

Application Number	Date of Appln	Committee Date	Ward
115091/FO/2017	26th Jan 2017	27th Jul 2017	Gorton South Ward

Proposal Change of use from Public house/restaurant to banqueting hall and restaurant (Sui Generis) together with associated single storey extensions, elevational alterations, boundary treatment and landscaping following removal outdoor play area, demolition of the pavilion and alteration to car parking layout.

Location The Bandstand , Wall Way, Manchester, M18 7LJ

Applicant Naveed , RS786 Ltd, 31 Oakdale Drive, Heald Green, Stockport, SK8 3SJ,

Agent Darren Pomfret, 8 Gas Street, Hollingworth, Hyde, SK14 8JD,

Description

This application relates to the Bandstand public house, which lies in a small commercial/leisure complex adjacent to Debdale Park in Gorton. Other uses in the complex comprise a Mcdonalds drive-thru restaurant, Express Holiday Inn and a Pure Gym. In addition to a public house the premises were also used as a restaurant and an indoor children's play facility, although the premises are currently vacant. The site also includes outdoor play and seating areas and car parking facilities for 82 vehicles.

It is proposed to change the use of the premises into a banqueting hall and restaurant (sui generis use class) with associated extensions which would enlarge the floorspace of the premises from 1140 square metres to 1677 square metres. The applicants state that the primary use of the premises would be to cater for weddings and other functions, with part of the premises used as a restaurant designed so that it could be used either independently of the banqueting hall, or in conjunction with the banqueting hall for larger bookings. Also the banqueting hall could be sub-divided so functions of different sizes could be catered for. The applicants have indicated that the premises would be unlicensed for the sale of alcohol with the banqueting hall designed to cater for up to 600 guests and that the restaurant element would provide a further 100 covers. The existing premises has first floor residential accommodation and it is intended to retain this element on a reduced scale.

The existing building is of a mock Tudor style with two distinct elements by way of the public house/restaurant and the indoor play area which are linked by a small single storey lobby area. The south elevation of the property is the highest part of the building with a Dutch gabled roof and it is proposed to remove part of this roof and thereby reduce the maximum height of the building by approximately 1.4 metres. The main area of works proposed would be a single storey extension to the existing indoor play area which would come forward, onto the existing outdoor play area, and link into the existing pub/restaurant building. This extension, together with the existing indoor play area, would form the main banqueting hall with a new feature

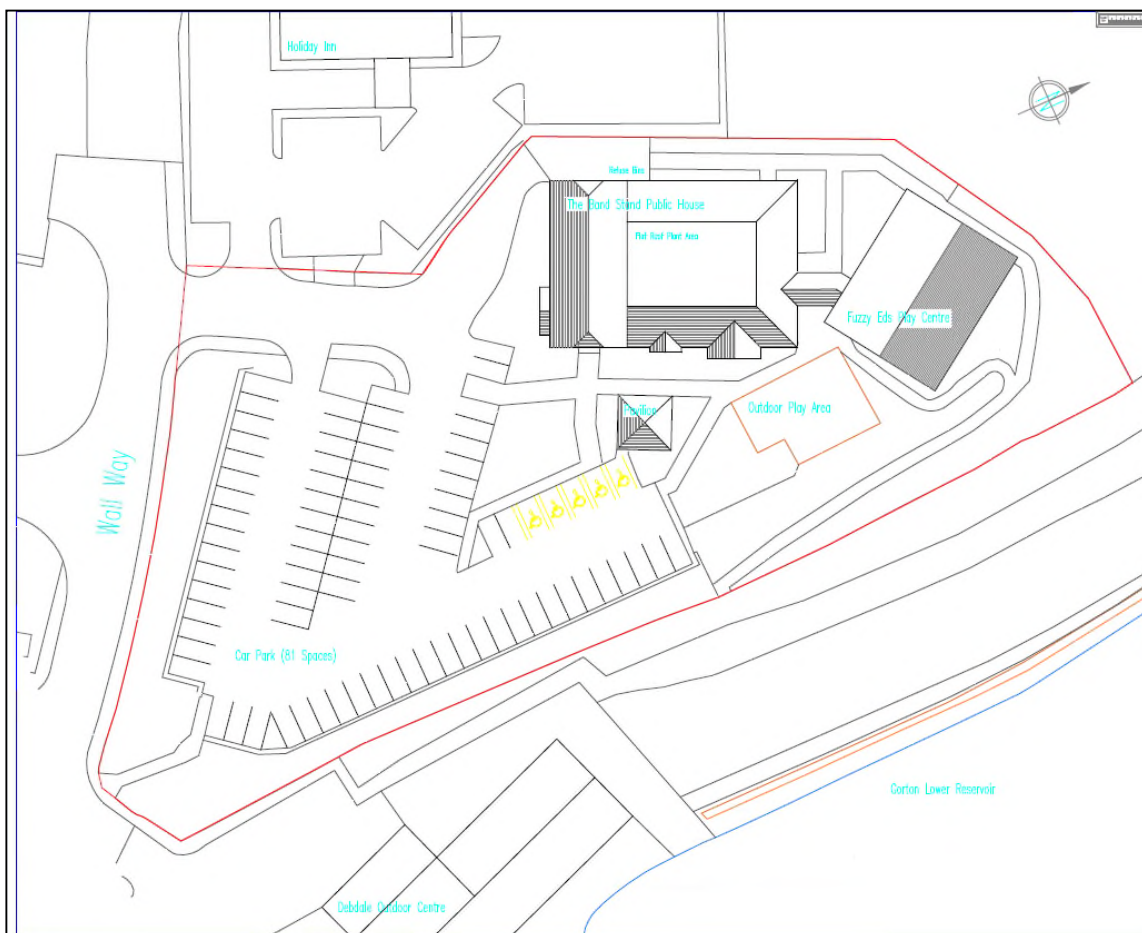
entrance created to the extension. Adjacent to this an entrance would be provided for the restaurant element which would be located in the area of the existing public house/restaurant. The new and existing buildings would be clad and rendered with the existing mock Tudor cladding removed. In addition, there is a proposed decking area, to the east of the banqueting hall, which would provide an outdoor circulation area for customers.

The proposal also requires the removal of an existing smoking pavilion and five trees, which would be replaced by what the applicants consider to be one feature tree. Also, as part of the proposal a new 2.1 metre high green paladin boundary fencing is to be installed at the site.

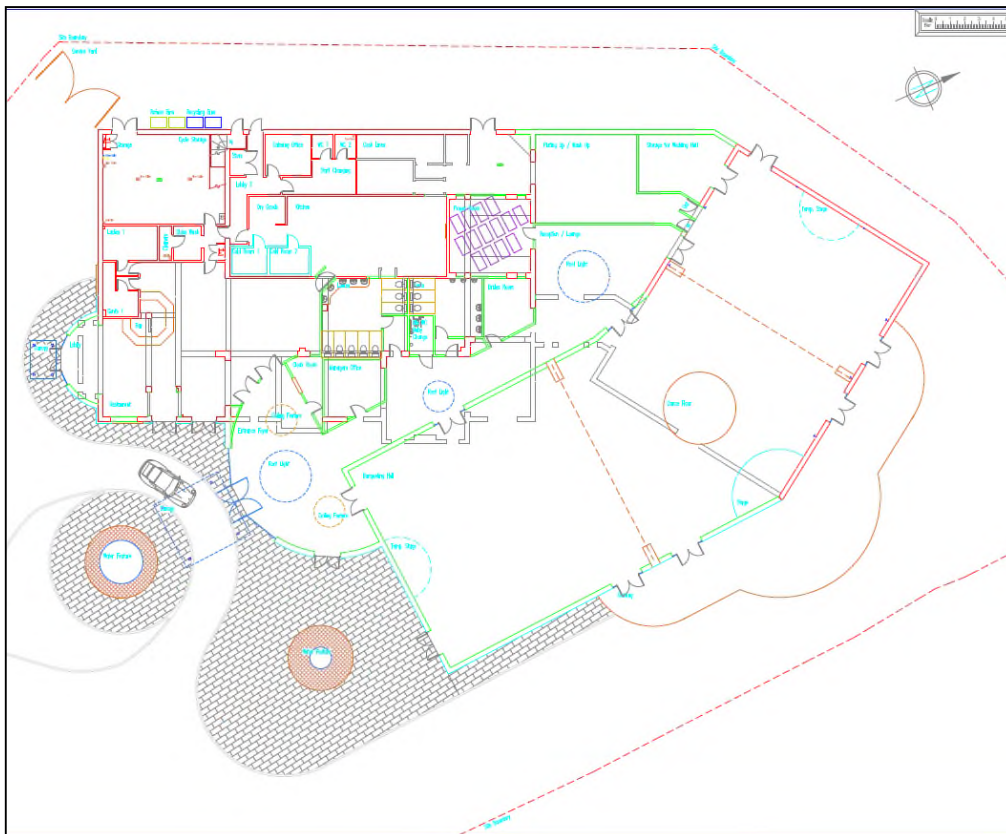
The proposed hours of operation are 12 Noon to 1.00am, seven days a week.

The proposal constitutes a Major development and has been advertised on site and in the press.

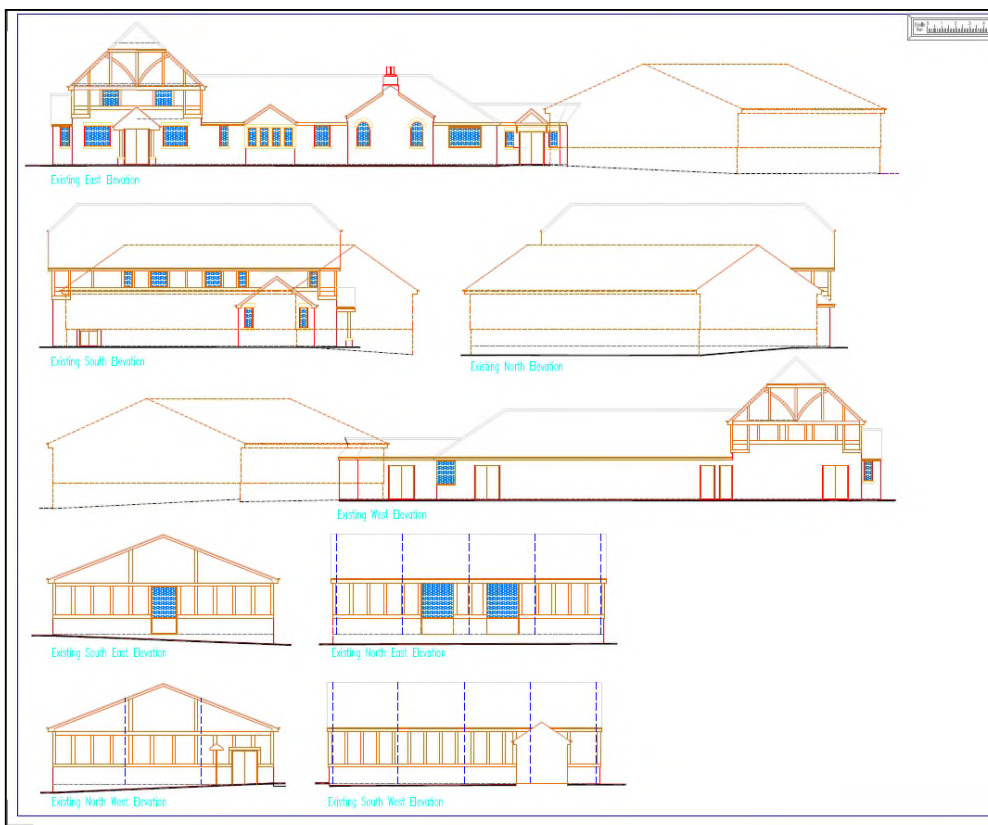
Existing site layout plan



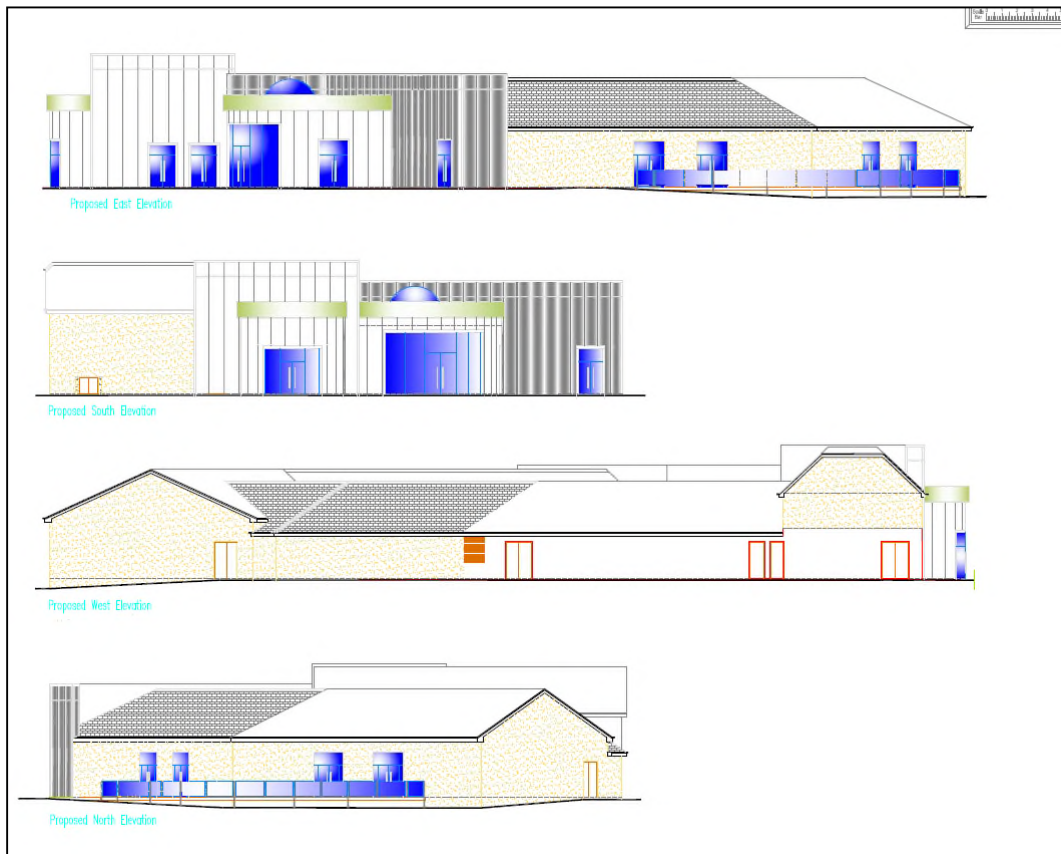
Proposed building layout plan



Existing elevations



Proposed elevations



Consultations

Local residents/surrounding occupiers - 9 objections have been received, from local residents, for the following reasons:

- The car parking provision is insufficient for the hundreds of cars that would be likely to attend the venue
- Hyde Road is already a busy road with traffic congestion causing major delays and adding a 600 capacity wedding venue to it would add to this congestion, which would also be detrimental to pedestrians who cross around that area.
- The lack of dedicated parking would lead to cars parking on nearby residential streets causing disruption to residents and leaving residents nowhere to park
- There are already a number of uses, in the vicinity of the site, that attract a number of visitors and this proposal would add to traffic and congestion causing delays for local residents.
- The applicant has suggested that he could make use of parking facilities at the adjacent gym and hotel, but the owners of these properties would not be supportive of this.
- The site stands in a distinctive recreational area/green space which is valued by the local community and a development with so much excessive traffic would be detrimental to this area and the wildlife in the park.
- The proposal would lead to the loss of a family pub/restaurant and children's play area, which would be detrimental to the local community.

- There is an existing similar use on Stockport Road and the traffic and parking problems are evident there causing problems for residents in surrounding streets.
- The proposal would add to light and noise pollution in the area, to the detriment of surrounding residents.

In addition an objection has been received from 'The Friends of Debdale Park' for the following reasons:

- The site stands in a distinctive recreational area and green zone which is much valued by the local community and offers a relief from the busy and densely urbanised area which surrounds it. The area has been described both as a Green Oasis and a Green Lung - descriptions which clearly identify its exceptional nature.
- Any development must respect this distinctive location as a priority. Any development that might be detrimental to its nature, for example excessive traffic or commercial development, would be completely unacceptable to the many people who value this area.

Ward Members - The site is situated in Gorton South ward and all 3 Ward Members, and a Gorton North member, object to the application for the following reasons:

- The traffic congestion on Hyde Road is already causing major delays and the environment and air quality in the ward is affected. Adding to it a 600 capacity wedding venue would lead to total gridlock. In addition to this there is nowhere near enough parking spaces for the hundreds of cars that this use would generate.
- The applicant's representative has indicated that the gym and hotel car park could be used. This is totally unacceptable and the hotel owners and gym owners are not in agreement with this suggestion.
- There have been many objections from members of the community, including from the Chair of the Debdale and Woodlands Residents Group.
- It is considered that there will be significant parking issues if this change of use is granted. It is not considered that the proposed car park will be big enough to cope with the numbers that could potentially attend a function. This would mean attendees parking elsewhere, especially in the Debdale Park car park. The Park car park is already well used and is not big enough to cope with the extra parking.
- The road to the function room is already busy as there is a gym, fast food restaurant, hotel and a sailing centre already in position. People attending the function room would park on the road and cause problems for the people attending the other establishments.
- There will be a loss of amenity to Debdale Park due to the parking and traffic issues. There could be cars in the park car park that really should be at the function room.

Highway Services - Following initial comments and further information received, from the applicant, Highways Services stated the following:

Highways Services consider that the car parking provision is significantly below that expected for a development of this size in this location. They consider that overspill parking will take place on nearby residential streets which they anticipate would cause significant highway and pedestrian safety issues. Additional vehicular activity and on-street parking demands in nearby residential streets is likely to occur and result in the need for customers to access the site from remote locations and across a congested arterial route.

Highway Services are therefore unable to support this application on highway grounds.

Highways Services were initially unable to provide a definitive response, to the proposed development, due to the limited information provided by the applicant and additional information was sought in relation to matters such as event management, vehicular movements at the site, staffing levels and expected modes of transport for staff and patrons visiting the site. At this time though the initial view of Highway services was that, given the projected significant increase in vehicular trips, at the site, TROs in the form of Double Yellow Lines would be required along Wall Way in order to prevent on-street parking.

The applicants response provided further detail of the operation including the expected modes of transport, where it was indicated that 25%, of patrons, would walk or use public transport, 25% would arrive by taxi/mini bus, 35% by private car and 15% by coach. The applicants stated that only guests who have pre-booked parking and arrive with a minimum of 3 occupants in the vehicle will be allowed to park on site when a full capacity function is planned. In addition, in relation to staff the applicants have stated that only 5% would use a private car due to only 2 spaces being provided on site for staff.

In response, Highways Services indicated that they were not convinced by some of the figures that were provided and would require a full justification as to how they have arrived at these figures. In particular they considered that the reference to 35% of guests arriving by car seems unrealistic. Nevertheless they assessed the application on the basis of the information provided by the applicants, and concluded that the car parking provision was insufficient to meet the needs of the development and recommended that the application be refused, for the reasons indicated above.

The applicants subsequently produced a parking survey which was an analysis of on-street parking availability in the vicinity of the site.

The report indicated that, immediately adjacent to the application site, is a public car park with a capacity of 41 cars, which currently operates without charges and without restriction on the users. In addition Wall Way which is an adopted carriageway without any TROs and has the capacity to accommodate 34 vehicles parking on one side. This equates to some 75 car parking spaces, "before" any overspill would need to utilise the available spaces on residential streets. A map was also produced indicating availability on nearby residential streets.

In response, Highways Services made the following comments:

- Wall Way was installed as a service road and as such its primary function is to provide access from the major road network to the local businesses it serves rather than to function as overspill car parking for adjacent premises.
- The reference to the "public" car park off Wall Way may be misleading since it is only intended for the use of visitors to Debdale Park and Debdale Outdoors Centre rather than for any other uses.
- Parking beat data indicates that spare on-street capacity exists within the network of residential streets to the south of Hyde Road however the potential inconvenience of additional parking on local residents is also a factor which requires consideration.

Strategic Area and Citywide Support Manager - Recommends that conditions are attached, to any permission, in relation to waste management and the acoustic insulation of any externally mounted equipment.

Neighbourhood Services (trees) - No objections.

Flood Risk Management Unit - Recommends that a condition is attached, to any permission, requiring the submission of a surface water drainage scheme for the site, based on sustainable drainage principles.

Greater Manchester Police - No objections provided that the development is designed and constructed in accordance with the recommendations contained within the submitted Crime Impact Statement.

United Utilities - No comments received.

GM Ecology Unit - Notes that the information submitted with the application includes a bat survey. This survey has been undertaken by an experienced and licenced bat consultant. The survey found the building to have low potential to support bats but that the surrounding area has moderate to high bat foraging potential. Because of this, it is recommended that the application should therefore not be determined until a full bat survey is submitted. Such a survey should be undertaken by a licensed bat specialist and at an appropriate time of year. If bats are found then appropriate mitigation would need to be proposed and the other two tests considered by the Local Authority.

POLICIES

National Planning Policy Framework - Sets out the Government's Planning Policies for England and how these are expected to be applied. It states that the purpose of the planning system is to contribute to the achievement of sustainable development. It states that the planning system should perform:

An economic role - contributing to build a strong, responsive and competitive economy, by ensuring that sufficient land, of the right type is available in the right places and at the right time to support growth and innovation; and by identifying and co-ordinating development requirements, including the provision of infrastructure;

A social role - supporting strong, vibrant and healthy communities, by providing the supply of housing required to meet the needs of present and future generations; and by creating a high quality built environment, with accessible local services that reflect the community's needs and supports its health, social and cultural well-being; and

An environmental role - contributing to protecting and enhancing our natural, built and historic environment; and, as part of this, helping to improve biodiversity, use natural resources prudently, minimise waste and pollution, and mitigate and adapt to climate change including moving to a low carbon economy

Pursuing sustainable developments involves seeking positive improvements in the quality of the built, natural and historic environment, as well as in people's quality of life, including (but not limited to):

- making it easier for jobs to be created in cities, towns and villages;
- moving from a net loss of bio-diversity to achieving net gains for nature;
- replacing poor design with better design;
- improving the conditions in which people live, work, travel and take leisure, and
- widening the choice of high quality homes.

There should be a presumption in favour of sustainable development and plans and decisions need to take local circumstances into account, so that they respond to the different opportunities for achieving sustainable development in different areas.

The Framework re-iterates that planning law requires that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise. The statutory status of the development plan remains as the starting point for decision making. However, paragraph 14 states that 'at the heart of the Framework is a presumption in favour of sustainable development' and, in 'decision-taking', this means that development proposals should accord with the development plan should be approved without delay unless:

Any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole; or Specific policies in this Framework indicate development should be restricted.

National Policy Framework has been related to the proposed development, with particular emphasis given to the following: These issues have been considered with reference to the core strategy policies as set out in the report.

Core planning principles in Framework - Within the overarching roles that the planning system ought to play, a set of core land-use planning principles should underpin both plan-making and decision-taking. In this case specific weight is given to the need to:

- i. Proactively drive and support sustainable economic development to deliver the homes, business and industrial units, infrastructure and thriving local places that the country needs;
- ii. Secure high quality design and a good standard of amenity for all existing and future occupants of land and buildings;

- iii. Take account of the different roles and character of different areas, promoting the vitality of our main urban areas;
- iv. Support the transition to a low carbon future in a changing climate, taking full account of flood risk and encourage the reuse of existing resources, including conversion of existing buildings, and encourage the use of renewable resources, including renewable energy; Contribute to conserving and enhancing the natural environment and reducing pollution;
- v. Encourage the effective use of land by reusing land that has been previously developed (brownfield land), provided that it is not of high environmental value;
- vi. Promote mixed use developments, and encourage multiple benefits from the use of land in urban and rural areas, recognising that some open land can perform many functions;
- vii. Actively manage patterns of growth to make the fullest possible use of public transport, walking and cycling, and focus significant development in locations which are or can be made sustainable; and
- viii. Take account of and support local strategies to improve health, social and cultural wellbeing for all, and deliver sufficient community and cultural facilities and services to meet local needs.

The following specific policies are considered to be particularly relevant to the proposed development:

- i. Chapter 2 – Ensuring the vitality of town centres - Local planning authorities should apply a sequential test to planning applications for main town centre uses that are not in an existing centre and are not in accordance with an up-to-date Local Plan;
- ii. Chapter 4: Promoting sustainable transport – States that in all developments that generate significant amounts of movement, decisions should take account of whether safe and suitable access to the site can be achieved for all people;
- iii. Chapter 7: Requiring good design - Reflects upon the importance of design to the built environment and its contribution to sustainable development and making places better for people. With this in mind, the design of the substantive development has been assessed in relation to the quality and cohesion of its composite building, as well as the function and appearance of public and private spaces.
- iv. Chapter 8 – Promoting Healthy Communities – States that access to high quality open spaces and opportunities for sport and recreation can make an important contribution to the health and well-being of communities.

The Core Strategy Development Plan Document 2012 -2027 ("the Core Strategy") was adopted by the City Council on 11th July 2012. It is the key document in Manchester's Local Development Framework. The Core Strategy replaces significant elements of the Unitary Development Plan (UDP) as the document that sets out the long term strategic planning policies for Manchester's future development. A number of UDP policies have been saved until replaced by further development plan documents to accompany the Core Strategy. Planning applications in Manchester

must be decided in accordance with the Core Strategy, saved UDP policies and other Local Development Documents.

Policy SP1 identifies the City Council's Core Development Principles and states 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 wellbeing of residents
- Considering the needs of all members of the community regardless of age, gender, disability, sexuality, religion, culture, ethnicity or income.
- 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.

Policy C1 relates to commercial centres hierarchy and states that the development of town centre uses (as defined in national planning policy) will be prioritised in the centres identified in this policy, taking account of the different roles of the City Centre, District Centres and Local Centres. In order to maintain the vitality and viability of its centres, provide services as locally as possible and minimise the need to travel by car Manchester's

It identifies the centre hierarchy as Manchester City Centre, District Centres and then Local Centres. it states that District centres have an essential role in providing key services to the City's neighbourhoods including shopping, commercial, leisure, public and community functions, ensuring that residents can access such services easily. They are also a focus for the City's residential neighbourhoods, providing an important opportunity to define local character. Development in these centres should primarily respond to the needs of the catchment and recognise the need to support the vitality and viability of other centres.

Policy C9 relates to out of centre development and states that:

Development of town centre uses in locations which are outside a centre identified in policy C1 or a strategic location identified for such uses will be inappropriate unless it can meet the following criteria:

- There are no sequentially preferable sites, or allocated sites, within the area the development is intended to serve that are available, suitable and viable
- The proposal would not have unacceptable impacts, either individually or cumulatively with recently completed and approved schemes and having regard to any allocations for town centre uses, on the vitality and viability of the City Centre and designated district and local centres. An assessment of impacts will be required for retail developments of more than local significance; and,
- The proposal is appropriate in terms of its scale and function to its location.

Development that improves the environment of an existing out-of-centre facility or its relationship with surrounding uses will be supported, providing that it also meets the other criteria in this policy.

Policy C 10 relates to Leisure and the Evening Economy and states that new development and redevelopment that supports the evening economy, contributes to the vitality of district centres and supports a balanced and socially inclusive evening/night-time economy will be permitted, subject to the following considerations:

1. Cumulative impact - in areas where there is already a concentration of bars (A4), hot food takeaways (A5) and other night-time uses which are detrimental to the character or vitality and viability of the centre, there will be a presumption against further facilities.
2. Residential amenity - the proposed use should not create an unacceptable impact on neighbouring uses in terms of noise, traffic and disturbance.
3. Balance - new uses in Manchester centres should support both the day-time and evening/night-time economies whilst not undermining the role of the primary shopping area.

When considering the impact of a proposed bar or hot food take away regard will be had to the above policy and also:

- The existing number of similar establishments in the immediate area and their proximity to each other;
- The type and characteristics of other uses, such as housing, shops and public houses;
- The existence of vacant shop units and the condition of the unit;
- The importance of the location for local shopping, and the number, function and location of shops that would remain to serve the local community;
- The character of the centre and its frontage, and the nature of the use proposed;
- The potential impacts of the proposal on the wider community; and
- Any known unresolved amenity, traffic or safety issues arising from existing uses in the area.

Policy T2 - States that outside the City Centre all new development should provide appropriate car parking facilities, taking account of the guidance in Appendix B (of the Core Strategy). In all parts of the City proposals should have regard to the need for disabled and cycle parking, in line with appendix B (this indicates maximum car parking standards for various uses, but no stipulation is made for places of worship)

Notwithstanding the above, Policy T2 requires that consideration is given to the particular circumstances of each proposal to determine the appropriate levels of car parking that may be required. Policy T2 requires the provision of proportionate Traffic Impact Assessments and Travel Plans for all major applications and for any proposals where there are likely to be access or transport issues.

Policy EN1 relates to design principles and strategic character areas and states that all development in Manchester will be expected to follow the seven principles of urban design listed below:

- Character: a place with its own identity

- Continuity and enclosure: a place where public and private places are clearly distinguished
- Quality of the public realm: a place with attractive, and successful outdoor areas
- Ease of movement: a place that is easy to get to and move through
- Legibility: a place that has a clear image and is easy to understand
- Adaptability: a place that can change easily
- Diversity: a place with variety and choice.

Policy EN9 relates to green infrastructure and 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.

Policy EN19 requires consideration of the submitted details relating to determine if the applicant has satisfactorily demonstrated how:

- i. Both construction and demolition waste will be minimised and recycled on site wherever possible;
- ii. The sustainable waste management needs of the end user will be met.

Policy DM 1 states that all development should have regard to the following specific issues for which more detailed guidance may be given within a supplementary planning document:-

- Appropriate siting, layout, scale, form, massing, materials and detail.
- Impact on the surrounding areas in terms of the design, scale and appearance of the proposed development. Development should have regard to the character of the surrounding area.
- Effects on amenity, including privacy, light, noise, vibration, air quality and road safety and traffic generation. This could also include proposals which would be sensitive to existing environmental conditions, such as noise.
- Accessibility: buildings and neighbourhoods fully accessible to disabled people, access to new development by sustainable transport modes.
- Community safety and crime prevention.
- Design for health.
- Adequacy of internal accommodation and external amenity space.
- Refuse storage and collection.
- Vehicular access and car parking.
- Effects relating to biodiversity, landscape, archaeological or built heritage.
- Green Infrastructure including open space, both public and private.
- Flood risk and drainage.
- Existing or proposed hazardous installations.

Unitary Development Plan - The site lies in the Gore Brook Valley, as identified in the Unitary Development Plan, which is covered by Saved Policy GO12. This states that the Council will permit proposals in line with the Gore Brook Valley Park Strategy to create an informal open space linking Sunny Brow Park and Debdale Park, and will refuse Planning Permission for proposals which conflict with that objective. The reason for this policy is to improve the local environment and provide a comprehensive network of linked open spaces and varied recreational uses. The Gore Brook Valley park strategy has been pursued by the Council for many years and has the Strategic objective of improving access to areas of open land from the surrounding residential areas.

Saved policy E3.3 in Part 1 of the UDP states that the City Council will seek to upgrade the appearance of the City's major radial and orbital roads, which includes Hyde Road. This involves improvements to the appearance of adjacent premises and encouraging new development of the highest quality.

Saved policy DC26.1 states that the Council intends to use the development control process to reduce the impact of noise on people living and working in, or visiting, the City. In giving effect to this intention, the Council will consider both:

a. the effect of new development proposals which are likely to be generators of noise.

Guide to Development in Manchester Supplementary Planning Guidance - Recognises the importance of an area's character in setting the context for new development; New development should add to and enhance the area's distinct sense of place; Each new development should be designed having full regard to its context and the character of the area; Seeks to ensure high quality development through good and inclusive design; Buildings should front onto streets; Site boundaries and treatment should contribute to the street scene; There should be a clear definition between public and private space; The impact of car parking areas should be minimised; New developments will be expected to meet designing out crime principles; The impact of development on the global environment should be reduced.

The scale, position and external appearance of new buildings should respect their setting and relationship to adjacent buildings, enhance the street scene and consider their impact on the roof line and skyline. Buildings should recognise the common building line created by the front face of adjacent buildings.

Manchester Green and Blue Infrastructure Strategy 2015

The Manchester Green and Blue Infrastructure Strategy (G&BIS) sets out objectives for environmental improvements within the City in relation to key objectives for growth and development.

Building on the investment to date in the city's green infrastructure and the understanding of its importance in helping to create a successful city, the vision for green and blue infrastructure in Manchester over the next 10 years is:

By 2025 high quality, well maintained green and blue spaces will be an integral part of all neighbourhoods. The city's communities will be living healthy, fulfilled lives, enjoying access to parks and greenspaces and safe green routes for walking, cycling

and exercise throughout the city. Businesses will be investing in areas with a high environmental quality and attractive surroundings, enjoying access to a healthy, talented workforce. New funding models will be in place, ensuring progress achieved by 2025 can be sustained and provide the platform for ongoing investment in the years to follow.

Four objectives have been established to enable the vision to be achieved:

1. Improve the quality and function of existing green and blue infrastructure, to maximise the benefits it delivers
2. Use appropriate green and blue infrastructure as a key component of new developments to help create successful neighbourhoods and support the city's growth
3. Improve connectivity and accessibility to green and blue infrastructure within the city and beyond
4. Improve and promote a wider understanding and awareness of the benefits that green and blue infrastructure provides to residents, the economy and the local environment.

ISSUES

Principle of use - The former use of the site was as a public house/restaurant and children's play centre and the complex, of which the site forms part, consists of a number of other leisure based uses.

As part of the application the applicants have submitted a sequential test report, in accordance with the requirements of the National Planning Policy Framework and policy C9 of the Core Strategy. The site lies in close proximity to Gorton District Centre and a local centre, on Reddish Lane, which have both been assessed in the report.

The report concluded that there are no sequentially preferable sites, which are available and suitable to accommodate the development as proposed and this conclusion is accepted as a comprehensive analysis of possible sites, within both these centres, and that there are no other sites, in these centres, that are available, suitable or viable. It is therefore considered that the requirements of the National Planning Policy Framework and policy C9 of the Core Strategy have been met.

It is therefore necessary to assess the individual aspects of the scheme, particularly in relation to the size of development proposed and associated customer numbers and levels of vehicular activity.

Car parking/vehicular activity - The applicant is proposing 82 dedicated car parking spaces for a development which could attract up to 700 people (600 in the banqueting hall and 100 in the restaurant). The banqueting hall is intended for weddings and functions and will therefore attract people from a wider area, compared to the previous use of the premises as a public house/restaurant and children's play area, which is considered to be much more likely to attract customers from the surrounding residential areas.

The applicants have provided an indication of how people would travel to the venue although the figures produced have not been substantiated with any evidence base. Highways Services consider that the applicants estimate that only 35% of patrons would arrive by private car is unrealistic and that the true figure is likely to be much higher. Even so, in the applicants submissions they have acknowledged that the level of dedicated car parking proposed would not be sufficient to accommodate everyone attending the venue. For example, they have indicated that a car with less than 3 people would not be allowed access to the site and there would be only two spaces for staff when up to 31 might be working on a given night.

Potentially there would therefore be 731 people on site on a given night, and 82 spaces would constitute a car parking rate of 11% (1 for every 9 people) or 13% (1 for every 8 people) if the restaurant element were not used. Even accounting for private cars always being fully occupied, this dedicated car parking provision is of a level which is significantly below that which would be required to meet the needs of this proposed development.

Also, in terms of vehicular activity at the site, unlike the previous use of the site, as a public house/restaurant where a more scattered approach for the arrival and departure of vehicles would be expected, a proposed wedding/function venue is likely to lead to significant amounts of vehicles arriving/leaving at the same time, which would put undue pressure on the highway network at those times and create significant highway safety issues, for surrounding residents, where a situation would inevitably arise of a number of vehicles attempting to access these residential streets, and any spare on-street parking, at the same time.

The applicants have attempted to justify the proposal by relying on car parking outside their control and have indicated that they could use the Debdale Park car park and also park along Wall Way, neither of which is considered to represent an appropriate response to addressing the lack of dedicated car parking provision at the site.

The Debdale Park car park is only intended for the use of visitors to Debdale Park and Debdale Outdoors Centre rather than for any other uses. It is therefore inappropriate for the applicant to rely on this provision to meet the needs of this development. In any event, on a given night the car park could be fully occupied by visitors to the park and outdoor centre, resulting in no spaces being available.

With regards to Wall Way this was installed as a service road and its primary function is therefore to provide access from the major road network to the local businesses it serves rather than to function as overspill car parking for adjacent premises. Indeed, Highway Services have stated that:

'Given the significant increase in vehicular trips stated as a projected 200 per day, TROs in the form of Double Yellow Lines would be required along Wall Way in order to prevent on-street parking, at the expense of the applicant'.

It is therefore considered inappropriate for the applicant to rely on this space, to meet the needs of the development.

Furthermore, the applicants have attempted to justify their proposal by indicating that there is available on-street parking spaces within nearby residential streets. Highway Services consider this to be the main detrimental impact of the proposal. The applicants have indicated that primarily patrons would park on Wall Way and in the Debdale Park car park, but, as indicated above, these are not available to the applicant. The applicants therefore acknowledge that the next nearest available parking is on nearby residential streets. It is considered that such is the deficiency in the level of on-site dedicated car parking proposed, that a significant number of vehicles would end up 'patrolling' surrounding residential streets looking for parking spaces. This would therefore cause significant disamenity for local residents, due to the potential levels of on-street parking, congestion and vehicular activity that would result. Added to this would be the safety implications for pedestrians and residents who would see a significant increase in vehicular activity, in the area. The high number of patrons of the proposed development who would need to then cross a busy dual carriageway to access the venue together with movements of residents within the residential streets.

As is indicated in the 'Consultations' section of this report, there has been significant assessment of this application, by Highway Services. As part of the standard Highways consultation process, Highways reviewed the original application based on the information originally presented by the applicant. Given the limited detail initially submitted, Highways Services requested further details in order to gain a greater understanding of the proposals and its potential impact.

The original comments were then updated in light of new information provided, in particular trip generation levels, modal share data and parking assessments which were not included within the original planning submission. Highways Services considered some of the new information presented to be unreasonable, for example number of visitors per car, which led them to recognise the potential overspill parking issues in the surrounding residential area. At no stage throughout this process did Highways suggest that the proposed on-site parking numbers were acceptable, as has been suggested by the applicant.

The applicants consider that the level of car parking is comparable to the City Council's most recent approvals of banqueting halls. The applications referenced though are all from the period 2008-2011 and therefore pre-date current national and City Council policy. Also this application needs to be considered on its own individual merits in relation to its own site specific circumstances where there is considered to be a substantial deficiency between the parking requirements for the proposed venue operating at full capacity, and the amount of dedicated on-site car parking that is proposed to be provided.

Residential amenity - A number of concerns have been expressed by a number of local residents, in relation to this application, mainly in relation to the number of cars that would be likely to attend the venue, and the impact that this would have on the highway network and surrounding residential streets.

The applicants consider that peak flows, for the development, would not coincide with peak traffic periods along Hyde Road, and that the nearest properties are over 100

metres away and would not be affected by noise or light pollution and any impacts on local residents are unfounded.

It is accepted that the majority of functions are likely to take place in the evenings/weekends, but this is at a time when residents should reasonably be expected to be offered some respite from the high levels of activity taking place in the area. In terms of the distance, from the proposed development, and nearby residential properties, it is considered that this would be sufficient to minimise disturbance from activities in the venue itself. In relation to any potential disturbance from external plant, should approval of the application have been recommended a condition relating to the acoustic insulation of this equipment would have been proposed.

However, it is considered that what will cause disturbance to residents is the levels of on-street parking that would occur, as outlined in the previous section. Not only would disamenity be caused by on-street parking, congestion and vehicular activity, but also by patrons returning to their vehicles after the function has finished, which the applicants have indicated would be up to 1am. It is considered that the associated general talking, banging of car doors and revving of engines, at unsocial hours in a residential neighbourhood, would have an adverse impact on the occupiers of a residential street where such high levels of activity would not be expected to occur at these times

Relationship with Debdale Park - The site lies adjacent to Debdale Park and an extensive footpath route which, on a local level, links Debdale Park with the adjacent Gore Brook Valley and Gore Brook Valley Conservation Area, and, on a wider level, links into Ashton Canal to the north and runs down to Fallowfield in the south of the City.

The site therefore lies in a distinct recreational area that is well used by the surrounding community, and which provides a popular greenspace which offers some relief from the largely urbanised area that surrounds the site. It is considered that any development, of the application site, needs to respect its location, in relation to this recreational route and Debdale Park and should seek to enhance the attractiveness of its features and accessibility to it, and should certainly not detract from it.

Debdale Park, and the outdoor activity centre have a car park which is intended for users of the Park and Centre. Debdale Park is one of the largest parks in Manchester and certainly the largest in its vicinity, so it does attract people from beyond the immediate local area, who would need to travel by private car to utilise the facility. Also the outdoor centre offers a range of activities which might attract a significant number of people at a given time. Events are also held at the park so at these times, and during the summer months, there are times when the car park would be fully utilised by visitors to the park and outdoor centre. It is therefore considered entirely inappropriate for the applicant to attempt to rely on this car park to justify the lack of dedicated car parking provided within the application site. Should even some of these spaces be lost, this could potentially deter people from visiting the Park and outdoor centre due to a continual lack of car parking at the Park.

Also the inevitable increase in vehicular activity that would occur at the site, and indication from the applicants that they would promote Wall Way for car parking would create a much more congested area around the park, than that which occurs at present. This not only has the potential to deter people from visiting the park, due to greater difficulties in access and parking, but it is considered that this would also make the park less attractive for visitors due to the significant amount of parked vehicles that would be present in the vicinity of the site.

It is therefore considered that the development does not respect its relationship, next to Debdale Park, and this well used footpath route, and indeed the applicants are actively promoting car parking measures to justify their lack of dedicated car parking provision, on their own site, and which have no regard to the needs of the users of the park and which would adversely impact upon the future attractiveness of the park and the ability of the community to access the benefits that this facility offers. It is therefore considered that allowing this development would have long term implications upon the sustainability of the park.

Scale/design of building - The building presently consists of two distinct elements, so the proposal would give the building a more uniform appearance. The proposed banqueting hall has quite a large footprint with the new building works coming forward of the existing indoor play centre. As the two elements of the existing building are angled, the extension would largely be seen against the backdrop of the existing buildings so would have a minimal impact upon any views of the building. Also, it is no higher than the existing building and, in fact there would be a slight reduction in the maximum height of the building on site.

The new materials proposed are a variation to what currently exists on site but the changes largely relate to the extension and entrance area only so views of the site to the rear (i.e. from the adjoining hotel and gym) would be largely unaltered, The proposed works are considered to be of a scale which would not impact on the sites surroundings and of a design, which is typical for a use of this nature. In these aspects the scheme is considered to be acceptable.

Waste – In relation to waste management, the proposed refuse bin store/delivery point is the same as that which served the former public house/restaurant and the submitted waste management strategy is considered to be acceptable by the Strategic Area and Citywide Support Manage. The proposed waste management arrangements for the site are therefore considered to be acceptable.

Disabled persons access - Disabled persons access to the venue is provided with all facilities on one level and no stepped access/egress points proposed.

Ecology - The area has the potential to support bats. Had the proposal been recommended for approval a further survey would need to be undertaken before any approval of the application is considered.

Conclusion - The site was previously occupied by a public house/restaurant and a children's play facility and is located in a complex where other leisure based uses exist. It is therefore considered that the site could potentially facilitate a new

restaurant/function room, but this would need to be on a significantly smaller scale than that currently proposed.

The applicants have indicated a level of dedicated car parking which is significantly below that which would be required to meet the needs of a development of this size and that this is substantiated by the applicants own comments in relation to matter such as the types of vehicles that would be on site and their emphasis on relying on the parking of vehicles in areas which are outside their control and which would have a detrimental impact upon other users of this complex, users of Debdale Park and surrounding local 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 refusal of the application is proportionate to the wider benefits of refusal and that such a decision falls within the margin of discretion afforded to the Council under the Town and Country Planning Acts.

Recommendation REFUSE

Article 35 Declaration

Officers have worked with the applicant in a proactive manner based on seeking solutions to problems arising in relation to dealing with the planning application. In this instance it was not possible to negotiate an appropriate solution that was acceptable to the Local Planning Authority, as the nature of the proposal was considered to be fundamentally unacceptable due to the inadequate level of dedicated car parking provided and resulting impacts that this would have. The applicant was invited to withdraw the application but no indication was provided that they wished to do this.

Reason for recommendation

1) The proposal represents an over-intensive use of the site due to an inadequate level of dedicated car parking being provided, which does not meet the needs of the development and which would have an adverse impact upon the highway network due to associated on-street parking and highway and pedestrian safety issues. For these reasons, the development is considered to be overdevelopment of the site and

detrimental to the character of the area, and therefore contrary to policies SP1, T2 and DM1 of the Manchester Core Strategy.

2) By reason of the inadequate level of dedicated car parking being provided on site, the proposal would have an adverse impact upon the amenities of the occupiers of properties in surrounding residential streets, due to the potential generation of an unacceptable level of vehicular activity, and associated on-street parking and highway and pedestrian safety issues, on these streets, and potential noise disturbance from patrons of the application site returning to their vehicles at unsocial hours. For these reasons, the development is considered to be detrimental to the residential amenities of the occupiers, of those properties, and therefore contrary to saved policy DC26 of the Unitary Development Plan for the City of Manchester and policies SP1, C10, T2 and DM1 of the Manchester Core Strategy.

3) By reason of the inadequate level of dedicated car parking being provided on site, and the applicants indicated reliance on off-site car parking, the proposal would have an adverse impact upon the attractiveness of, and accessibility to, the adjacent Debdale Park and Gore Brook Valley and therefore pays no regards to the needs of the users of these outdoor recreational facilities. The proposal would therefore impact upon the future attractiveness of the park and the surrounding network of footpaths and open spaces, and the ability of the community to access the benefits that these facilities offer. For these reasons, the development is considered to have potential long term implications on the sustainability of Debdale Park, and surrounding environs, and is therefore contrary to saved policy GO12 of the Unitary Development Plan for the City of Manchester, policies SP1, EN9, T2 and DM1 of the Manchester Core Strategy, the principles of the Manchester Green and Blue Infrastructure Strategy 2015 and guidance contained in the National Planning Policy Framework.

Local Government (Access to Information) Act 1985

The documents referred to in the course of this report are either contained in the file(s) relating to application ref: 115091/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:

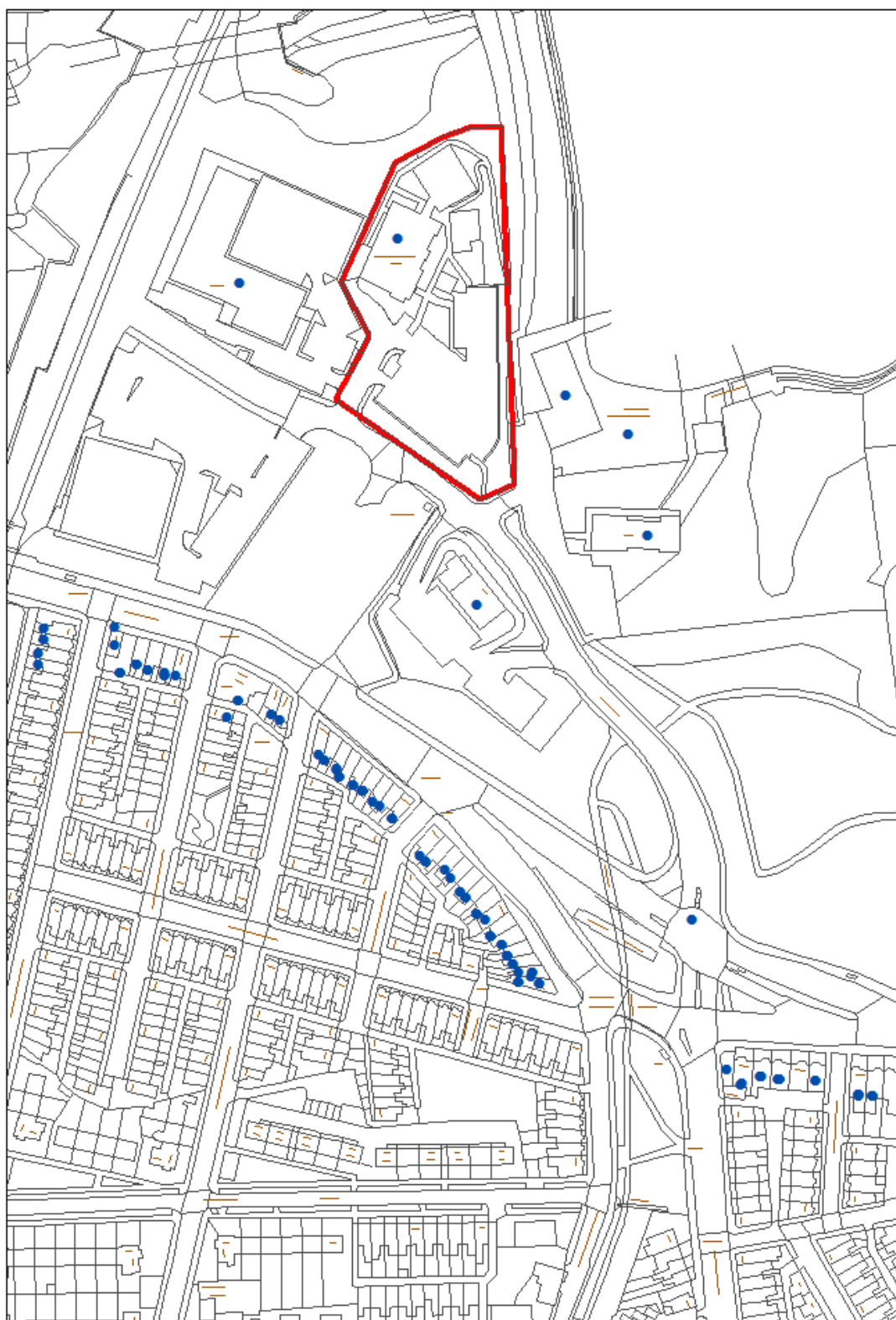
Highway Services
Environmental Health
Neighbourhood Team Leader (Arboriculture)
MCC Flood Risk Management
Parks, Leisure & Events
Greater Manchester Police
United Utilities Water PLC
Greater Manchester Ecology Unit

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:

16 thornwood avenue, Manchester, M187hw
36 Forber Crescent, Gorton, MANCHESTER, M18 7PU
Reddish lane, Gorton, Manchester, M18 7Jh
12 waterhouse rd, gorton, m187hz
94 Clarendon Rd, Audenshaw, Manchester, M34 5SE
10, Ashfield Grove, Manchester, m18 7Sa
19, Woodland Road, MANCHESTER, M18 7HS
12 thornwood avenue, Gorton, Manchester, M187hw
11 Abbeywood Avenue, Gorton, Manchester, M18 7JZ
20 woodland Road, gorton, manchester, m187hu
Town Hall, Albert Square, Manchester, M60 2LA

Relevant Contact Officer : Ian Jarvis
Telephone number : 0161 234 4079
Email : i.jarvis@manchester.gov.uk



 Application site boundary  Neighbour notification
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