

<b>Application Number</b>	<b>Date of Appln</b>	<b>Committee Date</b>	<b>Ward</b>
115894/FO/2017	18th May 2017	24th Aug 2017	City Centre Ward

**Proposal** Erection of 7x 3 bed townhouses with integral garages, 1 x 2 bed maisonette flat within a 4 storey building and new bin store; together with associated works including provision of secure route through to Richmond Street for occupiers of properties on Bloom Street that back onto the site.

**Location** Land At Richmond Street, Manchester, M1 3WB

**Applicant** Mrs Michelle Rothwell , Watch This Space (Bungee 111) Limited, C/o Agent ,

**Agent** Mrs Rebecca Fieldhouse, Icen Projects Limited, That Space, 31 Princess Street, Manchester, M2 4EW,

### **Site Description and Planning History, Background and Context**

This vacant site measures 0.0344 ha and is bounded by Richmond Street, the rear of buildings on Bloom Street, the Grade II Listed 58 Richmond Street (37 to 51) and land at the rear of properties on Sackville Street (34 and 38). Immediately opposite the site are homes with integral garages at ground floor level (43-49 Richmond Street). The site is located within the Princess Street / Whitworth Street Conservation Area.

A 1m wide former alleyway separates the site from the rear of properties on Bloom Street. The alleyway separated them from the 19<sup>th</sup> Century terrace that was demolished in the 1950's.

Consent was granted on the site in 2001 for a 4 storey building comprising 11 apartments above a ground floor Class A3 use (Food and Drink) (app ref. 059449/FO/CITY2/00). This consent has now expired.

The site is within The Village which is characterised by a mix of office, restaurants and bars, leisure and shops. As well as the residential accommodation on Richmond Street opposite the application site at 43-49 a number of buildings in the area have been converted to apartments including 51-53 Bloom Street, 109 Princess Street, 27 Sackville Street and 42-44 Sackville Street.

Buildings heights in the area and they range from 2 to 6 storeys on Canal Street, with those around Chorlton Street, Abingdon Street, Bloom Street and Richmond Street being between 2 and 5 storeys.

The site is close to Piccadilly and Oxford Road Railway Stations, Metrolink, Chorlton Street Bus Station, Metroshuttle services and is served by a wide range of bus services.

The site falls within Flood Risk Zone 1 and as such is at low risk of flooding from rivers or sea. The site is also designated as a critical drainage area

## **Description of Proposals**

Consent is sought for the erection of a 4 storey building comprising seven 3 three bed townhouses with integral garages and one 2 bed maisonette flat. The garages would include electrical charging points and contain the bin storage areas for the townhouses. The development includes a ground floor bin store for the maisonette which would be located above gated access from Richmond Street to the rear of the properties on Bloom Street for servicing.

The building would be set back at 3<sup>rd</sup> floor level where external terraces would face onto Richmond Street. The elevations would be primarily in a black brick with aluminium anodised bronze coloured window frames, hard wood external doors and aluminium bronze coloured garage doors. The façade on Richmond Street would be articulated by curved set backs to the entrances and first floor windows of 450mm. 2<sup>nd</sup> floor windows would be set back 100mm. The Richmond Street face of the roof terraces would have steel planting boxes

Servicing would be from a Richmond Street and waste would be split into the following bins and collected weekly:

Blue - Pulpable material (recycled) - paper, cardboard, tetrapak etc  
Brown - Co-mingled material (recycled) - glass, cans, tins, plastic etc  
Green - Organic waste (recycled) - food stuffs etc  
Black General waste (non-recycled) - all non-recyclable

The total number of bins has been calculated from City Council document 'GD04 Waste Storage and Collection Guidance for New Developments V2.00 -0 Citywide Support - Environmental Protection (September 2014).

A summary of the pre-application consultations including with local residents has been submitted.

## **CONSULTATIONS**

Publicity – The occupiers of adjacent premises were notified, the development was advertised in the local press as a development which would affect the setting of listed buildings and the setting of a conservation area, and site notices were placed adjacent to the site.

42 letters of objection (Including one from the Village Business Association) and 2 letters of support have been received. The grounds of objection relate to the design of the building, impacts on amenity, impacts on Sunlight / Daylight levels, privacy and overlooking, and the proposed use and type of accommodation proposed.

The letters of support note that:

- It is great to see a development that is low rise and maintains the feel of the area;
- The inclusion of roof gardens and garages are a positive addition to the current City Centre housing offer;

- It is great to see some family sized homes coming forward in the City Centre;
- Richmond Street is a quieter part of the Village and therefore a great location for this type of housing;
- The quality and size of the scheme is high and will have a knock on effect to set the standards for others in the area and help to reduce the anti-social behaviour that has always been a problem in the Village;
- This site is in desperate need of being tidied up as it is currently home to vermin, rubbish and antisocial behaviour.

The grounds of objection are summarised below:

Some objectors have stated that their objections are not to the development of the site, which they generally welcome but to the form of development and nature of the proposed use.

### **Use / Type of Accommodation Proposed**

- A mixed use development such as some form of business at ground level and flats above would be a much better fit with the area;
- Family accommodation in the form of townhouses would be inappropriate in an area where there is a dominance of used associated with the night-time economy (bars, nightclubs, take-aways, taxi bases);
- Adjacent bars are open until 2.00 a.m. and at the weekends sometimes 5.00 a.m.; the takeaways also stay open until 5.00 a.m. or even 6.00 a.m. at the weekends and the queue for the taxi rank at 41 Bloom Street can be 100 yards long at 5.00 a.m. weekends. The use of this site for any form of residential accommodation and in particular 'family' accommodation would result in complaints about local business which could adversely impact on those business if they have to alter their current operational basis as a result of those complaints;
- The proposed scheme will immediately create a great deal of tension between the new occupiers and the surrounding ones which does not have to happen because there are alternatives and more suitable forms and mixes of development;
- The scheme, as proposed, would create something which immediately clashed with the existing uses all around it in ways which a mixed commercial usage with some apartments would not. It is entirely inappropriate for the site;
- The proposed use would represent a continuation of the sanitisation of the current and historic LGBTG scene within the Village and an erosion of the related culture. Recent and planned changes of use and ongoing developments will result in the gentrification of the Village. This will ultimately result in an erosion of the current nature of the area, the way in which it is used as part of the night time economy and the way in which it is considered a safe space for that community;
- There are many other spaces around the City that could be used for properties like this.

### **Privacy and Overlooking and Impact on Sun light and Daylight Levels**

- Windows should be mostly to the front to ensure the privacy of existing and proposed residents;

- The elevation will contain very large windows at all four levels and these will be within two or three metres of the existing windows to the Bloom Street properties. This is far too close and intrusive in a major way;
- Existing balconies would be partially obscured from accessing sunlight and due to the proximity of adjacent windows completely overlooked by the proposed development;

### **Design issues**

- The town-houses are all very large and present a high frontage onto Richmond Street, right on the footpath, which will make it narrow and claustrophobic;
- The garages will not enhance the frontage in any way at all, but will make it sterile and semi-industrial;
- In design terms it would be inappropriate to have a four storey elevation immediately abutting the back boundary of the mainly two storey, Victorian properties fronting Bloom Street as this would be out of scale within the existing street scene;
  - The proposed townhouses are right on the back of the footpath to Richmond Street which is already very narrow and this will create a very tight arrangement with a dark street environment and relatively monolithic frontage of the eight units and only five or six metres separating them and their windows from the properties opposite;
- Noise and impact on amenity;
- The large vents for the takeaway will hum away right next to the bedrooms of what will be very expensive houses and would result in complaints about local business which could adversely impact on those business if they have to alter their current operational basis as a result of those complaints;
- Construction noise will cause unacceptable disturbance to existing residents;
- The provision of parking within the development would lead to more pollution and traffic congestion in the Village.

### **Other**

- The proposed development would compromise fire escape provision for adjacent properties;
- Adjacent properties that do not have internal capacity for refuse storage (and are not able to remove waste from properties to suit the timings of waste collections) and rely on storage for collection at the rear. They will no longer be able to rely on such arrangements;
- The creation of an alleyway to the rear may encourage rough sleeper use of this area along with associated anti-social behaviour and crime and disorder issues;
- The proposed scheme does not seem to allow for the present emergency access from the garden of Napoleons Nightclub;
- The additional waste from the development will attract vermin to the area;
- There is a danger that building a type of accommodation that is not a good fit with the area that the buildings will remain unoccupied and as a result the area will become a magnet for anti-social behaviour;

- Current access to the rear of properties on Bloom Street would be lost as a result of these proposals which will impact on local residents and businesses in terms of deliveries and refuse collection;
- The development would result in more traffic in an area heavily used by pedestrians and could lead to more accidents;
- Adjacent properties will not be able to access drains to carry out maintenance;
- Setting the Planning hearing on the Thursday before Pride is another attempt to stifle objections from a Community who will be unable to attend as they are preparing for that event;
- The changes to the nature of the area that will result from the introduction of more housing will start to force the LGBTG community out of an area which is currently considered to be a safe space for this section of the Community and represents a valuable asset for the City in terms of its offer to visitors to the City from that Community;
- Residents will complain that they will not be able to move or park on the streets during events such as Pride and this could threaten the future of these events and the financial contribution that they bring to the area and the City;
- The long term-abandonment of the area, the lack of investment in its infrastructure and the support for uses that may lead to noise complaints which would threaten long standing businesses within the area will erode the current appeal of the area to the LGBTG Community and businesses associated with that Community who may now consider alternative locations;
- All MCC want to do is destroy and crush the Village and alternative culture, demonstrated by the lack of cultural investment after previously milking its success;
- The area needs more investment in the current facilities rather than whitewashing areas that need improvement with easy fixes such as yet more residential accommodation;
- Manchester is flooded with empty accommodation and the Village should not be destroyed to build more;
- Councils should be considering the impact that proposals have on the Community within which they are based – the inclusion of a gay pub clause in a recent Tower Hamlets planning decision is evidence of a more appropriate approach.

**Manchester Conservation Areas and Historic Buildings Panel** –The Panel felt that the rear of the building was substantially higher than the adjacent properties and was lower at the front. They suggested that it should be the other way around with more height at the front which would lessen the impact at the rear. They felt that there are too many units which had led to them being narrow and asked for this to be reconsidered to provide more space and allow a gap between the end of the terrace and the listed building.

They felt that the listed building should be freestanding and asked for the development to be moved away from it. The listed building is in poor condition and access is required to repair and maintain the structure. The gable end should remain exposed as it had some significance.

They consider that the arched feature should be removed from the roof as this looked out of place. The development should be carefully detailed using high quality

materials and finishes. They noted that the soffit to the garage should be in brick slips as opposed to concrete. The material and detailing of the footpath and kerb should reflect the original detailing.

**The Head of Neighbourhood Services (Highway Services)** – Has no objections but have provided advice about the Traffic Regulations orders and agreements that would be required to facilitate the development.

**Head of Regulatory and Enforcement Services (Environmental Health)**- Has no objections but has recommended conditions relating to the storage and disposal of refuse, acoustic insulation of the accommodation, acoustic insulation of associated plant and equipment and the hours during which deliveries can take place. Advice has also been given about appropriate working hours during construction and about the need to ensure that noise from adjacent plant and equipment associated with properties on Bloom Street is considered in terms of any scheme of acoustic insulation and ventilation.

**Head of Regulatory and Enforcement Services (Contaminated Land)** - Has no objections subject to a condition relating to a full site investigation being carried out in respect of contaminated land issues and the need for details of appropriate remedial measures.

**Head of Growth and Neighbourhood Services (Travel Change Team City Policy)**  
- No comments received.

**Greater Manchester Archaeological Unit** – Have no objections but note that the Archaeological Desk Based Assessment has identified that the principal archaeological interest of this site relates to former workers' housing from the early 19th century. Later land-use suggests that there is good potential for well-preserved below-ground archaeological remains. However, the extent, depth, character and relative significance of these remains is not yet known. They recommend that the site is first of all evaluated through archaeological trial trenches to determine if remains survive that are significant enough to warrant further more detailed archaeological investigation and recording. A Written Scheme of Investigation should be prepared for the evaluation trench for approval by Manchester LPA. A condition relation to the above is recommended.

**Greater Manchester Police (Design for Security)** – No objections received.

**United Utilities** – No comments received.

## Issues

### Local Development Framework

The principal document within the framework is The Core Strategy Development Plan Document 2012 -2027 ("the Core Strategy") was adopted on 11 July 2012 and is the key document in Manchester's Local Development Framework. It replaces significant elements of the Unitary Development Plan (UDP) and sets out the long term strategic planning policies for Manchester's future development. The proposals are considered

to be consistent with the following Core Strategy Policies SP1, CC3, H1, H8, CC5, CC6, CC7, CC8, CC9, CC10, T1, T2, EN1, EN2, EN3, EN4, EN6, EN8, EN9, EN11, EN14, EN15, EN16, EN17, EN18, EN19, EC1, EC2, DM1 and PA1 for the reasons set out below.

### Saved UDP Policies

Whilst the Core Strategy has now been adopted, some UDP policies have been saved. The proposal is considered to be consistent with the following saved UDP policies DC18.1, DC19.1, DC20 and DC26 for the reasons set out below. Planning applications in Manchester must be decided in accordance with the Core Strategy, saved UDP policies and other Local Development Documents. The adopted Core Strategy contains a number of Strategic Spatial Objectives that form the basis of its policies:

SO1. Spatial Principles - provides a framework within which the sustainable development of the City can contribute to halting climate change. This development would be in a highly accessible location and reduce the need to travel by private car.

SO2. Economy - supports further significant improvement of the City's economic performance and seeks to spread the benefits of growth across the City to reduce economic, environmental and social disparities, and to help create inclusive sustainable communities. The scheme would provide new jobs during construction and would provide housing near to employment opportunities.

SO3 Housing - supports a significant increase in the provision of high quality housing at sustainable locations throughout the City, to address demographic needs and support economic growth. Manchester's population grew by 20% between 2001 and 2011 which demonstrate the attraction of the city and the strength of its economy within the region. The growth of economy requires the provision of well located housing for prospective workers in attractive places so that they can contribute positively to the economy

SO5. Transport - seeks to improve the physical connectivity of the City, through sustainable transport networks, to enhance its functioning and competitiveness and provide access to jobs, education, services, retail, leisure and recreation. This development would be in a highly accessible location, close to all modes of public transport and would reduce the need to travel by private car and make the most effective use of existing public transport facilities.

SO6. Environment - the development would seek to protect and enhance both the natural and built environment of the City and ensure the sustainable use of natural resources in order to: • mitigate and adapt to climate change; • support biodiversity and wildlife; • improve air, water and land quality; and • improve recreational opportunities; • and ensure that the City is inclusive and attractive to residents, workers, investors and visitors.

### Relevant National Policy

The National Planning Policy Framework sets out the Government's planning policies for England and how these are expected to apply. It aims to promote sustainable development. The Government states that sustainable development has an economic role, a social role and an environmental role (paragraphs 6 & 7). Paragraphs 11, 12, 13 and 14 of the NPPF outline a "presumption in favour of sustainable development". This means approving development, without delay, where it accords with the development plan. Paragraph 12 states that: "Proposed development that accords with an up-to-date Local Plan should be approved and proposed development that conflicts should be refused unless other material considerations indicate otherwise." The proposed development is considered to be consistent with sections 1, 2, 4, 6, 7, 10, 11 and 12 of the NPPF for the reasons outlined below.

NPPF Section 1 - Building a strong and competitive economy and Core Strategy Policy SP 1 (Spatial Principles), Policy CC1 (Primary Economic Development Focus) and CC8 (Change and Renewal) – The town houses proposed would be a positive addition to the residential offer within the Village and the City Centre and would support and deliver important economic and policy objectives at the Manchester, Greater Manchester and national level. The development would be highly sustainable and deliver high quality city living. It would provide good access to sustainable transport provision, maximise the use of the City's transport infrastructure and make a positive contribution by enhancing the built environment, creating a well-designed place that would enhance and create character and reduce the need to travel. It would develop an underutilised, previously developed site and create employment during construction and therefore assist in building a strong economy.

NPPF Section 2 Ensuring the Vitality of Town Centres and Core Strategy Policies SP 1 (Spatial Principles) - One of the spatial principles is that the Regional Centre will be the focus for economic and commercial development, leisure and cultural activity, alongside high quality city living. The proposal fully accords with the aims of this Policy and would be complementary to existing residential accommodation within the Village. It would help to attract and retain a diverse labour market within the City Centre and support GM's growth objectives by delivering appropriate housing to meet the demands of a growing economy and population, within a major employment centre in a well connected location and would assist in the promotion of sustained economic growth.

NPPF Section 4 Promoting Sustainable Transport, Core Strategy Policies CC5 (Transport), T1 Sustainable Transport and T2 Accessible Areas of Opportunity and Need - The location is highly sustainable and would give people a real choice about how they travel and contribute to sustainability and health objectives. The area is highly accessible being close to Piccadilly Station with its connections to the airport and beyond and Metroshuttle routes and should exploit the use of sustainable transport. The proposal would help to connect residents to jobs, local facilities and open space. It should encourage modal shift away from car travel to more sustainable alternatives. The development would also include improvements to adjacent pavements thereby improving the pedestrian environment.

CC7 (Mixed Use Development), and Policy CC10 (A Place of Everyone) - The development would provide an efficient, high-density development in a sustainable



location within the heart of the City Centre. Manchester's economy is growing post-recession and significant investment is required in locations that would support and sustain this growth. The City Centre is the biggest source of jobs in the region and this proposal would provide accommodation to support the growing economy and contribute to the creation of a sustainable, inclusive, mixed and vibrant community.

NPPF Section 6 (Delivering a wide choice of high quality homes), Core Strategy Policies CC3 Housing, CC7 (Mixed Use Development), Policy H1 (Overall Housing Provision), H2 (Strategic Housing Location), Policy H8 (Affordable Housing) and Policy CC10 A Place of Everyone - The proposal would provide an efficient, high density development in a sustainable location within part of the City Centre specifically identified within the Core Strategy as being suitable for residential development. The town houses would appeal to a wide range of people from families to couples and sharers. The scheme would help to create sustainable, inclusive and mixed communities within this part of the City Centre. Manchester's economy is growing post-recession and significant investment in housing is required in locations that would support and sustain this growth. The City Centre is the biggest source of jobs in the region and this proposal would provide suitable accommodation to support the growing economy and contribute to the creation of a sustainable, inclusive, mixed and vibrant community. It is expected that a minimum of 25,500 new homes will be provided within the City Centre from 2016-2025 and this scheme would contribute to meeting the overall housing targets identified for the City Centre within the Core Strategy. The development would contribute towards an ambition that 90% of new housing would be built on brownfield sites and have a positive impact on the built environment of the surrounding area. The proposed development has been designed to seek to minimise potential for loss of privacy.

Given the number of dwelling proposed the proposals are below the threshold for consideration of the potential for the proposed development to contribute towards affordable housing within the city.

NPPF Sections 7 (Requiring Good Design), and 12 (Conserving and Enhancing the Historic Environment), Core Strategy Policies EN1 (Design Principles and Strategic Character Areas), EN2 (Tall Buildings), CC6 (City Centre High Density Development), CC9 (Design and Heritage), EN3 (Heritage) and saved UDP Policies DC18.1 (Conservation Areas) and DC19.1 (Listed Buildings) - The proposal has been the subject of significant design consideration and consultation. It would maximise the use of land and would be appropriate to the City Centre context. It would be appropriately located and would bring regeneration benefits to the Village providing accommodation that would be different from other apartment accommodation in the City Centre. The positive aspects of the design of the proposals are discussed in more detail below. The site presently makes no contribution to the townscape and has a negative impact on the setting of designated heritage assets. The proposal would not result in any significant harm to the setting of surrounding listed buildings or the Conservation Area and the quality and design would sustain the adjacent heritage value of the heritage assets. This is discussed in more detail below.

In terms of the NPPF the following should also be noted:

Paragraph 131 - Advises that 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 - Advises that any harm to or loss of a designated heritage asset should require clear and convincing justification. Substantial harm or loss should be exceptional and substantial harm to or loss of designated heritage assets of the highest significance, including grade I and II\* listed buildings should be wholly exceptional.

Paragraph 133 - Advises that local planning authorities should refuse consent for proposals that will lead to substantial harm to or total loss of significance of a designated heritage asset, unless it can be demonstrated that the substantial harm or loss is necessary to achieve substantial public benefits that outweigh that harm or loss. This is essentially a matter of judgement and will depend on the weight that is attached by decision makers and consultees to the various issues.

Paragraph 134 – Advises that 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. The proposal would replace an area that currently has a negative impact on the setting of nearby heritage assets and introduce a good quality building that would make a positive contribution to the townscape and enhance the setting of those adjacent heritage assets. The compliance of the proposals with the above sections of the NPPF and consideration of the comments made by Historic England is fully addressed in the report below.

Section 8 Promoting healthy communities – The introduction of some level of active street frontage would help to integrate the site into the locality and increase levels of natural surveillance.

Saved UDP Policy DC20 (Archaeology) – There are likely to be archaeological remains on the site which may be of high local significance about which a proper record should be made.

NPPF Section 10 (Meeting the challenge of climate change, flooding and coastal change), Core Strategy Policies EN4 (Reducing CO2 Emissions by Enabling Low and Zero Carbon) EN6 (Target Framework for CO2 reductions from low or zero carbon energy supplies), EN 8 (Adaptation to Climate Change), EN14 (Flood Risk) and DM1 (Development Management- Breeam requirements) -The site is highly sustainable and information submitted demonstrates that it would accord with a wide range of principles that promote the responsible development of energy efficient buildings integrating sustainable technologies from conception, through feasibility, design and build stages and in operation. It sets out how the proposals would meet the requirements of the target framework for CO2 reductions from low or zero carbon energy supplies. The NPPF states that inappropriate development in areas at risk of

flooding should be avoided by directing development away from areas at highest risk. In addition the NPPF indicates that development should not increase flood risk elsewhere.

NPPF Section 11 (Conserving and enhancing the natural environment), Manchester Green and Blue Infrastructure Strategy 2015, Core Strategy Policies EN 9 (Green Infrastructure), EN15 ( Biodiversity and Geological Conservation), Policy EN 18 (Contaminated Land and Ground Stability) and EN19 (Waste) - Information submitted with the application has considered the potential risk of various forms of pollution, including ground conditions, noise and vibration and waste, and has demonstrated that the application proposals would not have any significant adverse impacts in respect of pollution. The Manchester Green and Blue Infrastructure Strategy (G&BIS) sets out objectives for environmental improvements within the City within the context of objectives for growth and development. The proposal should exploit opportunities to enhance G&BI and these are discussed in more detail below. There would be no adverse impacts on blue infrastructure. The development would be consistent with the principles of waste hierarchy and a Waste Management Strategy which details the measures that would be undertaken to minimise the production of waste both during construction and in operation.

Policy DM 1- Development Management - Outlines a range of general issues that all development should have regard to and of these, the following issues are or relevance to this proposal:- • appropriate siting, layout, scale, form, massing, materials and detail; • design for health; • impact on the surrounding areas in terms of the design, scale and appearance of the proposed development; • that 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; • accessibility to buildings, neighbourhoods and sustainable transport modes; • impact on safety, crime prevention and health; adequacy of internal accommodation , external amenity space, refuse storage and collection, vehicular access and car parking; and • impact on biodiversity, landscape, archaeological or built heritage, green Infrastructure and flood risk and drainage. The above issues are considered in detail in below.

Policy PA1 Developer Contributions – As the development would only comprise 8 residential units it is below the 15 unit threshold for consideration of a contribution towards affordable housing.

### **Other Relevant City Council Policy Documents Guide to Development in**

Manchester Supplementary Planning Document and Planning Guidance (April 2007) - Part 1 of the SPD sets out the design principles and standards that the City Council expects new development to achieve, i.e. high quality developments that are safe, secure and accessible to all. It seeks development of an appropriate height having regard to location, character of the area and specific site circumstances and local effects, such as microclimatic ones. For the reasons set out later in this report the proposals would be consistent with these principles and standards.

Manchester Residential Quality Guidance (July 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. It is considered that the proposals are broadly in keeping with the aims and objectives set out in the guidance, compliance with which is set out within the considerations of the merits of the proposals as set out below. The Manchester Residential Quality Guidance document provides specific guidance for Manchester and includes a section on the consideration of space and daylight. The guide states that space standards within dwellings should comply with the National Described Space Standards as a minimum. In assessing space standards for a particular development, consideration needs to be the planning and laying out of the home and the manner in which its design creates distinct and adequate spaces for living, sleeping, kitchens, bathrooms and storage. The size of rooms should be sufficient to allow users adequate space to move around comfortably, anticipating and accommodating changing needs and circumstances.

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 level of residential accommodation within the City Centre is fundamental to achieving this vision.

Manchester City Centre Strategic Plan- The Strategic Plan 2015-2018 updates the 2009-2012 plan and seeks to shape the activity that will ensure the city centre continues to consolidate its role as a major economic and cultural asset for Greater Manchester and the North of England. It sets out the strategic action required to work towards achieving this over period of the plan, updates the vision for the city centre within the current economic and strategic context, outlines the direction of travel and key priorities over the next few years in each of the city centre neighbourhoods and describe the partnerships in place to deliver those priorities. The site of the current planning application falls within the area designated as The Village noted as the home to one of the most concentrated clusters of independent businesses within the city centre. It notes that the area is situated close to a key city centre gateway location and benefits from excellent transport connectivity. Piccadilly and Oxford Road Stations, Metrolink and bus stations all sit close adjacent to the site and improved pedestrian linkages through the site to these will be provided as part of the development.

Redevelopment at the site of which this application forms part would contribute to securing the next phase of this area's transformation along with major residential led mixed use developments now in the initial stages of delivery at Kampus and New Manchester Square (formerly Origin) (app ref 112034 and 114585).

Residential Growth Strategy (2016) – This recognises the critical relationship between housing and economic growth. There is an urgent need to build more new homes for sale and rent to meet future demands from the growing population. Housing is one of the key Spatial Objectives of the Core Strategy and the Council aims to provide for a significant increase in high quality housing at sustainable locations and the creation of high quality neighbourhoods with a strong sense of place. The proposed development would contribute to achieving the above targets and growth priorities.

Stronger Together: Greater Manchester Strategy 2013 - This is the sustainable community strategy for the Greater Manchester City Region. It sets out a vision for Greater Manchester where by 2020, the City Region will have pioneered a new model for sustainable economic growth based around a more connected, talented and greener City Region, where all its residents are able to contribute to and benefit from sustained prosperity and a high quality of life. The proposed residential development would support and align with the overarching programmes being promoted by the City Region via the GM Strategy. There is an urgent need to build more new homes for sale and rent to meet future demands from the growing population and to address undersupply and the Council is adopting measures to enable this. The proposals represent an opportunity to address these requirements adjacent to a major employment centre and in a well-connected location.

### **Conservation Area Declarations**

Princess Street / Whitworth Street Conservation Area Declaration : The Princess Street / Whitworth Street Conservation Area has been designated as a Conservation Area as it lies at the heart of Manchester's business and commercial district and to preserve and enhance the impressive grandeur of this part of the City historically associated with major banking, insurance and other financial institutions for the North of England. The area today is remarkable for buildings which whilst of a variety of architectural styles stand well together. The area was designated in November 1970 and extended in June 1986. The Whitworth Street/Princess Street Conservation Area was designated in 1974 (extended in 1985). Its physical form is established by the wealth of Victorian and Edwardian buildings erected between 1850 and 1920. They reflect the historical importance of the textile industry in the city and provide the most distinctive element in the Conservation Area streetscape. The buildings vary in size and range from six to seven storeys and are characterised by having rich and deeply modelled front facades in brick and/or terracotta, whilst the rear was almost entirely glazed either in a vertical plane or a stepped configuration. Although the area is no longer connected with the industry, the architectural building style associated with textile industry remains largely intact in the area should be noted that the area does contain many substantial buildings, such as the Former Refuge Assurance Offices (Palace Hotel), UMIST, India House, Asia House and Lancaster House. The height of the warehouses give the area it's most obvious physical character of a 'canyon' like atmosphere. These buildings all have large floor plates and contain substantial amounts of floorspace and are indicative of substantial buildings have been a characteristic of this area for many years.

### **Other National Planning Legislation Legislative requirements**

Section 66 of the Listed Building Act 1990 provides that in considering whether to grant planning permission for development that affects a listed building or its setting the local planning authority 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.

S72 of the Listed Building Act 1990 provides that in considering whether to grant planning permission for development that affects the setting or character of a

conservation area the local planning authority shall have special regard to the desirability of preserving or enhancing the character or appearance of that area.

S149 Equality Act 2010 provides that in the exercise of all its functions the Council must have regard to the need to eliminate discrimination, advance equality of opportunity and foster good relations between person who share a relevant protected characteristic and those who do not. This includes taking steps to minimise disadvantages suffered by persons sharing a protect characteristic and to encourage that group to participate in public life. Disability is a protected characteristic.

S17 Crime and Disorder Act 1998 provides that in the exercise of its planning functions the Council shall have regard to the need to do all that it reasonably can to prevent crime and disorder

### **Environmental Impact Assessment.**

The proposal does not fall within Schedules 1 or 2 of the Town and Country Planning (Environmental Impact Assessment) Regulations 2011. The Town and Country Planning (Environmental Impact Assessment) (Amendment) Regulations 2015, which raised the thresholds for screening of industrial estate and urban development projects to determine the need for Environmental Impact Assessment (EIA) but these new thresholds are not applicable to a development of this size.

### **ISSUES**

The Schemes Contribution to Regeneration and Housing Delivery – The regeneration of the City Centre is an important planning consideration as it is the primary economic driver of the region and is crucial to its longer term economic success. The site has been vacant for many years but was previously developed and the residential accommodation would complement nearby residential schemes and promote the area as a key mixed use neighbourhood.

The Core Strategy states that the proportionate distribution of new housing, and the mix within each area, depends on a number of factors, in particular, the need to diversify housing stock in mono-tenure areas by increasing the availability of family housing. Housing development in the City Centre has largely been dominated by large scale apartment developments. The provision of purpose-built houses could be attractive to families and allow them to live in the City Centre in the longer term would contribute to a diversification of the current residential offer within the City Centre. Whilst the applicants have stated that the proposed accommodation would be aimed at families it would also be suitable for other users and those who require some private external space that is not typically available in the Village.

It would be located adjacent to a key major transport hub with exceptional connections. It would complement existing and proposed residential uses as well as commercial uses add value to the high quality uses within this part of the City Centre. The development would also create employment opportunities during construction. Given the above the proposals would help to promote sustainable economic growth.

The site has a negative impact in the street scene with its open nature creating a poor appearance, fragmenting the historic built form of terraces and warehouse buildings. This low quality environment creates a poor impression of this part of the Village compared with the more vibrant streetscapes nearby on Canal Street and Sackville Street

This proposal would repair key street-frontages and reinstate the historic building line with a building designed to positively respond to its context and the area's heritage whilst helping to establish a sense of place. The redevelopment would contribute to the establishment of increased levels of ground level activity on Richmond Street and a high quality streetscape promoting its use as a key route to Piccadilly Station.

Given the above, the proposed development would be consistent with the objectives of the City Centre Strategic Plan and would complement and build upon Manchester City Council's current and planned Manchester City Council regeneration initiatives, and as such would be consistent with sections 1 and 2 of the National Planning Policy Framework, and Core Strategy policies SP1, EC1, CC1, CC4, CC7, CC8, CC10, EN1 and DM1.

Affordable housing provision – The number of units proposed falls below the 15 or more units level that requires a contribution to be made to the City-wide target for 20% of new housing provision to be affordable.

Residential development - density/type/accommodation standards - The proposed density is acceptable and all units houses would comply with the spaces standards as set out in the Residential Quality Guidance and National Space Standards. The Residential Quality Guidance highlights the importance of providing homes which meet a range of needs including city centre family living. The townhouses have been designed to appeal to a range of occupiers and would attract those wanting to share and could attract families.

It is considered that the development complies with policies SP1, H1, H2, H4 and DM1 of the Manchester Core Strategy.

Design Issues, relationship to context and impact on the Character of the adjacent Conservation Area and setting of Listed Buildings

The development provides an opportunity to enhance the setting of the adjacent Heritage Assets and the height, scale, colour, form, massing and materials should make a positive contribution to the area.



The massing and height would be appropriate and would be lower than the previously approved scheme on the site. The height and set back at roof level would respect the proportions of 58 Richmond Street and allow its roof-scape to be viewed and understood. It would reinstate the dense urban grain that originally existed on Richmond Street.

The proposal would be a contemporary interpretation of the tripartite subdivision expressed in nearby traditional buildings. The repetitive form of the fenestration and other openings would reference the former terraces that sat on the site as well as the robust architectural form of other buildings in the area.

Dark brick has been used successfully elsewhere in the City Centre at the Premier Inn on Dale Street, at 21-23 Church Street, 39 Tib Street and the Holiday Inn Oxford Road. It is a contemporary interpretation of the red brick used as a principle facing material within the City Centre. The layering, detailing and highly modelled design should ensure that the building responds well to its context. The brickwork would include specialised detailing on corners and window recesses. The aluminium windows and the variety of brick patterning would add further subtle richness to the façades. The construction of the facades would involve the use of traditional weight bearing bricks.

A condition requiring samples of materials and details of jointing and fixing details and a strategy for quality control would be attached to any permission granted. It is considered therefore, that with the controls of the condition in place that the proposals would result in high quality building that would be appropriate to its context.

There are a number of designated and non designated heritage assets nearby. The site lies within the Princess Street / Whitworth Street Conservation area, and adjacent to the grade II Listed 58 Richmond Street and 51-53 Richmond Street and these assets make a positive contribution to the area. However 58 Richmond Street is bordered by cleared sites and appears isolated and lacks historical and architectural context. The rear areas of the buildings on Bloom street are visible across the site. Whilst they are part of the historic character of the conservation area and the evolution of buildings styles and types, they present a poor quality



streetscape to Richmond Street and there is an opportunity to improve this considerably.

Richmond Street is a narrow street. The eastern end is characterised by large red brick former warehouse buildings, built hard up against the pavement edge with a strongly-defined building line. The buildings to the south side of the street are built hard against the back of a narrow pavement and form a consistent street frontage. The buildings to this part of the street are a mixture of periods and styles, but similar in terms of scale.

The demolition of the 19<sup>th</sup> Century terraces that previously occupied the site in the 1950's has eroded the character of the historic street pattern and has affected the prevailing building alignment and the urban form now lacks cohesion. This adversely affects and weakens the character and appearance of the area. The proposed footprint is consistent with the historic back of pavement building alignment and would reinforce the urban grain and the proposed layout would help to animate this route and result in considerable uplift in the current quality of the streetscape.

It is inevitable that development on sites such as this, would impact on the levels of amenity enjoyed by existing properties. However the building would reinstate the historic building lines, in accordance with good urban design principles. The condition and appearance of the site is negative and views are artificially open and inappropriate in the context of the character of the adjacent conservation area. There is capacity for change which could enhance the setting of adjacent heritage assets and the wider townscape. The development presents an opportunity to enhance the setting of adjacent designated and non designated Heritage Assets and to introduce a building of an urban scale that would make a positive contribution to the wider townscape.

There are no World Heritage Sites in the immediate vicinity. Section 66 of the Listed Buildings and Conservation Areas Act 1990 requires members to give special consideration and considerable weight to the desirability of preserving the setting of listed buildings when considering whether to grant planning permission for proposals which would affect it. Section 72 of the Act requires members to give special consideration and considerable weight to the desirability of preserving the setting or preserving or enhancing the character or appearance of a conservation area when considering whether to grant planning permission for proposals that affect it. Development decisions should also accord with the requirements of Section 12 of the National Planning Policy Framework which notes that heritage assets are an irreplaceable resource and emphasises that they should be conserved in a manner appropriate to their significance. Of particular relevance to the consideration of this application are sections 132, 133 and 134.

The proposal would impact upon views of 58 and 51-53 Richmond and views within the Conservation Area, but these impacts would be beneficial.

It is necessary to have special regard to the desirability of preserving the setting of any affected Heritage Assets. As any harm is 'less than substantial', paragraph 134 of the NPPF requires that the impact of the development should be evaluated against the mitigation that would be provided from the wider public benefits of the scheme

including securing its optimum viable use which can include heritage benefits. The scheme would enhance the character of the conservation area and setting of adjacent listed buildings and produce heritage benefits.

The public benefits of the proposal would include delivery of high quality residential accommodation to meet an identified need for accommodation within the City Centre to meet the need for residential with more than 2 bedrooms. It would create employment during construction and post completion and improved wayfinding and placemaking within the Village. It is considered that the urban form and pedestrian environment would be enhanced by the development and the public and heritage benefits that would be delivered would outweigh any 'less than substantial harm' that would be caused. It is considered, therefore, that, notwithstanding the considerable weight that must be given to preserving the setting of the conservation area as required by virtue of S72 of the Listed Buildings Act, any harm caused by the proposed development would be less than substantial and would be outweighed by the public benefits of the scheme and meet the requirements set out in paragraphs 132 and 134 of the NPPF. In addition for the reasons set out above it is considered that the proposed development has been designed with regard to the sustaining and enhancing the significance adjacent heritage assets and would make a positive contribution to local character and distinctiveness and therefore meets with the requirements of paragraph 131 of the NPPF.

#### Deliverability and impact on adjacent businesses

Infill developments on previously developed sites within the City Centre are not unusual. There are a number of businesses on Bloom Street and Sackville Street that back onto the application site which would be affected to some degree by the implementation of the proposal. Whilst issues in relation to access across the site (there is evidence of informal use of the land for access for deliveries, means of escape and waste storage and disposal) are legal issues and not planning matters the following is noted:

- In view of the existing alleyway to the rear a scaffold would need to be erected over the alleyway for the erection of brickwork and windows on the rear elevation - care would need to be taken to ensure safe means of escape from buildings for the duration of the works but this could be easily accommodated and ensured within any party wall agreement, in the normal way;
- Properties who have a lawful right of access over the land would be granted fob access and still be able to use the ginnel that is being created (passing underneath the maisonette in the centre of the block) to take their bins out of collection day;
- In relation to waste pipes, the boundary of the application site is the rear brick wall of the lean to - the pipes project beyond this. As part of the scheme new drains would be laid across the site so the repositioning this neighbouring drain wouldn't be a problem and it could be incorporated as part of the proposals. These aspects will be discussed with neighbours and as part of party wall agreements.

### Car Parking, cycle parking and relationship to public transport infrastructure

The highly accessible location would encourage the use of more sustainable forms of transport. However given that the quality and nature of this accommodation is likely to be attractive to the higher end of the residential market with the provision of car parking likely to be a desirable feature, 7 parking spaces with electrical charging points for residents are to be provided (one for each townhouse). 1 cycle parking space per unit would also be provided. A swept path analysis has been submitted to demonstrate that vehicles would be able to safely access and egress the garages and the Head of Highways has confirmed acceptability of this.

On the basis of the above the proposals are consistent with Core Strategy Policies DM1, T1 and T2.

Energy Efficiency and Sustainability - New developments should attain high standards of sustainability because of their high profile and local impact. The Code for Sustainable Homes was revoked in March 2015 but it is important to understand how a development performs in respect of waste efficiency and energy standards.

Energy use would be minimised through good design in accordance with the Energy Hierarchy, improving the efficiency of the fabric and using passive servicing methods across the building, including improvements to the thermal performance and air tightness above Part L requirements of the Building Regulations, before the application of energy reducing and then low carbon technologies. The requirements for CO2 reductions set out within the Core Strategy would be met through minimising energy demand whilst ensuring that this demand is met efficiently.

The energy strategy utilises the principle of a fabric first approach, offering thermally efficient accommodation that would reduce the demand for energy, reduce heat loss and maintain comfortable internal temperatures. Use of natural daylight and natural cross ventilation are passive design strategies that have been incorporated into the design to improve energy efficiency. The vented windows would allow natural ventilation throughout the day and night. In warmer months the vents would allow constant ventilation throughout the day and night to keep the building cool

The proposal would deliver a scheme that is efficient and cost effective during occupation and accords with the adopted Core Strategy Policy EN 4, EN6 and the Supplementary Planning Document (SPD) criteria. The principles of the energy hierarchy have been applied and with the combination of energy saving measures results in a potential total CO2 emissions reduction over the current Building Regulation target (2013).

### Effects on the Local Environment/ Amenity

Privacy and Overlooking



The drawing above shows the proposed rear elevation of the building in the context of Bloom Street and the wider surrounding blocks on Sackville Street. The proposal would back onto properties in Bloom Street in a way which is common in the conservation area and of other streets across the City. Windows have been positioned at the front and back of the building to avoid any direct overlooking and glazing would be obscured where this would occur to existing windows or balconies.

Small separation distances between buildings is characteristic in the area and is consistent with a dense urban environment. The buildings that previously occupied the site were built to back of pavement and had they not been demolished, there would be views from the windows within those buildings into windows within adjacent blocks.

Manchester has an identified housing need and the city centre has been identified as the most appropriate location for new development. The proposal would result in the re-use of a long standing brownfield site which has a negative impact on the area.

### Daylight, Sunlight and Overshadowing

The nature of high density developments in City Centre locations does mean that amenity issues, such as daylight, sunlight and the proximity of buildings to one another have to be dealt with in a manner that is appropriate to their context.

An assessment of daylight, sunlight and overshadowing has been undertaken, using specialist computer software to measure the amount of daylight and sunlight that is available to windows in a number of neighbouring buildings. The assessment made reference to the BRE Guide to Good Practice – Site Layout Planning for Daylight and Sunlight Second Edition BRE Guide (2011). The guidance does not have 'set' targets and is intended to be interpreted flexibly. It acknowledges that there is a need to take account of locational circumstances, such as a site being within a town or city centre where higher density development is expected and obstruction of natural light to buildings is sometimes inevitable.

The application site has largely been cleared for a number of years and prior to that was occupied by terrace properties which are understood to have been of a similar scale to 58 Richmond Street. As such, the buildings that overlook the site on Bloom Street, Sackville Street and Richmond Street have benefitted from conditions that are relatively unusual in a City Centre context. Therefore, the baseline situation against which the sunlight, daylight and overshadowing impacts would be measured i.e. an open site, would not be representative of a typical baseline situation within an urban environment and any development of a similar scale to the existing buildings in the vicinity of the site would inevitably have an impact.

The BRE Guide recognises that different targets may be appropriate depending on factors such as location. It acknowledges that if a building stands close to a common boundary, a higher degree of obstruction may be unavoidable. This is common in urban locations in particular. 43 to 49 Richmond Street and 51-53 Bloom Street currently receive unusual levels of daylight over the application site which is cleared. It is therefore necessary to determine what the reasonable expectation of residents should be in relation to daylight levels in those circumstances. The BRE Guide therefore permits the setting of 'alternative' target values in city centre locations such as this. The methodology for setting new targets is set out in Appendix F of the Guide and suggests that alternative VSC targets are derived by calculating the level of light that the window would achieve if obstructed by a hypothetical 'mirror-image' of the existing neighbouring building, an equal distance away from the boundary

The impacts in relation to the current baseline situation and a mirror image are set out below. The neighbouring residential properties at 43 – 49 Richmond Street and 51-53 Bloom Street have been identified as potentially being affected by the proposed development.

### Daylight Impacts

The BRE Guidelines provides methodologies for daylight assessment. The methodologies are progressive, and can comprise a series of 3 tests. The BRE Guidance recommends that it is only necessary to progress to the next test, if the window/room does not pass the first test it was subjected to. Firstly, the guidance advises an assessment of how much Daylight can be received at the face of a window which is generally referred to as the Vertical Sky Component (or VSC). In order to achieve the daylight recommendations in the BRE, a window should attain a VSC of at least 27%. The Average Daylight Factor (ADF), assesses how much daylight comes into a room and its distribution within the room taking into account factors such as room size and layout and considerations include: the net glazed area of the window in question; the total area of the room surfaces (ceiling, walls, floor and windows); and the angle of visible sky reaching the window(s) in question. In addition, the ADF method makes allowance for the average reflectance of the internal surfaces of the room. A 3rd assessment known as 'No Sky Line ' (NSL) measures daylight distribution and assesses how the light is cast into the room, and examines the parts of the room where there would be a direct sky view and the parts that would not have direct sky view. A key factor to be considered in relation to the 2nd and 3rd tests is that these assess daylight levels within a whole room rather than just that reaching an individual window. The assessment submitted with this application has considered all 3 of the progressive tests for daylight assessment.

The results show a good overall level of compliance to the main living rooms. Where rooms do not meet the targets, they are generally single aspect bedrooms at the lower levels of the surrounding buildings where there is a lower expectation for daylight given their use. Impacts as follows:

#### Daylight impacts

43 Richmond Street 1 of 4 windows would be compliant for VSC daylight, 1 of 2 rooms would be compliant for ADF. For NSL, 0 of 2 rooms would be compliant.

45 Richmond Street 1 of 4 windows would be compliant for VSC daylight, 1 of 2 rooms would be compliant for ADF. For NSL, 0 of 2 rooms would be compliant.

47 Richmond Street 1 of 4 windows would be compliant for VSC daylight, 1 of 2 rooms would be compliant for ADF. For NSL, 0 of 2 rooms would be compliant.

49 Richmond Street 1 of 4 windows would be compliant for VSC daylight, 1 of 2 rooms would be compliant for ADF. For NSL, 0 of 2 rooms would be compliant.

51-53 Bloom Street 1 of 4 windows would be compliant for VSC daylight, 4 of 6 rooms would be compliant for ADF. For NSL, 3 of 6 rooms would be compliant.

For the mirror scheme there would be the following level of impact:

43 Richmond Street 2 of 4 windows would be compliant for VSC daylight, 2 of 2 rooms would be compliant for ADF. For NSL, 0 of 2 rooms would be compliant.

45 Richmond 2 of 4 windows would be compliant for VSC daylight, 2 of 2 rooms would be compliant for ADF. For NSL, 0 of 2 of rooms would be compliant.

47 Richmond 2 of 4 windows would be compliant for VSC daylight, 2 of 2 rooms would be compliant for ADF. For NSL, 0/2 rooms would be compliant.

49 Richmond Street 2 of 4 windows would be compliant for VSC daylight, 2 of 2 rooms would be compliant for ADF. For NSL, 0 of 2 rooms would be compliant.

51-53 Bloom Street 4 of 6 windows would be compliant for VSC daylight, 4 of 6 rooms would be compliant for ADF. For NSL, 3 of 6 rooms would be compliant.

#### Sunlight Impacts

For Sunlight Impact assessment, the BRE Guide explains that sunlight tests should be applied to all main living rooms and conservatories which have a window which faces within 90 degrees of due south. The guide states that kitchens and bedrooms are less important, although care should be taken not to block too much sunlight. The BRE guide states that sunlight availability may be adversely affected if the centre of the window • Receives less than 25% of annual probable sunlight hours, or less than 5% of annual probable sunlight hours between 21 September and 21 March; • Receives less than 0.8 times its former sunlight hours during either period; and • Has

a reduction in sunlight received over the whole year greater than 4% of annual probable sunlight hours (APSH).

Of the above buildings only 51-53 Bloom Street met the assessment criteria. When assessed against the APSH (Sunlight criterion) it had 2/3 target compliance for both the baseline and mirror scheme.

### Overshadowing

There are no areas of public realm that require consideration of impact permanent shadowing and sunlight hour's appraisal.

The impacts on the levels of daylight and sunlight enjoyed by some of the residents of 43-49 Richmond Street and 51-53 Bloom Street are important. There is a high level of compliance with the BRE Guidance when assessed against the baseline of a cleared site. However, some impact is inevitable if the site is to be redeveloped to a scale appropriate to its location within the City Centre. The following matters are however important in considering this matter:

- Buildings that overlook the site have benefitted from conditions that are relatively unusual in a City Centre context;
- It is generally acknowledged that when buying/renting properties in the heart of a city centre, that there will be less natural daylight and sunlight in homes than could be expected in the suburbs;
- When purchasing or renting a property in any urban location, sited close to a derelict plot of land, the likelihood is that, at some point in time, redevelopment will occur. This is increased in a city centre like Manchester where there is a shortage of city centre housing in both the owner occupier market and the private rented sector;
- The application site is within the City Centre and is designated for high density development;

### Air Quality

The site is located within an Air Quality Management Area (AQMA), which covers the whole of the City Centre, which could potentially exceed the annual nitrogen dioxide (NO<sub>2</sub>) air quality objective. However given that this is not classed as a major development there was no requirement for the submission of an Air Quality Impact Assessment with the application. Notwithstanding this the development would be located in the City Centre and has access to all forms of public transport including tram, bus and rail and it is considered that the scheme would be unlikely to significantly affect air quality for future residents of the development. Therefore, the development would not result in any significant air quality issues.

### Noise and vibration

New housing would complement the existing residential and commercial uses, would develop an underutilised site, improve the physical appearance of the area and create natural surveillance. There are no amenity issues associated with the proposal that would impact on surrounding residential properties over and above those

expected in a city centre location. Whilst the proposal is acceptable in principle, the impact of adjacent noise sources on occupiers needs to be considered.

A Noise Report concludes that with appropriate acoustic design and mitigation, the internal noise levels can be set at an acceptable level. The new homes would be mechanically ventilated removing the need to open windows and the all windows would be of an appropriate standard such that along with the operation of the proposed mechanical ventilation noise ingress levels including from adjacent businesses and any existing adjacent plant would be acceptable in this location. The application proposes a system where the equipment for which would be kept within the property and an acoustician has confirmed that this system would be adequate to keep the noise environment within the new homes to an acceptable level and in line with standards. The level of noise and any necessary mitigation measures required for any externally mounted plant and ventilation associated with the building should be a condition of any consent granted.

It is acknowledged that disruption could arise during the construction phase of work. The applicant and their contractors would work with the local authority and local communities to seek to minimise disruption and the contractors would be required to engage directly with local residents. The provision of a Construction Management Plan should be a condition of any consent granted.

On balance, it is considered that the proposals would provide a building of a quality acceptable to this site such that the development would be consistent with sections 1, 2, 4, 6, 7 and 8 of the National Planning Policy Framework policies SP1, DM1, T1, EN1, EN2, EN4 EN6, EN9, EN11, EN16, CC4, CC6, CC9 and CC10 of the Core Strategy.

Crime and Disorder - The increased footfall and the improvements to lighting would improve security and surveillance. The introduction of controlled access to the rear alleyway would help to reduce anti-social behaviour including rough sleeping. A condition requiring achievement of Secure by Design accreditation could be attached to any consent granted. Subject to compliance with this and in view of the above the proposals are consistent with Core Strategy Policy DM1.

Archaeological issues - Greater Manchester Archaeological Unit have recommended a limited programme of archaeological trenching to target the footprint of 18th and 19th Century workers housing and a public house which previously stood on the site and should be a condition of any consent granted. In view of the above the proposals would be consistent with section 12 of the National Planning Policy Framework, Policy DC20 contained in the UDP and policy CC9 of the Core Strategy

#### Biodiversity and Wildlife Issues/ Contribution to Blue and Green Infrastructure (BGIS)

The proposal would have no direct adverse effect on statutory or non-statutory designated sites.

Given the scale of development proposed and the width of the existing pavement there is limited scope for inclusion of features which may improve biodiversity and form corridors which enable natural migration through the site including the planting



of street trees. The external roof top amenity spaces would increase opportunities for habitat expansion leading to improved ecological value within the local area.

In view of the above the proposals are considered to be consistent with policy EN15 of the Core Strategy and the Manchester Green and Blue Infrastructure Strategy 2015.

Waste and Recycling - Refuse and recycling facilities would be provided within a dedicate ground floor bin stores within the rear of the garages of each townhouse and the masionette would have an external facility within the new ginnel through to Richmond Street. 24x 240l and 8 x 23l food waste bins are proposed. 8 would be used for general waste and 16 for recycling. Waste collections would take place from Richmond Street with bins brought out by residents on collection day. Bins for each type of waste would be clearly marked. In view of the above it is considered that on balance the level of provision for potential disabled residents of both the masionette and townhouses is consistent with Core Strategy policy DM1.

Flood Risk and Sustainable Urban Drainage Strategy - The site lies within Flood zone 1 and is classified as a low risk site for flooding from rivers and sea and ground water. The site is within the Core Critical Drainage Area within the City Council's Strategic Flood Risk Assessment which requires a 50% reduction in surface water run-off as part of brownfield development. However due to the number of residential units proposed the development is not classed as a major planning application and does not have to consider the inclusion of a sustainable drainage systems.

The proposals would meet their requirements for compliance with the principles of Core strategy Policy EN14 Flood Risk and consistent with section 10 of the National Planning Policy Framework.

Contaminated Land Issues - A phase 1 Desk Study & Phase 2 Geo- environmental Report have been provided which assesses geo-environmental information based on desktop / published sources, a site walkover survey and a review of intrusive investigation and remediation reports. These conclude that the site presents a low risk to future site users and construction workers from contamination. A condition requiring that a full site investigation is carried out and that appropriate remediation measures are submitted and agreed could be attached to any consent granted and on this basis the proposal is considered to be consistent with policy EN18 of the Core Strategy.

Disabled access – The scheme has been designed such that it would offer flexibility in terms of being adaptable in response to changes individual circumstances e.g caring for young children and declining mobility with age. The accommodation would have level access at ground floor thresholds with entrance doorways, corridors designed to an adequate width to accommodate a wheelchair and stairways designed to be suitable for a chairlift

In view of the above with respect to disabled access the proposals are considered on balance to be consistent with the requirements of Core Strategy Policy DM1 and DC7.

Response to Panels comments – The majority of the comments are dealt with above, however the following should also be noted:

The minimum national internal space standards for a 3bed home split across three floors is 108 sqm GIA plus storage and for a 2bed home is up to 79 sqm GIA plus storage. The development meets the requirements of the guidance in relation to room sizes and storage. The size of the rooms have been designed so that they are sufficient to allow users adequate space to move around comfortably, anticipating and accommodating changing needs and circumstances of family living, as required by Manchester Residential Quality Guidance and Policy DM1.

The end gable facing the site makes little contribution to the heritage assets overall significance, given the historic context of development on the site.

The rooftop accommodation has been designed in relation to the commercial buildings on Bloom Street and to mitigate the potential noise/odour impacts. It would provide a more pleasant and quieter outlook as there are apartments opposite. It would have less impact on the Grade II building, as the scheme would be lower in height.

A gap for maintenance and repairs would increase the ongoing problems with anti-social behaviour within Richmond Street. Issues about access for any remedial work to the adjoining building would be dealt with through the party wall agreement.

Response to objectors comments- The majority of the comments raised have been addressed above however the following is noted:

The applicant has stated that they considered a range of uses for the site and, as the applicant is an experienced office agent, they have an understanding of the local market. The residential use proposed is considered to be the most appropriate. Richmond Street is a secondary road and apart from at the busier road junctions there is little viable prospect for retail activity. A retail type use would need servicing / deliveries and this may disturb some of the existing residents. An office use would have to compete with larger nearby schemes and the viability of further space in this location is questionable.

Other homes on Richmond Street, have a similar townhouse arrangement with garages at ground floor level and living accommodation above.

Discussions have taken place with Manchester Building Control and they are satisfied that adequate means of escape from adjacent properties can be attained even if this site is developed.

The emergency access from the garden of Napoleons Nightclub would not be affected as the gates from the courtyard would allow for emergency access, without the need to trespass.

The dates of the Planning and Highways Committee are set over a year in advance and it is necessary to report an application to the first available meeting;

The addition of more housing within the area would ensure that more people from the LGBTG Community would have an opportunity to live in an area where they may feel safer and nearer to the lifestyle facilities that the Village offers them.

Access and other restrictions associated with regular and annual events held within the Village are issues which are require management for all properties affected and would not be a reason to refuse permission.

In terms of lack of investment in the Village and its infrastructure there are currently 2 large scale mixed use regeneration projects on site within the area including the Kampus development and New Manchester Square (formerly Origin). Both of these schemes have through the granting of planning approvals been supported by MCC and will provide significant improvements to the wider Village Area including new public realm, improvements to the setting of the Canal and opportunities for the expansion of established local businesses.

## **CONCLUSION**

The proposals would be consistent with a number of the GM Strategy's key growth priorities and would by deliver housing that is required to support a growing economy and population in the city centre. It would promote and support sustainable economic growth. The proposal would complement the residential uses elsewhere in the Village and provide a product that differs from that under construction at Kampus and New Manchester Square developments.

The development would regenerate a previously developed site. The massing would relate well to the adjacent listed building and be in keeping with the character of the conservation area. This part of Richmond Street would be re-vitalised and become a much safer feeling and welcoming environment and the proposal would enhance the city's wider historic landscape. The scheme would add much needed activity and vitality to the area and would reintegrate the site into its urban context, reinforcing the character of the streetscape. Adjacent residential accommodation has enjoyed largely uninterrupted views across the site for some-time and it is inevitable that the proposal would have an impact on amenity and affect sunlight, daylight, overshadowing and privacy. It is considered that that these impacts that are set out in the report have been tested and are acceptable.

The clear public and regeneration benefits, including heritage benefits, that would result from the development of this site would outweigh any adverse impacts, including its impact on heritage assets and on amenity. It is considered, therefore, that, notwithstanding the considerable weight that must be given to preserving the setting of the listed buildings and conservation areas as required by virtue of S66 and S72 of the Listed Buildings Act, the harm caused would be less than substantial and would be outweighed by the public benefits of the scheme and meet the requirements set out in paragraphs 132 and 134 of the NPPF

**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 polices 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 pro-active manner to seek solutions to problems arising in relation to dealing with the planning application. This has included on going discussions about the form and design of the developments and pre application advice about the information required to be submitted to support the application.

### **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:

(a) Site plan 001 and 049;

(b) Dwgs 048052, 054 Rev B, 055 Rev B056, 057, 058, 060, 061, 062, 063 and Proposed section 001;

(c) Waste Management Strategy received by the City Council on 03-08-17 ; and

(d) Recommendations contained in Lighthouse Acoustics, Acoustic Planning Report 0230/APR1 6 April 2017 as amended by Lighthouse Acoustics, Acoustic Planning Report 0230/PSA 1 2 August 2017

Reason - To ensure that the development is carried out in accordance with the approved plans and pursuant to Core Strategy SP 1, CC3, H1, H8, CC5, CC6 , CC7,

CC9 , CC10, T1, T2 , EN1, EN2 , EN3 , EN6 , EN 8, EN9, EN11, EN14, EN15, EN 16 , EN17, EN18, EN19, DM 1 and PA1 saved Unitary Development Plan policies DC18.1, DC19.1 , DC20 and DC26.1.

3) Notwithstanding the details submitted with the application, prior to the commencement of development the following shall be submitted for approval in writing by the City Council, as Local Planning Authority:

A programme for the issue of samples and specifications of all material to be used on all external elevations of the development and the adjacent pavement. 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 to include jointing and fixing details, details of the drips to be used to prevent staining and details of the glazing and a strategy for quality control management; and

All samples and specifications shall then be submitted and approved in writing by the City Council as local planning authority in accordance with the programme as agreed above.

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.

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

(b) In the event of the Preliminary Risk Assessment identifying risks which in the written opinion of the Local Planning Authority require further investigation, the development shall not commence until a scheme for the investigation of the site and the identification of remediation measures (the Site Investigation Proposal) has been submitted to and approved in writing by the City Council as local planning authority. The measures for investigating the site identified in the Site Investigation Proposal shall be carried out, before the development commences and a report prepared outlining what measures, if any, are required to remediate the land (the Site Investigation Report and/or Remediation Strategy) which shall be submitted to and approved in writing by the City Council as local planning authority.

c) 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.

d) In the event that ground contamination, groundwater contamination and/or ground gas, not previously identified, are found to be present on the site at any time before

the development is occupied, then development shall cease and/or the development shall not be occupied until, a report outlining what measures, if any, are required to remediate the land (the Revised Remediation Strategy) is submitted to and approved in writing by the City Council as local planning authority and the development shall be carried out in accordance with the Revised Remediation Strategy, which shall take precedence over any Remediation Strategy or earlier Revised Remediation Strategy.

Reason - To ensure that the presence of or the potential for any contaminated land and/or groundwater is detected and appropriate remedial action is taken in the interests of public safety, pursuant to Section 11 of the National Planning Policy Framework and policy EN18 of the Core Strategy.

5) 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 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;
- \*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 and highway safety, pursuant to policies SP1, EN9, EN19 and DM1 of the Manchester Core Strategy (July 2012).

6) Prior to occupation of the development a scheme for the acoustic insulation of any externally mounted ancillary equipment to ensure that it achieves a background noise level of 5dB below the existing background (La90) in each octave band at the nearest noise sensitive location shall be submitted to and approved in writing by the City Council as local planning authority in order to secure a reduction in the level of noise emanating from the equipment. The approved scheme shall be implemented prior to occupancy and shall remain operational thereafter.

Reason - To safeguard the amenities of the occupiers of nearby residential accommodation, pursuant to policies SP1 and DM1 of the Core Strategy

7) Following commencement of construction of the hereby approved development, any interference complaint received by the Local Planning Authority shall be investigated to identify whether the reported television interference is caused by the Development hereby permitted. The Local Planning Authority will inform the developer of the television interference complaint received. Once notified, the developer shall instruct a suitably qualified person to investigate the interference

complaint within 6 weeks and notify the Local Planning Authority of the results and the proposed mitigation solution. If the interference is deemed to have been caused by the Development, hereby permitted mitigation will be installed as soon as reasonably practicable but no later than 3 months from submission of the initial investigation to the Local Planning Authority. Television interference complaints are limited to 12 months from the completion of the Development hereby permitted.

Reason - To ensure terrestrial television services are maintained In the interest of residential amenity, as specified in Core Strategy Polices DM1 and SP1

8) Prior to development commencing a local labour agreement relating to the construction phase of development, shall be submitted to and agreed in writing with the City Council as local planning authority. The approved scheme shall be in place prior to the commencement of the development, and shall be kept in place thereafter.

Reason - To safeguard local employment opportunities, pursuant to pursuant to policies EC1 of the Core Strategy for Manchester.

9) No development shall take place until the applicant or their agents or successors in title has secured the implementation of a programme of archaeological works. The works are to be undertaken in accordance with Written Schemes of Investigation (WSI) submitted to and approved in writing by Manchester Planning Authority. The WSIs shall cover the following:

1. A phased programme and methodology of investigation and recording to include:
  - archaeological evaluation through trial trenching
  - dependent on the above, targeted more detailed area excavation and recording
  - historical research
2. A programme for post investigation assessment to include:
  - production of a final report on the significance of the below-ground archaeological interest.
3. Deposition of the final report with the Greater Manchester Historic Environment Record.
4. Dissemination of the results of the archaeological investigations commensurate with their significance.
5. Provision for archive deposition of the report and records of the site investigation.
6. Nomination of a competent person or persons/organisation to undertake the works set out within the approved WSI.

Reason: In accordance with NPPF Section 12, Paragraph 141 - To record and advance understanding of heritage assets impacted on by the development and to make information about the heritage interest publicly accessible.

10) The townhouses and apartments hereby approved shall be used only as private dwellings (which description shall not include serviced apartments/apart hotels or similar uses where sleeping accommodation (with or without other services) is provided by way of trade for money or money's worth and occupied by the same person for less than ninety consecutive nights) and for no other purpose (including any other purpose in Class C3 of the Schedule to the Town and Country Planning

(Use Classes) Order 1995, or any provision equivalent to that Class in any statutory instrument revoking and re-enacting that Order with or without modification).

Reason: To safeguard the amenities of the neighbourhood by ensuring that other uses which could cause a loss of amenity such as serviced apartments/apart hotels do not commence without prior approval pursuant to Core Strategy policies SP1 and DM1 and to ensure the permanent retention of the accommodation for normal residential purposes.

11) 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.

12) No development shall commence until details of the measures to be incorporated into the development (or phase thereof) to demonstrate how secure by design accreditation will be achieved have been submitted to and approved in writing by the City Council as local planning authority. The development shall only be carried out in accordance with these approved details. 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.

13) The approved noise insulation scheme (condition 2 d) shall be completed before any of the dwelling units are occupied. Prior to occupation a post completion report to verify that all of the recommended mitigation measures have been installed in the residential accommodation shall be submitted and agreed in writing by the City Council as local planning authority and any non compliance suitably mitigated in accordance with an agreed scheme prior to occupation.

Reason - To secure a reduction in noise in order to protect future residents from noise nuisance, pursuant to policies SP1, H1 and DM1 of the Core Strategy



## **Local Government (Access to Information) Act 1985**

The documents referred to in the course of this report are either contained in the file(s) relating to application ref: 115894/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  
Greater Manchester Police  
Historic England (North West)  
Environment Agency  
Greater Manchester Archaeological Advisory Service  
United Utilities Water PLC

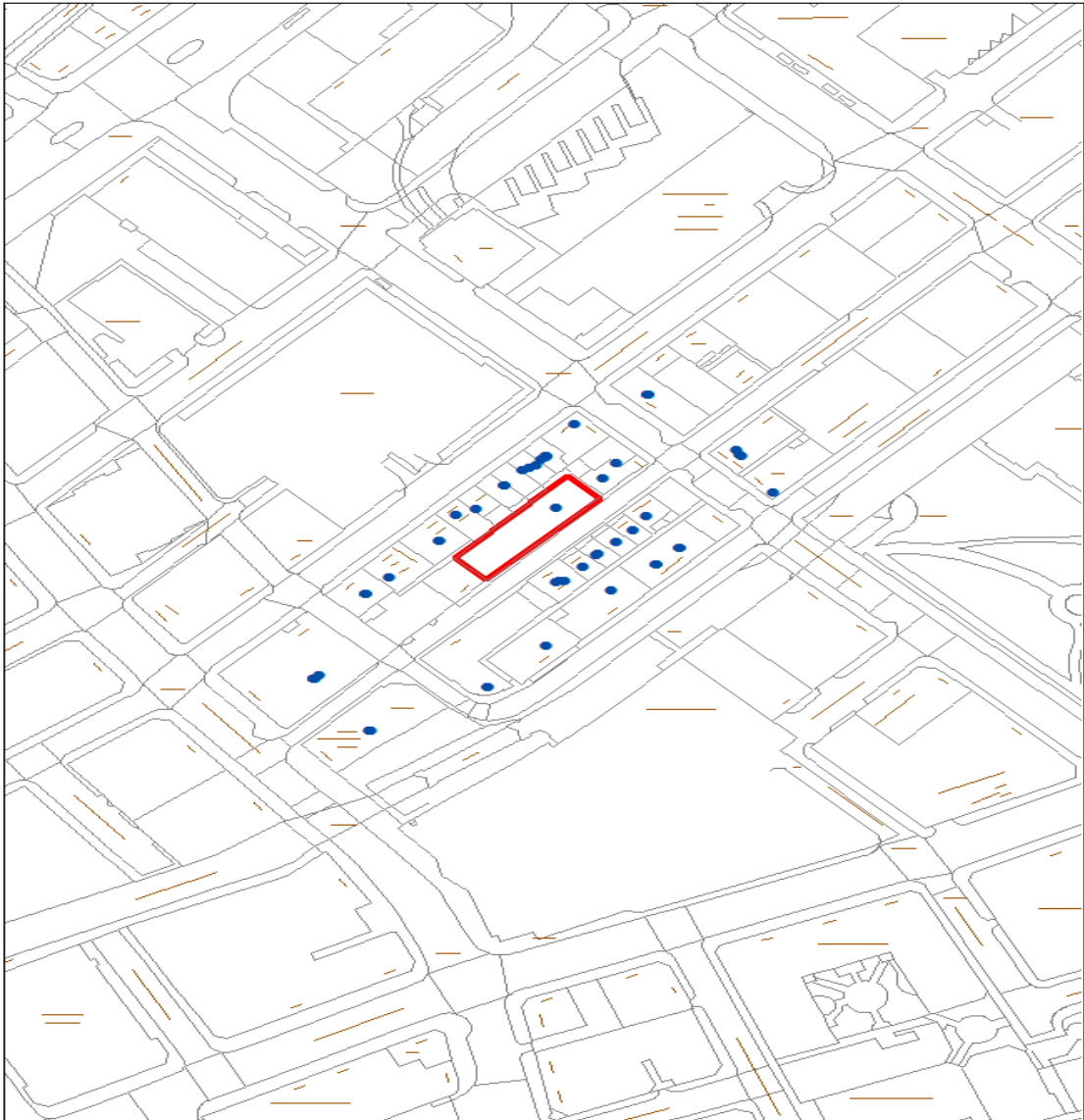
A map showing the neighbours notified of the application is attached at the end of the report.

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

77 Thorn Court, Salford, M6 5el  
56 Princess Street, Manchester, M1 6HS  
108 Stretford, Manchester, M155JH  
72 Ruskin Road, Crewe, CW2 7JS  
Lancaster House, Manchester, m1 6lq  
18 Winifred Street, Eccles, MANCHESTER, M30 8PG  
6 Gainsborough Close, Wilmslow Cheshire, SK9 2NP  
Flat 41, 23 Church Street, Manchester, M4 1PY  
53 bloom Street, City centre, Manchester, M1 3ly  
Apt 202 Chatsworth House, 19 Lever Street, Manchester, M1 1BY  
Apartment 50 Mercury Building, 15 Aytoun Street, Manchester, M1 3BL  
62 Ashton Lane, The Gate House, Sale, M33 6WQ  
35 Bloom Street, Manchester, M1 3LY  
71 grayfriar ct, Salford, M37ld  
96 Langport Avenue, Manchester, M12 4NG  
83 Ducie Street, Manchester, M1 2JQ  
46 Canal Street, ON Bar, Manchester, M1 3wd  
115 empress court, Chester road, Manchester, M15 4ej  
G-17 Flint Glass Wharf, 35 Radium Street, Manchester, M46AT  
82 Malus Court, Salford, M6 5fu  
622, Manchester, M12bl  
37 Granby House, Granby Row, Manchester, M1 7AR  
10 Arkley walk, Manchester, M13 9YN  
43A Albion mill, 12 Pollard Street, Manchester, M4 7AJ  
Flat 20 The Homestead, Ashton Lane, Sale, M33 6NH  
13 Wood Street, Widnes, WA8 6LW

15 Eastcombe Ave, Salford, M7 3EA  
Flat 33, Granby House, Granby Row, Manchester, M1 7AR  
29 Chorlton Green, Manchester, M21 9FQ  
21, Peacock Avenue, Salford, M6 8PS  
20 Plymouth grove west, Manchester, M13 0ag  
Flat 5, 1a Range Road, Whalley Range, Manchester, M16 8FS  
175 New Barns Avenue, Manchester, M217DG  
221 Radcliffe Road, Bury, BL9 9LY  
Apartment 51, Block D,, Albion Works, Pollard Street, Manchester, M4 7AT  
14 Eltham Street, Manchester, M19 3AL  
17 Wearhead Row, Eccles New Road, Salford, M5 4UH  
8 Cherry Tree Avenue, Camp Hill Estate, Nuneaton, CV10 9BD

**Relevant Contact Officer** : Angela Leckie  
**Telephone number** : 0161 234 4651  
**Email** : a.leckie@manchester.gov.uk



□ Application site boundary ● Neighbour notification  
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