any other time during the construction of the development if requested in writing by the City Council as local planning authority in response to identified television signal reception problems within the potential impact area a study shall identify such measures necessary to maintain at least the pre-existing level and quality of signal reception identified in the survey carried out above. The measures identified must be carried out either before the building is first occupied or within one month of the study being submitted to the City Council as local planning authority, whichever is the earlier.

Reason - To provide an indication of the area of television signal reception likely to be affected by the development to provide a basis on which to assess the extent to which the development during construction and once built, will affect television reception and to ensure that the development at least maintains the existing level and quality of television signal reception - In the interest of residential amenity, as specified in policy DM1 of Core Strategy.

27) In this condition "retained tree" means an existing tree, shrub or hedge which is to be as shown as retained on the approved plans and particulars; and paragraphs (a) and (b) below shall have effect until the expiration of 5 years from the date of the occupation of the building for its permitted use.

(a) No retained tree shall be cut down, uprooted or destroyed, nor shall any retained tree be topped or lopped other than in accordance with the approved plans and particulars, without the written approval of the local planning authority. Any topping or lopping approved shall be carried out in accordance with British Standard 5387 (Trees in relation to construction)

(b) If any retained tree is removed, uprooted or destroyed or dies, another tree shall be planted at the same place and that tree shall be of such size and species, and shall be planted at such time, as may be specified in writing by the local planning authority.

(c) The erection of fencing for the protection of any retained tree shall be undertaken in accordance with the approved plans and particulars before any equipment, machinery or materials are brought on to the site for the purposes of the development, and shall be maintained until all equipment, machinery and surplus materials have been removed from the site. Nothing shall be stored or placed in any area fenced in accordance with this condition and the ground levels within those areas shall not be altered, nor shall any excavation be made, without the written consent of the local planning authority.

Reason - In order avoid damage to trees/shrubs adjacent to and within the site which are of important amenity value to the area and in order to protect the character of the area, in accordance with policies EN9 and EN15 of the Core Strategy.

28) All tree work should be carried out by a competent contractor in accordance with British Standard BS 3998 "Recommendations for Tree Work".

Reason - In order avoid damage to trees/shrubs adjacent to and within the site which are of important amenity value to the area and in order to protect the character of the area, in accordance with policies EN9 and EN15 of the Core Strategy.

#### Informatives

- Any signage, wayfinding, banners or any other advertisements to be installed in and around the application site for the purpose of the promotion of the developments and routes to it may require consent under the Town and Country Planning (Control of Advertisements) (England) Regulations 2007.

- Noise survey data must include measurements taken during a rush-hour period and night time to determine the appropriate sound insulation measures necessary. The internal noise criteria are as follows:

Bedrooms (night time - 23.00 - 07.00)	30 dB $L_{Aeq}$ (individual noise events should not normally exceed 45 dB $L_{Amax,F}$ by more than 15 times)
Living Rooms (daytime - 07.00 - 23.00)	35 dB $L_{Aeq}$
Gardens and terraces (daytime)	55 dB $L_{Aeq}$

Additionally, where entertainment noise is a factor in the noise climate the sound insulation scheme shall be designed to achieve internal noise levels in the 63Hz and 125Hz octave centre frequency bands so as not to exceed (in habitable rooms) 47dB and 41dB, respectively.

- Where entertainment noise is proposed the  $L_{Aeq}$  (entertainment noise) should be controlled to 10dB below the  $L_{A90}$  (without entertainment noise) in each octave band at the facade of the nearest noise sensitive location, and internal noise levels at structurally adjoined residential properties in the 63Hz and 125Hz octave frequency bands should be controlled so as not to exceed (in habitable rooms) 47dB and 41dB, respectively.

- Externally mounted ancillary plant, equipment and servicing shall be selected and/or acoustically treated in accordance with a scheme designed so as to achieve a rating level of 5dB ( $L_{Aeq}$ ) below the existing background ( $L_{A90}$ ) at the nearest noise sensitive location.

- Should bats be found at the development then work should cease immediately and a suitably qualified individual informed to assess the impact of the works on the bat habitat.

### **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: 115947/FO/2017 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  
Strategic Development Team  
Greater Manchester Police  
Environment Agency  
Transport For Greater Manchester

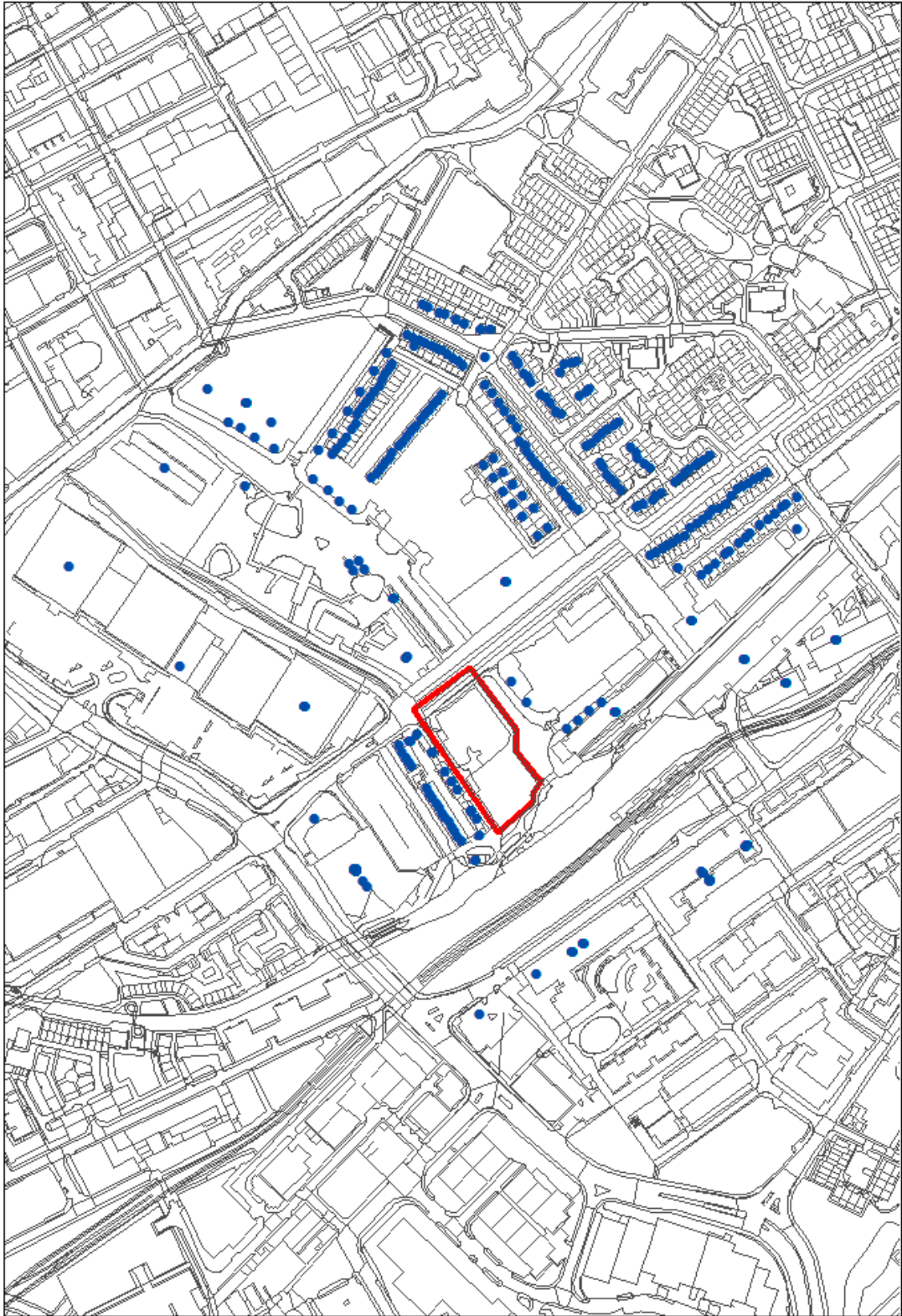
United Utilities Water PLC  
Canal & River Trust  
Greater Manchester Ecology Unit



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:**

203 Milliners Wharf, 2 Munday Street, Manchester, M4 7BG  
Apt 169 Milliners Wharf, 2 Munday st, Manchester, M4 7BD  
203 Milliners Wharf, 2 Munday Street, Manchester, M4 7BG  
Flat 20 Avro House, 34 Navigation Street, Manchester, M4 6EJ  
Apartment 199, Milliners Wharf, 2 Munday Street, Manchester, M4 7BG

**Relevant Contact Officer :** Jennifer Atkinson  
**Telephone number :** 0161 234 4517  
**Email :** j.atkinson@manchester.gov.uk



 Application site boundary  Neighbour notification  
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