



Planning and Highways Committee

Date: Thursday, 17 January 2019

Time: 2.00 pm

Venue: Council Chamber - Level 2, Town Hall Extension

Everyone is welcome to attend this committee meeting.

Access to the Council Chamber

Public access to the Council Chamber is on Level 2 of the Town Hall Extension, using the lift or stairs in the lobby of the Mount Street entrance to the Extension. That lobby can also be reached from the St. Peter's Square entrance and from Library Walk. **There is no public access from the Lloyd Street entrances of the Extension.**

Filming and broadcast of the meeting

Meetings of the Planning and Highways Committee are 'webcast'. These meetings are filmed and broadcast live on the Internet. If you attend this meeting you should be aware that you might be filmed and included in that transmission.

Membership of the Planning and Highways Committee

Councillors

Ellison (Chair), Nasrin Ali, Shaukat Ali, Clay, Curley, Dar, Kamal, Kirkpatrick, J Lovecy, Lyons, Madeleine Monaghan, Watson, White and J Wilson

Agenda

1. Urgent Business

To consider any items which the Chair has agreed to have submitted as urgent.

1a. Supplementary Information on Planning Applications on this agenda.

7 - 16

The report of the Head of Planning, Building Control and Licencing is attached.

2. Appeals

To consider any appeals from the public against refusal to allow inspection of background documents and/or the inclusion of items in the confidential part of the agenda.

3. Interests

To allow Members an opportunity to [a] declare any personal, prejudicial or disclosable pecuniary interests they might have in any items which appear on this agenda; and [b] record any items from which they are precluded from voting as a result of Council Tax/Council rent arrears; [c] the existence and nature of party whipping arrangements in respect of any item to be considered at this meeting. Members with a personal interest should declare that at the start of the item under consideration. If Members also have a prejudicial or disclosable pecuniary interest they must withdraw from the meeting during the consideration of the item.

4. Minutes

To approve as a correct record the minutes of the meeting held on 13 December 2018.

17 - 28

5. 121647/FO/2018 - 1 - 4 Sagar Street Manchester M8 8EU

Cheetham

The report of the Head of Planning, Building Control and Licensing is attached.

29 - 44

There will be a site visit for members of the Committee with the arrangements as follows:-

Meet at the entrance of the Town Hall, Lloyd Street at 10.15am
Arrive at the site at 10.30am
Leave site at approximately 10.50am.

6. 121401/FO/2018 - Land Adjacent To Bourdon Street Holland Street Manchester M40 7DB

**Miles Platting
and Newton
Heath**

The report of the Head of Planning, Building Control and Licensing is attached.

45 - 88

7. 121721/FO/2018 - Land Bounded By Quay Street And Manchester College To The North, Gartside Street And New Quay Street To The East, Old Granada Studios To The South

Deansgate

89 - 128

And The Victoria And Albert Marriot Hotel And Water Street To The West

The report of the Head of Planning, Building Control and Licensing is attached.

- | | | |
|------------|--|------------------------------------|
| 8. | 121014/FO/2018 & 121015/LO/2018 - 12 - 16 Piccadilly Manchester M1 3AN | Piccadilly
129 - 198 |
| | The report of the Head of Planning, Building Control and Licensing is attached. | |
| 9. | 121380/FO/2018 - Swan House Swan Street Manchester M4 5DF | Piccadilly |
| | The report of the Head of Planning, Building Control and Licensing will follow. | |
| 10. | 121142/FO/2018 - Allen Hall 281 Wilmslow Road Manchester M14 6HT | Rusholme
199 - 222 |
| | The report of the Head of Planning, Building Control and Licensing is attached. | |
| 11. | 121302/FO/2018 - Alleyway Between 34 Whiteholme Avenue, 70 Merseybank Avenue And 17-19 And 21 Brandwood Avenue Manchester M21 7PH | Chorlton Park
223 - 234 |
| | The report of the Head of Planning, Building Control and Licensing is attached. | |
| 12. | 120302/FO/2018 - Heald Green House, Irvin Drive, Manchester, M22 5LS | Woodhouse Park
235 - 254 |
| | The report of the Head of Planning, Building Control and Licensing is attached. | |
| 13. | 122025/FO/2018 - 17 Northen Grove Manchester M20 2NL | Didsbury West
255 - 268 |
| | The report of the Head of Planning, Building Control and Licensing is attached. | |

Meeting Procedure

The meeting (and any site visits arising from the meeting) will be conducted in accordance with the relevant provisions of the Council's Constitution, including Part 6 - Section B "Planning Protocol for Members". A copy of the Constitution is available from the Council's website at https://secure.manchester.gov.uk/downloads/download/4030/the_constitution.

At the beginning of the meeting the Chair will state if there any applications which the Chair is proposing should not be considered. This may be in response to a request by the applicant for the application to be deferred, or from officers wishing to have further discussions, or requests for a site visit. The Committee will decide whether to agree to the deferral. If deferred, an application will not be considered any further.

The Chair will explain to members of the public how the meeting will be conducted, as follows:

1. The Planning Officer will advise the meeting of any late representations that have been received since the report was written.
2. The officer will state at this stage if the recommendation of the Head of Planning in the printed report has changed.
3. ONE objector will be allowed to speak for up to 4 minutes. If a number of objectors wish to make representations on the same item, the Chair will invite them to nominate a spokesperson.
4. The Applicant, Agent or their representative will be allowed to speak for up to 4 minutes.
5. Members of the Council not on the Planning and Highways Committee will be able to speak for up to 4 minutes.
6. Members of the Planning and Highways Committee will be able to question the planning officer and respond to issues that have been raised. The representative of the Highways Services or the City Solicitor as appropriate may also respond to comments made.

Only members of the Planning and Highways Committee may ask questions relevant to the application of the officers. All other interested parties make statements only. The Committee having heard all the contributions will determine the application. The Committee's decision will in most cases be taken under delegated powers and will therefore be a final decision.

If the Committee decides it is minded to refuse an application, they must request the Head of Planning to consider its reasons for refusal and report back to the next meeting as to whether there were relevant planning considerations that could reasonably sustain a decision to be minded to refuse.

Information about the Committee

The Council has delegated to the Planning and Highways Committee authority to determine planning applications, however, in exceptional circumstances the Committee may decide not to exercise its delegation in relation to a specific application but to make recommendations to the full Council.

It is the Council's policy to consult people as fully as possible before making decisions that affect them. Members of the public do not have a right to speak at meetings but the Committee will usually allow applicants and objectors to address them for up to four minutes. If you have a special interest in an item on the agenda and want to speak, tell the Committee Officer, who will pass on your request to the Chair. Groups of people will usually be asked to nominate a spokesperson.

The Council is concerned to ensure that its meetings are as open as possible and confidential business is kept to the strict minimum. When confidential items are involved these are considered at the end of the meeting at which point members of the public are asked to leave.

Joanne Roney OBE
Chief Executive
Level 3, Town Hall Extension,
Albert Square,
Manchester, M60 2LA

Further Information

For help, advice and information about this meeting please contact the Committee Officer:
Beth Morgan
Tel: 0161 234 3043
Email: b.morgan@manchester.gov.uk

This agenda was issued on **Wednesday, 9 January 2019** by the Governance and Scrutiny Support Unit, Manchester City Council, Level 3, Town Hall Extension (Mount Street Elevation), Manchester M60 2LA.

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MANCHESTER CITY COUNCIL

PLANNING AND HIGHWAYS

**APPENDIX TO AGENDA
(LATE REPRESENTATIONS)**

**on planning applications to be considered by
the Planning and Highways Committee**

at its meeting on 17 January 2019

This document contains a summary of any objections or other relevant representations received by the Department since the preparation of the published agenda. Where possible, it will also contain the Head of Planning, Building Control & Licensing's own brief comment. These summaries are prepared on the day before the Committee. Very late responses therefore have to be given orally.

**APPENDIX TO AGENDA
(LATE REPRESENTATIONS)**

Planning and Highways Committee 17 January 2019

Item No. 6

Application Number 121401/FO/2018

Ward Miles Platting &
Newton Heath Ward

Description and Address

Erection of 57 properties with a mix of two and three storey semi-detached / terraced properties and six apartments in one block with associated road access, parking and landscaping.

Land Adjacent To Bourdon Street, Holland Street, Manchester, M40 7DB

1. Applicant / Agent

The applicant has submitted the following amended plans in response to issues raised by Citywide Support Highways and the Canal and Rivers Trust.

Drawings numbered:

AA7328 2011 Rev R- Proposed site plan. Shows the reduction in the length of the new internal road that serves plot 11 – 13 from 23 metres to 20 metres. This negates the requirement for a turning head and results in greater soft-scape rather than hardstanding. It also shows the additional tree planting (81 new trees, giving a total of 85) by way of mitigation, and the proposed hedges to be planted to the rear of the timber knee rails to soften up the boundary to the canal.

AA7328 2012 Rev D- shows the distribution of the 2 brick colour mix across the development site.

AA7328 2013 Rev G- shows the boundary treatments which now includes the timber knee rail requested by the Canal and Rivers Trust to safeguard against vehicles accidentally entering the canal.

2. Head of Planning – further observations / comments.

The changes made to the submitted plans are considered acceptable, incorporating additional safety measures and enhancements to the scheme. Therefore condition number 2 should read as follows:

location plan 2001 Rev B 13:11:2018, Existing site Plan AA7328 2010 Rev C dated 04:01:2019, proposed site plan 2011 Rev R dated 08:01:2019, proposed brick types 2012 Rev D Dated 08:01:2019, proposed boundary types 2013 Rev G dated 09:01:2019, proposed street scene 2020 dated 09:11:2018, House types Mews 2101 Rev D dated 13:11:2018, Lexington 2102 Rev D dated 09:11:2018, Stateley 2103 Rev

D dated 09:11:2018, Oakley 2104 Rev D dated 13:11:2018, Heartford 2105 Rev D dated 13:11:2018, Kingston 2106 Rev D dated 13:11:2018.

Block 1 elevations 2201 Rev C dated 09:11:2018, Block 2 2202 Rev C dated 09:11:2018, Block 3 2203 Rev C 09:11:2018, Block 4 2204 Rev C 13:11:2018, Block 5 2205 Rev C dated 13:11:2018, Block 6 2206 Rev C dated 13:11:2018, Block 7 2207 Rev C dated 13:11:2018, Block 8 2208 Rev C dated 13:11:2018, Block 9 2209 Rev C dated 13:11:2018, Block 10 2210 Rev C dated 13:11:2018, Block 11 2210 Rev A dated 13:11:2018.

Design and Access Statement AA7328 0107 C part 1 and 2 dated 09:01:2019, Air Quality Assessment dated 28:09:2018, Biodiversity report dated 28:09:18, Crime Impact Assessment dated 28:09:2018, Res dwelling units information dated 28:09:2018, Swept path analysis 28:09:2018, Contaminated land desk study, dated 28:09:2018, Noise survey and acoustic report dated 28:09:2018, Tree survey and constraints dated 28:09:2018, Bat Survey dated 20:12:2018, Bat roost assessment dated 20:12:2018, Flood risk assessment dated 28:09:2018, waste management dated 04:10:2018, Transport and Travel statement dated 28:09:2018.

Reason - To ensure that the development is carried out in accordance with the approved plans. Pursuant to policies SP1 and DM1 of the Core Strategy.

The recommendation remains unaltered ie **APPROVE**.

**APPENDIX TO AGENDA
(LATE REPRESENTATIONS)**

Planning and Highways Committee 17 January 2019

Item No. 8

Application Number 121014/FO/2018 &
121015/LO/2018

Ward Piccadilly Ward

Description and Address

Erection of 23 storey building (land at no. 14-16 Piccadilly) plus plant level and conversion of adjacent building (no. 12 Piccadilly) (basement to fourth floor) to create 356 bedroom hotel above ground floor breakfast room and lobby.

And

LISTED BUILDING CONSENT for works associated with the erection of 23 storey building (land at no. 14-16 Piccadilly) plus plant level comprising conversion of 12 -14 Piccadilly (basement to fourth floor) to create 356 bedroom hotel above ground floor breakfast room and lobby.

12 - 16 Piccadilly, Manchester, M1 3AN

1. Head of Planning - Further Observations/Modifications to Conditions

The site edged red in the Report is wrong and the correct plan is shown below



Revised CGI's of the top of the building and are shown below:



Revised Viewpoint 1 (pages 26 and 33 of Report)



Revised Viewpoint 2 (page 33 of Report)



Viewpoint 5 (page 35 of the report)

This illustrates a clearer distinction between the middle section of the façade and the top. It would simplify the detailing and would be an improvement on the submitted scheme.

**APPENDIX TO AGENDA
(LATE REPRESENTATIONS)**

Planning and Highways Committee 17 January 2019

Item No. 10

Application Number 121142/FO/2018

Ward Rusholme Ward

Description and Address

Change of use from Chapel (Class D1) to Student Accommodation (sui generis) and associated external alterations including erection of a single-torey extension, external fire escapes, and associated elevational alterations and conversion of garages into amenity block with outside terrace

Allen Hall, 281 Wilmslow Road, Manchester, M14 6HT

1. Local Residents

One further letter has been received making the following points.

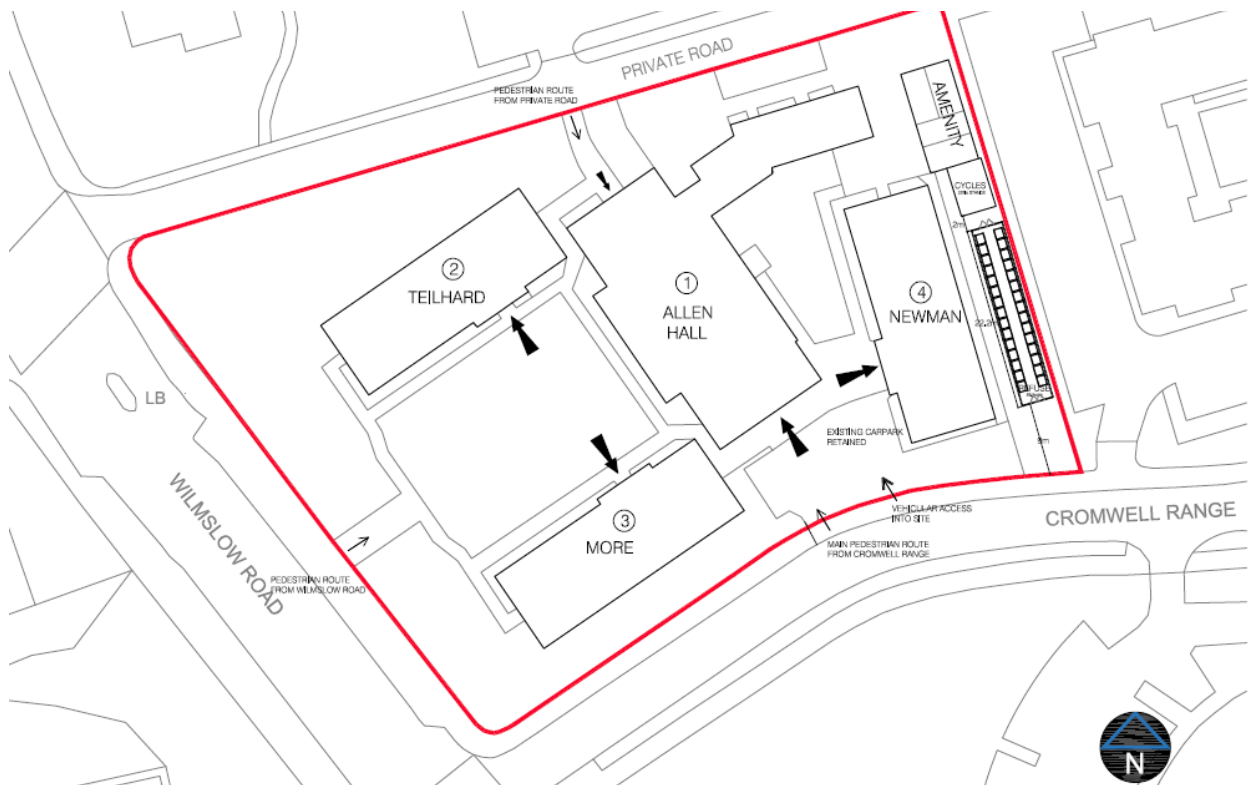
Overall the writer considers that it is a positive step to bring the site back in use as a student accommodation. The location and the setting are perfect and the mature landscape contributes to the area. However, four new issues are raised.

1. Concern is expressed about the potential elevational treatment: It is believed that the original brickwork should be retained and could be celebrated by adding some new elements such as new windows with contemporary frames and fenestrations and perhaps entrance canopies. It would be better aesthetically and environmentally friendly.
2. The aluminium cladding will come with flammable insulation that caused a horrible fire in Grenfell Tower. It will be allowed as the buildings are all below 18 m.
3. The existing mature trees should be preserved as they contribute to the ecological value of the site and provide a strong visual amenity along Wilmslow Road. Minimal changes to the facade would minimise requirement for scaffolding.
4. Tree preservation plan is required as a part of the submission and as a planning condition.

2. Applicant Agent

A revised refuse storage scheme has been submitted. It indicates that the kitchens will be provided with two 20 litre bins one for recyclable material and one for none recyclable material. The students will be responsible for transferring the waste to the central refuse store located at the rear of the site. The bins are stored in a compound, which can accommodate up to 30 110 litre bins, at the rear of the site and can be accessed for emptying from Cromwell Range. The onsite management team would be responsible for transferring the bins to the roadside for emptying.

In addition the applicant has provide the plan reproduced below showing the access points to the site.



In respect of arrivals and departures of students staying in the accommodation, the management plan produced by the applicant has indicated that Allen Hall will accommodate a range of students including international and post graduates and consequently their arrival is more spread out, with students continuing to arrive into October. Never the less, they would still expect a relatively large contingent of students to arrive on the first weekend of their tenancy, and they have in place processes to minimise impact. For example, all students to complete an online check-in form indicating their date of arrival and timeslot when they would like to check in, also additional staff are available on site to assist with the new arrivals. There are also secure areas on the ground floor for students to leave their possessions in order that cars can quickly vacate the site.

3. Further comments of the Head of Planning.

In response to the further representations received from a resident:

1. The alterations to the appearance of the building have been assessed in the report and are considered to be acceptable.
2. Clearly in this post Grenfell environment fire safety is extremely important and as members will be aware this matter is covered by Building Regulations.
- 3/4 No trees are to be removed as part of the development and an appropriate condition is proposed.

The proposed refuse storage and recycling arrangements are considered to be acceptable and it is therefore proposed to amend conditions 4 as follows:

The details of the scheme for the storage of refuse (including segregated waste recycling) set out in the Refuse Storage and Management Plan received on 9 January 2019 shall be implemented as part of the development and shall remain in situ whilst the use or development is in operation.

Reason - To ensure that there are satisfactory arrangements for the storage of refuse pursuant to Core Strategy policy DM1.

The Management Plan for the arrival and departure of students is considered to be acceptable and it is therefore proposed to amend condition 14 as follows:

The access strategy relating for students moving in and out of accommodation set down in the Management Plan for Allen Hall dated 1st October 2018 prepared by the Mansion Group shall be implemented in full and maintained as for a long as the use is carried on.

Reason - In the interests of public and highway safety and the protection of residential amenity, pursuant to policy DM 1 of the Core Strategy for the City of Manchester.

There was a typing error in condition 2 Specified Plans which should read:

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

Allen Hall management Plan by the Mansion Group dated 1st October 2018, the Refuse Storage and Management Plan received on 9 January 2019, drawings 4422-A4-002, 4422-A003, 4422-A4-150, 4422-A101 rev C, 4422-A102 rev D, 4422-103 rev F, 4422-104 rev E, 4422-105 rev C, 4422-106 rev D, 4422-A107 rev C, 4422-108 rev D, 4422-123, 2244-A4-204 rev B, 4422-201 rev G, 4422-202 rev E, 4422-203 rev F, 4422-204 rev A, 4422-A4-303, 4422-A4-304, 4422-A4-403 and 4422-A4-404.

Reason - To ensure that the development is carried out in accordance with the approved plans. Pursuant to policies SP1 and DM1 of the Core Strategy.

The recommendation of the Head of Planning remains to **Approve** the application.

**APPENDIX TO AGENDA
(LATE REPRESENTATIONS)**

Planning and Highways Committee 17 January 2019

Item No. 12

Application Number 120302/FO/2018

Ward Woodhouse Park
Ward

Description and Address

Creation of a 743 space off-airport car park with access road off Styal Road, installation of 2.4 metre high weld mesh fencing and gates, 45 lighting columns and office cabin with associated landscaping

Heald Green House, Irvin Drive, Manchester, M22 5LS

1. Head of Planning

If the site were to be amalgamated with the adjoining site, which is utilised for airport car parking, control would need to be had over the access into the site / egress from the site. The adjoining site takes access / egress from Irvin Drive, both sites could not be allowed to utilise this access / egress without assessment. It is understood that this does not form part of the applicant's proposals, however, regard must be had to any eventuality.

The application submitted is only acceptable on the basis of the access from Styal Road in the position indicated, as such a condition is recommended that this access / egress should remain for as long as the use is accommodated on site.

It is therefore recommended that an additional condition be appended to any consent which would read as follows:

The approved access / egress shown on the submitted drawings shall remain open and in use for so long as the use is in operation. The access shall only be used in association with land set out within the site edged red accompanying this application and no internal accesses shall be created to adjoining sites without the prior approval of the local planning authority.

Reason – In the interest of Highway Safety having regard to policy DM1 of the Core Strategy.

The recommendation of the Head of Planning remains to **APPROVE** for the reasons set out in the committee report.

Planning and Highways Committee

Minutes of the meeting held on Thursday, 13 December 2018

Present: Councillor Ellison (Chair)

Councillors: Nasrin Ali, Shaukat Ali, Clay, Curley, Dar, Kamal, Kirkpatrick, J Lovecy, J C Lyons, Watson, White and J Wilson

Apologies: Councillor Madeleine Monaghan

PH/19/99. Urgent Business

The Committee were asked to receive and note the Late Representations that had been produced and circulated earlier in the day.

Decision

To receive and note the Late Representations.

PH/19/100. Minutes

To approve the minutes of the meeting held on 15 November 2018 as a correct record.

Decision

To approve the minutes of the meeting held on 15 November 2018 as a correct record after noting that the Committee had expressed serious concern at the lack of affordable housing regarding item number PH/18/97, 19 Elm Road, Manchester.

PH/19/101. 121270/OO/2018 - Land To The North-east And South-west Of Enterprise Way; Bounded By Ringway Road West To The South; And Thaxted Walk, Roxholme Walk, The Rear Of 27-67 Lincombe Road And 2-8 Dentdale Walk To The North

The application proposals have been submitted as a phased proposal with full details submitted for consideration of: the erection of an office building and multi-storey car park, landscaping and public realm, access arrangements onto Enterprise Way and associated works (Phase 1); and part of the proposals submitted in outline (with all matters reserved for future consideration) for further office space and associated car parking (maximum 832 spaces) (Phases 2 and 3).

The applicant's agent spoke to the Committee in support and explained that this application related to the first phase of the implementation of the Airport City Enterprise Zone (EZ), an Enterprise Zone Framework Plan which was adopted to provide a clear vision for development across the EZ. This Framework was approved

by the Council's Executive on 24th October 2012 and forms a material consideration in decisions the Council makes as local planning authority within the EZ.

She also explained that the EZ is intentionally restricted to employment areas. However, all of the sites are located within a broader residential and mixed-use area that contains much of the potential workforce for EZ businesses. The framework therefore anticipated the effect of these sites would be the revitalisation of Wythenshawe with the accompanying broad socio-economic regeneration benefits.

The first phase would be fully occupied from day 1 with up to 3000 staff, and it is anticipated that this would grow to over 10000 staff as each phase was completed and occupied. It was also confirmed that both at the construction stage and the operational stage there was a clear commitment to providing local employment, training and development opportunities.

The Committee requested that the phrase "the ambulant disabled" be changed to "ambulant disabled people" in any future report, but also welcomed the robust waste management proposals.

The Committee also requested that officers explore the possibility of a more robust condition regarding landscaping, to ensure that the current amenity benefit of the woodland area is retained as far as is possible. In addition, the Committee asked for clarification as to the distance between the proposed buildings and the current residential properties.

Officers confirmed that this was a hybrid application, with phase 2 and 3 being covered by specific reserved matters. This would mean that the detail of the landscaping at each phase would be assessed and determined on a case by case basis as the phases progressed.

In phase 1, there would be a significant level of tree planting and a mature hedge already in existence between the site and the existing residential properties, to mitigate against any noise and disturbance.

The Committee also welcomed the fact that a condition of any permission to be granted would include a local labour agreement to provide employment and development opportunities for local residents.

The Committee concluded that the proposal will deliver substantial new jobs and will provide a catalyst for other developments in this strategic location. They also noted that necessary infrastructure to support the development in the form of Enterprise Way is already in place and a new 'green bridge' to link this and the wider site to the airport and transport interchange has been approved.

Decision

To grant the application subject to the conditions and reasons in the report and the late representation.

PH/19/102. 121323/FO/2018 - Land Bounded By Enterprise Way To The North And West And The M56 To The South Manchester

Background information relating to the strategic context and designations of the application site within the Airport City Enterprise Zone are contained within the report relating to planning application reference 121270/OO/2018.

The site is currently predominately vacant brownfield land (having been cleared of trees, poor quality vegetation remains) and partially existing surface level airport car parking. The site does not include or immediately adjoin any designated areas afforded special protection, such as areas of ecological or biodiversity value, historic or Listed Buildings or Conservation Areas.

The application proposals relate to the erection of two office buildings and a multi-storey car park arranged to form a strong built form towards the M56 spur and Ringway Road West to the South. In addition to the proposed building the application seeks temporary planning permission for the use of the north-western part of the site for surface level car parking.

The applicants agent spoke in support of the proposals. She explained that there is no surplus office space on the Airport Campus. As with the previous application, there is a clear commitment to a local labour agreement at both the construction and operational stages of the development, to maximise employment, training and development opportunities for local residents.

She accepted that local residents do have concerns, but told the Committee that this plot had always been a part of the Masterplan and the intention had always been that this should be developed.

The Committee asked for clarification of the impact on wildlife of the proposed culvert over the existing brook, and whether the dispersal of surface water would be affected. Officers confirmed that the MCC Flood Risk Management Team had recommended the imposition of conditions for the submission and agreement of surface water drainage scheme for the site and the ongoing maintenance and management of the proposed scheme, and that there were conditions in the report to fully address this issue. In addition, officers confirmed that they will continue to work closely with the applicant to address any issues that might arise as the development progresses.

Officer also confirmed that as with the previous application, there would be a significant level of tree planting, to mitigate against any noise and disturbance and to create increased green public realm.

The Committee noted that there had been an objection based on overlooking from the 6 story building, and asked how this would be addressed. Officers confirmed that the nearest residential building was approximately 300 metres away from the proposed office building, which would mitigate any possibility of overlooking.

The Committee asked for clarification as to whether there had been any discussions as to increasing the use of public transport in the area, rather than private vehicles

and the head of Planning, Building Control and Licensing confirmed that there was regular dialogue with both the Airport and all other involved agencies about this issue among others, and that necessary infrastructure to support the development in the form of Enterprise Way is already in place and a new 'green bridge' to link this and the wider site to the airport and transport interchange has been approved. In addition, the intention is that the car park would serve not just this development but the wider enterprise area.

The Committee concluded that the proposal would provide alongside the adjacent site a catalyst for other developments in this strategic location.

Decision

To approve the application subject to the conditions and reasons in the report and the late representation.

PH/19/103. 121695/FO/2018 - 21 Didsbury Park Manchester M20 5LH

This item was withdrawn prior to the hearing.

PH/19/104. 120314/FU/2018 - 456 Wilbraham Road Manchester M21 0AG

This application relates to the ground floor of a three storey mid parade property with residential on the upper floors. There is a small yard to the rear leading on to an alley which in turn adjoins Keppel Road

The property is located within Chorlton District Centre close to Chorlton Cross. There are commercial properties to either side and facing the site on Wilbraham Road. To the rear, separated by a narrow alley is the side elevation of a bank on Barlow Moor Road/Wilbraham Road. Excluding the bank there are nine other commercial properties in the parade of which one is a sandwich shop class A1, one a restaurant Class A3 and one a take away class A5.

Permission is sought to use the property as a café within class A3 of the Use classes Order. The premises would operate between 11.00am and 11.30pm Monday to Saturday and 11.30am to 11.30 pm Sundays and bank holidays. A flue would be provided at the rear of the property. Refuse would be stored in the rear yard. The submitted scheme includes fume extraction details and an acoustic insulation scheme.

When the application was first submitted permission was sought for a café together with a hot food take away, class A3 and A5. However, following negotiations the application has been revised and approval is now only sought for the use as a café class A3.

Officers confirmed that there were some minor changes to report to conditions 2, 3 and 11.

The applicant's agent spoke to the Committee and said that the Client will provide a National Franchise option which currently was not provided in the vicinity. They confirmed that they had addressed concerns that had been raised by officers.

The Committee expressed concerns about the concentration of A3 premises in the vicinity of this property, and asked if the concentration of the District Centre as a whole was assessed. Officers confirmed that the comparison in the report was based across the District Centre as a whole. In addition, the parade also includes an off license, opticians, butchers, cash converter, bank, Vaping shop, a sandwich shop, a hair dressing salon as well as a hot food take away and restaurant. On balance it is considered that this represents a range of services that would not be significantly affected by the opening of a further café/restaurant.

With regard to the usage, when the application was first submitted permission was sought for a café together with a hot food take away, class A3 and A5. However, following negotiations the application has been revised and approval is now only sought for the use as a café class A3. Officers confirmed that should the operator wish to extend the use to A5, a further application would be required.

The Committee noted that on previous occasions, a condition had been included to specifically restrict the use of a premises to A3 use only, and asked if such a condition could be included for this application. Officers confirmed that such a condition could be included as part of any permission granted if this was the wish of the Committee.

Decision

To approve the application subject to the conditions and reasons in the report and late representation and an additional condition restricting the use of the premises to A3 use only.

PH/19/105. 121487/FO/2018 - Land To The Rear Of The Students Union Including The Car Park And Higher Chatham Street Manchester

The site is located on Higher Chatham Street within the All Saints Campus of Manchester Metropolitan University (MMU). Boundary Street West and Rosamund Street West run to the north and south of the site respectively. It is adjacent to MMU's School of Art in the Benzie Building, the new Students Union and the Salutation public house. The Royal Northern College of Music is on the opposite side of Rosamund Street West. There are MMU halls of residence nearby at Cavendish, Cambridge and Sir Charles Groves Halls.

The site is 0.2 hectares and comprises highway land (Higher Chatham Street) and a surface level car park. It is used by University staff and also contains a waste storage area and cycle parking shelter. There are trees along the southern boundary. The area forms part of 'Corridor Manchester' which is a knowledge innovation district that runs along Oxford Road. The Salutation public house is not listed but is a non-designated heritage asset. The nearest listed building is the Grade II listed Righton Building which is 80m away on Lower Ormond Street. The site is not within a

conservation area. The Northern half of the site is currently adopted Highway and would require a Stopping Up Order.

The applicant's agent spoke to the Committee in support of the development, and said that this development is an integral part of the ongoing development of the University Estate, explaining the scope and concept of the proposed development. She confirmed that there would be a local labour agreement in place, secured by way of a condition.

The Committee expressed some concerns about the lack of detail about the overall masterplan, while having no objection to the building itself, but requested some more information about accessibility and replacement tree planting. The Committee asked that condition 16 be strengthened, so that the requirements were clearer with regard to the final details of the landscape and public realm works. Officers confirmed that as part of the wider Masterplan, wide ranging public realm was included with a significant level of tree planting that would mitigate the loss of trees on this site. Officers also confirmed that they would provide further details of the wider Masterplan to the Committee outside of the meeting.

The Committee also asked if an impact assessment had been carried out on the proposed road closure, and officers confirmed that an impact assessment had been carried out and that the effect had been considered acceptable. Officer also confirmed that Highways Services welcomed the stopping up of Higher Chatham Street.

The Committee queried whether the development would be overbearing on the Salutation pub, and officers confirmed that while this was not a listed building and was not in a conservation area, it had been dealt with as a non-designated heritage asset. However, the public house already sits within the context of a heavily built up area and is surrounded by buildings of varying heights. The overhang from the front of the building would allow views of the Salutation pub to be retained from the east along Boundary Street West. The relationship of the proposal to the pub is therefore considered to be acceptable.

The Committee asked whether the development would include cycle parking, and officers confirmed that although an existing cycle shelter would be lost, there are several other cycle parking facilities within the campus that could be used as an alternative. Additional cycle parking would be provided as part of ongoing masterplan works. In addition, there are 36 cycle loops provided as part of the public realm development.

Decision

To approve the application subject to the conditions and reasons in the report.

PH/19/106. 121462/FO/2018 - Plot 9A First Street Medlock Street Manchester

This vacant site is bounded by River Street and Medlock Street in First Street. It is 0.56 hectares and comprises of hardstanding with a small amount of vegetation and was most recently used as a surface car park. It has been used for a number of years as a site compound for the construction of No.8 First Street.

The proposal involves the erection of a mixed use block comprising 22,165 sq. m of office space with a 205 bed hotel on the upper floors with ancillary, flexible commercial uses on the ground and first floors. A standalone, flexible, commercial space would be located on part of the ground and first floor including a range of active uses. The building would also include winter gardens and a rooftop garden on level 12. There would be 21 Car parking spaces and 164 cycle parking spaces within the basement.

The applicant's agent explained the scope and concept of the application. He said that this hotel and office development would be consistent with national and local planning policy, and would promote a quality neighbourhood, economic development and sustainable travel patterns. The site is appropriate for a tall building and the development would be well designed and of a high quality. It would fulfil an important role in providing hotel and office accommodation within the City Centre.

Hotel and office development would be consistent with GM Strategy's key growth priorities to meet the demands of a growing economy and population, in a well-connected location within a major employment centre. There is an identified need for these uses within the City Centre Strategic Plan and the First Street SRF. It would therefore assist in the promotion of sustained economic growth within the City.

The Committee welcomed the full access and inclusive design aspect of the application.

The Committee asked if the gas main is accessible in an emergency, and officers confirmed that the main is fully accessible at all times under the proposals.

The Committee also welcomed the suggestion of a Health Care Centre at the site, and commented that such facilities are often left out of substantial schemes.

Decision

To approve the application subject to the conditions and reasons in the report and the late representations.

PH/19/107. 120635/FO/2018 - Hotspur Press 2 Gloucester Street Manchester M1 5QR

The site comprises a vacant, former mill complex known as Hotspur Press that is bounded by the River Medlock, Gloucester Street and the Grade II Listed Altrincham Railway Viaduct. The complex was originally used for textile manufacturing and was converted to a printing press in 1903 and remained in use as such until 2011. None

of the buildings are listed or within or adjacent to a conservation area but some are non-designated heritage assets.

Officers told the Committee that there were some minor changes to the conditions, and that these were set out in the printed late representations.

The applicant's agent spoke to the Committee in support of the proposals, and explained the scope and concept of the application. The development will retain as much of the original building as possible, but given the very poor state of the building the retention will be minimal. The 1880 mill can be retained but the 1801 mill has significant issues which makes it unviable to retain more than the façade.

The applicant acknowledged the interest in the site from both the local community and as a wider historical feature, considered that a residential led mixed use development incorporating a tall building would be consistent with national and local planning policy, and would promote a quality neighbourhood, economic development and sustainable travel patterns. The site is appropriate for a tall building and the development would be well designed and of a high quality. It would fulfil an important role in providing residential accommodation within the City Centre.

The development would not have a significant detrimental impact on the settings of nearby listed buildings or on the character and appearance of the nearby listed buildings. The development would regenerate a site that is in need of investment, including retaining and refurbishing significant elements of the non-designated heritage asset, providing additional public realm and increasing permeability within the area. The proposals would also make a contribution towards the off-site provision of affordable housing via a commuted sum with a reconciliation later in the process.

The Committee commented that it would help them to have some of the more detailed drawings and pictures when determining such high profile and important applications. In addition the Committee noted the comments of the Manchester Conservation Areas and Historic Buildings Panel and Greater Manchester Archaeological Advisory Service as summarised in the report, and requested that as much of the fabric of the building be retained either for other uses, or offered to heritage organisations for preservation.

Officers confirmed that they had carefully analysed how much of the original buildings could be retained, and were satisfied that the maximum amount that could be kept and still make the scheme viable was being retained. Officers also confirmed that as much building fabric will be retained and reused as is possible.

The Committee asked for clarification as to how assets of historical significance are not overlooked during the consultation process, given that for example, Historic England is not a statutory consultee. Officers confirmed that a specialist archaeological service would be used, and that the requirements of recording anything of significance is conditioned.

The Committee also welcomed the inclusion of information about S106 contributions, and asked for clarification as to the total contribution seemed low for a development of this size. Officers confirmed that this was a very difficult building to develop and

explained that the figure in the report is the minimum that will be received, and there will be a further reconciliation as the development progressed.

The Committee asked for more information about the connection to Whitworth Street West, and officers confirmed that there will be a link but not from this site as the Railway viaduct is not within the control of the applicant.

The Committee also asked if the condition regarding the River Medlock, could be enhanced to clean up the river and make it a visual asset to the scheme, and officers confirmed that as much is being done to progress this improvement, but also reminded the Committee that the applicant can only manage the part of the river that is within this site.

Decision

To approve the application subject to the conditions and reasons in the report and late representation, the finalisation of the S106 negotiations and the strengthened conditions as discussed.

PH/19/108. 121511/FO/2018 - Land Bounded By Water Street And The Victoria And Albert Marriott Hotel To The West, The Grade II Listed Bonded Warehouse & Railway Viaducts To The South, Atherton Street & Old Granada Studios To The East And Quay Street To The North

The site relates to land previously occupied by ITV at Quay Street and is within St. Johns area, which has been identified as a regeneration priority by the City Council.

The application proposes to increase the height of the 8 storey component of the scheme previously approved by two floors in order to increase the amount of office space and to accommodate the requirements of a major, confirmed occupier. It would not amend the 36 storey tower and the revised office building could be implemented in conjunction with the approved tower.

The proposal maintains the approved concept with the same general building footprint and interconnected components but has been modified to respond to the end users needs. The number of cores have been reduced and internal bridge links have been replaced with usable floorspace which has created a more efficient building. The atria has been replaced by external terraces to improve amenity.

The applicants agent spoke to the Committee and said that this would deliver a global digital transport hub, and much needed employment.

The Committee asked how the site would be landscaped, and officers confirmed that this would be dealt with as part of the wider public realm improvements in the vicinity.

Decision

To grant the application subject to the conditions and reasons in the report and the late representations.

PH/19/109. 121014/FO/2018 & 121015/LO/2018 - 12 - 16 Piccadilly Manchester M1 3AN

This item was deferred to allow for a further period of consultation.

PH/19/110. 121647/FO/2018 - 1 - 4 Sagar Street Manchester M8 8EU

The Committee considered that the report did not provide them with sufficient information regarding the location and logistics at the site, and the impact on existing businesses, so deferred the matter to allow for a site visit.

Decision

To defer the matter to allow a site visit.

PH/19/111. 121085/FO/2018 - Land To The Rear Of Crumpsall Constitutional Club Linn Street Manchester M8 5SN

The application site measures approximately 0.24 ha in size, is fairly uniform regular in shape and is located with a street frontage onto Linn Street in the Crumpsall ward of the City. The site is comprised of a former private bowling green that forms part of the wider Crumpsall Constitutional Club site. The Club itself is located on Landsdowne Road, however the club house does not form part of the application site and would remain as a separate entity.

The bowling green itself has not been used for some time and has fallen into disrepair. The site has become overgrown and is now a mixture of grass and self seeded shrubs and plants. The trees that were previously planted across the site have all been felled recently, but before the submission of this planning application.

The applicant's agent spoke in support of the proposals and said that these would be affordable apartments which would help to meet local residential needs. He said that the scheme is no more dense than the surrounding area, and that they had sought to work positively with officers without any feedback. He said that officers had advised that they not complete a consultation process, but that they were then criticised by Ward Councillors for not doing so.

He also told the Committee that this development was the only viable option for the site, otherwise it would be abandoned.

Councillor Nasrin Ali spoke in objection to the proposals and said that prior to the application all mature trees had been felled. She pointed out that the shared ownership proposals would not be affordable as it was based on being offered for private rent or sale.

Councillor Ali also pointed out that the area was heavily congested and that this scheme and the traffic it would generate would only make the matter much worse. She said that local residents acknowledge that they need more housing, but did not support this development in this location. She asked the Committee to support the officers recommendation for refusal.

Officers confirmed that there was no guarantee that the apartments would be affordable, as this would require a S106 agreement to be agreed to be enforceable.

Officers advised the Committee that they had not yet reached the point of being able to interrogate a viability assessment, and they were still not satisfied that all the other concerns they raised had been satisfied. There is no alternative scheme on the table to be assessed. Officers also confirmed that all policies are applied on a case by case basis, which officers do not think that the circumstances of this proposal are appropriate for the scheme on offer.

The Committee concluded that the demand in the north of the City is for the provision of family housing, and that the proposed development for a high density apartment scheme is unacceptable in principle. The applicant has not made a case for high density development and the accommodation does not follow the principles of traditional family dwellinghouses suitable for supporting families and sustainable communities. Therefore, the proposed development is considered to be contrary to policies SP1, H1 and H3 of the Core Strategy.

The Committee further concluded that the proposed development is an inappropriate form of development which represents overdevelopment of the site and does not take into account the context of the site and is not informed by its surroundings, having a poor relationship with adjoining residential properties.

The impact of this high density, overdeveloped site would be seriously detrimental to the character, context and visual amenity of the neighbourhood and surrounding area, and would not result in the positive and successful regeneration of the area. It is considered that the development would have an adverse impact upon the amenity of surrounding residents, due to its height, scale, and close location to the site boundaries, which would result in problems of overlooking and loss of outlook from adjoining properties and their garden areas. In addition the creation of 28 apartments would lead to a significant intensification in general activity at the site, compared to the previous use, with the resulting increase in noise, all of which would have a detrimental impact upon the amenities of surrounding residents, contrary to policies SP1 and DM1 of the Manchester Core Strategy and saved policy DC26 of the UDP.

Decision

To refuse to grant the application for the reasons given in the report and the late representation.

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Application Number	Date of Appln	Committee Date	Ward
121647/FO/2018	25th Oct 2018	17th June 2019	Cheetham Ward

Proposal Erection of second floor extension to the existing building to form additional storage area in association with existing cash and carry use (sui generis)

Location 1 - 4 Sagar Street, Manchester, M8 8EU

Applicant Mr Ravinder Singh, C/o Agent

Agent Mr Chris Jones, NJL Consulting, 8 Ashbrook Office Park, Longstone Road, Manchester, M22 5LB

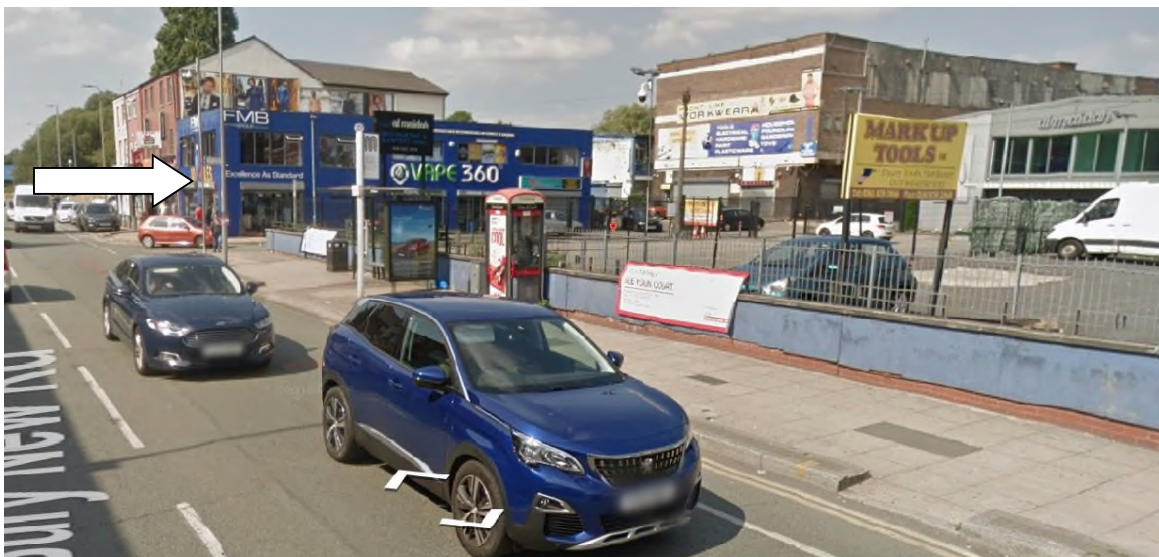
Description

Members may recall that at the Planning and Highways Committee meeting on 13 December 2018, the Committee resolved to defer determination of this application in order to undertake a site visit before making a decision. The recommendation of approval remains unchanged.

The application site relates to an existing, two storey, flat roof building which occupies an end terrace position at the corner of Bury New Road and Sagar Street.

The building contrasts to the Victorian design of the host terrace and incorporates a flat roof design, with the front and side elevations clad with 'Cobalt Blue' Trespa cladding panels. Traditional red brickwork forms the rear elevation.

The building incorporates shop frontages to both the roads it addresses and is divided into 5 units used for cash and carry purposes (sui generis) predominantly for the distribution and wholesale of phone, fashion, vaping and related products. The units are leased by the applicant who owns the entire building.



The application premises is situated within the heart of the Strangeways employment area and lies adjacent to a busy, north/south arterial road situated in an area defined by The Strangeways Local plan (2009) as 'The Workshop Village'. This is located on either side of Bury New Road and contains a mixture of large and small commercial premises within 1-3 storey buildings occupied by wholesalers, small-scale retail and distributors, involved predominantly in textile, clothing, vaping, information communications and technology. HMP Strangeways is situated a short distance to the east.

In terms of the immediate surroundings, the premises is adjoined to the north by a three storey parade containing retail and wholesale businesses and to the rear by a complex of 2 and 3 storey commercial units, separated by an associated car park/service area. On the opposite side of Sagar Street is a car park associated with a neighbouring banqueting business set back from the main Bury New Road frontage. On the other side of Bury New Road, there are two and three storey Victorian terraced properties containing a variety of retail, wholesale and food and drink uses.

In terms of this application, planning permission is sought for the erection of an additional floor over most of the existing flat roof to create a three storey building. The additional floorspace is to create a new storage area for the existing cash and carry units, with a gross internal area of 123 sqm.

The proposed structure is to incorporate a pair of gabled roofs to reflect the design and ridge height of the terrace to which the existing building adjoins, with access to be achieved by a continuation of the existing stairwell.

Externally, the extension is to be clad in brick panels to reflect the adjoining terrace, with the use of similar roof tiles.

The application follows the refusal of an earlier similar application and an associated application for advertisement consent (Refs: 120457/FO/2018 & 120458/AO/2018) due to concerns surrounding design, the impact upon visual amenity and servicing requirements. It is believed these concerns have now been overcome.

Consultations

Local Residents/Occupiers – 1 objection has been received from a neighbouring business occupier. Comments are summarised below:

- The existing building is already over-subscribed. It is believed that the proposed floorspace is to facilitate another unit rather than storage associated within an existing use. It is not considered that such large floorspace would be required for a small trading entity and that if storage is required, there are plenty of storage units within existing premises in the area.
- Sagar Street is heavily over-subscribed and sees a large volume of traffic in and out daily. Units 1-4 receive a number of deliveries from long wheel base vans and 7.5 tonne trucks. There is no specified loading area for such vehicles which results in them blocking one side of the carriage way on Sagar

Street. This then has a knock on effect on all surrounding traffic and manoeuvrability. Additional storage space would create further issues as a consequence of increased servicing requirements.

- It is questioned where waste associated with the additional space would be stored. It is considered that there is not adequate or dedicated bin storage facilities for this site already and that current arrangements encroach on private land not owned by the applicant.

Local Ward Members – Councillor Shaukat Ali objects on the basis that the proposed floorspace will contribute towards a fly tipping and litter problem in the area. It is also not considered that the applicant will occupy the proposed floorspace and will therefore have no control over its operation.

Highway Services – It is noted that directly adjacent to the unit, there are junction protection markings, with Limited Waiting Bays located along Bury New Road, (2hours, No return within 1 hour, Mon-Fri 8am-6pm). There are no further kerbside restrictions along Sagar Street.

The technical note provided indicates an additional 3 trips per day arising from service vehicles associated with the development. It is anticipated that this can be absorbed on the existing highway network with no significant impact in terms of traffic accumulation or capacity constraints.

It is understood that there is no car parking associated with the unit and therefore all parking demands are to be accommodated on-street.

Servicing and access arrangements for the building remain as per the existing arrangement, with servicing vehicles loading/unloading directly adjacent to the unit's frontage along Sagar Street.

Highways accept that loading from Sagar Street is permitted and therefore whilst servicing within the site's curtilage is typically preferable, it is accepted on this occasion that service vehicles can load from the adjacent highway.

Environmental Health – No objection. The submitted information is satisfactory to address waste considerations.

Policy

Local Development Framework

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

'The Core Strategy Development Plan Document 2012 -2027 ("the Core Strategy") was adopted by the City Council on 11th July 2012. It is the key document in Manchester's Local Development Framework. The Core Strategy replaces significant elements of the Unitary Development Plan (UDP) as the document that sets out the long term strategic planning policies for Manchester's future development.

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

The following policies within the Core Strategy are considered relevant:

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

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

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

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

Policy EC4 states that North Manchester is expected to provide approximately 14ha of employment land. The key development opportunity in the area is:

1. City Centre Fringe suitable for office (B1a) led mixed use development:
 - a. -Strangeways;
 - b. Collyhurst.

2. Significant existing employment and economic development is found in:
 - a. Strangeways Employment Area north of the City Centre fringe, suitable for retention and growth of general industry, warehousing and distribution;
 - b. Collyhurst;
 - c. North of City Centre Fringe, an area with a number of major employers;
 - d. Cheetham offering cultural facilities, such as museums;
 - e. Manchester Fort Retail Park;

- f. North Manchester Business Park.
3. The Council will promote development which has had regard to:
- a. The key transport infrastructure such as the arterial roads Bury New Road, Cheetham Hill, Rochdale Road and other public transport networks such as bus routes; Metrolink and proposed extension and new stops;
 - b. Connecting major employment opportunities to residential neighbourhoods within North Manchester and Lower Broughton and Salford;
 - c. The importance of waterways and particularly the Irwell River in creating a sense of place and attracting investment.

Policy CC1 notes that the City Centre is a strategic economic location and focus of employment growth in the City and City Region.

The City Centre and fringe will be considered a suitable location for the consideration of high density buildings and commercially led mixed use schemes. The focus for employment growth will be in B1a high density offices and the Council will give particular encouragement and support for such development in location including the Strangeways area.

Developments which lead to the more intensive use of employment land (in terms of floorspace provided) will be supported.

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

Policy EN1 'Design principles and strategic character areas' The proposal's considered to be a high quality scheme in terms of its design and appearance that would enhance the regeneration of the area.

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

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

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

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

Policy CC10 encourages the continued high level of economic activity in Strangeways and lower Cheetham Hill Rd areas, recognising particularly the needs of the wholesale trades which dominate these areas. The Council recognises the regional role played by this locality and will pursue policies designed to improve the efficiency of existing businesses by environmental improvements and better parking and servicing.

Permission will only be granted where proposals incorporate sufficient parking and servicing for their own needs, subject to a proper balance of other planning requirements.

Strangeways Local Plan – The City Council document outlines aspirations for the Strangeways area and recognises the economic importance that the area plays in the wholesale trades and an important provider of employment in Manchester.

The Local Plan identifies the site as being within the ‘workshop village’ and acknowledges the need to retain and improve the neighbourhood as a vibrant business location, including the retention of employment uses in the area and to encourage a programme of public realm improvements and improvements to accessibility and the physical environment.

The Guide to Development in Manchester (SPD) (2007)

The Guide to Development in Manchester is a supplementary planning document which contains core principles to guide developers. The document offers design advice and sets out the City Council's aspirations and vision for future development and contains core principles to guide developers to produce high quality and inclusive design. The principles that development should seek to achieve, include, character and context, continuity, and enclosure, ease of movement, quality of the public realm, diversity, legibility and adaptability.

Greater Manchester Spatial Framework (GMSF)

The Association of Greater Manchester Authorities (AGMA) is preparing a sub-regional spatial framework in order to prepare a vision for a better, more productive and successful Greater Manchester.

The draft plan is at early stage of preparation, but it sets out a number of key strategic approaches and issues and objectives that a successful Greater Manchester needs to address in the coming years.

National Planning Policy Framework (2018)

The central theme to the revised NPPF is to achieve sustainable development. The Government states that there are three dimensions to sustainable development: an economic role, a social role and an environmental role.

The Framework underlines a “presumption in favour of sustainable development”. This means approving development, without delay, where it accords with the development plan and where the development is absent or relevant policies are out-of-date, to grant planning permission unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits when assessed against the NPPF.

Relevant to this application, Section 6 provide guidance in relation to ‘Building a Strong Economy’, Section 11 underlines the need to ‘Make Effective Use of Land’, Section 12 provides design guidance – ‘Achieving Well-Designed Places’.

National Planning Policy Guidance (March 2014)

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

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

Design states that where appropriate the following should be considered:

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

Air Quality – Guidance states that when air quality is considered relevant to a planning application, which includes when proposals:

- Give rise to potentially significant impact (such as dust) during construction for nearby sensitive locations;
- Significantly affect traffic in the immediate vicinity of the proposed development site or further afield; or
- Expose people to existing sources of air pollutants. This could be by building new homes, workplaces or other development in places with poor quality.

Issues

Principle

Policy and in particular, the Strangeways Local Plan, recognises the site as being within the warehouse district and therefore further businesses which support economic growth in the area are generally welcomed.

The application site is situated within an area subject to a site specific policy.

Saved policy CC10 of the UDP specifically recognises the need to encourage high levels of economic activity in the area and particularly the wholesale trades which dominate the area.

This is supported by policies CC1, EC2 and EC4 of the UDP which highlights the importance that the city centre and its fringe makes towards economic activity and employment within the regional centre.

The Strangeways Local Plan – a City Council document produced in 2008 outlines a strategy to be delivered over the next 10-15 years for Strangeways to maximise its potential to contribute to the economy of the city, building upon and diversifying its current employment base, exploiting its location on the edge of the city centre.

The site is situated within an area defined as 'The Workshop Village' which advocates the retention and improvement of employment uses.

it is noted that whilst large-scale de-industrialisation has occurred elsewhere in many of the city's traditional employment areas, Strangeways has remained an important provider of employment in Manchester and has the highest concentration of businesses outside the city centre. As manufacturing has declined, the area has continued to focus on textiles with more emphasis on distribution and warehousing.

The above policy context underlines the importance of retaining and enhancing established economic sectors including warehousing, manufacturing and distribution activities within the core of Strangeways so to protect and enhance the employment function of this part of Strangeways.

Given the overarching policy context, it is considered that the general principle of the proposed use is acceptable, subject to consideration of more detailed planning issues which are explored further below.

Design, Scale and Appearance

The proposed extension relates to the creation of a third storey, incorporating a gable roof. The eaves and ridge height reflects the dimensions and scale of the host terrace, with the fenestration and window rhythm mirroring the floors below.



View of proposed front elevation (Bury New Road)

The existing building is unusual in that in contrast to other end terraced properties in the immediate area, the building is only two storeys in height and utilises a flat roof.

Originally, the site would have been occupied by a building of the scale and roof pitch proposed, albeit with a lesser depth. The extension has been set back from the original building so it sits on the inner leaf of the cavity walls to clearly define the extra storey as a later addition.



View of proposed side elevation (Sagar Street)

In terms of materials, the exact specification is to be agreed by way of a planning condition. Indicative details indicate the use of contemporary, 'Stofix' grey brick panels rather than continue the blue cladding. This will reduce the dominance of the structure and help tie the building into the adjoining terrace and surrounding urban fabric which is predominantly of masonry construction.

The proposed windows are to match those on the first floor and will comprise aluminium frames in a light grey finish.

Given the immediate context and the relationship of the proposed structure with neighbouring buildings, the proposed development is considered acceptable in terms of its design, scale and appearance.

Use

The proposed floorspace is to facilitate additional storage to be shared between all existing business units within the building which operate on a cash and carry, wholesale basis.

Whilst a comment has been received which raises the issue of additional storage being stored off site due to the availability of existing storage floorspace in the area, it is not considered reasonable to disaggregate the storage demands of the existing businesses and would also lead to increased delivery movements between the existing units and off-site space, on top of existing deliveries to the host businesses.

In order to alleviate concerns surrounding the over-intensive use of the building if a further business was to operate from the building, planning conditions have been included which prevent the floorspace from being operated as an independent unit or outside the authorised use class, as well preventing any future sub-division of the floorspace.

Impact on the Highway

The principal impact on the highway will be as a consequence of servicing requirements as the proposed floorspace is for storage purposes and is not for public use.

A Technical Note has been prepared in respect of the application which assesses trip generation, parking demand and highway safety, whilst acknowledging the highly sustainable location of the application site and how the site is accessibly located within close proximity to a range of transport modes.

The development which involves the creation of an additional 130 sqm of storage space will not require any additional staff and therefore it is unlikely that there will be an increase in parking requirements.

Servicing and access will remain as the existing arrangement, with deliveries/collections typically being made by car or transit van and take place on the highway outside the building on Sagar Street.

A trip generation forecast has been calculated using the industry standards TRICS database. This calculates that the additional floorspace will generate an additional 3 trips per day, including additional servicing trips. This is considered to have a negligible impact on the operation of the highway, even considering the congested nature of the local environment.

Highway Services who were consulted as part of the application process, indicate that whilst in-curtilage servicing is preferable, the existing on-street arrangement is acceptable in this case. It is anticipated that additional movements can be absorbed with no significant impact in terms of traffic accumulation or capacity constraints.

Waste Management

The application has been accompanied by a waste management strategy which indicates that proposed floorspace will utilise an existing, ventilated bin store situated

internally on the ground floor, due to the lack of any external space associated with the entire development. The bins will be moved to a collection point immediately adjacent to the premises on Sagar Street on the day of collection. The existing waste management company that presently operates will be responsible for collecting the additional waste generated.

It is understood that the businesses that occupy the existing units generate limited waste at present. The clothing element generated limited polythene waste in the form of suit covers and the vape and mobile phone elements create limited cardboard waste, as many of the products are retained in their sales packaging. The proposed storage area will accommodate items in a similar state, resulting in a limited uplift in waste. A total of 840 litres of capacity for waste is proposed of which 50% is for recycling. This will involve a total of 2 x 140 litre receptacles each for general, pulpable and mixed recycling waste shared between all units.

Air Quality

Given the modest number of increased vehicle movements, it is considered that the impact upon air quality would not be significant, particularly given the sustainable location of the property, the upper floor position of the floorspace and as no new parking spaces are to be created.

It is considered that if the mitigation measures during the construction phases are adopted, air quality is not considered to be a constraint to development and will accord with the relevant local policy and national guidance. To ensure this is the case, a condition have been included which will require the submission and approval of a Construction Management Plan.

Other Issues

A concern is raised that the proposed floorspace will contribute to fly tipping in the area.

There is no evidence that the application premises presents an existing problem or that the proposed storage floorspace would generate litter/fly tipping. As such, this is a perceived issue that relates to the wider area outside the scope of planning and is not therefore a matter for consideration in this instance.

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

Reason for recommendation

Conditions to be attached to the decision

1) The development 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) Notwithstanding details submitted, no development that is hereby approved shall commence unless and until samples and specifications of all materials to be used on all external elevations of the development have been submitted to and approved in writing by the City Council as local planning authority. The development shall only be implemented in accordance with the agreed material.

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.

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

005/P, 006/P, 007/P, 008/P and 009/P received by the City Council as Local Planning Authority on 23 October 2018 and 22 November 2018 respectively.

Reason - To ensure that the development is carried out in accordance with the approved plans, pursuant to policies SP1 and DM1 of the Core Strategy.

4) The development hereby approved shall only be implemented in accordance with the submitted Waste Management Strategy and waste management plan numbered 009/C, received by the City Council as Local Planning Authority on 22 November 2018. The agreed strategy shall remain in operation at all times whilst the building is occupied.

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

5) The development shall only be implemented in accordance with the servicing details outlined within Section 3 of the submitted Technical Note produced by Mode Transport Planning received by the City Council as Local Planning Authority on 1 November 2018. The strategy shall remain in operation as long as the units are occupied.

Reason – To prevent an over-intensive use of the site and in the interests of highway safety, pursuant to policies SP1 and DM1 of the Core Strategy.

6) Prior to the commencement of development, a construction management plan outlining working practices during development and demolition shall be submitted to and approved in writing by the local planning authority, which for the avoidance of doubt should include;

- Dust suppression measures;
- Compound locations where relevant;
- Location, removal and recycling of waste;
- Detail of an emergency contact telephone number;
- Parking of construction vehicles; and
- Sheeting over of construction vehicles.

The development shall only be carried out in accordance with the approved construction management plan.

Reason - To safeguard the amenities of nearby residents, pursuant to policies SP1, EN19 and DM1 of the Manchester Core Strategy.

7) Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 2015 (or any order revoking and re-enacting that Order with or without modification) the building, including the floorspace hereby approved shall not be further subdivided to form additional units.

Reason - To prevent an over-intensive use of the site, pursuant to Policies SP1 and DM1 of the Manchester Core Strategy.

8) The floorspace hereby approved shall not be used as an independent unit and shall be for storage purposes ancillary to the existing cash and carry units only (sui generis) and for no other purpose.

Reason – To prevent an over-intensive use of the building, pursuant to policies DM1 and SP1 of the Core Strategy for Manchester and the guidance contained within the National Planning Policy Framework.

Local Government (Access to Information) Act 1985

The documents referred to in the course of this report are either contained in the file(s) relating to application ref: 121647/FO/2018 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

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:

Highway Services
Environmental Health

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



 Application site boundary  Neighbour notification
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Application Number	Date of Appln	Committee Date	Ward
121401/FO/2018	13th Nov 2018	17th Jan 2019	Miles Platting & Newton Heath Ward

Proposal Erection of 57 properties with a mix of two and three storey semi-detached / terraced properties and six apartments in one block with associated road access, parking and landscaping.

Location Land Adjacent To Bourdon Street , Holland Street, Manchester, M40 7DB

Applicant Lovell Partnerships Limited, St Johns House , Barrington Road , Altrincham , WA14 1JY ,

Agent Mr James Mather, PRP Architects, Croxley House, 14 Lloyd Street, Manchester, M2 5ND

Description

The site measures approximately 1.3 hectares and is currently an area of informal open space consisting of a number of trees and rights of way. Bounded by the Rochdale Canal to the north and Holland Street to the south, the site was historically occupied by a row of terraced houses and small commercial buildings (demolished in 2008/9 as part of the regeneration proposals). The site is irregular in shape and is split into two main areas which are separated by the existing former Navigation Public House which does not form part of this planning application. Planning permission currently exists for a change of use of the former public house into four residential apartments (ref:119304/FO/2018).

The application site is located within the Miles Platting area of the City. The area has been identified as a key regeneration area within the Manchester Core Strategy and a Private Finance Initiative (PFI) has operated in this area since 2006. The PFI seeks to transform the area with the key objective of improving the supply of residential accommodation, particularly homes for sale, together with undertaking key improvements to infrastructure such as public parks and refurbishment of existing homes.

The overriding intention was to improve the quality of life for existing residents and helps to achieve a sustainable community. It was a requirement that an appropriate range of modern good quality homes were available for rent and for sale which met the needs of current residents and newcomers, which was primarily in the form of good sized family accommodation.

Other objectives included improving the urban design of the area, updating and providing new public realms that increases the quality and safety of the area which, then leads to increased community uses. The aim was to grow and sustain an increase in the population of the area from a wider range of social and economic backgrounds. Local Employment and training initiatives have also been implemented.

These objectives have, and continue to be achieved, and are monitored at regular intervals to ensure that this remains the case.

As part of the PFI, Outline planning permission (ref: 079633/00/2006/N1) was granted on 5th September 2006 for the redevelopment of the Miles Platting Neighbourhood area, comprising the erection of a maximum of 1443 no. residential dwellings comprising a maximum of 875 no. houses and 568 no. apartments and means of access. The application site falls within the area covered by that outline planning permission.

The permission also included demolition of 278 residential properties and 28 areas of commercial properties/community facilities, refurbishment works to 1757 retained houses and apartments along with the erection of a maximum of new commercial, community facilities and open spaces.

In addition a detailed planning permission was obtained for the PFI service works element also in 2006 (ref 080520/FO/2006/N1) which delivered the road network and Platting Park.

Development at the application site has not been brought forward as part of the outline planning permission as the time frame for submission of reserved matters has now expired. It had been expected that development would have been brought forward much sooner. Unfortunately, the economic downturn from 2006 precluded development being brought forward at a much quicker rate than expected.

It should be noted that as part of the outline planning permission, the application site was always envisaged to be brought forward for open market residential properties albeit included a greater emphasis on apartments. The area is predominantly residential in character. With the newly developed Platting Park facing the proposal site over the canal, Holland Street to the south east, Park View community school to the north and the Rochdale Canal and towpath bound the site to the western edge. There are clear views onto Platting Park located over the canal, with development, known as Cell 5, currently under construction on the opposite side of the canal to the application site.

Proposal

This current planning application is a full detailed application for the redevelopment of the site for open market residential properties which would be delivered as part of the Private Finance Initiative (PFI) contract. The development site being identified as Cell 6. It is located at the heart of the PFI area, and would provide a wide choice of family homes for sale.

The type of accommodation and site layout is slightly different than the outline planning permission expected with the emphasis being on good sized family dwellings.

As such, this application seeks approval for the development of 51 two and three storey terraced and semi-detached residential dwellings (Class C3) and one block of 6 apartments together with access roads, parking, landscaping and boundary treatment. The make-up of the proposed dwellings are as follows:

3 x 2 bed 3 person units 5.26% of the total

16 x 4 bed 5 person units 28.07% of the total

24 x 3 bed 4 person units 42.11% of the total.

14 x 2 bed 3 person units 24.56% of the total

The proposed houses and apartments exceed the residential quality space standards. The details are as follows:

2 bed 3 person (1 level apartment) space standard 61 sq m- proposed 67 sq m. (3 no)

2 bed 3 person (mews) space standard 70 sq m- proposed 71.4 sq m. (16 no)

2 bed 3 person 2 storey space standard 70 sq m- proposed 71.1 sq m. (12 no)

3 bed 4 person 2 storey space standard 84 sq m- proposed 91.6 sq m. (12 no)

3 bed 4 person 2 storey space standard 84 sq m – proposed 85.5 sq m. (8 no)

4 bed 5 person 3 storey space standard 103 sq m – proposed 124.5 sq m (6 no)

Total of 57 units.

Area 6 takes its design cues from Victoria Mill immediately to the north west of the site and, the established and emerging local buildings, resulting in a traditional built form and brick facade with contemporary details reflecting the original mill and warehouse buildings with tall multi panelled windows.

The layout shows a hierarchy of streets, which provide permeability for pedestrians and cyclists as well as vehicles. Vehicular access to the site would be taken from Holland Street. The existing Bourdon Street junction will be modified to meet technical requirements and provide access to the recently approved public house conversion to apartments and the proposed dwellings within this application. All the dwellings will front onto streets. See proposed layout below:



Interest- Members of the Committee are advised that the City Council has an interest in this application site as landowner. However, the Committee must disregard these interests and exercise its duty as Local Planning Authority only.

Consultations

Local Residents/Public Opinion

The application has been advertised on site, and in the press as being a Major Development, and letters were sent to 258 local residents and businesses.

Local Residents/Local Businesses have been informed and 23 e-mails have been received from the occupants of properties on Lower Vickers Street, Holland Street, Margaret Ashton Close, Lostock Street, Wardle Street, Croom Walk, Mellor Street, Stephen Hunt Street, Landos Road, Bourdon Street and Stockton on Tees.

The main points of objection are:

1. Object to the removal of the established trees on the site.
2. There are already enough houses in the area, however, the greenery is minimal. It has a positive impact on people both medically and psychologically
3. There is numerous wildlife including bats and birds in these trees, it is destroying their homes and cutting all greenery out of Manchester. Manchester has such little green space and it's an area where people can walk their dogs, children play, and wildlife can flourish. The properties are located too close to the towpath.
4. Housing development is important, but wiping out green areas and parks around existing housing is unacceptable. The properties should be built on rundown areas.
5. Concerns over the impact that more residents will have on the medical services.
6. Some of the properties at three storeys are too high and will cause overshadowing of the Canal. They will lead to loss of views for existing local residents.
7. The houses that are being built are not for rent by local people as they are bringing people into the area with high wages, and not working class people. More Council houses need building.
8. It will be more dangerous for children walking to and from school due to the increased traffic.
9. Concerned over the risk of flooding.
10. The boundary of the development site encroaches onto adjacent property.
11. Rights to light together with views will be affected.
12. Concerns over the proximity of high voltage cable.
13. Concerned over the amount of dust and noise generated.

The points received as part of the notification process will be addressed throughout the body of the report.

Environmental Health - No objections to the proposal subject to the attachment of conditions relating to refuse and contaminated land (submission of a Preliminary Risk

Assessment is required and any identified remediation requirements are implemented, followed by a final verification report) together with acoustic insulation of the properties and any plant. .

Highways Services - Have reviewed the above application and advised that there are no objections in principle. It is considered that traffic impacts on the surrounding highway are expected to be accommodated within the existing highway network.

The parking provision of 1 off street parking space per unit is considered acceptable in principle, with some of the properties having greater capacity. Advice is given regarding highways adoption, highway closure procedures, pedestrian visibility splays and boundary treatments, and compliance with traffic calming regulations.

Director of Housing - The council has contractually agreed with the developer that homes on this land will be built for sale as part of the Miles Platting regeneration programme.

United Utilities - Have no objection to the proposal provided that a condition is attached to ensure that the scheme is carried out in accordance with the principles set out in the submitted flood risk assessment any approval in relation to disposal of foul and surface waters for the site in line with the surface water management hierarchy, and that surface water must drain separate from the foul and no surface water will be permitted to discharge directly or indirectly into existing public sewerage systems.

They advise that a public sewer crosses this site and they will not permit building over this. They may require an access strip width of six metres, which is three metres either side of the centre line of the sewer. Deep rooted shrubs and trees should not be planted in the vicinity of the public sewer and overflow systems.

In addition United Utilities recommend the attachment of a condition relating to the maintenance of sustainable drainage systems.

Environment Agency - have no objection in principle to the proposed development.

It is recommended that a contaminated land / remediation strategy condition is attached to any approval granted to ensure that risks to controlled water receptors are appropriately assessed and mitigated. In addition a condition requiring the submission of a verification report should also be attached to any consent granted.

Canal and River Trust- No objections to the proposal subject to the attachment of conditions relating to, accidental vehicular entry into the water and a submission of a risk assessment and method statement for the protection of the Rochdale Canal against pollution and to secure the structural integrity of the canal infrastructure including locks and towpaths, during the construction phase and use of the development.

Flood Risk Management Team - No objections to the proposal subject to the attachment of conditions relating to surface water run- off and sustainable drainage systems.

Neighbourhood Services – Arboriculture – no objections from an arboricultural perspective.

Greater Manchester Ecology Unit (GMEU) -The site lies adjacent to a Grade A Site of Biological Importance (SBI) in the form of Rochdale Canal, Stott's Lane- Ducie Street Basin. It is therefore important that the development does not impact on the Canal and the species it supports during either the construction or operational phases. It is therefore recommended that a condition requiring the submission and approval of a construction environmental management plan be submitted to and approved in writing by the local authority. The tree survey found that all trees on the site to be removed had negligible potential to hold bats. Consequently no further measures are required in relation to bats and trees. The bat activity survey found the local bat population to be "very small" and beyond the originally recommended condition for lighting design, no further measures are required at this time.

Greater Manchester Police Secured by Design- No objections subject to the implementation of the measures proposed in the Crime Impact Statement.

Policy

The Development Plan

The Development Plan consists of:

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

The Core Strategy was adopted in July 2012 and is the key document in the 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.

A number of UDP policies have been saved and accompany the Core Strategy. Planning applications in Manchester must be decided in accordance with the Core Strategy, saved UDP policies and other Local Development Documents as directed by the National Planning Policy Framework (NPPF).

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

The relevant policies within the Core Strategy are as follows:

Manchester Core Strategy

Policy SP1- Spatial Principles

Policy SP1 advises that the emphasis is on the creation of neighbourhoods of choice, providing high quality and diverse housing around district centres which meet local needs, all in a distinct environment. The majority of new residential development in these neighbourhoods will be in the Inner Areas, defined by the North Manchester, East Manchester and Central Manchester Regeneration Areas. Policy SP1 states under Core Development Principles, that Development in all parts of the City should:-

Make a positive contribution to neighbourhoods of choice including:-

- creating well designed places that enhance or create character;
- making a positive contribution to the health, safety and wellbeing of residents;
- considering the needs of all members of the community regardless of age, gender, disability, sexuality, religion, culture, ethnicity or income;
- protect and enhance the built and natural environment.

Minimise emissions, ensure efficient use of natural resources and reuse previously developed land wherever possible; and

Improve access to jobs, services, education and open space by being located to reduce the need to travel and provide good access to sustainable transport provision.

The proposed development would accord with policy SP1 in that the scheme would provide high quality and diverse housing close to a district centre in East Manchester.

Policy H1 - Overall Housing Provision

Policy H1 prioritises residential development on previously developed land, in particular through the re-use of vacant housing or other existing buildings.

The proposed development would accord with policy H1 in delivering 57 homes on a brownfield site.

Policy H2- Strategic Housing Location

The key location for new residential development throughout the plan period will be within the area to the east and north of Manchester City Centre identified as a strategic location for new housing. Land assembly will be supported in this area to encourage the creation of large development sites or clusters of sites providing the potential for significant regeneration benefits. Developers should take advantage of these opportunities by:-

Diversifying the housing offer with particular emphasis on providing medium density (40-50 dwellings per hectare) family housing including affordable housing. The provision of family homes should remain an emphasis.

Including environmental improvements across the area.

Creating sustainable neighbourhoods which include complementary facilities and services.

Proposals will be expected to show how they contribute to decentralised low and zero carbon energy infrastructure as set out in the energy policies (EN4 - EN7).

This site is in a strategic housing location and the delivery of development will help the delivery of the adopted core strategy, and thus would accord with the aspirations of policy H2.

Policy H4 - East Manchester

East Manchester, over the lifetime of the Core Strategy will accommodate around 30% of new residential development, and that high density housing would be permitted within parts of East Manchester that fall within the Regional Centre which is adjacent to the City Centre. The proposed development would accord with policy H4 by facilitating the delivery of 57 dwellings in East Manchester.

Policy H8 - Affordable Housing

Requirements for affordable housing or an equivalent financial contribution, as set out in Providing For Housing Choice, or any future published SPD and Planning Guidance, currently apply to all residential developments on sites of 0.3 hectares and above or where 15 or more units are proposed.

This issue is dealt with in detail elsewhere in the report.

Policy EN1- Design Principles and Strategic Character Areas

All development in Manchester will be expected to follow the seven principles of urban design, as identified in national planning guidance and listed above and have regard to the strategic character area in which the development is located.

Opportunities for good design to enhance the overall image of the City should be fully realised, particularly on major radial and orbital road and rail routes. Design and Access Statements submitted with proposals for new development must clearly detail how the proposed development addresses the design principles, reinforces and enhances the local character of that part of the City and supports the achievement of the Core Strategy Strategic Objectives.

Policy EN3- Heritage - states that throughout the City, the Council will encourage development that complements and takes advantage of the distinct historic and heritage features of its districts and neighbourhoods, including those of the City Centre.

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

Proposals which enable the re-use of heritage assets will be encouraged where they are considered consistent with the significance of the heritage asset.

The proposal has been designed to preserve the setting of the nearby Grade II star Listed Building (Victoria Mill) and redevelops a vacant site in a key regeneration area.

The proposed houses are considered to be a high quality addition to the area reflecting the key characteristics of the area in terms of siting, scale, massing and materiality, these having been informed by the Mill itself.

Policy EN6 - Target Framework for CO2 reductions from low or zero carbon energy supplies

Applications for residential development of 10 or more units and all other development over 1,000 sq m will be expected as a minimum to meet the target shown in Tables 12.1 or 12.2, unless this can be shown not to be viable. This should be demonstrated through an energy statement, submitted as part of the Design and Access Statement.

Policy EN9- Green Infrastructure New development will be expected to maintain existing green infrastructure in terms of its quantity, quality and multiple function. Where the opportunity arises and in accordance with current Green Infrastructure Strategies the Council will encourage developers to enhance the quality and quantity of green infrastructure, improve the performance of its functions and create and improve linkages to and between areas of green infrastructure. Where the benefits of

a proposed development are considered to outweigh the loss of an existing element of green infrastructure, the developer will be required to demonstrate how this loss will be mitigated in terms of quantity, quality, function and future management. Key features of Manchester's green infrastructure will include:

The continued development of a network of green spaces, water bodies, canals, paths and cycle-ways, with priority given to those parts of the City where there is an identified existing lack of open space. The Council will seek to protect existing street trees and promote new planting, particularly where this can enhance green links in the urban area

Policy EN10- Safeguarding Open Space, Sport and Recreation Facilities. The Council will seek to retain and improve existing open spaces, sport and recreation facilities to the standards set out above and provide a network of diverse, multi-functional open spaces. Proposals will be supported that: improve the quality and quantity of accessible open space, sport and recreation in the local area provide innovative solutions to improving the network of existing open spaces, increase accessibility to green corridors, and enhance biodiversity improve access to open space for disabled people.

Policy EN14 -Flood Risk

In line with the risk-based sequential approach, development should be directed away from sites at the greatest risk of flooding, and towards sites with little or no risk of flooding; this should take account of all sources of flooding identified in the Manchester-Salford-Trafford Strategic Flood Risk Assessment (SFRA).

In addition to the requirements for site-specific Flood Risk Assessments (FRAs), an appropriate FRA will also be required for all development proposals, including changes of use, on sites greater than 0.5ha within Critical Drainage Areas (CDAs) and Canal Hazard Zones identified in the SFRA.

All new development should minimise surface water run-off, including through

Sustainable Drainage Systems (SUDS) and the appropriate use of Green Infrastructure.

Developers should have regard to the surface water run-off rates in the SFRA User Guide. In CDAs, evidence to justify the surface water runoff approach / rates will be required.

Policy EN15- Biodiversity and Geological Conservation. The Council will seek to maintain or enhance sites of biodiversity and geological value throughout the City. Particular consideration will be given to: sites with international or national designations for their biodiversity value. Manchester currently has 35 SBIs (including the Rochdale and Ashton Canals) The Council's objective is to protect and conserve the City's existing trees and woodlands and aim for a net increase in trees across the City. Developers will be expected to identify and implement reasonable opportunities to enhance, restore or create new biodiversity, either on-site or adjacent to the site. Any adverse impacts on biodiversity will need to be justified against the wider benefits of the proposal, assessed against other LDF policies. Where adverse impacts are unavoidable, developers will be required to provide appropriate mitigation and/or compensation. Development should wherever possible seek to maintain, enhance or restore existing geology.

Policy EN16- Air Quality- The Council will seek to improve the air quality within Manchester, and particularly within Air Quality Management Areas, located along Manchester's principal traffic routes and at Manchester Airport. Developers will be expected to take measures to minimise and mitigate the local impact of emissions from traffic generated by the development, as well as emissions created by the use of the development itself, including from Combined Heat and Power and biomass plant. When assessing the appropriateness of locations for new development the Council will consider the impacts on air quality, alongside other plan objectives. This includes cumulative impacts, particularly in Air Quality Management Areas.

Policy EN17- Water Quality With reference to the Manchester-Salford-Trafford SFRA and other relevant documents: Development should avoid any adverse impact on water quality, including during the construction phase, and wherever possible should seek to enhance water quality, both chemical and ecological; Development should minimise surface water run-off from development and associated roads, and maximise the use of appropriate sustainable drainage systems, to minimise groundwater contamination, and to avoid pollutants reaching watercourses; Development close to a watercourse should also ensure that waste or litter cannot enter the watercourse from the site; Development should, where feasible and appropriate, seek to open up any culverted or hidden watercourse beneath the site to improve the ecological status of that watercourse.

Policy EN18- Contaminated Land and Ground Stability. The Council will give priority for the remediation of contaminated land to strategic locations as identified within this document. Any proposal for development of contaminated land must be accompanied by a health risk assessment. All new development within former mining areas shall undertake an assessment of any associated risk to the proposed development and, if necessary, incorporate appropriate mitigation measures to address them.

Policy EN19- Waste The Council will require all developers, including those of new waste management facilities within the District, to demonstrate the proposal's consistency with the principles of the waste 209 Objective 6 Environment 12 Manchester City Council | Manchester Core Strategy 2012 to 2027 hierarchy (prevention, reduction, re-use, recycling/composting, energy recovery, final disposal) Require all developers to submit a waste management plan to demonstrate how both construction and demolition waste will be minimised and recycled on site wherever possible and how the sustainable waste management needs of the end user will be met.

S06. Environment

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, recreational opportunities and provide networks of high quality green infrastructure, ensuring that the City is inclusive and attractive to residents, workers, investors and visitors.

The development of networks of green infrastructure across the City and City Region, together with protecting and enhancing townscape character and securing a high standard of design in all development proposals, will promote healthy, low-carbon

lifestyles, contribute to a sense of wellbeing, and help to facilitate the sustainable and inclusive growth of the City.

Policy T2- Accessible areas of opportunity and need

The Council will actively manage the pattern of development to ensure that new development: -

- Is located to ensure good access to the City's main economic drivers,
- Is easily accessible by walking, cycling and public transport; connecting residents to jobs, centres, health, leisure, open space and educational opportunities. Particular priority will be given to providing all residents access to strategic employment sites

Links within East Manchester to employment locations, Central Park and Eastlands in particular, and East Manchester.

Policy DM1 Development Management - Follows the principles advocated in the aforementioned policies and informs that all development should have regard to the following specific issues for which more detailed guidance may be given within a supplementary planning document:-

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

For reasons to be outlined below, it is considered the proposal accords with this policy.

Unitary Development Plan for the City of Manchester (1995)

Relevant saved policies are as follows:

Saved UDP Policy DC7- states that The Council will negotiate with developers to ensure that new housing is accessible at ground floor level to disabled people, including those who use wheelchairs, wherever this is practicable. All new developments containing family homes will be expected to be designed so as to be safe areas within which children can play and, where appropriate, the Council will also expect play facilities to be provided.

Reasons: The Council wishes to ensure that disabled people have access to new developments so that they are not disadvantaged. As part of this, the Council wishes to see new housing designed in such a way as to provide access to disabled people wherever this is possible. This policy is not about the provision of housing for disabled people (this is covered by policy H1.2) but about access to new houses for disabled people as visitors. The Council wishes to ensure that children have safe areas in which to play. It will therefore ensure that this issue is fully taken into account in the design of schemes containing family housing. The proposal has been designed to lifetime homes standard which ensures that the houses provide for the flexibility of living as occupants needs change.

Saved UDP Policy DC16 -states that, in considering development proposals for any site, the retention of existing trees and the planting of new trees within the public highway and along the public frontages of the site will be encouraged by the Council. Except where trees are shown to be in poor health or are individually of little amenity value, or where a satisfactory replanting scheme is more desirable, the Council will not normally permit development proposals which would involve the loss of significant trees and would thereby change the visual character of the street. The proposed development includes the planting of trees to a number of front and rear gardens, and within the public streetscape giving a total of circa 57 new trees being proposed (81 in total) which would accord with policy DC16. Furthermore there are approximately 150 new trees planted in the new Platting Park which is immediately opposite the proposal site.

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

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

- use of adjacent land, and where appropriate, by the preservation of trees and landscape features;
- e. permit demolition only where there are approved detailed plans for redevelopment and where there is evidence of a firm building contract;
 - f. not permit alterations to a listed building which would prevent the future use of any part of the building, in particular upper floors or basements, or where poor maintenance is likely to result.

There is sufficient spatial separation between the proposed development and the Grade II star listed building (Victoria Mill) for the proposed development to not have a direct impact upon the listed building, however, the quality, design and massing of the proposed development has been carefully considered so as to positively contribute to the continued setting of the Mill.

The National Planning Policy Framework July 2018 (NPPF) –

The revised NPPF was adopted in July 2018. The document states that the *'purpose of the planning system is to contribute to the achievement of sustainable development'*. The document clarifies that the *'objective of sustainable development can be summarised as meeting the needs of the present without compromising the ability of future generations to meet their own needs'* (paragraph 7).

In order to achieve sustainable development, the NPPF states that the planning system has three overarching objectives – economic, social and environmental (paragraph 8).

Section 5 *'Delivering a sufficient supply of new homes'* states that in order to support the Government's objective of significantly boosting the supply of homes, *'it is important that a sufficient amount and variety of land can come forward where it is needed, that the needs of groups with specific housing requirements are addressed and that land with permission is developed without unnecessary delay'* (paragraph 59).

With regards to affordable housing, paragraph 64 states that where major developments are proposed involving the provision of housing, planning policies and decisions should expect at least 10% of homes to be available for affordable homeownership, unless this would exceed the level of affordable housing required in the area, or significantly prejudice the ability to meet the identified affordable housing needs of specific groups.

Section 8 *'Promoting Healthy and Safe Communities'* states that *planning policies and decisions should aim to achieve healthy, inclusive and safe places* (paragraph 91).

Section 9 *'Promoting Sustainable Transport'* states that *'significant development should be focused on locations which are or can be made sustainable, through limiting the need to travel and offering a genuine choice of transport modes. This can help to reduce congestion and emissions, and improve air quality and public health'* (paragraph 103).

Developments should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe (paragraph 109).

All developments that will generate significant amounts of movement should be required to provide a travel plan, and the application should be supported by a transport statement or transport assessment so that the likely impacts of the proposal can be assessed (paragraph 111).

Section 11 '*Making effective use of land*' states that '*planning decisions should promote an effective use of land in meeting the need for homes and other uses, while safeguarding and improving the environment and ensuring safe and healthy living conditions*' (paragraph 117).

Decisions should support development that makes efficient use of land, taking into account:

- a. the identified need for different types of housing and other forms of development, and the availability of land suitable for accommodating it;
- b. local market conditions and viability;
- c. the availability and capacity of infrastructure and services – both existing and proposed – as well as their potential for further improvement and the scope to promote sustainable travel modes that limit future car use;
- d. the desirability of maintaining an area's prevailing character and setting (including residential gardens), or of promoting regeneration and change; and
- e. the importance of securing well-designed, attractive and healthy places. (paragraph 122)

Where there is an existing or anticipated shortage of land for meeting identified housing needs, it is especially important that planning decisions avoid homes being built at low densities, and ensure that developments make optimal use of the potential of each site.

Paragraph 123 (c) states that Local Planning Authorities should refuse applications which they consider fail to make efficient use of land, taking into account the policies in the NPPF. In this context, when considering applications for housing, authorities should take a flexible approach in applying policies or guidance relating to daylight and sunlight, where they would otherwise inhibit making efficient use of a site (as long as the resulting scheme would provide acceptable living standards).

Section 12 '*Achieving Well Designed Places*' states that '*the creation of high quality buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities. Being clear about design expectations, and how these will be tested, is essential for achieving this*' (paragraph 124).

Section 14 '*Meeting the challenge of climate change, flooding and coastal change*' states that the planning system should support the transition to a low carbon future in a changing climate, taking full account of flood risk and coastal change. It should help

to: shape places in ways that contribute to radical reductions in greenhouse gas emissions, minimise vulnerability and improve resilience; encourage the reuse of existing resources, including the conversion of existing buildings; and support renewable and low carbon energy and associated infrastructure (paragraph 148).

Section 15 '*Conserving and Enhancing the natural environment*' states that planning decision should contribute and enhance the natural and local environment by protecting valued landscapes, minimising impacts on and providing net gains for biodiversity, preventing new and existing development from contributing to unacceptable levels of soil, air, water or noise pollution or land instability and remediating contaminated land.

Section 16 '*Conserving and enhancing the historic environment*' states that in determining applications, Local Planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets' importance and no more than is sufficient to understand the potential impact of the proposal on their significance. As a minimum the relevant historic environment record should have been consulted and the heritage assets assessed using appropriate expertise where necessary. Where a site on which development is proposed includes, or has the potential to include, heritage assets with archaeological interest, local planning authorities should require developers to submit an appropriate desk-based assessment and, where necessary, a field evaluation (paragraph 189). In determining applications, local planning authorities should take account of:

- a. the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
- b. the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and
- c. the desirability of new development making a positive contribution to local character and distinctiveness. (Paragraph 192)

In considering the impacts of proposals, paragraph 193 states that the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance.

Paragraph 194 goes on to state that any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification.

Where a proposed development will lead to substantial harm to (or total loss of significance of) a designated heritage asset, local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or total loss is necessary to achieve substantial public benefits that outweigh that harm or loss. Paragraph 196 states 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, where appropriate, securing its optimum viable use.

The effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that directly or indirectly affect non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset (paragraph 197).

National Planning Policy Guidance (NPPG)

The relevant sections of the NPPG are as follows:

Noise states that 'Local planning authorities' should take account of the acoustic environment and in doing so consider:

- whether or not a significant adverse effect is occurring or likely to occur;
- whether or not an adverse effect is occurring or likely to occur; and
- whether or not a good standard of amenity can be achieved.
- Mitigating the noise impacts of a development will depend on the type of development being considered and the character of the proposed location. In general, for noise making developments, there are four broad types of mitigation:
 - engineering: reducing the noise generated at source and/or containing the noise generated;
 - layout: where possible, optimising the distance between the source and noise-sensitive receptors and/or incorporating good design to minimise noise transmission through the use of screening by natural or purpose built barriers, or other buildings;
 - using planning conditions/obligations to restrict activities allowed on the site at certain times and/or specifying permissible noise levels differentiating as appropriate between different times of day, such as evenings and late at night, and;
 - mitigating the impact on areas likely to be affected by noise including through noise insulation when the impact is on a building.
- Design states that where appropriate the following should be considered:
 - layout - the way in which buildings and spaces relate to each other
 - form - the shape of buildings
 - scale - the size of buildings
 - detailing - the important smaller elements of building and spaces
 - materials - what a building is made from

It is not considered that the proposed development would lead to any adverse impacts in regard to noise and residential disamenity to existing residents in the local area.

Other material policy considerations

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

The Guide to Development in Manchester Supplementary Planning Document and Planning Guidance was formally adopted in April 2007, and is therefore relevant in this case. This guidance aims to help to develop and enhance a unique and positive sense of place within Manchester and its neighbourhoods. The guidance is grouped under seven key principles recognised by CABI as being those urban design characteristics which create successful places, that is character and context, continuity and enclosure, ease of movement, quality of the public realm, diversity, legibility, and adaptability.

The guidance advises that high quality design is a vital attribute of successful neighbourhoods, the design of streets should promote neighbourliness and design should respect and be informed by location. The guidance also advises that buildings should relate well to each other and building heights should be carefully considered. In terms of ease of movement, cul-de-sacs are discouraged, the street network should contribute to the character of the area, safe routes for cyclists and pedestrians will be promoted, and public transport should be easy to use. Places with attractive and successful public areas are encouraged with open spaces reflecting and accommodating future uses with children and young people being considered in the design and location of open spaces. Neighbourhoods should contain a mix of housing, safety and security are vital elements of the urban area, the impact of parking areas should be minimised and new developments should maximise access for disabled people.

Under point 2.12 'Buildings should front onto streets', the Guide states that: It is important to achieve an adequate level of enclosure if streets and open spaces are to provide a sense of place and help people feel comfortable and safe. Buildings should present their main face and pedestrian entrance to the adjacent main street, to contribute to its vitality and interest. Windows and entrances should ensure that the street is overlooked to promote informal surveillance.

The development would accord with the principles outlined above in respect of the provision of strong well defined street frontages, and surveillance. It produces a well-designed development with permeable routes that relate well to existing properties, and creates link through to areas such as the Rochdale Canal and Platting Park.

Manchester Residential Quality Guidance (2016)

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

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

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

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

Manchester Green and Blue Infrastructure Strategy 2015

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

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

By 2025 high quality, well maintained green and blue spaces will be an integral part of all neighbourhoods. The city's communities will be living healthy, fulfilled lives, enjoying access to parks and greenspaces and safe green routes for walking, cycling and exercise throughout the city. Businesses will be investing in areas with a high environmental quality and attractive surroundings, enjoying access to a healthy, talented workforce. New funding models will be in place, ensuring progress achieved by 2025 can be sustained and provide the platform for ongoing investment in the years to follow.

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

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

Providing for Housing Choice SPD

This SPD, adopted in September 2008, provides planning guidance regarding the mix of new housing provision including affordable housing; it proposes an affordable housing target of 20% on new residential developments of 15 units or more. The

SPD accepts that there may be circumstances relating to local housing need or feasibility of on-site provision where payment of a commuted sum towards the provision of off -site affordable housing may be appropriate. There are also exemptions to the requirement of affordable housing provision, the PFI has been tested against the exemptions and due to the dates of the contract is prior to the trigger date for the provision of affordable housing.

East Manchester Strategic Regeneration Framework

East Manchester Strategic Regeneration Framework's broad aim to regenerate this area of the city comprised of a number of key elements , including the need to create sustainable communities; secure the highest standards of physical redevelopment; ensure that development was commercially viable and geared to generating and extending housing choice to a wider cross section of the community; recognising the history of East Manchester; recognising the importance of natural features and enhancing physical and visual connections .

The SRF was refreshed to create a framework for 2008-2018 and specific objectives included the creation of new family housing structured on a regular grid street pattern; the continued desire to promote housing renewal, establish a clear block structure, establish a mixed residential commercial canal side neighbourhood west of Hulme Hall Lane, reinforce the Rochdale Canal and associated Greenspace, establish a green link between the Rochdale Canal and the Medlock Valley along Varley Street, provide a mix of housing tenures through new housing development and establish a community service / leisure hub at the junction of Varley Street and Oldham Road

The proposed development has been designed to accord with and aid the delivery of these specific objectives.

Principle

The application site is located within the Miles Platting Neighbourhood Area. A combination of employment and population loss left the area with a significant amount of derelict land and buildings, a low value, low demand housing market, a poor physical environment and low population densities that could not support local facilities such as shops, post offices, banks or schools.

As part of informing the future plans for the area, consultation and master planning was undertaken with local residents which helped inform the principles outlined in the 2006 outline planning permission.

The principle of development of residential development at the application site has been established as part of the outline planning approval in 2006. This permission established the guiding principles for the regeneration of the wider regeneration of the Miles Platting area, including a parameters plan indicating the areas where new development will come forward and where existing properties will be refurbished. The application under consideration was always allocated as a residential development site.

As detailed earlier in this report, the development of the application site was anticipated to come forward sooner. However, due to the economic downturn development across the Miles Platting area did not occur as quickly as envisaged.

Whilst the outline planning permission has now expired, it still provides a useful guide to how development should be brought forward in this area. Notwithstanding this, expiration of the outline planning permission has provided an opportunity to re-assess housing need and house types across the area. The outline planning permission saw a greater emphasis on apartments. However, it is now considered that the application site would better serve the housing need by providing good sized family accommodation, with usable amenity space and, private parking.

The proposed development will provide 57 new family homes with in curtilage car parking and private gardens. All of the properties will be capable of accommodating families with the emphasis on larger accommodation with 70% of the properties being 3 and 4 bedroom. The sizes of the accommodation will not only be consistent with the City Council's space standards they in fact exceed the standards on all units.

The new homes are not only required as part of transforming the Miles Platting Area but also as part of meeting the City's housing growth objectives. The proposed scheme responds to this demand by providing 57 new homes, contributing to the target of 2,500 new homes per annum set out in the 2016 Housing Strategy for Manchester. The offer of a high quality family accommodation makes an efficient use of a brownfield site which can help to meet housing needs.

The residential element of this proposal is therefore consistent with growth priorities and as part of meeting the objectives of policies H1 and H4 of the Core Strategy. These homes would meet the demands of a growing economy and population on a well-connected brownfield site.

Regeneration

Since the initial start of the works, the PFI contract works that have been completed, include the refurbishment of 1,750 properties, bringing these residential properties on the estate up to decent homes standard. There has also been an extension constructed to the existing building to Butler Court extra care housing block. The creation of 6 new pocket parks, 2 allotments and one central green park running alongside the canal in the form of platting park. In addition the project also provided a significant Community Fund which was used in part to refurbish and maintain the Victoria Mill and Community Library. To date 4 areas of new build have been built out with a total of 273 new properties.

During the development activities there have been an average of circa 35 people employed at any one time on each of the construction sites. This has been the case for the last 9 years, and will continue for a further 4-5 years. In addition several work teams and many office staff posts were created to facilitate the Service Works and refurbishment works over the five year period 2007-2012

A percentage of local labour was required and provided during the Service Works refurbishment of 1800+ properties.

The applicant is committed to, and record, employment of local labour on the most recent site (area 11) and all future phases of the Miles Platting PFI development, including Area 6.

Whilst new residential development has been slower than anticipated, a number of cells have now been completed with further development in the pipeline.

The proposed development is considered to have the amount of development to facilitate the creation of an attractive sustainable community and improve the local neighbourhood. The scheme is a key phase of a larger residential development in the Miles Platting PFI area, which would deliver a range of family housing on a previously cleared site.

Proposed Massing/ layout of schemes and context within area

The proposal relates to the comprehensive re-development of this site for residential development. The proposal would comprise buildings of a mix of 2 and 3 storeys, semi-detached and terraced houses. The layout has been designed so that the scheme incorporates the principles of the Guide to Development in Manchester together with the Residential Quality Guidance by ensuring that all units have their principle frontage to the street and all the properties have car parking within the dwelling curtilage. The streets would form a linked network to provide connectivity to the surrounding area. The layout shows a hierarchy of streets, which provide permeability for pedestrians and cycles. The layout allows for natural surveillance of people using the green spaces/ leisure areas in the form of the canal and its walkways and the newly formed Platting Park. The residential properties relate well to the historical features of the area in the form of the mill buildings in particular Victoria Mill, and the sympathetic style of the houses provides an attractive vista into and out of the proposed development.

Each of the routes within the site would be clearly defined by pavements along the side of the roads allowing for a high degree of legibility for pedestrians throughout the scheme. The routes have been designed to be safe, secure and user friendly and would encourage and support the development of a pedestrian link through the scheme. This will encourage people to continue to use the development by a full range of transport modes including walking and cycling thereby reducing reliance on the car.

The proposal reflects a traditional layout of development, and incorporates traditional influences in the form of medium density development set around the existing road pattern, and new highways. The properties are to be built with front gardens to provide defensible space from the highway, with a larger private garden to the rear or side for amenity space. This approach is considered to be in line with modern day visibility splays, good urban design principles and the streetscape. Therefore, it is considered that the layout of the development is acceptable; it reflects the spirit of the adjoining neighbourhood and is not considered to be overdevelopment of the site. Furthermore, the height and scale of the proposed buildings are considered to be acceptable in this location.

The proposal is considered to be of an appropriate density relative to the character of the area and responds positively to the existing and proposed street scene.

Access through the Site

There is currently a web of footpaths running through the site creating public rights of way. These pathways are maintained by the City Council. There are other footpaths that have been created as a result of desire lines across the site. The applicant has applied to formally close off the footpaths. However, as the site is in the ownership of the City Council it is the City Council that will have to formally go through the process, this will be determined under the appropriate legislation. As part of the planning application currently under consideration, it is proposed to re-open previously closed off pedestrian routes through the site that will provide perfectly acceptable and convenient pedestrian permeability through the site.

Design and Appearance

The development would improve the appearance of the area. The proposed buildings are a combination of contemporary and traditional design that utilises the positive features of the site and surrounding properties. The dwellinghouses are designed as two and three storey dwellings to be sympathetic to the existing surrounding buildings and address the street with building frontages and elevational interest. All the properties provide in curtilage parking spaces, with some being located behind a side gate, and others on the driveway. The design of the elevation has been carefully considered to ensure that the ground floor has natural surveillance and vitality, and that there is not a monolithic run of brickwork at street level. Windows at ground level provide interest to the elevations resulting in houses that would relate well to each other within the context of the street scene, and, in urban design terms form a positive frontage. Furthermore, the scale and mass of the properties have been designed to respect the character and grain of the area and of the existing buildings, particularly Victoria Mill.

The suggested materials are traditional in palette with a mix of brickwork, upvc doors and roof tiles. The three storey properties are a mix of hipped roof, and gable elevations. A condition would be attached to any consent granted with regards to the final palette of materials to be used. However, the brickwork will be of a variation of primary red bricks to again pick up the character of Victoria Mill, with detailing and banding being picked up in a contrasting colour.

All of the houses have either living room, or kitchen /dining room windows overlooking the street to increase visual surveillance and to be in line with the City Council's Guide to Development. The houses would have quality boundary treatments including brick walls with railings above to the front of properties, and timber fencing to rear gardens to create a suburban appearance, and low boundaries to highway junctions to improve visibility. There is a distance of 17 metres between the existing properties on Holland Street and the proposed residential properties, these views being taken across public space, and being gable to gable. Where front elevations face onto each other there is a distance of 20 metres, again across public highway. It is considered that these distances would provide an acceptable level of privacy, and would not result in overlooking of either the existing or proposed properties. It is also considered that the distances between the former Navigation Inn and the closest residential properties proposed as part of the development under consideration at 14m and 20m respectively also affords an acceptable level of privacy and safeguards the residential amenity of both existing and future occupants of both developments. The streetscenes are shown below:



It is considered that the development would create a positive feature within the Miles Platting area.

Traffic Generation

In respect of non-car accessibility of the site, the site is easily accessible by public transport, by cycle and on foot.

It is not anticipated that the development will have an unacceptable impact on the local highway network. Highway Services have confirmed that the impact of the development can be suitably accommodated within the existing highway network. It

should also be noted that proposals contained within the outline planning permission were for a much denser apartment led scheme.

The proposed development will continue to be accessed by safe and efficient vehicular access arrangements; it is considered that the proposed development would be able to be accommodated within the local highway network.

Access/ Parking including Cycle Parking

Vehicular access to the site would be taken from existing highways, including Holland Street and Bourdon Street. The layout would also include the introduction of a new internal road.

Parking provision has been provided in the form of in-curtilage parking to all of the proposed dwellinghouses, with this being 1 parking space per unit, with some of the properties having the capacity to accommodate a further vehicle on the driveway.

It is considered that the nature and levels of car parking proposed would be appropriate in this locality.

As part of providing a sustainable development which in turn encourages alternative modes of transport to the motor vehicle, the properties all have the potential for cycle storage either within the development, within the houses or in the rear gardens, and the developer is willing to install fixed storage facilities for the occupants.

With the rise in use of cleaner modes of transport the provision of electric charging points is something to be encouraged. It is proposed that charging facilities will be provided to all plots. This would be via a switched spur that would be located internally to suit the location of the driveway which would then be connected to an external point by a pre laid duct. This would allow simple connection of alternative fast chargers.

Traffic Calming

The roads will be located within an area served by a 20mph limit, and the new development would have the same speed restrictions applied to their use. This approach was considered acceptable by Highway Services.

Trees

Policy EN9 seeks to protect existing green infrastructure. There are 30 trees at the application site, 15 category A, 11 Category B and 1 Category U

A total of 26 trees will be lost as part of the development which include 14 category A and 11 Category B, and 1 Category U. There will be 4 category B trees retained.

It is acknowledged that the proposals will result in a number of mature trees being lost at the application site. This will have an impact on the character of the area and result in a loss of green infrastructure. It is noted that the City's Arborist has raised no objection to the loss of the trees. In addition, the application site is a previously developed site, and has always been anticipated to be a development site as part of the regeneration of the Miles Platting area.

The applicant has sought to mitigate against the loss of trees at the site by planting a number of appropriate trees within the front and rear gardens. In addition,

discussions with the applicant through the course of the application process has secured a number of street trees along Holland Street. This will result in 81 proposed trees across the application site representing a net gain of 55 trees.

It should also be noted that the applicant has made wider improvements across the PFI area with 150 new trees having been planted in Platting Park, which assists with the greening up of the wider area

Loss of Open Space

It is acknowledged that the proposal site has been available as an attractive open space adjacent to the canal and has been enjoyed by local residents for a period of approximately 10 years, and, there is no doubt that this would be regarded as a loss of a green area. However, it is a previously developed site, and following the demolition of the properties that historically occupied the site, and in the interests of both residential and visual amenity of the remaining residents, the site was informally grassed, rather than be left as a large unattractive area. It has to be reiterated that from the time of the demolition of the previous dwellings on the site, it has always been identified as a development cell, and, from the early days of the Master Plan which preceded the outline planning application in 2006 its' allocation was always for residential development. The original development proposed for the site had a higher density than that now proposed, comprising of a more apartment led scheme.

Whilst the loss of any green space within an urban environment is regrettable, this has to be weighed against the benefits of providing much needed housing within the area. The proposed housing would still retain an open feel with front and back gardens laid to lawn, and, a net gain of trees will be planted throughout the site, which, whilst not as mature as those being removed, will become established over a period of time. The neighbouring Platting Park accommodates 150 new trees, and provides a safe recreational space for local residents of all ages to enjoy as a community, and in addition 2 allotments have also been created. The proposed development still provides pedestrian permeability through the site, and access can therefore still be gained to the canal and its' pathways. It is therefore considered that the loss of the open space is adequately mitigated against by alternative provision within the area.

Landscaping

The landscaping proposal consists of low wall and railing treatment to front boundaries, with flagged areas and lawn to small front garden areas, and grassed areas adjacent to driveways to the front gardens. Quality design and good management of the public realm will be essential to creating a safe and viable location. To this end it is important to create pedestrian-friendly environments, whilst accommodating the vehicle and servicing requirements. In addition to the boundary treatments to the houses, there will also be timber low level knee rails to create a physical boundary to ensure vehicles cannot enter the canal. These will be softened up by planting a low level hedge behind them canal side, to provide a more attractive boundary to residents and users of the canal. It is considered that the high quality public realm works proposed would create safe and secure pedestrian routes. In addition a landscaping condition to ensure a quality landscaping scheme to complement the quality of the physical build would be attached to any consent granted, including the requirement of the tree species.

There are areas of shared surface, and further information is required as to the long term management of these. They will either be subdivided between the home owners, or potentially managed by Adactus who are managing other areas within the PFI area. This arrangement would be secured via a condition attached to any consent granted.

Ecology

Whilst there are a number of trees being lost to enable the development, there is a net gain, and the findings are that the trees that are being lost would not provide roosts or foraging opportunities for bats. As part of a proposed landscaping scheme, a condition would be attached to any consent granted to ensure that additional biodiversity, mitigation or enhancement measures for the scheme are submitted to, and approved by the local planning authority, and thereafter implemented. This would include measures such as the installation of bat and bird boxes. The scheme will assist in enhancing the ecological value of the site, whilst balancing the need to provide a scheme with sufficient aesthetic appeal.

Residential Amenity

With regard to the proposed uses on the site and potential noise, it is considered that the buildings would be suitably insulated to prevent any significant break out of noise and to prevent occupiers of the dwellings being disturbed from external noise sources.

In addition, it is recommended that a condition be attached to any approval to require a management strategy and mitigation measures for the construction phase of the development in order to minimise disruption such as dust from the construction works on the local environment.

It is acknowledged that there are residential properties directly surrounding the application site, and there would be a significant increase in the amount of development on the site compared to the current vacant site. However, as this is a residential proposal and the site was previously occupied by residential properties, there should not be a significant increase in the noise generated from the site and the general activity should be limited to residents leaving and returning to the accommodation. The height of the new houses is only two storeys/ three storeys, and there is sufficient distance proposed between existing and proposed properties to safeguard privacy, overlooking and enjoyment of private amenity space, and therefore, it is not considered that the development would have a significant impact on any of the surrounding terraced and semi- detached properties.

Secured by Design

The priority has been to create a quality development, which encompasses the key principles to ensure a safe and secure environment. The proposed street layout has been designed to maximise personal safety, the security of property and reduce opportunities for crime as a result of natural surveillance. A Crime Impact Statement has been submitted as part of this application, and, provided that the physical security specifications and management procedures listed in the report are implemented the scheme should achieve secure by design accreditation. It is therefore recommended that a Secure by Design condition is attached to any approval

Access for Disabled People

The development has been designed to comply with Lifetime Homes, and would have level access. A condition is proposed to require the finalised details of route widths, levels and gradients to the external areas around the proposed properties

Sustainability

The site is located within a highly sustainable location, with good public transport links and access to motorways. The application site is therefore accessible by non-car modes of transport and it is considered that the location is therefore sustainable in terms of reducing emissions from the vehicles by encouraging the use of forms of transport other than the private car. Each of the proposed dwellinghouses has the capacity for secure cycle storage. The proposed development will be designed to meet all relevant policies of Manchester's Core Strategy along with UK legislation, the National Planning Policy Framework and Building Regulations. The scheme will utilise a fabric first approach, offering thermally efficient accommodation that will reduce the demand for energy, reduce heat loss and maintain comfortable internal temperatures for the occupants. The design will also consider site ecology, Secured by Design principles and daylighting with the aim of improving the health and well-being of all residents. This is a sustainable and holistic approach to ensuring the ongoing energy efficiency of the development throughout its life.

Contaminated Land

The site is currently formed of vacant land (formerly occupied by dwellings), and areas of grassland with some mature trees, that sits adjacent to the canal. A Ground Investigation report has been submitted to accompany the planning application, but there were a number of outstanding matters (submission of a Preliminary Risk Assessment is required and any identified remediation requirements are implemented, followed by a final verification report). It is therefore recommended that a condition be attached relating to contaminated land and landfill gas measures be attached to any approval pending the receipt of the information outlined above.

Flood Risk

The planning application was accompanied by a Flood Risk Assessment. This has been assessed by the Flood Risk Management Team who have recommended conditions relating to the design and implementation of sustainable drainage based upon the findings within the report.

In view of the comments received from the Flood Risk Management Team, in respect of flood and drainage matters, it is recommended that any approval is conditioned to require the submission of a surface water drainage scheme based on SUDS principles.

Refuse Storage

The site layout plan indicates that all the properties would have bin storage in either rear or side garden areas, and that four bins per property are proposed. All the properties would have internal space for the storage of recyclable and compostable

materials pending transfer to the external appropriate bin. All the bin storage areas are easily accessible for moving to the kerbside on collection day.

Air quality

It is not considered that the proposal will have an unduly harmful impact on air quality in the area. As part of managing the impacts of construction, a construction management plan will be required to be agreed which ensure that dust suppression measures are employed throughout the construction phase. It is not considered that the traffic generated by the development will create unacceptable levels of air pollution. Electric car charging points will be incorporated within the properties and, this together with the soft landscaping at the site will ensure air quality effects are acceptable.

Affordability

Policy H8 advises that new development will contribute to the City-wide target for 20% of new housing provision to be affordable.

The supporting SPD to this policy states that there are exemptions to the policy. The criteria that might qualify development for exemptions that are of relevance in this instance include:

- that inclusion of affordable housing would prejudice the achievement of other important planning or regeneration objectives which are included within existing Strategic Regeneration Framework, planning frameworks or other Council approved programmes.

The trigger for the affordability also has a date referral, this being contracts that were signed on or after December 2007. The contract and masterplan for the Miles Platting PFI was signed with the applicant in March 2007 and as such precedes the trigger date for the affordability requirement. Therefore, in this instance, the proposal complies with the exception test as outlined in policy H8 and therefore, there is no requirement to provide affordable housing as part of this proposal.

It is important to note that as part of the contractual arrangement between the applicant and the City Council, an annual report on overage is provided and its validity is independently assessed. To date these reports have indicated that there is insufficient overage. This is largely in part due to the significant works that have already been carried out by the applicant in terms of infrastructure, green spaces and other public benefits.

In addition, the application should also be viewed in the context of the original regeneration intent for this area, which is enshrined in the 2006 outline planning permission. The overriding objective was to re-balance the housing market in Miles Platting by increasing the supply of owner occupied accommodation together with early work which has already been delivered by the application in terms of whole scale refurbishment of retained social housing properties, selective demolition works and providing specialist accommodation for older people together with a number of larger homes.

This was to create a more sustainable economically active neighbourhood. This comprehensive regeneration, and the improved mix of dwellings, will ensure that the Miles Platting neighbourhood has a sustainable future. Area 6 has always been

designated as a build for market sale site. In addition the monies from these sites finance the refurbishment of the social housing, and the public realm improvements such as Platting Park, creation of pocket parks 2 allotments and the refurbishment and retention of Victoria Mill and the library, all contributing to making Miles Platting a desirable place to want to live.

On completion the Miles Platting neighbourhood will have a sustainable community comprising of over 3300 dwellings, a net increase of over 40%

Comments by Objectors

Loss of Trees- residents have expressed concern over the trees being lost to make way for the development, and there have also been concerns expressed over the use of the trees as bat roosts. Whilst any loss of trees is regrettable, this has to be weighed against the wider benefits of the regeneration that would be brought to this site and the wider PFI area by this development. The proposal would incorporate new tree planting, which results in a net gain in the total number of trees throughout the development site. There would be 26 category A and B trees removed, which is regrettable, 4 would be retained. The trees that are on the site are of a size that would not be easily incorporated within a workable housing layout. However, as part of the landscaping proposals there would be 85 trees in total on the site giving a net gain of 55 trees across the site. These would be of a more domestic scale and of appropriate species for a residential development and capable of long term management and retention. The proposed tree planting throughout the development, coupled with the 150 already planted within Platting Park is considered to be an acceptable tree replacement strategy, and the proposed planting would comply with policies EN9 and EN15 in the Core Strategy. A comprehensive ecology report accompanied by a bat survey has been assessed and it is found that there is limited potential currently on the site for bat roosts or foraging. Further opportunities would be introduced by the additional planting of trees throughout the site, Park and wider area.

Risk of Flooding- The concerns over potential flooding have been assessed by the Flood Risk Management Unit, and it is considered that the proposed development will not have a detrimental impact upon the canal or the existing and proposed residents.

Property Boundary- The owners of number 1 Bourdon Street (the former Navigation Inn) highlighted that there was a discrepancy between the boundary lines. This was a civil matter, and this has now been addressed to the mutual agreement of both parties. As such the site boundary has now been amended. The City Council is allowing access across City Council owned land to enable access to the parking for the apartments that were approved previously as a conversion from the public house.

Right to light / right to view- The proposed development has been assessed and it is considered that the proposal would not have a detrimental impact on the level of natural lighting that would be afforded to both existing and proposed properties. Whilst it is acknowledged that the development would be occupying a previously cleared site, the clear site has only ever been an interim measure. Prior to the clearance of the site in 2008 /2009 it had historically been occupied by residential properties. These properties were sub- standard and not fit for purpose. The resultant cleared site was grassed in order to provide an acceptable outlook for the remaining residents within the area. The site was always intended as a development cell which

would form part of the bigger picture and be brought forward for housing development as part of the rolling program of works to be drawn down under the PFI. As such it was never the intention that the view nor the cleared site were to form a permanent feature within the area.

Public Access to the canal- As part of the proposed development, the footpaths through to and alongside the Canal are to be upgraded to enable easier and safer access. Any paths that are existing formal pathways that will no longer be open will go through the appropriate closure process.

Loss of recreational space- Whilst the use of this informal open space will no longer be available, this was never a long term use for the site. The area was seeded to create an attractive environment for the remaining local residents in the interim period between demolition and redevelopment. The upgrading of the pathways, the introduction of pocket parks throughout the area 2 allotments and, the introduction of Platting Park have been introduced by way of providing formal and managed spaces for recreational use.

Construction Management- A condition requiring the submission and approval of a construction management plan prior to the commencement of development will be attached to any consent granted. The details of the plan once approved shall be implemented in full and monitored throughout the process to ensure that the noise reduction and dust suppression are maximised.

Conclusion

The redevelopment of this site with an attractive, quality development will bring major environmental and regeneration benefits to the area.

Whilst the development will have certain impacts on the area, the conclusion reached is that there are measures that can and will be introduced to minimise any potential adverse impacts. There are clear positive elements to the proposal which would introduce a high quality housing development into East Manchester and contributes to improvements to the public realm in an accessible location for pedestrians and those travelling by public transport.

It is considered that the proposed development secures a satisfactory configuration of houses which responds to the constraints of the site boundaries. The density of the proposed development has been related to the prevailing character of neighbouring residential development. Within this urban context it is considered that a satisfactory quality accommodation has been achieved, which appropriate arrangements for the external functional requirements of amenity space and car parking. The development thereby respond positively respond to Core Strategy policies.

Human Rights Act 1998 considerations - This application needs to be considered against the provisions of the Human Rights Act 1998. Under Article 6, the applicants (and those third parties, including local residents, who have made representations) have the right to a fair hearing and to this end the Committee must give full consideration to their comments.

Protocol 1 Article 1, and Article 8 where appropriate, confer(s) a right of respect for a person's home, other land and business assets. In taking account of all material

considerations, including Council policy as set out in the Core Strategy and saved policies of the Unitary Development Plan, the Head of Planning, Building Control & Licensing has concluded that some rights conferred by these articles on the applicant(s)/objector(s)/resident(s) and other occupiers and owners of nearby land that might be affected may be interfered with but that that interference is in accordance with the law and justified by being in the public interest and on the basis of the planning merits of the development proposal. She believes that any restriction on these rights posed by the approval of the application is proportionate to the wider benefits of approval and that such a decision falls within the margin of discretion afforded to the Council under the Town and Country Planning Acts.

Recommendation APPROVE

Article 35 Declaration

Officers have worked with the applicant in a positive and proactive manner based on seeking solutions to problems arising in relation to dealing with the planning application. Pre application advice has been sought in respect of this matter where early discussions took place regarding the siting/layout, scale, design and appearance of the development along with noise and traffic impacts. Further work and discussions have taken place with the applicant through the course of the application, particularly in respect of the matters arising from the consultation and notification process, particularly affordable housing, environmental improvements and traffic. The proposal is considered to be acceptable and therefore determined within a timely manner.

Reason for recommendation

Conditions to be attached to the decision

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

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

2) The development hereby approved shall be carried out in accordance with the following drawings and documents:
 location plan 2001 Rev B 13:11:2018, Existing site Plkan AA7328 2010 Rev C dated 04:01:2019, proposed site plan 2011 Rev Q dated 04:01:2019, proposed brick types 2012 Rev C Dated 04:01:2019, proposed boundary types 2013 Rev C dated 04:01:2019, proposed street scene 2020 dated 09:11:2018, House types Mews 2101 Rev D dated 13:11:2018, Lexington 2102 Rev D dated 09:11:2018, Stateley 2103 Rev D dated 09:11:2018, Oakley 2104 Rev D dated 13:11:2018, Heartford 2105 Rev D dated 13:11:2018, Kingston 2106 Rev D dated 13:11:2018.
 Block 1 elevations 2201 Rev C dated 09:11:2018, Block 2 2202 Rev C dated 09:11:2018, Block 3 2203 Rev C 09:11:2018, Block 4 2204 Rev C 13:11:2018, Block 5 2205 Rev C dated 13:11:2018, Block 6 2206 Rev C dated 13:11:2018, Block 7 2207 Rev C dated 13:11:2018, Block 8 2208 Rev C dated 13:11:2018, Block 9 2209 Rev C dated 13:11:2018, Block 10 2210 Rev C dated 13:11:2018, Block 11 2210 Rev A dated 13:11:2018.

Design and Access Statement AA7328 0107 part 1 and 2 dated 21:11:2018, Air Quality Assessment dated 28:09:2018, Biodiversity report dated 28:09:18, Crime Impact Assessment dated 28:09:2018, Res dwelling units information dated 28:09:2018, Swept path analysis 28:09:2018, Contaminated land desk study, dated 28:09:2018, Noise survey and acoustic report dated 28:09:2018, Tree survey and constraints dated 28:09:2018, Bat Survey dated 20:12:2018, Bat roost assessment dated 20:12:2018, Flood risk assessment dated 28:09:2018, waste management dated 04:10:2018, Transport and Travel statement dated 28:09:2018.

Reason - To ensure that the development is carried out in accordance with the approved plans. Pursuant to policies SP1 and DM1 of the Core Strategy.

3) No development that is hereby approved shall commence unless and until samples and specifications of all materials to be used on all external elevations of the development have been submitted to and approved in writing by the City Council as local planning authority. The development shall be carried out in accordance with the approved details.

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) Prior to the commencement of any development a Construction Management Plan shall be submitted to and approved in writing by the City Council as local planning authority. The development shall be implemented in accordance with the agreed Construction Management Plan and shall include:

- The routing of construction traffic;
- Detail the quantification/classification of vehicular activity associated with the construction including commentary on types and frequency of vehicular demands together with evidence (appropriate swept-path assessment);
- Details of the location and arrangements for contractor parking;
- The identification of the vehicular access points into the site for all construction traffic, staff vehicles and Heavy Goods Vehicles;
- Identify measures to control dust (based on British Standard 5228) and mud including on the surrounding public highway including: details of how the wheels of contractor's vehicles are to be cleaned during the construction period;
- Specify the working hours for the site;
- The details of an emergency telephone contact number for the site contractor to be displayed in a publicly accessible location on the site from the commencement of development until construction works are complete
- Identify advisory routes to and from the site for staff and HGVs;
- A highway dilapidation survey including photographs and commentary on the condition of carriageway / footways on construction vehicle routes surrounding the site.

Reason - In the interest of pedestrian and highway safety, and to ensure that the proposed development is not prejudicial or a nuisance to adjacent dwellings pursuant to policy DM1 of the Core Strategy. Details are required prior to works commencing

on site as the impacts of construction works to deliver the development require mitigation.

5) The development shall be carried out in accordance with the Crime Impact Statement dated 2nd August 2018 ref 2018 0550 CIS 01 prepared by Design for Security at Greater Manchester Police stamped as received by the City Council, as Local Planning Authority, on the 28 September 2018. 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.

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

For the avoidance of doubt this shall include the following:

- creation of dropped kerbs to driveways and car park entrance;
- reinstatement of footways.
- detailing of shared surfaces

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

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

7) Notwithstanding the geo-environmental report dated March 2018 ref 18LPL064, a) before the development hereby approved commences, a report (the Preliminary Risk Assessment) to identify and evaluate all potential sources and impacts of any ground contamination, groundwater contamination and/or ground gas relevant to the site shall be submitted to and approved in writing by the City Council as local planning authority. The Preliminary Risk Assessment shall conform to City Council's current guidance document (Planning Guidance in Relation to Ground Contamination).

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

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

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

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

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

Reason - There is evidence of site contamination at the application site which requires further consideration and examination. In particular, details of outstanding gas monitoring is required to be submitted for consideration and an appropriate remediation strategy prepared. This is pursuant to policy EN18 of the Manchester Core Strategy (2012).

8) Before the development commences a scheme for acoustically insulating the proposed residential accommodation against noise from Holland Street and activity at the Rochdale Canal shall be submitted to and approved in writing by the City Council as local planning authority. There may be other actual or potential sources of noise which require consideration on or near the site, including any local commercial/industrial premises. The approved noise insulation scheme shall be completed before any of the dwelling units are occupied and a verification report submitted for approval by the City Council as local planning authority. Noise survey data must include measurements taken during a rush-hour period and night time to determine the appropriate sound insulation measures necessary. The following noise criteria will be required to be achieved:

Bedrooms (night time - 23.00 - 07.00) 30 dB LAeq (individual noise events shall not exceed 45 dB LAmax,F by more than 15 times)

Living Rooms (daytime - 07.00 - 23.00) 35 dB LAeq

Gardens and terraces (daytime) 55 dB LAeq

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

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

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

10) The storage and disposal of waste shall be undertaken in accordance with the approved Waste Management Strategy and drawing AA7328-2011 Rev Q submitted with the application and shall remain in situ whilst the development is in operation.

Reason - In the interests of visual and residential amenity, pursuant to Policy DM1 in the Core Strategy Development Plan Document.

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

- a. No retained tree shall be cut down, uprooted or destroyed, nor shall any retained tree be topped or lopped other than in accordance with the approved plans and particulars, without the written approval of the local planning authority. Any topping or lopping approved shall be carried out in accordance with British Standard 5387 (Trees in relation to construction).
- b. If any retained tree is removed, uprooted or destroyed or dies, another tree shall be planted at the same place and that tree shall be of such size and species, and shall be planted at such time, as may be specified in writing by the local planning authority.
- c. The erection of fencing for the protection of any retained tree shall be undertaken in accordance with the approved plans and particulars before any equipment, machinery or materials are brought on to the site for the purposes of the development, and shall be maintained until all equipment, machinery and surplus materials have been removed from the site. Evidence of the installation of fencing shall be supplied in writing to the City Council as local planning authority prior to any works commencing on site. Nothing shall be stored or placed in any area fenced in accordance with this condition and the ground levels within those areas shall not be altered, nor shall any excavation be made, without the written consent of the local planning authority.

Reason - In order avoid damage to trees/shrubs adjacent to and within the site which are of important amenity value to the area and in order to protect the character of the area, in accordance with policies SP1 and DM1 of the Core Strategy

12) No removal of or works to any trees or shrubs shall take place during the main bird breeding season 1st March and 31st July inclusive, unless a competent ecologist has undertaken a careful, detailed check of vegetation for active birds' nests immediately before the vegetation is cleared and provided written confirmation that no birds will be harmed and/or that there are appropriate measures in place to protect nesting bird interest on site. Any such written confirmation should be submitted to the local planning authority.

Reason - To ensure the protection of habitat of species that are protected under the Wildlife and Countryside Act 1981 or as subsequently amended and to comply with policy EN15 of the Core Strategy.

13) No development hereby permitted shall be occupied until details of the implementation, maintenance and management of the sustainable drainage scheme have been submitted to and approved by the local planning authority. The scheme shall be implemented and therefore managed and maintained in accordance with the approved details. These details shall include:

- Verification report providing photographic evidence of construction as per design drawings.
- As built construction drawings if different from design construction drawings.
- Management and maintenance plan for the lifetime of the development which shall include the arrangements for adoption by any public body or statutory undertaker, or any other arrangements to secure the operation of the sustainable drainage scheme throughout its' lifetime

Reason: To manage flooding and pollution and to ensure that a managing body is in place for the sustainable drainage system and there is funding and maintenance mechanism for the lifetime of the development promote sustainable development, secure proper drainage and to manage the risk of flooding and pollution. Pursuant to policies within the NPPF and NPPG and local policies EN08 and EN14.

14) No development shall take place until surface water drainage works have been designed and implemented in accordance with Non-Statutory Technical Standards for Sustainable Drainage Systems (March 2015) or any subsequent replacement national standards and details that have been submitted to and approved in writing by the Local Planning Authority.

In order to avoid/discharge the above drainage condition the following additional information has to be provided:

- Consideration of SuDS hierarchy and connection to Rochdale Canal or Ordinary Watercourse;
- Evidence that the drainage system has been designed (unless an area is designated to hold and/or convey water as part of the design) so that flooding does not occur during a 1 in 100 year rainfall event with allowance for climate change in any part of a building;
- Assessment of overland flow routes for extreme events that is diverted away from buildings (including basements). Overland flow routes need to be designed to convey the flood water in a safe manner in the event of a blockage or exceedance of the proposed drainage system capacity including inlet structures. A layout with overland flow routes with finished floor levels needs to be presented with appreciation of these overland flow routes with regards to the properties on site and adjacent properties off site;
- Hydraulic calculation of the proposed drainage system;
- Construction details of flow control and SuDS elements.

Reason: To promote sustainable development, secure proper drainage and to manage the risk of flooding and pollution. This condition is imposed in light of national policies within the NPPF and NPPG and local policies EN08 and EN14.

15) Notwithstanding the provisions of Class A, D, E, G Part 1, Class A, Part 2 of the Town and Country Planning (General Permitted Development) Order 2015 or any subsequent amending legislation, no extensions, free standing buildings or means of enclosure to properties within the development shall be erected on any public sewer or within a 3 metre strip either side of any public sewer; and no deep rooted shrubs and trees should be planted in the vicinity of the public sewer and overflow systems, unless full details of methodology for ensuring no undue impact is caused to the sewerage system, and those works are fully agreed in writing with the local planning authority.

Reason - To preserve access to the sewer for maintenance and improvement in the interests of flood prevention, pursuant to policy EN14 of the Core Strategy for Manchester.

16) Notwithstanding plan ref:AA7328-2011 Rev Q before the dwellinghouses hereby approved are occupied, a hard and soft landscaping treatment scheme for all areas of open space and landscaping, together with long term maintenance arrangements (including long- term, management responsibilities and maintenance schedules for all landscaped areas (except privately owned domestic gardens)) has been submitted to and approved in writing by the City Council as local planning authority. The content of the plan should include elements to mitigate for loss of trees, shrubs and bird nesting habitat, and shall include species and size of trees to be planted. The approved scheme shall be implemented not later than 12 months from the date of first occupation of any building within that Phase. If within a period of 5 years from the date of the planting of any tree or shrub, that tree or shrub, or any tree or shrub planted in replacement for it, is removed, uprooted or destroyed or dies, or becomes, in the opinion of the local planning authority, seriously damaged or defective, another tree or shrub of the same species and size as that originally planted shall be planted at the same place.

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

17) In accordance with other highway networks within the area, all highways within the development hereby approved shall be subject to 20 mph speed restrictions. Within 3 months of commencement of development a scheme to achieve this restriction shall be submitted to, and approved in writing by, the City Council as Local Planning Authority. The approved scheme shall be carried out in accordance with an implementation programme to be approved by the City Council as Local Planning Authority.

Reason - In the interests of highway safety, pursuant to policy T1 of the Core Strategy for Manchester.

18) No development shall take place within 10 metres from the edge of the Canal towpath until a Risk Assessment and Method Statement outlining all works to be carried out adjacent to the canal has been submitted to and approved in writing by the local planning authority. The Development shall not begin until details of the measures to prevent any contaminated surface water run-off, wind-blown dust, or other debris entering the waterway or construction materials from the development reaching the Rochdale Canal have been submitted to and approved in writing by the City Council as local planning authority. The approved scheme shall subsequently be implemented in accordance with the approved measures.

Reason - To prevent pollution of the Rochdale Canal, pursuant to NPPF paragraphs 170 and 178 and policies EN14 and EN17 of the Core Strategy for Manchester.

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

Reason - In the interests of amenity, crime reduction and the personal safety of those using the building and surrounding area and ensure that lighting is installed which is sensitive to the bat environment the proposed development in order to comply with the requirements of policies SP1 and DM1 of the Core Strategy.

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

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

21) The development hereby approved shall be carried out in accordance with the Transport and Travel Plan stamped as received by the City Council, as Local Planning Authority, on the 28:09: 2018.

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

- i. the measures proposed to be taken to reduce dependency on the private car by those living at the development;
- ii. a commitment to surveying the travel patterns of residents/staff during the first three months of the first use of the building and thereafter from time to time
- iii. mechanisms for the implementation of the measures to reduce dependency on the private car

- iv. measures for the delivery of specified Travel Plan services
- v. measures to monitor and review the effectiveness of the Travel Plan in achieving the objective of reducing dependency on the private car

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

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

22) Prior to the first occupation of the development, details of bird and bat boxes to be provided (including location and specification) shall be submitted for approval in writing by the City Council, as Local Planning Authority in that phase. The approved details shall then be implemented within a timescale to be agreed in writing with the City Council, as Local Planning Authority.

Reason - To provide new habitats for birds and bats pursuant to policies SP1 and EN15 of the Manchester Core Strategy (2012).

23) Full detailed designs (including specifications) of all highways works including Traffic Regulation Orders shall be submitted to and approved in writing by the City Council as Local Planning Authority, prior to the development commencing. The development shall be implemented in accordance with the approved details prior to any residential property within the development being first occupied.

Reason - In the interests of highway safety, pursuant to policy T1 of the Core Strategy for Manchester.

24) a) Prior to the commencement of the development, details of a Local Benefit Proposal, in order to demonstrate commitment to recruit local labour for the duration of the construction of the development, shall be submitted for approval in writing by the City Council, as Local Planning Authority. The approved document shall be implemented as part of the construction of the development.

In this condition a Local Benefit Proposal means a document which includes:

- i. the measures proposed to recruit local people including apprenticeships
- ii. mechanisms for the implementation and delivery of the Local Benefit Proposal
- iii. measures to monitor and review the effectiveness of the Local Benefit Proposal in achieving the objective of recruiting and supporting local labour objectives

(b) Within one month prior to construction work being completed, a detailed report which takes into account the information and outcomes about local labour recruitment pursuant to items (i) and (ii) above shall be submitted for approval in writing by the City Council as Local Planning Authority.

Reason - The applicant has demonstrated a commitment to recruiting local labour pursuant to policies SP1, EC1 and DM1 of the Manchester Core Strategy (2012).

25) Prior to the first occupation of the residential accommodation hereby approved, details of a management plan for the long term management and maintenance of the areas of shared surfacing shall be submitted and approved in writing by the local planning authority. The approved plan shall thereafter be implemented and remain in force for so long as the residential accommodation is occupied.

Reason - To secure a satisfactory development and in the interest of residential and visual amenity pursuant to policy SP1 and Dm1 of the Manchester Core Strategy.

26) Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 2015 (or any order revoking and re-enacting that Order with or without modification) none of the dwellings hereby approved shall be used for any other purpose (including any other purpose in Class C3(a) 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).

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.

27) Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) (Amendment) Order 2015, (or any order revoking and re-enacting that Order with or without modification), no additional glazing, windows or doors, other than those shown on the approved plans, shall be inserted at the property unless Planning Permission is specifically granted.

Reason - In the interests of the amenities of the occupiers of the neighbouring dwellinghouse, pursuant to policy DM1 of Manchester's Core Strategy and saved policy DC1 of the Unitary Development Plan for the City of Manchester.

28) Prior to the first occupation of the residential dwellings details of the cycle storage shall be submitted to and approved in writing by the City Council as local planning authority and once approved shall be implemented and retained and maintained in situ for as long as the development remains in use.

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

29) Prior to the first occupation of the residential development, details of electric car charging points shall be submitted for approval in writing by the City Council, as Local Planning Authority.

The approved details shall then be implemented, and be in place prior to the first occupation of the residential properties.

Reason - In the interest of air quality pursuant to policy EN16 of the Manchester Core Strategy (2012).

30) Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 1995 (or any order revoking and re-enacting that Order with or without modification) no garages, extensions outbuildings or front boundary treatments shall be erected other than those expressly authorised by this permission.

Reason - To secure a satisfactory development and in the interest of residential and visual amenity pursuant to policies SP1 and DM1 of the Manchester Core Strategy.

31) The car parking and vehicular access arrangements to serve the development hereby permitted shall be demarcated and made fully available for use in accordance the details shown on drawing no. proposed site plan 2011 Rev Q dated 04:01:2019 prior to the first occupation of the development hereby approved and shall be retained thereafter as long as the buildings are in use.

Reason - In the interest of highway safety and the free flow of traffic and in accordance with Policy DM1 in the Core Strategy Development Plan Document.

32) The development hereby approved shall be carried out in accordance with the Environmental Standards Statement contained in point 3.4.6 of the Design and Access Statement AA7328 0107 part 1 and 2 dated 21:11:2018 A post construction review certificate/statement shall be submitted for approval, within a timescale that has been previously agreed in writing, to the City Council as Local Planning Authority

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

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: 121401/FO/2018 held by planning or are City Council planning policies, the Unitary Development Plan for the City of Manchester, national planning guidance documents, or relevant decisions on other applications or appeals, copies of which are held by the Planning Division.

The following residents, businesses and other third parties in the area were consulted/notified on the application:

Highway Services

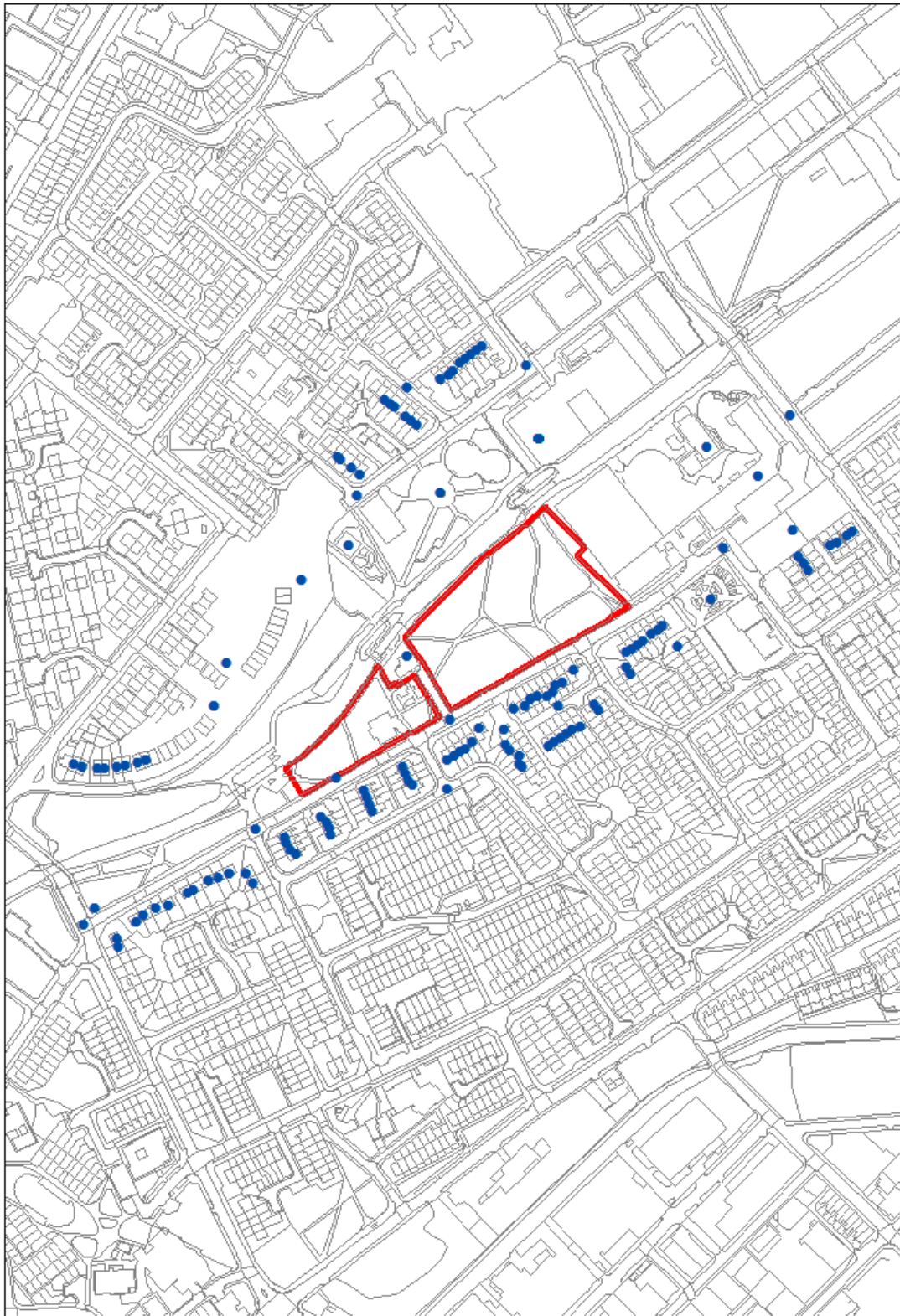
Environmental Health
Neighbourhood Team Leader (Arboriculture)
MCC Flood Risk Management
Greater Manchester Police
Environment Agency
Greater Manchester Ecology Unit
Greater Manchester Pedestrians Society
United Utilities Water PLC
Canal & River Trust

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:

Highway Services
Environmental Health
Neighbourhood Team Leader (Arboriculture)
MCC Flood Risk Management
Greater Manchester Police
Environment Agency
Greater Manchester Ecology Unit
United Utilities Water PLC
Canal & River Trust

Relevant Contact Officer : Janet Lawless
Telephone number : 0161 234 4535
Email : j.lawless@manchester.gov.uk



 Application site boundary  Neighbour notification
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Application Number	Date of Appln	Committee Date	Ward
121721/FO/2018	30th Oct 2018	17th Jan 2019	Deansgate Ward

Proposal Erection of a 9 storey building (including ground) comprising workspace (Use Class B1) and flexible commercial floorspace at ground level (Use Class A1, A3 and / or B1), referred to as Building 2, above basement level for car and cycle parking, together with new public realm, landscaping, provision of external seating areas, access and other associated works.

Location Land Bounded By Quay Street And Manchester College To The North, Gartside Street And New Quay Street To The East, Old Granada Studios To The South And The Victoria And Albert Marriot Hotel And Water Street To The West, Manchester

Applicant Manchester Quays Limited, C/o Agent

Agent Mr John Cooper, Deloitte LLP, 2 Hardman Street, Manchester, M3 3HF

Introduction

The site measures 0.54 and is bounded by New Quay Street, Water Street and Old Granada Studios. It is within St Johns where a Strategic Regeneration Framework was adopted in February 2015 which envisages that it will become a mixed-use neighbourhood over the next 10 to 15 years, with a wide range of commercial, residential, retail and cultural uses. The site is within the Castlefield Conservation Area and the St John Street Conservation Area is nearby. There are no listed buildings or non-designated heritage assets on site but it is close to the Grade II Listed Victoria and Albert hotel, and there are a number of Listed structures and non-designated heritage assets in the wider area including the Grade I Listed Liverpool Road Station and Goods Warehouse, Grade II Listed Colonnaded Railway Viaduct, Grade II Listed Victoria and Albert Hotel and the Bonded Warehouse.

Background

The site is part of a larger area bounded by Quay Street, Manchester College, Gartside Street and the Victoria and Albert Marriott Hotel and most of its building have now been cleared. Planning permission was granted in December 2016 (Ref no. 109660) to demolish all existing buildings and structures, including Albert Shed and Globe and Simpson to enable the construction of four buildings comprising:

1. Building 1 would be 52 storeys and incorporate 180 hotel bedrooms on 12 floors and 287 apartments on 35 floors. It would include 1, 2 and 3 bed apartments, with some being duplex, and 4 penthouses.
2. Building 2 would be an 8 storey hotel.

3. Building 3 would be 18 storeys with 88 apartments ranging from 1 to 3 bedrooms.
4. Building 4 would provide 12 apartments over 4 floors ranging from 1 to 3 bedrooms.

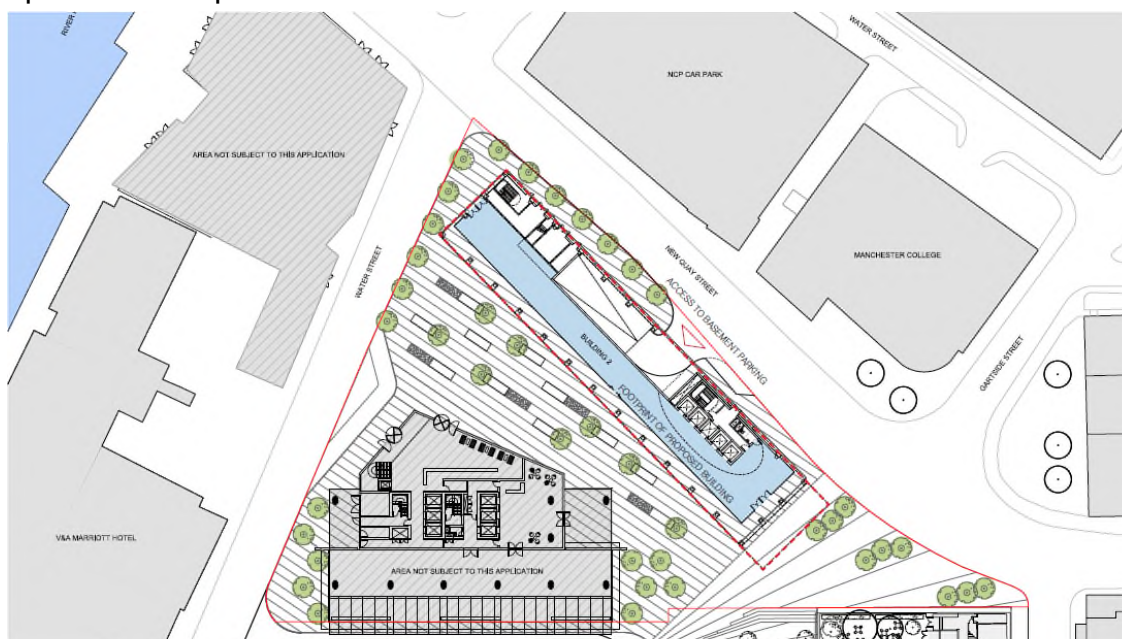
Active uses were proposed at the lower floors of all buildings, together with the provision of public realm and landscaping, riverside walkway, car and cycle parking, access arrangements and highways works, rooftop plant, and other associated works.

The application

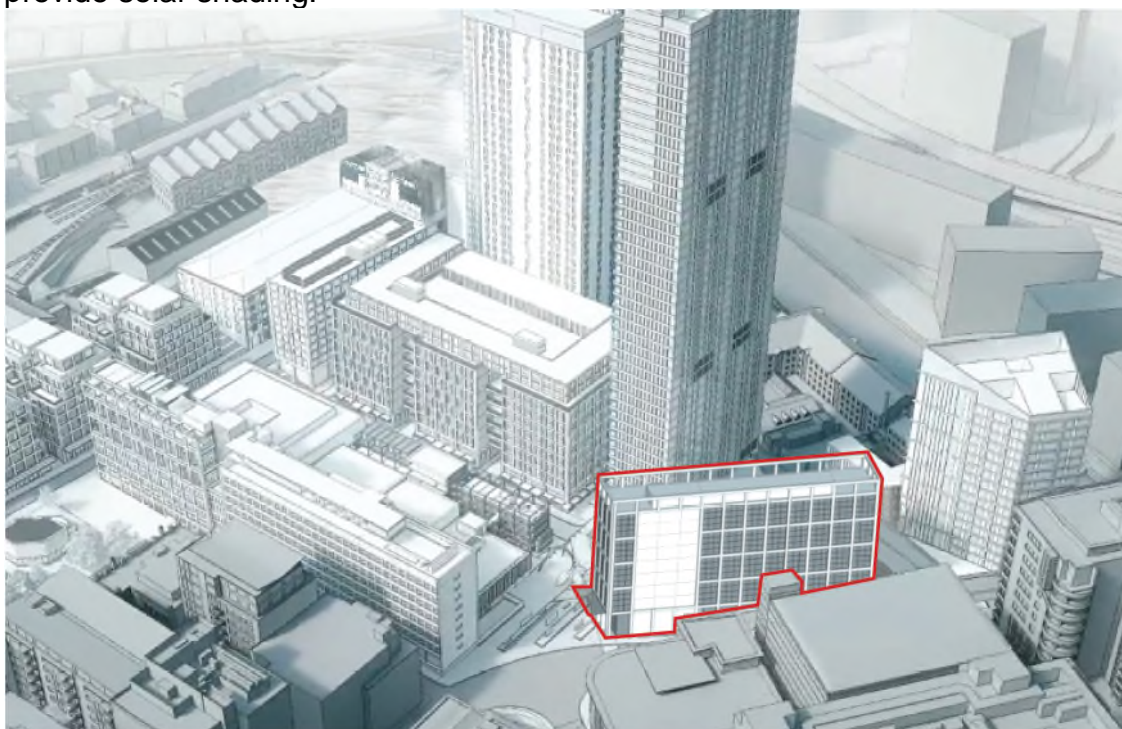
This application seeks to replace building 2, with a 9 storey office building. Its height would increase by 8m to accommodate an additional floor and because the mechanical, electrical and ventilation requirements are greater for offices. The footprint of the office building would be more regular to provide efficient space and the remainder of the site would be developed out in accordance with the consented scheme.

Building 2 would be the initial phase of St John's Place. A phasing plan explains how the remainder of the site would be treated in the interim if buildings 1, 2 and 4 do not come forward quickly. All other consented proposals within St. John's that form part of the Environmental Impact Assessment, dated October 2018 and submitted with the Manchester Goods Yard and No.1 Grape Street application (121511/FO/2018), are unaffected by this application. These proposals have been assessed cumulatively on a qualitative basis in the context of consented proposals.

This proposal relates to the operational requirements of a potential office tenant for Building 2, with a view to it becoming a hub of operations for any business looking to locate within Enterprise City in St Johns. The building has been designed to be fully occupied by a tenant and addresses their specific operational requirements.



The facade of the building would have repetitive brick grid bays, coloured light grey, with black 'Crittall' effect windows. This would reflect the appearance of industrial buildings from the turn of the last century and would have many of the characteristic of the older buildings and those proposed within St. John's. The design adopts the traditional Manchester tri-partite sub-division comprising of a 'base', 'middle' and 'top'. The ground and mezzanine would form an oversized base which would have a strong vertical emphasis in its double height colonnade. A two-storey horizontal grid across the typical floor levels would create an historic 'industrial' scale to the 'middle' section of the façade and a reduced 'attic style' frame at roof level terminates the composition. The windows would have deep reveals which add light and shade to the elevations and provide solar shading.



Proposed Wider Masterplan

Part of the façade to Quay Street would be blank where lifts and service cores are located, which need to be obscured externally. This provides an opportunity for a large scale piece of public art, signalling the St Johns area and the creative industries located there. The double-height ground floor space would act as a hub of activity that would form the gateway to St John's from Spinningfields and the wider City Centre. The reception area is envisaged as a type of internal Piccadilly Circus that would be visible from the approach along Quay Street through to an internal media screen. Three entrance points would provide level access into the reception area.



The proposed concept incorporates a repetitive grid reminiscent of the local industrial architecture and reflects the Manchester tradition of a tri-partite sub-division of 'base', 'middle' and 'top'.

A ramp from New Quay Street would provide vehicular access to the basement. It would provide 34 parking spaces, two of which are accessible, and shower changing facilities, cycle storage and refuse storage..

The basement refuse store would contain have four waste streams with food waste collected separately, namely General Refuse, mixed dry recyclables Mixed Glass; Plastic Bottles; Foil, Food Tins; Drink Cans; pulpable Mixed Paper and Card; and organic/Food Waste. The building managers would monitor waste accumulation and call the waste operator for collection. The scale and nature of the development may require daily collections with the potential for additional collections subject to the collection needs of the different waste streams.

Surface water for St. John's Place discharges via the masterplan proposed surface water network, which discharges into the existing Canal Basin and the River Irwell. It would incorporate oversized pipes and shallow gradients to reduce the velocity of run off into the River Irwell and to dissipate flows into the river over a longer period of time.

The following has been submitted as part of this application:

- Planning application, certificates and notices
- Red line boundary plan
- Proposed plans, sections and elevations
- Design and Access Statement Addendum including public realm strategy and the original DAS as Appendices

- Archaeological Desktop Report
- Environmental Standards Statement and BREEAM Pre-Assessment
- Energy Statement
- Ventilation Strategy
- Ecological Assessment
- Crime Impact Assessment
- Waste and Servicing Strategy
- Framework Travel Plan
- Transport Statement
- TV Reception Survey
- Explosive Ordnance Threat Assessment
- Construction Methodology & Programme
- Air Quality Assessment
- Noise Assessment prepared
- Heritage Assessment and Addendum Note
- Flood Risk and Drainage Strategy
- Phase 1 Ground Conditions Report
- Phase 2 Ground Conditions Survey and Site Investigation prepared by CurtinsDaylight, Sunlight and Overshadowing Note
- Wind Microclimate Assessment prepared CGIs

CONSULTATIONS

Local Residents/Businesses

The planning application has been advertised as:

- a major development;
- affecting the setting of listed buildings;
- affecting a conservation area;
- affecting a Public Right of Way;
- Environmental Impact Assessment, and
- a development in the public interest.

Site notices have been displayed and businesses and residents in the area notified of the application. No letters have been received.

Head of Regulatory and Enforcement Services (Environmental Health). No objection. Reference is made to the conditions recommended for the previous consent for the site (Ref:109660/FO/2015/C1), i.e. those relating to deliveries, fumes and odours, Construction Management Plan, construction times, acoustic insulation, external mounted plant, storage and disposal of refuse, and, air quality.

Head of Regulatory and Enforcement Services (Contaminated Land) – To be reported

Highway Services / Transport for Greater Manchester - No objection. It is recommended that conditions be imposed relating to drop off / pick up details, car park management and layout, electric vehicle charging, cycle parking, travel plan, highways, servicing / waste, and, Construction Management Plan.

Neighbourhood Services (Trees). No comment.

Travel Change Team – No comments received.

Corporate Property – No comments received.

Flood Risk Management – No objection. Recommended conditions relating to Sustainable Drainage Systems

Greater Manchester Ecology Unit – No objections

Greater Manchester Archaeological Advisory Service. No comments received.

Greater Manchester Police (Design for Security) - No comments received..

United Utilities – No objection. Recommended conditions relating to foul water, surface water and sustainable drainage management.

Environment Agency - No objection.

Greater Manchester Pedestrian Society – No comments received.

Canal and River Trust. No comment.

PLANNING POLICY

National Planning Policy Framework (2018)

The revised NPPF sets out the Government’s planning policies for England and how these are to be applied. It requires planning policies to meet objectively assessed needs, with sufficient flexibility to adapt to rapid change.

The presumption in favour of sustainable development, the golden thread that runs through plan-making and decision taking (para. 11), remains at the heart of the revised NPPF (2018). Sustainable development is about positive growth making which supports economic, environmental and social progress for existing and future generations.

The Government emphasise that Planning should help create the condition in which businesses can invest, expand and adapt. Planning policies and decisions should take into account local business needs and wider opportunities for development and places significant weight on the need to support economic growth.

Pursuing sustainable development involves seeking positive improvements in the quality of the built, natural and historic environment, as well as in people’s quality of life by supporting existing and future generations’ health, social and cultural wellbeing.

The NPPF also places emphasis on the importance of pre-application engagement with the Local Planning Authority and local community, which will help to resolve any issues and deliver more positive outcomes

The central theme to the NPPF is to achieve sustainable development. The Government states that there are three dimensions to sustainable development: an economic role, a social role and an environmental role (paragraphs 7 & 8).

Paragraphs 10, 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. Local planning authorities may take decisions that depart from an up-to-date development plan, but only if material considerations in a particular case indicate that the plan should not be followed.

The proposal would be consistent with sections 6, 7, 8, 9, 11, 12, 14, 15 and 16 of the NPPF for the reasons outlined below.

Section 6 - Building a strong and competitive economy – is a commitment to secure economic growth to create jobs and prosperity, building on an area’s inherent strengths. It places significant weight on sustainable economic growth and recognises that planning policies should be flexible enough to allow for new and flexible working practices. The proposal is for a significant amount of office space which would create jobs and prosperity through construction and through the vibrancy and vitality that would deliver.

Section 7 - Ensuring the Vitality of Town Centres - promotes competitive town centres. The proposal would develop a large commercial building in St Johns. St Johns will attract and retain a diverse labour market which would support Greater Manchester's growth objectives and help meet the demands of a growing economy and population. St Johns is well connected and the proposal would promote sustained economic growth.

Section 8 - Promoting healthy and safe communities – the planning system can facilitate social interaction and create healthy, inclusive communities. The development would create jobs and provide amenities and facilities through active street frontages and the provision of public realm. The area would be safe and accessible and fully integrated into the wider area. It would relate well to and complement nearby activity.

Section 9 - Promoting Sustainable Transport – Development in sustainable locations reduces the need for workers, residents and visitors to travel. All sustainable transport modes would be available at this site and would contribute to sustainability and health objectives.

Section 11 - Making Effective Use of Land – Planning should promote the effective use of land, safeguard and improve the environment and ensure safe and healthy living conditions. The development of this brownfield site in a major regeneration priority area within the City Centre and would use the site effectively. .

Section 12 - Achieving Well-Designed Places - seeks the high quality and inclusive design of individual buildings, public and private spaces and wider development schemes. The design would be contemporary and high quality and would enhance the St Johns area and the City Centre.

Section 14 - Meeting the challenge of climate change, flooding and coastal change – planning plays a key role in helping to: shape places to secure radical reductions in greenhouse gas emissions; minimising vulnerability and providing resilience to the impacts of climate change; and, supporting the delivery of renewable and low carbon energy and associated infrastructure. St Johns is a highly sustainable City Centre location and the development would aim to secure a BREEAM very good accreditation.

Section 15 - Conserving and enhancing the natural environment – the planning system should contribute to and enhance the natural and local environment, and local planning authorities should aim to conserve and enhance biodiversity. The potential risks of various forms of pollution have been considered, including ground conditions. The proposal would not have any significant adverse impacts on the natural environment subject to the implementation of mitigation measures.

Section 16 Conserving and Enhancing the Historic Environment - sets out the criteria that should be taken into account when assessing the impact of development on heritage assets when determining planning applications. Heritage assets include areas or landscapes with a heritage interest. The site is within the Castlefield Conservation area and there are listed buildings nearby and the impact on the heritage assets is clearly set out below. An archaeological desk-based assessment shows that the site may contain archaeological features, which would not be of more than regional or local interest. A condition would secure a programme of archaeological work to record any features of interest.

Relevant Local Policies

Core Strategy

The Core Strategy Development Plan Document 2012 -2027 ("the Core Strategy") was adopted by the City Council on 11 July 2012. It is the key document in Manchester's Local Development Framework. The Core Strategy sets out the long term strategic planning policies for Manchester's future development. A number of UDP policies have been saved until replaced by further development plan documents to accompany the Core Strategy. Planning applications in Manchester must be decided in accordance with the Core Strategy, saved UDP policies and other Local Development Documents.

The adopted Core Strategy contains a number of Strategic Spatial Objectives that form the basis of the policies contained therein, as follows:

SO1. Spatial Principles St Johns is highly accessible and this development would reduce the need to travel by car and would support sustainable development and help to halt climate change.

SO2. Economy Jobs would be created during construction along with permanent employment and facilities in a highly accessible location. The development would provide employment near to housing and help to support the City's economic performance, reduce economic, environmental and social disparities, and help to create inclusive sustainable communities.

S05. Transport St Johns is highly accessible and the proposal would reduce the need to travel by car and make the most effective use of public transport facilities. This would help to improve physical connectivity through the use of sustainable transport networks and help to enhance the functioning and competitiveness of the city and provide access to jobs, education, services, retail, leisure and recreation.

S06. Environment The development would protect and enhance the natural and built environment 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, ensure that the City is inclusive and attractive to residents, workers, investors and visitors.

Policy SP 1 - Spatial Principles - This sets out the key spatial principles which will guide the strategy. Development in all parts of the City should help to create neighbourhoods where people choose to live. Well designed places should be created that enhance or create character. They should make a positive contribution to residents health, safety and wellbeing of and consider the needs of all members of the community regardless of disability. The built and natural environment should be protected.

Development at St Johns would be highly sustainable and would deliver economic and commercial development within the Regional Centre. It would be close to sustainable transport provision, maximise the potential of the City's transport infrastructure and make a positive contribution to the City Centre by: enhancing the built and natural environment; creating a well designed place that would enhance and create character; re-using previously developed land; and, reducing the need to travel.

Policy CC5 – Transport – Development in St Johns would be accessible by a variety of modes of sustainable transport and would help to improve air quality.

Policy CC8 Change and Renewal - The City Council has identified the types of development and approach to development which is considered most likely to deliver the vision for the City Centre and development which reflects elements of this will generally be supported. The approach to development, and redevelopment, in the City Centre will welcome large-scale schemes.

Developments which make significant contributions to the growth of the City Centre's employment and retail sectors or which improve the accessibility and

legibility of the Centre will be supported, subject to the proposal's impact on key aspects of the City's heritage and character. The Council would provide appropriate support, including site assembly, for schemes which are likely to contribute to the promotion or improvement of the social, economic or environmental well-being of Manchester.

Within areas identified for large-scale redevelopment proposals will be expected to be prepared within an approved development framework. New development should contribute to the improvement of the City Centre in terms of character and function, taking account of other policies in the Core Strategy.

Policy CC9 – Design and Heritage - The proposal has a high standard of design and materials appropriate to its context and the character of the area. It would affect the setting of nearby listed buildings but would enhance the character of the Castlefield Conservation Area.

Policy T1- Sustainable Transport - The proposal would encourage modal shift away from car travel to more sustainable alternatives and the redevelopment of this redundant site would improve key pedestrian routes.

Policy T2. Accessible Areas of Opportunity and Need – A Transport Assessment and Travel Plan Framework conclude that the development would not adversely affect the operation of the highway. The site is accessible by a range of sustainable public transport modes, including bus, tram and train and would encourage cycling and walking.

We Policy EN1- Design Principles and Strategic Character Areas - The proposal involves a good quality design, and would result in development which would enhance the character of St John's, the Castlefield conservation area and the overall image of Manchester. The design responds positively at street level and would create a significant landmark building.

Policy EN3 Heritage - This policy states that the Council will encourage development throughout the that complements and takes advantage of the distinct historic and heritage features of its districts and neighbourhoods, including those of the city centre. New developments must be designed so as to support the Council in preserving or, where possible, enhancing the historic environment and the character, setting and accessibility of areas of acknowledged importance. A Heritage Statement identifies that there is much capacity for change within this area, and that the proposals would enhance the architectural and urban qualities around the site.

Policy EN4 Reducing CO2 Emissions by Enabling Low and Zero Carbon Development – All development must follow the principle of the Energy Hierarchy and be designed to:-

- reduce the need for energy through design features that provide passive heating, natural lighting and cooling
- reduce the need for energy through energy efficient features such as improved insulation and glazing

- meet residual energy requirements through the use of low or zero carbon energy generating technologies

An Energy Statement and Environmental Standards Statement sets out the planned energy reduction measures for the development and addresses the requirements of Policy EN4.

Policy EN6 Target Framework for CO2 reductions from low or zero carbon energy supplies – Applications for all development over 1,000 sq. should as a minimum meet the targets set out in this policy, unless this can be shown to be not viable. An Energy Statement sets out the planned energy reduction measures and addresses the requirements of Policy EN6.

Policy EN8 Adaptation to Climate Change - All new development should be adaptable to climate change in terms of the design, layout, siting and function of buildings and external spaces. An Environmental Standards Statement sets out how the proposal would be adaptable to climate change in terms of its sustainable design and construction.

Policy EN14 Flood Risk - In line with the required risk-based sequential approach, development should be directed away from sites at the greatest risk of flooding, and towards sites with little or no risk of flooding; this should take account of all sources of flooding identified in the Manchester-Salford-Trafford Strategic Flood Risk Assessment (SFRA).

Policy EN 16 - Air Quality - The proposal would be highly accessible by all forms of public transport and would reduce reliance on cars and therefore minimise emissions from traffic generated by the development.

Policy EN 17- Water Quality - The development would not have an adverse impact on water quality. Surface water run-off and grounds water contamination would be minimised.

Policy EN 18 - Contaminated Land and Ground Stability- A desk study which considers ground contamination issues has been submitted with the application.

Policy EN19 Waste - The development would be consistent with the principles of waste hierarchy and a Waste and Servicing Strategy details the measures that would be undertaken to minimise the production of waste both during construction and operation. The Strategy states that coordination through the onsite management team would ensure the various waste streams throughout the development are appropriately managed.

Policy EN8 Adaptation to Climate Change - All new development should be adaptable to climate change in terms of design, layout, siting and function of buildings and external spaces. An Environmental Standards Statement sets out how the proposal would be adaptable to climate change in terms of its sustainable design and construction.

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Policy DM 1- Development Management - This sets out the requirements for developments in terms of BREEAM and outlines a range of general issues that all development should have regard to. Of these, the following issues are or relevance to this proposal:

Appropriate siting, layout, scale, form, massing, materials and detail;

Design for health;

Adequacy of internal accommodation and amenity space.

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.

These issues are considered full, later in this report.

Saved UDP Policies

The following saved UDP policies need to be considered in relation to the application.

Policy DC18.1. Conservation Areas - The development is within the Castlefield Conservation Area, and this policy states that the Council will seek to preserve and enhance the character of its conservation areas.

Policy DC19.1 Listed Buildings - Whilst there are no listed buildings within the application site, the development is also close to, and would affect the setting of, a number of listed buildings.

DC20.1 Archaeology - An archaeological desk based assessment has been carried out for the site and it is considered that the development would not have an impact on any potentially significant remains on the site.

Other Relevant Guidance

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.

The SPD states that proposals should seek to ensure that the use of the building reflects their purpose and the place in which they are located. Development should enliven and define neighbourhoods and promote a sense of place. Development should have regard for the location of sustainable public transport and its proximity.

It goes on to state that developments that remain flexible and allow for new users and functions to take over will be supported. Internal space within buildings should be designed such that it retains a long-term flexibility for adaptation for use by future users. The conversion of existing buildings for a range of new uses is encouraged, ensuring that proposals are fully accessible for disabled people.

In relation to crime issues, the SPD requires that prevention measures should be demonstrated, and include the promotion of informal surveillance, CCTV, good lighting and stewardship.

The proposed uses, and the design of the proposed development would ensure flexibility in providing differing activities would be fully compatible with The Guide to development.

City Centre Strategic Plan 2015-2018 (Draft, 2015)

The draft City Centre Strategic Plan was presented to Manchester City Council's Executive Committee on 29 July 2015 and was recommended for a final round of consultation before being brought back to the Executive Committee to endorse the final version. The report provides an update to the earlier City Centre Strategic Plan 2009-2012.

Within the draft report, St John's is recognised as an area that has the potential to deliver a neighbourhood that epitomises Manchester's character, culture and heritage. It outlines how St John's will be a new unique city centre neighbourhood, a community of creativity, culture and innovation where people can live, work and experience the best of the city.

It is highlighted that St John's will also be the catalyst for significant redevelopment of Manchester's cultural infrastructure. The area will be the home of Factory Manchester, a nationally unique flexible arts space and arena.

Within the document, Manchester City Council have outlined their key priorities for St. John's to 2019:

- Begin delivery of the early phases of the St. John's development, including the refurbishment of the historic Bonded Warehouse, Manchester Grande 'event hotel', Village Phase 1 and initial residential schemes.
- Enhancing and creating new linkages to Spinningfields and Castlefield neighbourhoods.
- Design and start on site with The Factory Manchester.
- Manage the impact of the Ordsall Chord works.

St John's Place represents the delivery of a significant proportion of residential development in the context of the wider St John's neighbourhood area and is therefore key to ensuring that the regeneration initiatives, as outlined in the City Centre Strategic Plan, are met.

Stronger Together: Greater Manchester Strategy 2013 (GM Strategy)

The Sustainable Community Strategy for the Greater Manchester City Region was prepared in 2009 as a response to the Manchester Independent Economic Review (MIER). MIER identified Manchester as the best placed city outside London to increase its long term growth rate based on its size and productive potential. 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 of the application site will clearly support and align with the overarching programmes being promoted by the City Region via the GM Strategy.

CONSERVATION AREA DECLARATION

Castlefield Conservation Area Declaration

Designated on 13 October 1979, the conservation area's boundary follows that of the city along the River Irwell, New Quay Street, Quay Street, Lower Byrom Street, Culvercliff Walk, Camp Street, Deansgate, Bridgewater Viaduct, Chester Road, Arundel Street, Ellesmere Street, Egerton Street, Dawson Street and Regent Road. On 26 June 1985 the area was extended by the addition of land bounded by Ellesmere Street, Hulme Hall Road and the River Irwell.

The Castlefield area has evolved bit by bit over a very long period of time and is a multi-level environment which is unique in the world. It has a mixture of buildings from small scale houses to large warehouses, with multi-level historical transport infrastructure. There are a variety of building materials, which tend to be rugged and industrial in character.

Further development can take place provided that it respects the character of the area, and there is room for more commercial property. Ideally, new development should incorporate a mix of uses. The height and scale, the colour, form, massing and materials of new buildings should relate to the existing high-quality structures and complement them. This policy still leaves scope for innovation, provided that new proposals enhance the area. The extreme diversity of form and style in Castlefield's existing structures makes it permissible for designers to use their imaginations freely. Where buildings are arranged along a street, new structures should follow the street frontage.

LEGISLATIVE REQUIREMENTS

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

Section 66 of the Listed Building Act 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.

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

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.

ISSUES

The Schemes Contribution to Regeneration

Regeneration is an important planning consideration. Over the past fifteen years the City Council has successfully regenerated areas such as Piccadilly, Spinningfields, the commercial core, around Manchester Central, the Northern Quarter, the Civic Quarter and Castlefield. This is an ongoing process and much remains to be done if the City Centre is to remain competitive. Manchester City Centre is the primary economic driver in the City Region and is crucial to its longer term economic success. It is a major source of jobs for Manchester residents through the construction process and when in operation. It is essential therefore that the City Centre continues to grow and provide new commercial accommodation in order to deliver regeneration and the jobs and opportunities associated with it.

There is an acknowledged shortage of good quality office accommodation within the regional centre. As occupational demand continues to grow, it is essential to ensure that good quality product is brought forward in sustainable locations such as St Johns to ensure that jobs and opportunities are created for Manchester residents. This would include jobs during construction, within the supply chain and permanent jobs from the end users. It is anticipated that the scheme would deliver around 700 permanent FTE jobs once operational. A condition would require a local labour agreement to ensure that Manchester residents can take advantage of the jobs available. The proposal would help to transform this area and improve the perception and image of St Johns and it should act as a catalyst for further regeneration and the jobs associated with it. A high quality development would deliver significant benefits and would continue the regeneration process.

There is an opportunity at St Johns to create a major new office destination that would complement the wider City Centre commercial offer. The office accommodation has been designed for a specific end user but would be a flexible and adaptable space. It could in the future be occupied by a single end-user or multiple tenancies. The office developments nearby have already established the area as a credible business location. There is significant demand for office space and it is essential that locations such as St. Johns are able to deliver the development necessary to meet this demand.

The proposal would help to create an attractive urban environment for those who choose to live, work in and visit it; and help to ensure that the City Centre is competitive. It would strengthen the business sector, be accessible to all users and promote investment opportunities. It would enhance the City's architectural and historic fabric and create jobs and, therefore, help to continue the successful regeneration of the city centre and its economy.

In view of the above, the development would be in keeping with the relevant planning policies referred to above.

Heritage

The site lies within the Castlefield Conservation Area. It is an area of historic significance and is an area of high townscape quality containing many listed buildings and structures. As a consequence this is a sensitive area. Many people live, work in and visit Castlefield.

A Heritage Assessment was submitted in support of the extant planning permission assessed the impact of St. John's Place on nearby designated and non-designated heritage assets. This proposal could potentially impact on the setting of the identified heritage assets. It identified that there is considerable capacity for change given the low contribution the current site makes to the Castlefield Conservation Area. The proposal would enhance the architectural and urban qualities around the site. The Heritage Statement concludes that out of the 17 viewpoints assessed, there were 2 major adverse impacts, 2 moderate adverse impacts, 4 minor adverse impacts, 8 negligible impacts and 1 no impact. In particular, the proposal is not visible to any extent from St. Ann's Square and to only a very minor extent, resulting in a negligible impact, from Albert Square, including the Grade I Listed Town Hall and significant grouping of Grade II and II* Listed Buildings.

The visual impact assessment demonstrated that the tall buildings as part of St Johns Place as a whole would have a moderate/ minor adverse impact on the historic built environment. Mitigation and the public benefits associated with the proposal would outweigh any harm caused.

The Heritage Assessment been revised in relation to this application and considers that the previous conclusions remain valid. The building can only be seen in 4 of the key views and these have been re-assessed. The increase in height and the revisions to the design would be imperceptible when viewed in conjunction with the other elements of the development and therefore would not have a greater material impact on the character and appearance of the identified heritage assets, including Castlefield Conservation Area.

Therefore, notwithstanding the considerable weight that must be given under section Section 66 of the Listed Buildings and Conservation Areas Act 1990 to the desirability of preserving the setting of listed buildings and under Section 72 of the Act to the desirability of preserving the setting or preserving or enhancing

the character or appearance of a conservation area, the scheme is considered to be acceptable.

Relationship to Transport Infrastructure

There is excellent transport infrastructure nearby including bus, Metroshuttle, rail, tram, pedestrian walkways, cycle network and roads.

Vehicular access would be consistent with that previously approved with a ramp from Quay Street to the basement. This would be connected to the basement beneath Manchester Goods Yard whilst but still allowing them to come forward independently, subject to delivery timescales for each element.

34 parking spaces, including 2 disabled bays, would be created. St. John's Place would utilise the cycle hub located under Manchester Goods Yard, which provides 555 spaces in the basement and the public realm which would improve access by non-car modes.

Three pedestrian access points would give access to the reception, lift cores and breakout areas. This provides shared and controlled access into the office floors, which would be operated by a pass system or similar security controls.

The Transport Assessment sets out mitigation measures which will be employed to reduce the implications of additional road traffic on the highway network. The main impacts to which is places emphasis are on Water Street and parts of New Quay Street and relate to the issues of severance, pedestrian amenity and road safety. Water Street to be traffic calmed so that traffic speeds are kept low. This traffic calmed environment continues throughout St Johns so that pedestrians have many alternative routes through the area.

There would be extensive cycle parking; a cycle hub and cycle hire facilities. The St John's development would also have City Car Club spaces located on site. A Framework Travel Plan would utilise these physical measures to influence and encourage sustainable travel behaviour.

The previous Transport Assessment assessed the impact of the proposal on existing infrastructure and it includes the wider St. John's Masterplan and other committed development nearby. The greatest change in percentage impact would be on Water Street. Liverpool Road would see an increase in traffic flow at its western end.

The office occupier would arrange for their waste to be taken to the four waste streams in the basement refuse store. namely general, including food waste, mixed dry recyclables mixed glass; plastic bottles; foil, food tins; drink cans; pulpable mixed paper and card; and organic/food.

The building managers would monitor the waste accumulation and as the bins become full and when they require emptying they will call the waste operator for collection. The scale and nature of development may require daily collections to be made with the potential for additional collections subject to the collection needs of the different waste streams.

The Architectural Quality of the Building

The architectural quality of the building needs to be considered including its scale, form, massing, proportion and silhouette, facing materials and relationship to other structures. The design of the top of a tall building is of particular importance when considering the effect on the skyline..

The facade would have repetitive light grey brick grid bays with black 'Crittall' effect windows. This would reflect the appearance of late 19th and early 20th century buildings and would have many of the characteristic of the older buildings and those proposed within St. John's. The design uses the traditional Manchester tri-partite sub-division. The ground and mezzanine would form an oversized base which would have a vertical emphasis in a double height colonnade. The middle section would be formed by a two-storey horizontal grid across floor levels creating an historic 'industrial' scale with the top formed by reduced 'attic style' composition. The deep reveals of the windows would add light and shade to the elevations and provide solar shading.

Part of the façade to Quay Street would be blank where lifts and service cores are located. This provides an opportunity for a large scale piece of public art, signalling the St Johns area and the creative industries located there.

Sustainable Design and Construction

For all forms of development, good design means sustainable design. The Energy Statement sets out a site wide analysis of energy efficiency and sustainability to demonstrate that the proposals would meet core strategy requirements. The design has adopted a hierarchy approach by looking at passive design methods to reduce energy and provide a high level of energy efficiency.

The Energy Statement states that the percentage reduction saving over Part L (2013) has been estimated as a 27.2% improvement over Part L1A 2013 for residential use, 29.3% improvement over Part L 2010 for retail use and 13.2% improvement over Part L2A 2010 for hotel use. The development would use components with good thermal properties and would be connectives to the proposed CHP district heating network.

Credibility of the Design

It is important to be sure that architectural quality is not diluted the through procurement, detailed design, and construction process. The commitment of the developer, and ability and expertise of the consultancy team has a fundamental bearing on the quality of the completed building."

The proposals have been prepared by an experienced client and design team familiar with the issues associated with developing high quality buildings in city centre locations and with a track record and capability to deliver a quality project.

The design reflects the developers commitment and known market requirements. These are important factors in terms of the deliverability and ensure that the scheme as submitted could be constructed.

The design team recognises the sites high profile nature and the bar has been set high in terms of design and architectural quality to deliver a building that is complementary to St John's.

Effects on Local Environment and Amenity

Wind

An assessment of the impact on the pedestrian level wind environment in and around the sites and surrounding area has been undertaken. This has been based on wind tunnel testing of a physical scale model which includes other buildings proposed and approved nearby combined with long-term wind statistics from Manchester Airport, corrected to apply at the site.

The main influences of the wind speed, e.g. landscaping in the public realm and the presence of tall buildings across the masterplan, remain the same as the previously consented scheme and the final wind mitigation would be developed though further testing and agreed via a planning condition.

Sunlight and Daylight

The Sunlight, Daylight and Overshadowing Assessment considers the impact on daylight and sunlight levels to surrounding windows of sensitive locations, including apartments and hotels. The existing conditions demonstrate that very few of the adjacent properties meet with the BRE guidance for those windows analysed which is not unusual in a City Centre context. This proposal at 9 storeys would be one of the lower elements of St Johns Place and would increase the consented scheme by 8m. This does not cause any impact beyond that previously identified and assessed as part of the wider St. John's EIA from October 2018.

Air Quality

An Air Quality Assessment (AQA) considers the impact of the proposal during construction and in operation on local air quality and its effect on sensitive locations, such as apartments, hotels and educational facilities. It considers the potential impact on future users of the offices as it is located within an Air Quality Management Area (AQMA).

The construction phase could generate dust which could adversely affect local air quality and cause a statutory 'nuisance'. However, good site practice and the implementation of suitable mitigation measures should ensure that the impact of dust and PM10 releases is minimised. The potential for cumulative effects with other developments, particularly those within St John's, has been considered and additional mitigation identified. The residual effect of the construction phase on air quality would not therefore be significant.

Emissions from vehicles and the localised energy plant during operation could affect local pollution levels at existing and proposed sensitive locations. A quantitative assessment of operational impacts has modelled road traffic emissions and the energy centre within the Old Granada Studios development. This has assumed the worst case scenario and demonstrates that the impact would be negligible.

The Transport Assessment proposes a number of mitigation measures such as the adoption of strategic and sustainable transport practices as part of a Travel Plan, which would provide reductions in vehicular emissions associated with the Proposed Development.

Noise & Vibration

An Acoustic Assessment includes environmental noise surveys performed at the site to determine the ambient noise levels and background noise levels that would be representative of those experienced at the nearest noise sensitive premises.

The results of the survey and City Council requirements have identified the cumulative noise limits from plant and amplified sound set at 1 m from the windows of the nearby noise sensitive premises. Limits have also been set outside noise sensitive facades within the development.

A 3D environmental noise model has been used to determine the required facade sound insulation performances. The assessment indicates that mechanical ventilation would be required to the worst affected residential facades and passive ventilation would be possible elsewhere. Indicative acoustic ratings for glazing and ventilators are provided to meet the internal requirements of MCC. The glazing and performance of the vents could be reduced in less sensitive areas and areas screened from the roads around the site.

On this basis, it is considered that the impact of noise will be negligible in the long-term and that, with appropriate mitigation measures in place, the operation of the proposal would not have an adverse impact on surrounding uses.

Construction Management

Full details of the logistics, phasing, construction methods and mitigation measures are provided in a Construction Management Plan. Throughout the main contract works the contractor would undertake air quality and noise monitoring. A specialist Air Quality monitoring consultant has been engaged to install and monitor sensors around the site. A 24hr contact telephone number would be posted on the site entrance for any issues to be reported at any time of day or night.

The principal concerns relating to air quality from construction works arise during the demolition and excavation activities which are on-going and being heavily monitored. Mitigation measures that would need to be considered include; low

noise plant options, noise attenuation techniques, noise monitoring, damping down, screening and carrying out certain activities during agreed hours of the day.

TV Reception

An updated TV Reception Survey takes desk-based research and field surveys into account and identifies some areas where reception may be affected and mitigation measures are proposed which could be controlled by condition. Subject to these mitigation measures being implemented, there is unlikely to be a perceptible impact on TV reception on existing neighbouring properties and a TV reception condition is recommended.

Contribution to Permeability of the Site and the Wider Area

This proposal is part of St John's and permeability and linkages with the wider City Centre would be delivered through the site wide public realm strategy. A significant new pedestrian boulevard would run through the site and link to the River Irwell. The overall vision is to create a permeable neighbourhood that reinstates the original and historic street patterns.

Other Planning Issues

Green and Blue Infrastructure

Trees would be planted and access created to the River Irwell. St. John's will provide significant amounts of public realm that capitalise on the River Irwell, including a network of routes and public spaces. Public realm areas would be robust, ensuring an attractive and welcoming appearance through hard and soft landscaping. The ongoing management and maintenance of this space would be undertaken by the applicant, consistent with the operation of Spinningfields, which has been highly successful.

Green infrastructure would be embedded within the development. The public realm space in general has been designed to be adaptable and multi-functional and could contain a range of social activities and organised events, including pop-up commercial activities to support the ground floor F&B units across the wider St. John's area.

Archaeology

An Archaeological Desk Based Assessment assesses the likelihood for below ground archaeological remains of significance. Work is progressing in accordance with a Written Scheme of Investigation which has been submitted with this application. Its findings and the measures taken to record any significant findings will be submitted to the City Council prior to completion of construction activity.

The on-site observation, report and dissemination of information commensurate to the significance of the findings would ensure that the proposal would deliver a beneficial impact of archaeological remains through the record created.

Flood Risk & Drainage

The previously consented scheme offered two drainage strategies involving either to the existing sewer networks or to the River Irwell. It is proposed to progress the second option which involves the creation of a separate surface water drainage network in St John's which this plot would connect into it. The discharge into the River Irwell would be unrestricted; as such no attenuation is required within the site.

In line with Paragraph 103 of the National Planning Policy Framework and recently updated National Planning Guidance (April 2015) in relation to SUDS, the City Council has confirmed its commitment to exploring the use of SUDs on major development proposals. The Flood Risk and Drainage Strategy sets out that attenuation of surface water flows from the proposal will be dependent on the final choice of drainage strategy; however, there is potential for the following types of SUDs to be incorporated into the development:

- Pervious pavements with 30% void sub-base and permeable paving.
- Oversized pipes.
- Proprietary below ground attenuation tanks.
- Green roofs.

Ground Conditions

This Desktop Study was produced to support the extant permission which identified that the site is in a relatively low risk environmental setting that is unlikely to be impacted or affected by nearby current or historical industrial activities and no potentially contaminative uses were noted. The report recommends that a Phase 2 Site Investigation is completed to further assess items identified at Phase 1, prior to commencement of demolition and construction. This work is progressing on site.

It concludes that the development process and the completed development would have a minor beneficial impact, as sources of contamination beneath the site would be investigated and treated. The development would have a minor beneficial impact when viewed cumulatively with other developments proposed or completed within the local area for similar reasons.

An Explosive Ordnance Threat Assessment has informed the ground engineering works taking place within St. John's. An unexploded bomb has been discovered which has been safely disposed of.

Given that the overall impact is beneficial, the proposals are considered justifiable with regards to impact on ground conditions.

Ecology

An ecological survey, including a licensed Bat Survey, concludes that the proposals would have no adverse direct effect on statutory or non-statutory designated sites for nature conservation. The development of St Johns Place offers an opportunity to secure ecological enhancement for wildlife associated with urban habitats.

Trees would be removed during the development process but extensive tree planting will be undertaken in St. John's to create a green leafy environment, importantly, using a diverse range of tree species to enhance biodiversity.

Crime and Security

A Crime Impact Statement prepared by Greater Manchester Police confirms their support the scheme. It provides a number of recommendations which would be considered during the detailed design stage through on-going dialogue with GMP. A Planning Condition would require confirmation that the recommendations of the Crime Impact Statement have been conformed with prior to the completion of the development. In view of the above the proposals are consistent with Core Strategy Policy DM1.

CONCLUSION

The application would modify an extant Planning Permission, and would be consistent with regeneration priorities for St. John's. The proposal would bring the site back into a long-term, viable and active use. It would bring jobs to the area and support the construction sector.

The proposal is in accordance with, and positively contributes to, the aims of planning policy at national and local levels, including the National Planning Policy Framework and the adopted Manchester Core Strategy.

Accordingly, the application is recommended for approval, subject to the imposition of appropriate conditions.

Human Rights Act 1998 considerations – This application needs to be considered against the provisions of the Human Rights Act 1998. Under Article 6, the applicants (and those third parties, including local residents, who have made representations) have the right to a fair hearing and to this end the Committee must give full consideration to their comments.

Protocol 1 Article 1, and Article 8 where appropriate, confer(s) a right of respect for a person's home, other land and business assets. In taking account of all material considerations, including Council policy as set out in the Core Strategy and saved policies of the Unitary Development Plan, the Head of Planning, Building Control & Licensing has concluded that some rights conferred by these articles on the applicant(s)/objector(s)/resident(s) and other occupiers and owners of nearby land that might be affected may be interfered with but that that interference is in accordance with the law and justified by being in the public interest and on the basis of the planning merits of the development proposal. She believes that any restriction on these rights posed by the approval of the application is proportionate to the wider benefits of approval and that such a

decision falls within the margin of discretion afforded to the Council under the Town and Country Planning Acts.

Recommendation APPROVE

Article 35 Declaration

Officers have worked with the applicant in a positive and pro-active manner to seek solutions to problems arising in relation to dealing with the planning application. Officers held extensive pre-application discussions with the applicant to establish the in-principle acceptability of the proposed development. Also, officers worked with the applicant during the planning application process to deal with comments raised by consultees.

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:

Plans

6527-P-B500-XP-00-001 Existing Location Plan;
 6527-P-B500-XP-00-002 Existing Site Plan;
 Proposed Site Plan Inc St John Place Context;
 6527-P-B500-P-00-010 Proposed Ground Floor Site Plan with Red Line;
 6527-P-B500-P-00-011 Phasing Proposed Ground Floor Temporary Landscape;
 6527-P-B500-P-B1-010 Proposed Basement Plan with Red Line;
 6527-P-B500-P-00 Ground Floor Plan Inc St John Place Context;
 6527-P-B500-P-M Mezzanine Floor Plan;
 6527-P-B500-P-TYP Typical Floor Plan;
 6527-P-B500-P-RF Roof Plan;
 6527-P-B500-E-N North Elevation;
 6527-P-B500-E-N-001 North Elevation with Context;
 6527-P-B500-E-E East Elevation;
 6527-P-B500-E-E-001 East Elevation with Context;
 6527-P-B500-E-S South Elevation;
 6527-P-B500-E-S-001 South Elevation with Context;
 6527-P-B500-E-W West Elevation;
 6527-P-B500-E-W-001 West Elevation with Context;
 6527-P-B500-S-AA Section A-A;
 6527-P-B500-S-AA-001 Section A-A with Context;
 6527-P-B500-S-BB Section B-B;
 6527-P-B500-S-BB-001 Section B-B with Context;
 6527-P-B500-A-001 Typical Façade Detail - Ground & Mezzanine Level;

6527-P-B500-A-011 Typical Façade Detail - Office Level; 6527-P-B500-A-021 Typical Façade Detail - Roof Level.

Documents

Planning Statement Addendum and Appendices prepared by Deloitte;

Design and Access Statement Addendum prepared by Denton Corker Marshall, including public realm strategy by Allied London and original DAS as Appendices;

Archaeological Desktop Report prepared by Salford Archaeology;

Environmental Standards Statement prepared by SAL;

BREEAM Pre-Assessment prepared by SAL;

Energy Statement prepared by CWC;

Ventilation Strategy prepared by CWC;

Ecological Assessment prepared by ERAP;

Crime Impact Assessment prepared by GMP;

Waste and Servicing Strategy prepared by Vectos;

Framework Travel Plan prepared by Vectos;

Transport Statement prepared by Vectos;

TV Reception Survey prepared by GTech Surveys;

Explosive Ordnance Threat Assessment prepared by Planit UXB Limited;

Construction Methodology & Programme prepared by Lend Lease and Manchester Quays Limited;

Air Quality Assessment prepared by Hilson Moran;

Noise Assessment prepared by Sandy Brown;

Heritage Assessment and Addendum Note prepared by Heritage Architecture;

Flood Risk and Drainage Strategy prepared by RoC;

Flood Risk and Drainage Strategy Note prepared by Curtins;

Phase 1 and Phase 2 Ground Conditions Surveys prepared by Curtins;

Daylight, Sunlight and Overshadowing Note prepared by Watts; and,

Wind Microclimate Assessment prepared by Urban Microclimate.

Reason - To ensure that the development is carried out in accordance with the approved plans. Pursuant to Core Strategy policies DM1 and SP1, and saved UDP policies DC10.1, DC10.2, DC18.1, DC19.1, DC26.1 and DC26.5

3) Prior to the commencement of the development, other than enabling works comprising demolition, piling and construction of the sub structure, a programme for the issue of samples and specifications of all material to be used on all external elevations of that phase of the development shall be submitted to and approved in writing by the City Council, as local planning authority. Samples and specifications of all materials to be used on all external elevations of that phase of the development to include jointing and fixing details and a strategy for quality control management, shall then be submitted to and approved in writing by the City Council as local planning authority in accordance with the programme as agreed above. The development shall be carried out in accordance with the approved details.

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) Before the development hereby approved is completed, a paving and surfacing strategy for the public footpaths, vehicular crossings, and vehicular carriageways around the site shall be submitted to and approved in writing by the City Council as local planning authority. All works approved in discharge of this condition shall be fully completed before that relevant phase of the development hereby approved is first occupied.

Reason: In the interests of amenity and to ensure that paving materials are consistent with the use of these areas as pedestrian routes, pursuant to the Guide to Development and policy DM1 of the Core Strategy.

5) Prior to the commencement of the development, other than enabling works comprising demolition, piling and construction of the sub structure, a programme for the issue of samples and specifications of all hard landscape materials, together with a layout plan identifying the location of the materials shall be submitted to and approved in writing by the City Council as local planning authority.

The development shall be constructed only using the approved materials and the approved scheme shall be implemented not later than 12 months from the date each phase of the development is first occupied

Reason: To ensure that a satisfactory landscaping scheme is carried out pursuant to policy DM1 of the Core Strategy and the Guide to Development.

6) Prior to the commencement of the development, other than enabling works comprising demolition, piling and construction of the sub structure, a programme for the submission of a hard and soft landscaping treatment scheme shall be submitted to and approved in writing by the City Council as local planning authority. The approved scheme shall be implemented not later than 12 months from the date of the building being first occupied. The scheme shall include details of all seating, planters and other items of street furniture, together with full details of all planting arrangements, including trees. If within a period of 5 years from the date of the planting of any tree or shrub, that tree or shrub or any tree or shrub planted in replacement for it, is removed, uprooted or destroyed or dies, or becomes, in the opinion of the local planning authority, seriously damaged or defective, another tree or shrub of the same species and size as that originally planted shall be planted at the same place.

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

7) Prior to the first occupation of the development, a detailed parking strategy, including provision for bicycle parking and disabled parking, shall be submitted to, and approved by, the City Council, as local planning authority. The detailed parking strategy shall include a temporary parking strategy and shall also consider introducing fast charging for electric vehicle points. The parking strategy shall be fully implemented, prior to the first occupation of the development.relevant phase.

Reason: In the interests of amenity and highway safety, and to ensure the details of the development are acceptable, pursuant to Core Strategy Policy DM1.

8) Prior to the first occupation of the development, a detailed strategy for visitor pick-up and drop-off locations shall be submitted to, and approved by, the City Council, as local planning authority.

Reason: In the interests of amenity and highway safety, and to ensure the details of the development are acceptable, pursuant to Core Strategy Policy DM1.

9) Prior to the commencement of the development, other than enabling works comprising demolition, piling and construction of the sub structure, full details of the design and location of all taxi areas, has been submitted to, and approved in writing by, the City Council as local planning authority.

Reason: In the interests of amenity and highway safety, and to ensure the details of the development are acceptable, pursuant to Core Strategy Policy DM1.

10) Prior to the first occupation of the development, a Framework Travel Plan, including details of how the plan will be funded, implemented and monitored for effectiveness, shall be submitted to and approved in writing by the City Council as local planning authority. The strategy shall outline procedures and policies that the developer and occupants of the site will adopt to secure the objectives of the overall site's Travel Plan Strategy. Additionally, the strategy shall outline the

monitoring procedures and review mechanisms that are to be put in place to ensure that the strategy and its implementation remain effective. The results of the monitoring and review processes shall be submitted in writing to the local planning authority and any measures that are identified that can improve the effectiveness of the Travel Plan Strategy shall be adopted and implemented

Reason: In accordance with the provisions contained within planning policy guidance and in order to promote a choice of means of transport, pursuant to policies T2 and EN16 of the Core Strategy.

11) Prior to the first occupation of the development, a servicing strategy, including a schedule of loading and unloading locations, shall be submitted to and agreed in writing by the City Council as local planning authority. Servicing shall thereafter take place in accordance with the approved strategy.

Reason: In the interests of public and highway safety and the protection of residential amenity, pursuant to policy DM1 of the Core Strategy

12) Prior to the commencement of the development, other than enabling works comprising demolition, piling and construction of the sub structure, or within a timescale as otherwise agreed in writing by the City Council, details of the measures to be incorporated into the development (or phase thereof) to demonstrate how secure by design accreditation will be achieved shall be 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 secure by design accreditation.

Reason - To reduce the risk of crime pursuant to policies SP1 and DM1 of the Core Strategy.

13) Deliveries, servicing and collections, including waste collections shall not take place outside the following hours: 07:30 to 20:00, Monday to Saturday. Where Sunday/Bank Holiday deliveries etc. are permitted the times shall be confined to 10:00 to 18:00.

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

14) Prior to the first occupation of the development, a signage design strategy for all parts of the development, including details of public art and logo's, shall be submitted to and approved in writing by the City Council as local planning authority.

Reason: To protect the visual amenity of the area and to ensure the development is carried out in a satisfactory manner, pursuant to policy DM1 of the Core Strategy.

15) No amplified sound or any music shall be produced or played in any part of the site outside of the building, other than in accordance with a scheme detailing the levels at which any music shall be played and the hours during which it shall be played which has been submitted to and approved in writing by the City Council as local planning authority.

Reason - In interests of residential amenity in order to reduce noise and general disturbance in accordance with saved policy DC26.1 of the Unitary Development Plan for the City of Manchester and policies SP1 and DM1 of the Core Strategy.

16) Fumes, vapours and odours shall be extracted and discharged from the premises in accordance with a scheme for the development, to be submitted to and approved in writing by the City Council as local planning authority before the use within the relevant phase commences and any works approved shall be implemented before the relevant uses within each phase commences.

Reason - In the interests of the amenities of occupiers of nearby properties, pursuant to policy DM1 of the Core Strategy.

17) Externally mounted ancillary plant, equipment and servicing shall be selected and/or acoustically treated in accordance with a scheme designed so as to achieve a noise level of 5dB below the existing background (LA90) in each octave band at the nearest noise sensitive location.

The scheme should be submitted to and approved in writing by the City Council as local planning authority prior to the first occupation of the development, in order to secure a reduction in the level of noise emanating from the site.

Reason - To minimise the impact of the development and to prevent a general increase in pre-existing background noise levels around the site, pursuant to policy DM1 of the Core Strategy.

18) Prior to the commencement of the development, other than enabling works comprising demolition, piling and construction of the sub structure, a scheme for the storage (including segregated waste recycling) and disposal of refuse shall be submitted to and approved in writing by the City Council as local planning authority. The details of the approved scheme shall be implemented as part of the development and shall remain in situ whilst the use or development is in operation.

Reason: In the interests of amenity and public health, pursuant to policy DM1 of the Core Strategy for the City of Manchester.

19) Prior to the commencement of the development, other than enabling works comprising demolition, piling and construction of the sub structure, full details of all wind mitigation measures, if required, shall be submitted to, and approved in writing by the City Council, as local planning authority. All such measures shall be fully wind tested, and accompanied by a detailed report confirming that wind conditions related to the development are satisfactory and acceptable.

Reason - To ensure that the details of the development are satisfactory, pursuant to policy DM 1 of the Core Strategy.

20) Prior to the commencement of the development, an Air Quality Impact Assessment shall be submitted to and approved in writing by the City Council as local planning authority.

Reason: To secure a reduction in air pollution from traffic or other sources in order to protect future residents from air pollution, pursuant to policy DM 1 of the Core Strategy.

21) The development hereby approved shall be carried out in accordance with the Environmental Standards statement received by the City Council, as Local Planning Authority, in support of the application. A post construction review certificate/statement shall be submitted for approval, within a timescale that has been previously agreed in writing, to the City Council as Local Planning Authority.

Reason: In order to minimise the environmental impact of the development pursuant to the principles contained in the Guide to Development in Manchester 2 and policies SP1, DM1 and EN8 of the Core Strategy

22) The development hereby approved shall not commence unless and until a Construction Management Plan, including a Site Waste Management Plan, Air Quality Plan, a Noise and Vibration Plan (in addition to a dust emission section) and a plan layout showing areas of public highway agreed with the Highway Authority for use in association with the development during construction, has been submitted to and approved in writing by the City Council as local planning authority. The strategy shall include details on the timing of construction of scaffolding, the lighting and operation of cranes during construction, and a Human Impact Management Plan. In addition, the Construction Management Plan shall include the following:

- Hours of site opening/operation
- A Site Waste Management Plan
- Air Quality Plan
- A Plan Layout showing areas of public highway agreed with the Highway Authority for use in association with the development during construction.
- The parking of vehicles of site operatives and visitors
- Loading and unloading of plant and materials
- Storage of plant and materials used in constructing the development
- Construction and demolition methods to be used, including the use of cranes
- The erection and maintenance of security hoarding
- Measures to control the emission of dust and dirt during construction and
- A scheme for recycling/disposing of waste resulting from demolition and construction works
- Details of and position of any proposed cranes to be used on the site and any lighting
- A detailed programme of the works and risk assessments

- Temporary Traffic Management measures to address any necessary bus re-routing and bus stop closures
- Details on the timing of construction and scaffolding
- A Human Impact Management Plan, including a community consultation strategy which will include how and when local residents and businesses will be consulted.

Reason: To ensure that the appearance of the development is acceptable and in the interests of the amenity of the area, pursuant to policies EN15, EN16, EN17 and EN18 and DM1 of the Core Strategy.

23) Construction/demolition works shall be confined to the following hours unless otherwise agreed in writing by the City Council as local planning authority:

- Monday - Friday: 7.30am - 6pm
- Saturday: 8.30am - 2pm
- Sunday / Bank holidays: No work

Reason - To safeguard the amenities of the occupiers of nearby residential and commercial properties during the construction/demolition phase, pursuant to policy DM 1 of the Core Strategy.

*Whilst other legislation exists to restrict the noise impact from construction / demolition activities, this is not adequate to control all construction noise, which may have a detrimental impact on general amenity in the area. Therefore it is considered appropriate to control this impact at the planning application stage, and the above condition is recommended.

24) Piling or any other foundation designs using penetrative methods shall not be permitted other than with the express written consent of the Local Planning Authority, which may be given for those parts of the site where it has been demonstrated that there is no resultant unacceptable risk to groundwater. The development shall be carried out in accordance with the approved details.

Reason: To ensure a safe form of development that poses no unacceptable risk of contamination to controlled waters pursuant to section 10 of the National Planning Policy Framework and Core Strategy policies EN14 and EN17

25) Prior to first occupation of the development, full details of a Management and Maintenance Strategy for the external areas, including planting arrangements, boundary treatments, furniture and lighting, shall be submitted to, and approved in writing by, the City Council as local planning authority.

Reason: In the interests of visual amenity, and to ensure the details of the development are acceptable, pursuant to Core Strategy Policy DM1.

26) No infiltration of surface water drainage into the ground on land affected by contamination is permitted other than with the express written consent of the local planning authority, which may be given for those parts of the site where it has been

demonstrated that there is no resultant unacceptable risk to controlled waters. The development shall be carried out in accordance with the approval details.

Reason: To ensure a safe form of development which poses no unacceptable risk of pollution, pursuant to policy DM1 of the Core Strategy.

27) The development hereby approved shall include a lighting scheme, including the illumination of any part of the building and areas of public realm during the period between dusk and dawn. Full details of such a scheme, including how the impact on occupiers of nearby properties will be mitigated, shall be submitted to and approved in writing by the City Council as local planning authority before each phase of the development is completed. The approved scheme shall be implemented in full before each phase of the development is first occupied.

Reason: In the interests of amenity, crime reduction and the personal safety of those using the proposed development, pursuant to policy E3.3 of the Unitary Development Plan for the City of Manchester DM1 of the Core Strategy.

28) Prior to commencement of development, a remediation strategy that includes the following components to deal with the risks associated with contamination of the site shall each be submitted to and approved, in writing, by the local planning authority:

1. A preliminary risk assessment which has identified:
 - a. all previous uses
 - b. potential contaminants associated with those uses
 - c. a conceptual model of the site indicating sources, pathways and receptors
 - d. potentially unacceptable risks arising from contamination at the site.
2. A site investigation scheme, based on (1) to provide information for a detailed assessment of the risk to all receptors that may be affected, including those off site.
3. The results of the site investigation and the detailed risk assessment referred to in (2) and, based on these, an options appraisal and remediation strategy giving full details of the remediation measures required and how they are to be undertaken.
4. A verification plan providing details of the data that will be collected in order to demonstrate that the works set out in the remediation strategy in (3) are complete and identifying any requirements for longer-term monitoring of pollutant linkages, maintenance and arrangements for contingency action.

Any changes to these components require the express written consent of the local planning authority. The scheme shall be implemented as approved.

Reason: To ensure a safe form of development which poses no unacceptable risk of pollution, pursuant to policies DM1 and EN18 of the Core Strategy.

29) Prior to first occupation of the development, a verification report demonstrating completion of works set out in the approved remediation strategy and the effectiveness of the remediation shall be submitted to and approved, in writing, by the local planning authority. The report shall include results of sampling and monitoring

carried out in accordance with the approved verification plan to demonstrate that the site remediation criteria have been met. It shall also include any plan (a "long-term monitoring and maintenance plan") for longer-term monitoring of pollutant linkages, maintenance and arrangements for contingency action, as identified in the verification plan. The long-term monitoring and maintenance plan shall be implemented as approved.

Reason: To ensure a safe form of development which poses no unacceptable risk of pollution, pursuant to policies DM1 and EN18 of the Core Strategy.

30) If, during the carrying out of development, contamination not previously identified is found to be present at the site then no further development (unless otherwise agreed in writing with the local planning authority) shall be carried out in relation to that phase until the developer has submitted a remediation strategy to the local planning authority detailing how this unsuspected contamination shall be dealt with and obtained written approval from the local planning authority. The remediation strategy shall be implemented as approved.

Reason: To ensure a safe form of development which poses no unacceptable risk of pollution, pursuant to policies DM1 and EN18 of the Core Strategy.

31) The wheels of contractors vehicles leaving the site shall be cleaned and the access road leading to the site swept daily in accordance with a management scheme submitted to and approved in writing by the City Council, as local planning authority prior to any works commencing on site.

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

32) The details of an emergency telephone contact number shall be displayed in a publicly accessible location on the site and shall remain so displayed for the duration of the construction and fitting out of the development.

Reason - In the interests of local amenity, pursuant policies SP1 and DM1 of the Core Strategy.

33) Studies containing the following with regard to television reception in the area containing the site shall be submitted to and approved in writing by the City Council as local planning authority:

- a. Measure the existing television signal reception within the potential impact area, as defined in the submitted Radio and TV Reception Impact Assessment, before development commences. The work shall be undertaken either by an aerial installer registered with the Confederation of Aerial Industries or by a body approved by the Office of Communications, and shall include an assessment of the survey results obtained.

b) Assess the impact of the development on television signal reception within the potential impact area identified in (a) above within one month of the practical completion of the development and at any other time during the construction of the

development if requested in writing by the City Council as local planning authority in response to identified television signal reception problems within the potential impact area. The study shall identify such measures necessary to maintain at least the pre-existing level and quality of signal reception identified in the survey carried out in (a) above unless otherwise agreed in writing with the City Council as local planning authority.

Reason: To provide an indication of the area of television signal reception likely to be affected by the development to provide a basis on which to assess the extent to which the development during construction and once built will effect TV reception and to ensure that the development at least maintains the existing level and quality of TV signal reception as advised in PPG 8 and pursuant to policy

34) 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 Scheme 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:
 - a. evaluation trenching
 - b. informed by the above, targeted archaeological excavation
 - c. a targeted archaeological watching brief
2. A programme for post investigation assessment to include:
 - a. analysis of the site investigation records and finds
 - b. production of a final report on the significance of the archaeological and historical interest represented.
3. A scheme to disseminate the results of the archaeology to the local and wider community, commensurate with their significance.
4. Provision for archive deposition of the report and records of the site investigation.
5. 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 archaeological heritage interest publicly accessible.

35) No externally mounted telecommunications equipment shall be mounted on any part of the buildings hereby approved, including the roofs.

Reason: In the interest of visual amenity and pursuant to policy DC18.1 of the Unitary Development Plan for the City of Manchester

36) Prior to the commencement of the development, other than enabling works comprising demolition, piling and construction of the sub structure, details of a Local Benefit Proposal, in order to demonstrate commitment to recruit local labour for the duration of the construction of the development, shall be submitted for approval in writing by the City Council, as Local Planning Authority. The approved document shall be implemented as part of the construction of the development.

In this condition a Local Benefit Proposal means a document which includes:

- i. the measures proposed to recruit local people including apprenticeships
- ii. mechanisms for the implementation and delivery of the Local Benefit Proposal
- iii. measures to monitor and review the effectiveness of the Local Benefit Proposal in achieving the objective of recruiting and supporting local labour objectives

(b) Within one month prior to construction work being completed, a detailed report which takes into account the information and outcomes about local labour recruitment pursuant to items (i) and (ii) above shall be submitted for approval in writing by the City Council as Local Planning Authority.

Reason – The applicant has demonstrated a commitment to recruiting local labour pursuant to policies SP1, EC1 and DM1 of the Manchester Core Strategy (2012).

37) (a). Three months prior to the first occupation of the development, a Local Benefit Proposal Framework that outlines the approach to local recruitment for the end use(s), shall be submitted for approval in writing by the City Council, as Local Planning Authority. The approved document shall be implemented as part of the occupation of the development.

In this condition a Local Benefit Proposal means a document which includes:

- i. the measures proposed to recruit local people including apprenticeships
- ii. mechanisms for the implementation and delivery of the Local Benefit Proposal
- iii. measures to monitor and review the effectiveness of the Local Benefit Proposal in achieving the objective of recruiting and supporting local labour objectives

(b). Within 6 months of the first occupation of the development, a Local Benefit Proposal which takes into account the information and outcomes about local labour recruitment pursuant to items (i) and (ii) above shall be submitted for approval in writing by the City Council, as Local Planning Authority. Any Local Benefit Proposal approved by the City Council, as Local Planning Authority, shall be implemented in full at all times whilst the use is in operation.

Reason – The applicant has demonstrated a commitment to recruiting local labour pursuant to policies SP1, EC1 and DM1 of the Manchester Core Strategy (2012).

38) Foul and surface water shall be drained on separate systems.

Reason: To secure proper drainage and to manage the risk of flooding and pollution, pursuant to policy DM1 of the Core Strategy for the City of Manchester.

39) Prior to the commencement of any development, other than enabling works comprising demolition, piling and construction of the sub structure, a surface water drainage scheme, based on the hierarchy of drainage options in the National Planning Practice Guidance with evidence of an assessment of the site conditions shall be submitted to and approved in writing by the Local Planning Authority.

The surface water drainage scheme must be in accordance with the Non-Statutory Technical Standards for Sustainable Drainage Systems (March 2015) or any subsequent replacement national standards and unless otherwise agreed in writing by the Local Planning Authority, no surface water shall discharge to the public sewerage system either directly or indirectly.

The development shall be completed in accordance with the approved details.

Reason: To promote sustainable development, secure proper drainage and to manage the risk of flooding and pollution, pursuant to policy DM1 of the Core Strategy for the City of Manchester.

40) No development shall take place, other than enabling works comprising demolition, piling and construction of the sub structure, until surface water drainage works have been implemented in accordance with SuDS National Standards and details that have been submitted to and approved in writing by the local planning authority.

Reason: To promote sustainable development, secure proper drainage and to manage the risk of flooding and pollution, pursuant to policy DM1 of the Core Strategy for the City of Manchester.

41) No development hereby permitted shall be occupied until details of the implementation, maintenance and management of the sustainable drainage scheme have been submitted to and approved by the local planning authority. The scheme shall be implemented and thereafter managed and maintained in accordance with the approved details. Those details shall include:

- Verification report providing photographic evidence of construction as per design drawings;
- As built construction drawings if different from design construction drawings;
- Management and maintenance plan for the lifetime of the development which shall include the arrangements for adoption by any public body or statutory undertaker, or any other arrangements to secure the operation of the sustainable drainage scheme throughout its lifetime.

Reason: To promote sustainable development, secure proper drainage and to manage the risk of flooding and pollution, pursuant to policy DM1 of the Core Strategy for the City of Manchester.

42) Notwithstanding the details shown on the approved plans, prior to the commencement of development, other than enabling works comprising demolition,

piling and construction of the sub structure, final details of the design to the New Quay Street elevation shall be submitted to and approved in writing by the City Council as local planning authority. The development shall be carried out in accordance with the approved details.

Reason - In the interests of visual amenity, pursuant to policies SP1 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: 121721/FO/2018 held by planning or are City Council planning policies, the Unitary Development Plan for the City of Manchester, national planning guidance documents, or relevant decisions on other applications or appeals, copies of which are held by the Planning Division.

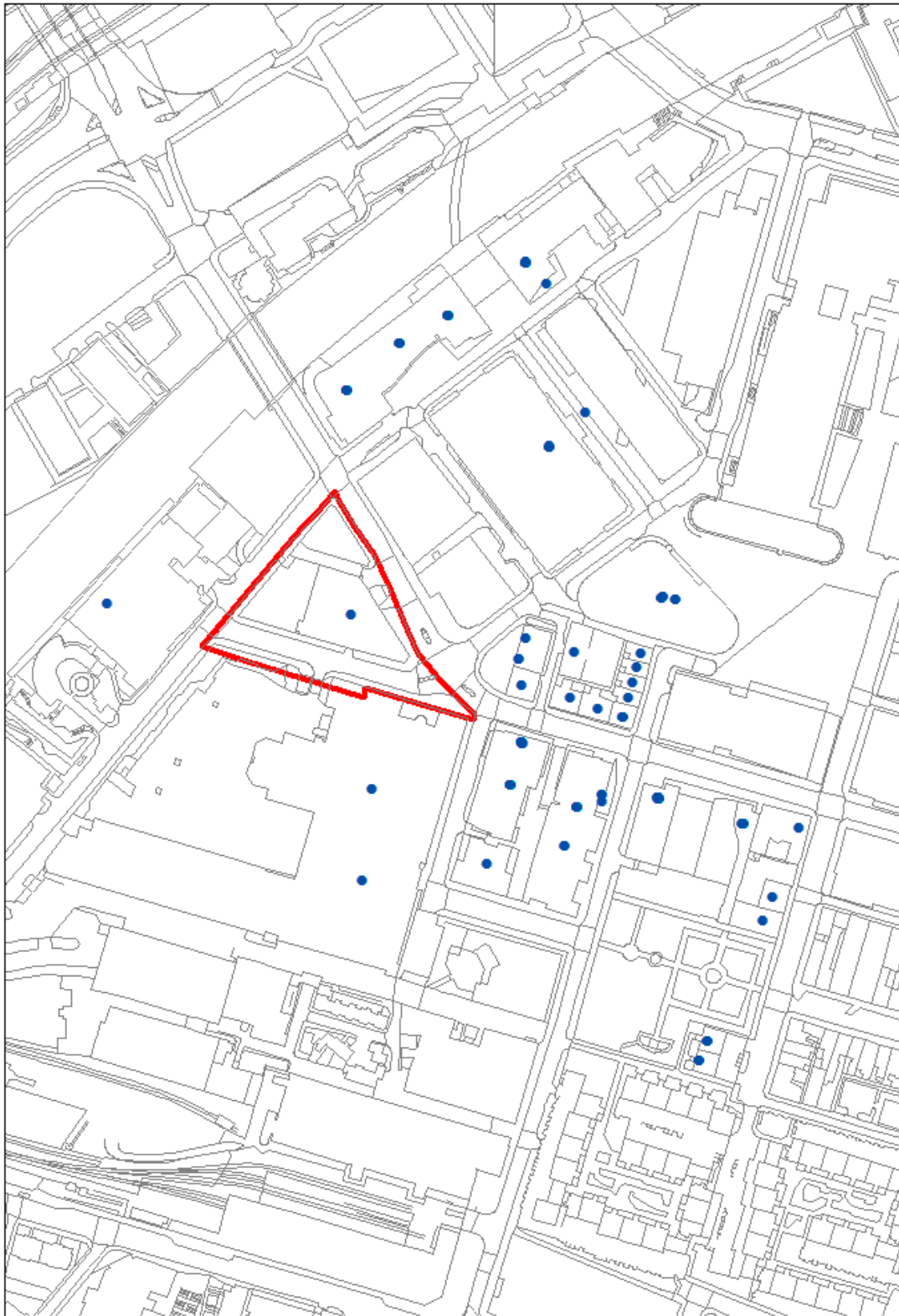
The following residents, businesses and other third parties in the area were consulted/notified on the application:

Highway Services
 Environmental Health
 Neighbourhood Team Leader (Arboriculture)
 Corporate Property
 MCC Flood Risk Management
 Environment & Operations (Refuse & Sustainability)
 Strategic Development Team
 Oliver West (Sustainable Travel)
 United Utilities Water PLC
 Canal & River Trust
 Greater Manchester Police
 Environment Agency
 Transport For Greater Manchester
 Greater Manchester Ecology Unit
 Greater Manchester Pedestrians Society
 Planning Casework Unit

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

Representations were received from the following third parties:

Relevant Contact Officer : David Brettell
Telephone number : 0161 234 4556
Email : d.brettell@manchester.gov.uk



 Application site boundary  Neighbour notification
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Application Number	Date of Appln	Committee Date	Ward
121014/FO/2018 and 121015/LO/2018	20th Sep 2018	17th Jan 2019	Piccadilly Ward

Proposal Erection of 23 storey building (land at no. 14-16 Piccadilly) plus plant level and conversion of adjacent building (no. 12 Piccadilly) (basement to fourth floor) to create 356 bedroom hotel above ground floor breakfast room and lobby.

LISTED BUILDING CONSENT for works associated with the erection of 23 storey building (land at no. 14-16 Piccadilly) plus plant level comprising conversion of 12 -14 Piccadilly (basement to fourth floor) to create 356 bedroom hotel above ground floor breakfast room and lobby.

Location 12 - 16 Piccadilly, Manchester, M1 3AN

Applicant Toyoko Inn Co Ltd, C/o Agent,

Agent Mrs Emma Jones, GVA HOW Planning, Norfolk House, 7 Norfolk Street, Manchester, M2 5GP

Background

Planning permission and listed building were granted in December 2007 (ref no's 082829 and 082830) for the conversion and refurbishment of the 4 storey former Union Bank (12 Piccadilly) a Grade II Listed Building and the erection of a 9 storey building on the adjacent vacant site to provide office accommodation throughout. The building would have been around 40m high.

Planning permission and listed building were granted in November 2013 (ref no's 103766/FO/2013/C2 and 103769/LO/2013/C2) for the conversion of the listed building and the erection of a 20 storey building to create a 258 bedroom hotel with a ground floor bar. The building would have been around 117m high.

These permissions have now expired. However, the principle of development on the site, including a new build hotel of 20 storeys and conversion of the existing listed building into a hotel use has been established. This current application comprises an updated version of the 2013 scheme by the same architect for a different hotel operator.

Description of site

The site measures 0.07 hectares and is bounded by Piccadilly, Gore Street and Chatham Street with the Waldorf Public House (Roby Street) and Indemnity House (no.7 Chatham St) immediately to the rear. It is occupied by the vacant Grade II Listed former Union Bank building at 12 Piccadilly and an adjacent surface level car park (14 -16 Piccadilly). It forms part of a wider island site bounded by Piccadilly, Gore Street, Roby Street and Chatham Street.



The site is adjacent to the Stevenson Square Conservation Area the boundary of which runs immediately to the north of the site and incorporates buildings on the opposite side of Piccadilly. It is adjacent to a number of Grade II Listed Buildings including the Malmaison Hotel, 77-83 and 107 Piccadilly, The Grand Hotel on Aytoun Street, 13,15 and 19 Paton Street, 68 Dale Street and The Crown Courts (Grade II*).

Indemnity House, Chatham Street is a non-designated heritage asset and forms part of the setting to the Listed Building, when viewed from Chatham Street.



The buildings on the vacant part of the site were demolished in c 1980, and the land has since remained undeveloped.

The local area is part of a key transport node which has a critical role to play in the city's economic regeneration. It is one of the main gateways into the city for both business and leisure visitors arriving by car and public transport.

The site is close to Piccadilly Station in an area that contains a mix of uses including hotels, residential, offices, shops, bars, restaurants and car parks. The main frontage is onto Piccadilly, which is a key pedestrian route between Piccadilly Station and the retail and commercial core.

The nearest residential properties are located within the Grand Apartments (1 Aytoun Street), Mercury Buildings (15 Aytoun Street), Aytoun Court (17-19 Aytoun Street) and Roby Court (1-12 Roby Street). A basement car park within Roby Court has access / egress onto Roby Street. The site is also overlooked by the Holiday Inn (Aytoun Street), Abode and Malmaison Hotels (Piccadilly).

The Listed building was built in 1911 and designed by Thomas Worthington and Son. It is constructed of Portland Stone and has a rectangular plan form with a chamfered corner that articulates the main ground floor former bank entrance. The tripartite elevations have channelled rustications to the ground floor, rusticated quoins to all angles of the upper floors and pedimented attic windows articulate the roof. The door at the junction of Chatham Street and Piccadilly is not original and has been replaced. The round-headed doorway on Piccadilly does have its original doors which provided access into office spaces on the upper floors.

Internally, there have been substantial alterations to the interior of the building. All three staircases that provided access to the basement have been removed. The ground floor formerly contained three offices and a corridor between the entrance on Piccadilly and the western entrance on Chatham Street. The western entrance on Chatham Street has been altered and is now a window opening. The Piccadilly entrance provides access to the retained staircase and lift that provides access to the basement and the upper floors. The entrance corridor is clad in coloured marble panels which has been altered and repaired in areas. A utilitarian staircase wraps around a modern lift.



Typical cornice detail and damage incurred by alterations to windows/ installation of suspended ceilings.



Example of the leaded glass windows to the stairwell.



Ground floor illustrating alterations to the plan form and windows (looking east)



Evidence of damaged moulded plaster ceiling of former Banking Chamber



Subdivision of the former office spaces at first floor level

The former large office spaces have been sub-divided and suspended ceilings have been inserted throughout which have had an adverse impact on areas of remaining historic fabric including an understanding of the volumes of space / ceiling heights and detailing. New openings have also been inserted between offices and to provide means of escape onto the roof. Surviving decorative elements are seen only in the moulded plasterwork ceiling to the Piccadilly entrance hall and the stained glass to the stairwell.

The building has largely been empty since Barclays Bank vacated it in 2006. Its condition has deteriorated and a new use is required to ensure it can be restored and brought back into active use.

One of the characteristics of the area is the presence of large individual buildings, which occupy regular and irregular island sites providing total site coverage. This creates a sense of a dense urban environment. Buildings vary in terms of height, scale, mass and bulk and the more modern developments around this side of Piccadilly are taller than is typically found within the adjacent Whitworth Street and Stevenson Square Conservation Areas. 111 Piccadilly is a 19 storey building and at Piccadilly Place bounded by Auburn Street, Whitworth Street, Aytoun Street and London Road there are buildings of between 10 and 14 storeys.

Development at Kampus on the former MMU site on Aytoun Street comprises 478 homes with ground floor commercial space within three buildings (1 x 12 to 15 storeys and 2 x 14 to 16 storeys) (ref no 112034). At New Manchester Square at the junction of Princess Street and Whitworth Street, construction is underway on a residential development comprising buildings of 15, 14 and 11 storeys, providing 351 homes above commercial uses.

Description of the Proposals.

The applications propose the erection of a 23 storey building (121m), plus a plant level, and the conversion of the listed building to create a 356 bed hotel comprising 116 single, 44 twin, 175 double, 6 deluxe double rooms and 15 accessible rooms (11 in listed building and 4 in the new building). There would be bedrooms on the first, second, third and fourth floors of the refurbished Listed Building. The hotel entrance would be on Gore Street where a ground floor lobby would link via stairs and a lift to a breakfast area, within the former banking hall of the Listed Building. Ancillary facilities comprising offices, plant space, cycle parking and a laundry would be in the basement of the Listed Building.

Parts of the wall facing Gore Street would be removed to create a light well and connections at the junction of the listed and new building. It is also proposed to remove an existing chimney which would abut the new build element.

The operator Toyoko (the applicant) focuses on sites close to railway stations and has over 270 hotels, with a total of 50,000 guest rooms in six countries including Japan, Cambodia, South Korea, the Philippines, France and Germany. They are looking to expand further in Europe and have recently completed hotels in Frankfurt and Marseille. Manchester would be their first UK hotel. It is intended to be a high-quality affordable business hotel.

The current proposal is an amendment to this most recently submitted scheme and would retain more of the internal fabric of the listed building including stairwell that would previously been removed. The height of the new build element has increased from 22 to 23 storeys as a consequence. The level at which the bronze concrete element is introduced has been raised above the level of the dentilled cornice and changes have been made to window openings which improve the interface on Piccadilly between the Listed Building and the new build element. Moving the entrance in the new building along by one bay and introducing a canopy has assisted wind mitigation.

The new build element would have a tri-partite composition defined by a clear base, middle and top. Its rectangular plan form would be divided into two parallel blocks, separated by a glass slot. The two blocks would be constructed in different materials. The northern block would be constructed of bronze coloured pre-cast concrete panels, and a series deep ribs measuring 100mm wide by 150mm deep would be applied. The southern block would be constructed from white pre-cast concrete panels, in a colour relating to the Portland stone on the listed building. The panels would be chamfered or angled. Panels at the top of the building would be angled to increase the expression of the floor height and provide greater articulation.

The works to the listed building would include:

- Mild detergent wash to the façade.
- Paint and repair all original windows to the Chatham Street and Piccadilly elevations.
- Replace non-original windows to the ground floor.
- Replace non-original door at the Chatham Street and Piccadilly corner.
- Retain original door to Piccadilly but prevent it from being a point of access.
- Remove all non-original alarms, door mechanisms and timber parts.
- Re-open the original entrance doorway to the Chatham Street elevation.
- Removal of parts of the south façade to form an internal light well.
- Restoration of the ornate ceiling to the banking hall.
- Retention of original skirting's, ceilings and mouldings.
- Demolition of the non-original internal partition walls.
- Removal of non-original ceilings and internal finishes.
- Alterations to ground floor office lobby and associated marble finishes.

It is intended to plant three street trees within the pavement to Piccadilly provided that below ground services would allow this. The development would be expected to achieve a BREEAM rating of at least 'very good'.

Waste would be split into the following bins and would be collected daily:

Blue - Pulpable material (recycled) - paper, cardboard, tetrapak etc - 2 x eurobins
 Brown - Co-mingled material (recycled) - glass, cans, tins, plastic etc – 3 x eurobins
 Green - Organic waste (recycled) - food stuffs etc - 1 x 240l bins
 Black General waste (non-recycled) - all non-recyclable 6 x eurobins

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).

The main entrance would be located adjacent to the corner of Piccadilly and Gore Street, with a secondary pedestrian entrance located at the corner of Piccadilly and Chatham Street. Service entrances would be located on Gore Street and Chatham Street. Two spaces on Chatham Street would be removed to accommodate the proposed loading bay. A visitor drop off/ pick up facility would be located on Gore Street for up to three vehicles, adjacent to the main entrance. The drop-off/ pick-up facility would be accommodated through the reconfiguration of the existing on-street parking bays. A total of five on-street parking bays are proposed to be introduced on the southern side of Gore Street. Overall therefore proposals would represent a neutral impact on the existing total number of parking spaces on Gore Street and Chatham Street.

The proposal does not include parking and it is envisaged that visitors who arrive by car would use car parks nearby. A Framework Travel Plan has been prepared in support of the planning application.

36 Cycle parking spaces are proposed for visitors and staff along with showering and changing facilities for staff.

In support of the proposal, the applicants have stated that the development would provide the following:

- The hotel would inject life and vitality into this part of the City activating the ground floor streetscape.
- The hotel would bring a long vacant listed building back into use. The investment will preserve the buildings' status and secure its future upkeep and maintenance, providing a positive benefit to the street.
- The high quality, tall building would contribute positively and sensitively to the urban grain and reinforce the grid structure of surrounding streets and buildings by reinstating the street edge and site corners.
- The scale, alignment and positioning of the proposal would relate to its context, and would be a positive addition to the skyline which would promote positive vistas across the City.
- The building would be seen from some parts of the adjacent conservation area and adjacent listed buildings but this would not have an adverse impact on the historic character of the area or the setting of buildings. This, together with the refurbishment of the former Union Bank, would ensure that the scheme would not adversely impact on the appreciation of the adjacent listed buildings or their setting.
- By creating interest and vitality, the proposal would remove the current adverse impacts that the adjacent site has on the street scene, on adjacent listed buildings and on the adjacent Stevenson Square Conservation Area.
- The conversion of the building would, subject to conditions relating to the detailed nature of the repair and reinstatement, have an acceptable impact on the character and historic fabric of the listed building.

- There has been a significant increase in the supply of hotel rooms in Manchester over the past five years, however this has been exceeded by demand growth. Occupancy rates for hotels are around 75%, indicating an undersupply in the market. Whilst there is a healthy supply of hotel rooms that are confirmed to come forward over the next 2 years, only a small proportion are economy hotels (221 rooms, or 17% of all confirmed rooms).
- CBRE have estimated that construction of Toyoko Inn will lead to construction investment of around £23m. Over a two year build period, it is estimated that this could support 175 temporary full time equivalent (FTE) construction jobs per annum. This includes jobs on-site as well as off-site in the development's wider supply chain (for example in pre-fabrication facilities).
- Based on operations at Toyoko Inn's other hotels in Europe, it is estimate that the proposed developed will support around 43 FTE jobs once operational, and £1.4m of annual Gross Value Added (GVA). These will be across a range of roles including managerial, front of house (receptionists and customer service) and back of house (housekeepers and maintenance).
- The hotel will also deliver a range of off-site employment through supply chain purchases made by Toyoko Inn and expenditure of wages injected into the local economy by direct and indirect workers. This is estimated to support around 15 FTE jobs and £0.4m annual GVA in Manchester.
- The economy hotel would offer breakfast only. This will encourage guests to purchase food and drink from outside the hotel, resulting in a positive impact to local businesses. Given the hotels' location on a main gateway into the city, it will enhance visitor's perception of the city, and help to drive footfall and further investment in this area of Manchester.
- Taking into consideration both the gross on-site employment (direct) and multiplier (indirect and induced) employment impacts, it is estimated that total gross employment impact of the Proposed Development is 58 FTE jobs, with an annual GVA impact of £1.8m.
- Toyoko Inn has also recently opened its UK Headquarters on Chorlton Street in Manchester – further demonstrating its commitment to this Site. The proposals are fully funded subject to planning permission and listed building consents being granted.

This planning application has been supported by the following information:

Supporting Planning Statement
 Tall Building Statement
 Statement of Community Involvement
 Design and Access Statement
 Application Drawings
 Verified Images
 Waste Management Strategy
 TV Reception Survey
 Sunlight / Daylight Impact Report
 Crime Impact Statement

Drainage Impact Statement
 Structural Philosophy Report
 Energy Statement Report

Ventilation Strategy Report
 Archaeology Desk Based Assessment
 Geo-Environmental Site Assessment
 Transport Statement
 Framework Travel Plan
 Acoustic Report
 BREEAM Pre-Assessment Report
 Economic and Regeneration Benefits
 Statement
 Environmental Wind Report
 Environmental Standards Statement
 Air Quality Assessment
 Ecology Survey Assessment

Consultations

Publicity – The occupiers of adjacent premises have been notified about the applications and they have been advertised in the local press as a major development, affecting the setting of a listed building and the setting of a conservation area (121014); and, as affecting a listed building and the setting of a conservation area (121015). Site notices have also been placed adjacent to the application sites. The occupiers of adjacent premises were re-notified about the applications following the submission of revised Sunlight and Daylight Reports.

15 Letters of objection were received with 1 objector reaffirming their objections following the re-notification. The objections relate mainly to concerns about the height, the impact on levels of sunlight and daylight within adjacent Apartments and traffic and highways issues during the construction and operational phases and are summarised below:

Height

- The height is excessive when the adjacent context including a number of listed buildings and a 22 storey building would not be appropriate within its context.

Traffic and Highways issues (Operational and Construction Phases)

- Roby Street forms the only entrance / exit points to car parks within adjacent buildings and consequently there is potential for the construction of this building (presumably a crane will be required to service the construction) to impact on this if the logistics of the development are not carefully planned and monitored including the potential for Gore Street to be closed which would provide no exit route for vehicles from those adjacent car parks;
- There are elderly and infirm people in adjacent buildings how will the safety implications for emergency vehicle access and access to adjacent disabled

parking bays and general building and car parking access / egress be retained to an acceptable level ?;

- The size of the development implies the need for significant levels of vehicle access during both the construction and operational phases, how will this be managed given the narrowness of the adjacent streets;
- Is there an opportunity to look at rationalising the management of traffic flows within the area as part of this application as currently you can access from Aytoun, Chatham, Roby and Gore Streets but only exit along Gore Street which leads to long queues from Chatham Street along Roby and into Gore;
- Traffic around this area is already gridlocked in Chatham St/Roby St/Gore St at peak times, including blocking the exit from the NCP car park. In addition, turning right onto London Road from Gore St, is difficult due to poor visibility caused by vehicles parked on Gore St. The development has the potential to make this worse due to the increased parking and coach drop off point;
- The application states that parking for residents will be available within the adjacent NCP car park but this is not operational 24 hours so how would this be managed?

Impact on levels of Sunlight and Daylight

- Due to the height of the development, it will severely impact on levels of natural light within adjacent apartments;

Other

- Residents and use of external amenity areas will be disrupted and inconvenienced as a result of substantial noise, dirt, service disruption and this will adversely impact on their quality of life;
- Thought must also be given to local residents during the development/building and their need to access the area. What measures will be put in place to ensure that residents are kept informed about the ongoing construction process and how this will impact on them? Previous developments in the area have been managed and implemented with complete disregard for residents;
- There is potential for increased noise for local residents particularly from disposal of rubbish and collections from Chatham St;
- Increased vehicles (customers, suppliers and staff of the hotel) will impact air quality and pedestrian safety in this area that already has problems with these issues.

1 letter of objection is from another hotel operator and has raised concerns about sunlight and daylight and privacy and overlooking impacts as follows:

Sunlight / Daylight

- The scheme would overshadow a number of adjacent buildings; the sunlight and daylight assessment has not considered the impact on adjacent hotels. Clause 2.2.2 of the BRE guide states that 'the guidelines may also be applied to any existing non-domestic building where the occupants have a reasonable expectation of daylight; this would normally include... hotels.'

- The Daylight Sunlight report also does not assess daylight distribution in the adjacent rooms – clause 2.2.5 of the guide states that ‘Both the total amount of skylight and its distribution within the building are important.’ As VSC measures daylight at the centre of a window, it does not show how that light is spread across the room behind and it is therefore usual to also run Daylight Distribution calculations.
- There are some serious non conformances, with the BRE guide methodologies and how it should be interpreted in the submitted Daylight Sunlight report. The CECE report seeks to set alternative benchmark target VSC values (13% instead of the BRE guide 27%) by taking the existing obstruction angle to the lowest adjacent window and setting an alternative VSC for all windows at all floor levels based on this. This is misleading in a number of ways:
 - Existing VSC values based solely on an unobstructed angle are not reliable as they do not fully take account sky visibility around a building opposite (which could increase the VSC value considerably)
 - VSC values at ground level are, in the majority of existing cases always going to be much lower than values on the floors above, meaning that the upper storeys will more than likely pass the test even with the new development in place (as can be seen from the report);
 - There is nothing in the BRE guide to support this methodology of setting an alternative target value in this situation. Appendix F of the BRE guide does discuss setting alternative target values based on an existing street scene but it refers mainly to mews style arrangements and it does not suggest at all that those alternative targets for ground floor windows can be applied to all windows at all floor levels;
 - If the windows that ‘pass’ the 13% VSC test are measured for the BRE allowed 20% reduction in VSC, we are certain that many more will fail the BRE guide requirements (and there are already a substantial number of fails noted in the report). The VSC values remaining after the development are extremely low in places.
 - Whilst Appendix F does discuss and give guidance on setting alternative VSC values, it must be appreciated that if alternative target VSC values of 13%, 16% and 22% are accepted (as opposed to 27%), the internal lighting enjoyed will be considerably reduced. Para 2.2.7 states that if the VSC with the new development in place, is both less than **27%** and less than 0.8 times its former value, occupants of the existing building will notice the reduction in the amount of skylight. The area lit by the window is likely to appear more gloomy and electric lighting will be needed more of the time.’

Privacy and Overlooking

- There would appear to be potential overlooking issues between the proposed development and adjacent properties including hotel accommodation given the close proximity of the proposed building with existing buildings

Manchester Conservation Area and Historic Buildings Panel – Commenting on the original design. The Panel felt that the proposals seemed to have more elegance than the previous scheme and that this was a suitable location for a tall building.

They would like to see greater consideration to the link between the two buildings as the architectural relationship was poor. A better solution would be to link the buildings via a 'piano noble' through both of the buildings and advised that the lower levels should be improved.

They noted that the entrance to the listed building is lost and will need a lot of signage and the entrance should be better defined.

The Panel would like to see more of the original building retained and felt that due to the level of alteration, the proposals were more of a façade retention. They noted that the stairwell was magnificent.

Historic England – consider that the revised design is a significant improvement on the original proposals in terms of retaining the historic fabric of the listed building, particularly fire places, cross walls, staircase and floors. They do not consider that the small increase in the height of the new build block would cause any appreciable additional harm compared to the original proposal. Any harm that does result would in any event be outweighed by the benefits of retaining the LB interior. So the proposals represent a clear improvement in heritage terms and in terms of the necessary justifications under NPPF 194 and 196.

Head of Highways- Have no objections and are satisfied that the scheme, with minor highway modifications is unlikely to generate any significant network implications. Impacts from construction and servicing requirements can be suitably addressed within Construction and Servicing Management Plans, recommended to be conditioned and attached to any future consent of the application.

Head of Regulatory and Enforcement Services – (Street Management and Enforcement) - Has no objections but recommends that conditions relating to the acoustic insulation of the premises and any associated plant and equipment, the storage and disposal of refuse, the hours during which deliveries can take place and the management of construction be attached to any consent granted.

Greater Manchester Police (Design for Security) – No objection subject to the recommendations contained in the Crime Impact Statement being implemented as part of the scheme.

Greater Manchester Ecology Group – Have no objections and note that no significant ecological constraints were identified by the developer's ecological consultant. They note that no evidence of bats was found and have stated that on this basis no further information or measures are required in relation to their protection. The provision of bird boxes and a 'green' roof is acceptable in terms of contributing to and enhancing the natural and local environment and they request that issues relating to, bats, nesting birds and landscaping are resolved via condition and /or informative.

Flood Risk Management Team – Have recommend that conditions should be attached to any consent granted to ensure surface water drainage works are implemented in accordance with Suds National Standards and to verify the achievement of these objectives

Environment Agency - Have no objections but have recommended conditions to mitigate the risks to adjacent ground and controlled waters and have recommended that guidance set out within their document 'Guiding Principles for Land Contamination' is followed.

TFGM (Metrolink) - Have no objections.

United Utilities will have no objection to the proposed development providing specific conditions are included in any planning permission granted to ensure that no surface water from this development is discharged either directly or indirectly to the combined sewer network and that the site must be drained on a separate system, with only foul drainage connected into the foul sewer.

Greater Manchester Archaeological Unit – A desk based archaeological study (DBA) has concluded that the site is most unlikely to retain any below ground archaeological interests or heritage assets of significance. They accept these conclusions and recommends that no further archaeological work is necessary.

Work and Skills – Recommend that a local labour condition is included for the construction and end use phases which incorporates a requirement to a provide report of local labour achievements.

Manchester Airport , Civil Aviation Authority and NATS Safeguarding - Have no safeguarding objections.

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, CC1, CC4, CC5, CC6, CC7, CC8, CC9, CC10, T1, T2, EN1, EN2, EN3, EN4, EN6, EN8, EN9, EN11, EN14, EN15, EN16, EN17, EN18, EN19, EC1, EC8, and DM1 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 DC 10.1, 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 - These provide 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, close to good public transport links, and would thereby reduce the need to travel by private car.

SO2. Economy - The hotel would help to improve the City's economic performance. It would provide jobs during construction along with permanent employment and facilities in the hotel, in a highly accessible location and would support the business and leisure functions of the city centre and the region.

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

SO6. Environment - The proposal would help to protect and enhance the City's built environment and ensure the sustainable use of natural resources, in order to: mitigate and adapt to climate change; improve air, water and land quality; improve recreational opportunities; so as to 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 7 & 8). Paragraphs 10, 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. Paragraphs 11 and 12 state that:

"For decision- taking this means: approving development proposals that accord with an up-to-date development plan without delay" and "where a planning application conflicts with an up-to-date development plan (including any neighbourhood plans that form part of the development plan), permission should not usually be granted. Local planning authorities may take decisions that depart from an up-to-date development plan, but only if material considerations in a particular case indicate that the plan should not be followed".

The proposed development is considered to be consistent with sections 5, 6, 7, 8, 9, 11, 12, 14, 15 and 16 of the NPPF

Paragraph 103 states that the planning system should actively manage patterns of growth in support of these objectives. Significant development should be focused on locations which are or can be made sustainable, through limiting the need to travel

and offering a genuine choice of transport modes. This can help to reduce congestion and emissions, and improve air quality and public health.

Paragraph 124 states that the creation of high quality buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities.

Paragraph 127 confirms that planning decisions should ensure that developments: will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development; are visually attractive as a result of good architecture, layout and appropriate and effective landscaping; are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities); establish or maintain a strong sense of place, using the arrangement of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit; optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development; create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users; and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience.

Paragraph 131 states that in determining applications, great weight should be given to outstanding or innovative designs which promote high levels of sustainability, or help raise the standard of design more generally in an area, so long as they fit in with the overall form and layout of their surroundings.

NPPF Section 6 - Building a strong and competitive economy and Core Strategy Policy SP 1 (Spatial Principles), Policy EC1 - Land for Employment and Economic Development, Policy EC3 The Regional Centre Policy CC1 (Primary Economic Development Focus) Policy CC4 (Visitors, Tourism, Culture and Leisure) and CC8 (Change and Renewal) – The proposal would help to bring forward economic and commercial development within the Regional Centre. It would deliver a hotel within a part of the City Centre identified in Policy EC1 and CC1 as a focus for primary economic development. The proposal would support the City's economic performance and would help to reduce economic, environmental and social disparities and create an inclusive sustainable community. The site is well connected to transport infrastructure.

The City Centre is a key location for employment growth and the proposal would create jobs during the construction and operational phases which would assist in building a strong economy. The hotel would use the site efficiently, improve a vacant site and building, enhance the sense of place within the area, and respond to the needs of users and employees by providing access to a range of transport modes and reducing opportunities for crime.

The proposal could help to assist the delivery of the broader long term objectives for the area, including those presented by HS2. Piccadilly Station is a focal point for

investment and the proposal would deliver a product that would complement other schemes in the development pipeline.

The development would be highly sustainable and would bring forward economic and commercial development within the Regional Centre. It would have good access to sustainable transport provision, maximise the potential of the City's transport infrastructure and would enhance 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 restore a vacant listed building. It would complement the well established community within this part of the City Centre and contribute to the local economy through guests using local facilities and services.

The development would help to create a neighbourhood where people would choose to be by enhancing the built and natural environment and would enhance and create character. The hotel would support the business and leisure functions of the city centre improving the infrastructure. It would offer product which would improve the range of accommodation options and would be close to visitor attractions including the City Art Gallery, the Northern Quarter and the Retail and Commercial Core.

NPPF Section 7 Ensuring the Vitality of Town Centres and Core Strategy Policies SP 1 (Spatial Principles) and CC2 (Retail) - One of the spatial principles is that the Regional Centre will be the focus of economic and commercial development, leisure and cultural activity and high quality city living. The proposal would support the creation of a neighbourhood which would attract and retain a diverse labour market. The hotel would significantly increase activity and would support the business and leisure functions of the city centre and the region and promote sustained economic growth.

NPPF Section 9 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 choices about how they travel and would contribute to sustainability and health objectives. The area is close to Piccadilly Station with its connections to the airport and beyond and Metroshuttle routes and should maximise the use of sustainable transport. A Travel Plan would facilitate sustainable transport use and the City Centre location would minimise journey lengths for employment and business and leisure activities for guests. The proposal would help to connect residents to jobs. The development would include improvements to pedestrian routes and the pedestrian environment which would prioritise pedestrian and disabled people, cyclists and public transport.

CC7 (Mixed Use Development), and Policy CC10 (A Place of Everyone) – This would be an efficient, high-density development in a sustainable location within the heart of the City Centre. Manchester's economy continues to grow post-recession and 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. The hotel would complement the existing mix of uses and would support local businesses through

supply chain arrangements and guests will be encouraged to use local restaurants and bars as these would not be provided on site.

NPPF Sections 12 (Achieving Well Designed Places), and 16 (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. The building would be classified as tall building within its local context but would be of a high quality which would raise the standard of design in the area. It would be appropriately located, contribute positively to place making and would bring significant regeneration benefits. The design would respond positively at street level. The positive aspects of the design of the proposals are discussed in more detail below.

A Tall Building Statement identifies key views and assesses its impact on these. It also evaluates the buildings relationship to its site context / transport infrastructure and its effect on the local environment and amenity. This is discussed in more detail below.

A Heritage Appraisal, Visual Impact Assessment and NPPF Justification Statement, have demonstrated that the development would have a beneficial impact on the surrounding area. Its present condition 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 adjacent 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 193 states that when considering the impact of a proposal on the significance of a designated heritage asset, great weight should be given to the asset's conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance.

Paragraph 194 states that any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification. Substantial harm to or loss of:

- a) Grade II listed buildings, or grade II registered parks or gardens, should be exceptional;
- b) assets of the highest significance, notably scheduled monuments, protected wreck sites, registered battlefields, grade I and II* listed buildings, grade I and II* registered parks and gardens, and World Heritage Sites, should be wholly exceptional.

Section 195 states that where a proposal will lead to substantial harm to (or total loss of significance of) a designated heritage asset, local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or total loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply:

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

Section 196 states that where a 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, where appropriate, securing its optimum viable use.

Section 197 states that the effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that directly or indirectly affect non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset.

Paragraph 200 states that Local planning authorities should look for opportunities for new development within Conservation Areas and World Heritage Sites, and within the setting of heritage assets, to enhance or better reveal their significance. Proposals that preserve those elements of the setting that make a positive contribution to the asset (or which better reveal its significance) should be treated favourably.

The proposal would re-use a currently vacant listed building and develop a surface level car park whose open nature 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 heritage assets.

The proposal would enhance 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.

Core Strategy Section 8 Promoting healthy communities - The creation of an active street frontage would help to integrate the site into the locality and increase levels of natural surveillance.

Saved UDP Policy DC20 (Archaeology) – It has been concluded that there is virtually no likelihood of any significant remains surviving below ground level and as such that

the development would not have an impact on any potentially significant remains on the site.

NPPF Section 14 (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. An Environmental Standards Statement demonstrates that the development 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. The proposal would follow the principles of the Energy Hierarchy to reduce CO2 emissions and is supported by an Energy Statement, which 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.

The surface water drainage from the development would be managed to restrict the surface water to greenfield run-off rate if practical, and to reduce the post development run-off rates to 50% of the pre development rates as a minimum.

The drainage network would be designed so that no flooding occurs for up to and including the 1 in 30-year storm event, and that any localised flooding will be controlled for up to and including the 1 in 100-year storm event including 20% rainfall intensity increase (climate change). The surface water management would be designed in accordance with the NPPG and DEFRA guidance in relation to SuDS

NPPF Section 15 (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), EN 16 (Air Quality), Policy EN 17 (Water Quality) Policy EN 18 (Contaminated Land and Ground Stability) and EN19 (Waste) - Information regarding the potential risk of various forms of pollution, including ground conditions, air and water quality, noise and vibration, waste and biodiversity and has demonstrated that the proposal would not have any significant adverse impacts in respect of pollution. Surface water run-off and ground water contamination would be minimised

The submitted Ecology Report concluded that there was no conclusive evidence of any specifically protected species regularly occurring on the site or the surrounding areas which would be negatively affected by site development. A number of measures to improve biodiversity are proposed. The Report concludes that, the proposals will have no adverse effect on any statutory or non-statutory designated sites in the wider area.

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 and this is 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. The Strategy states that coordination through the onsite management team would ensure the various waste streams throughout the development are appropriately managed.

DC22 Footpath Protection - The development will also improve pedestrian routes within the local area through street tree planting, ground floor activity and repaving.

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.

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.

Piccadilly Basin Masterplan and SRF – Piccadilly Basin represents a major strategic opportunity capable of delivering extensive and comprehensive redevelopment. Investment here will complement established regeneration initiatives elsewhere in the city centre, and in particular the north east at Ancoats and New Islington.

The proposed development lies adjacent to the SRF area and for the reasons set out below it is considered that the proposals would complement the aims, objectives and opportunities that the SRF seeks to secure.

HS2 Manchester Piccadilly Strategic Regeneration (SRF) and Masterplan (2018) –

The local area around the proposed development is a key transport node and has a critical role to play in the city's economic regeneration. Significant investment is planned in the local area, centring around Piccadilly Station. In 2018 a Strategic Regeneration Framework (SRF) was produced which covers investment in the station and surrounding area. The SRF sets out ambitious plans for the transformation of Manchester Piccadilly train station and the surrounding area into "a major new district for Manchester with a world class transport hub at its heart". The Application Site lies close to the area subject to the Piccadilly HS2 Masterplan / SRF. The purpose of the Masterplan is to set out a framework to ensure that the City is able to capitalise on the development opportunities presented by the arrival of HS2 and resulting expansion of Piccadilly Station which could transform the eastern fringes of the City Centre. Being in close proximity to the SRF Area the proposed development would support and compliment this next phase of growth in Manchester and enhance the City's productivity. This would contribute positively to the delivery of strategic regeneration objectives and be complimentary to the aim of improving connectivity between the City Centre and communities to the east including between New Islington to the north of the site.

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 Piccadilly. This identifies the wider Piccadilly area as having the potential for unrivalled major transformation over the coming years and notes that the additional investment at Piccadilly Station provided by HS2 and the Northern Hub represents a unique opportunity to transform and regenerate the eastern gateway to the city centre, defining a new sense of place and providing important connectivity and opportunities to major regeneration areas in the east of the city.

The City Centre Strategic Plan endorses the recommendations in the HS2 Manchester Piccadilly SRF

The proposed development would be complementary to the realisation of the opportunities set out above. It would enhance the sense of place that the recent refurbishment of Gateway House and the completion of the Holiday Inn on Aytoun Street have started to establish and which will be further enhanced by the completion of the Kampus development in 2020, whilst strengthening physical and visual links between the City Centre and key regeneration areas beyond.

The Greater Manchester Strategy, Stronger Together, - This is the sustainable community strategy for the Greater Manchester (GM) Region. The proposal will deliver the comprehensive refurbishment and redevelopment of an underutilised site within the City Centre in order to bring a new hotel franchiser to the City. The proposal will therefore help to achieve a number of key growth priorities set out within the GM strategy including the reshaping of the economy to meet global demand, building Manchester's global brand and improving international competitiveness

The Greater Manchester Strategy for the Visitor Economy 2014 – 2020 – This strategy sets out the strategic direction for the visitor economy from 2014 through to 2020 and is the strategic framework for the whole of the Greater Manchester city-region. It outlines how Manchester will seek to secure its share of the global tourism industry, not just with mature markets but also in the emerging markets of Brazil, Russia, India and China. It also sets out the potential for business tourism to make a considerable contribution to the prosperity of Manchester stating that the attraction of national and international conferences not only contributes directly to the local economy, but also supports wider city objectives of attracting talent and investment in key industry and academic sectors. One of the key aims of the strategy is to position Manchester as a successful international destination securing the Toyoko brand within Manchester will contribute towards that objective.

Destination Management Plan (DMP) – This is the action plan for the visitor economy for Greater Manchester that aligns to the tourism strategy, 'The Greater Manchester Strategy for the Visitor Economy 2017 - 2020'. The plan identifies what needs to be done to achieve growth targets by 2020. The activity includes not only the plans of the Tourist Board, Marketing Manchester, but also those of other stakeholders and partners including the ten local authorities of Greater Manchester, Manchester Airport, other agencies and the tourism businesses themselves. The DMP is a partnership document which is co-ordinated and written by Marketing Manchester but which is developed through consultation with all the appropriate stakeholders through the Manchester Visitor Economy Forum. The Forum comprises senior representatives from various visitor economy stakeholders' or The DMP has 4 Strategic Aims:

- To position Manchester as a successful international destination
- To further develop Manchester as a leading events destination
- To improve the quality and appeal of the product offer
- To maximise the capacity for growth

The proposed hotel would align with these aims, whilst securing this hotel brand within the City would should realise capacity for unlocking the region's international tourism potential.

Conservation Area Declarations

Stevenson Square Conservation Area Declaration

Stevenson Square conservation area lies adjacent to the site and is located on the north-eastern edge of the city centre of Manchester. The Stevenson square conservation area represents a significant portion of the city centre in which the

majority of Victorian buildings remain intact. The majority of buildings of architectural or historic interest in the conservation area are Victorian or early-20th century. Most are related to the cotton industry, often warehouses, showrooms or workshops. These buildings are taller than the earlier examples and create a varied matrix of building mass, divided by largely dark, narrow streets.

Development control in Stevenson Square is aimed at encouraging development and activity which enhances the prosperity of the area, whilst paying attention to its special architectural and visual qualities.

It was designated in February 1987 and was subsequently extended in December 1987 to include houses on Lever Street and Bradley Street

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 (Public Sector Equality Duty) of the 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 among the protected characteristics

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 2017 and National Planning Practice Guidance (2017).

The Town and Country Planning (Environmental Impact Assessment) Regulations 2017 specifies that certain types of development require an Environmental Impact Assessment (EIA) to be undertaken. Whilst the nature of the proposal is of a magnitude which would not fall within the definition of the thresholds set for “Urban Development Projects” within Schedule 2 given that the proposals fall within an area

where there are currently a number of major development projects approved and under construction and that it sits adjacent to the wider Piccadilly HS2 Masterplan Area the City Council has adopted a screening opinion in respect of this matter including cumulative impacts to determine if this level of assessment was necessary and to determine whether the proposed development was likely to give rise to significant environmental effects.

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

ISSUES

The Schemes Contribution to Regeneration – 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. There has been a significant amount of regeneration activity in Piccadilly area over the past 18 years as a result of private and public sector investment. Major redevelopment has taken place at Piccadilly Gardens, Piccadilly Basin, Piccadilly Station, Piccadilly Triangle and the former Employment Exchange on Aytoun Street. This will continue as new opportunities are presented by investment in HS2.

The development of this brownfield site would be consistent with a number of the GM Strategy's key objectives, including the Greater Manchester Strategy for the Visitor Economy. A hotel would support the growth of the City Centre as a visitor attraction and business destination, both domestically and internationally. It would be located adjacent to a major transport hub with exceptional connections and would help to promote sustainable economic growth.

Tourism is one of the key drivers of the City's economic growth. The City's tourist attractions attract a substantial number of domestic and international visitors and it is second most visited city in England for staying visits by domestic residents and third for international visitors. After London and Edinburgh it is the third busiest UK city destination for international visitors and 23% staying visitors are international. There has been a significant increase in the supply of hotel rooms in Manchester over the past five years, however this has been exceeded by demand growth. Occupancy rates for hotels are around 75%, indicating an undersupply in the market.

Its estimated value to Greater Manchester of the Visitor Economy is over £7.5 billion annually supporting around 92,000 FTE jobs. It is estimated by Marketing Manchester that 4.5 million visitors stay in Manchester every year generating 10.3 million overnight stays annually. The target is to increase this to 13.7 million by 2020, with a clear need for additional hotel rooms in Manchester to serve this future demand.

A broad range of hotel rooms is required in locations that are easily accessible to tourism and business leisure destinations. The diversification of the current offer would improve and enhance its attractiveness. Of the supply of hotel rooms that are

confirmed to come forward over the next 2 years, only a small proportion are economy hotels (221 rooms, or 17% of all confirmed rooms).

Toyoko Inn is one of Japan's biggest hotel brands with more than 270 hotels around the world. This would be its first hotel in the UK and would offer breakfast only. Guests would purchase food and drink from outside the hotel and therefore support local businesses. The hotel would develop a vacant and underused site on a main gateway and would enhance perceptions of the city, and help to drive footfall and further investment in the city centre.

The site is well suited to a hotel use given its city centre location, visibility and prominence on a key pedestrian route and proximity to Piccadilly Station. This is reflected in the fact that the Piccadilly area in the vicinity of the Station is developing into something of a hospitality hub to serve the City Centre.

The open nature of the site creates a poor appearance and has a negative impact on the street scene. It fragments the historic back of pavement building form and creates a poor arrival experience for visitors arriving from Piccadilly Station. The development would enhance the street scene and reinstate the historic building line and the design would respond to its context and the area's heritage.

This proposal would deliver significant regeneration benefits by repairing key street-frontages and helping to establish a sense of place. It would contribute to the economy and complement nearby hotel, residential and commercial uses. It would create employment during construction and permanent employment from the proposed end use and supply lines. It is estimated that the total gross employment impact of the proposal during its operational stage would be 58 FTE jobs, with an annual GVA impact of £1.8m.

CABE/ English Heritage Guidance on Tall Buildings

One of the main issues to consider in assessing these proposals is whether a building of 23 storeys is appropriate in this location. This is considered to be a tall building and as such it should be assessed against the relevant policies in the NPPF and Core Strategy Policies that relate to Tall Buildings and in terms of the criteria as set out in the Guidance on Tall Buildings Document published by English Heritage and CABE.

Design Issues, relationship to context and the effect on the Historic

Environment. This considers the overall design in relation to context and its effect on key views, listed buildings, conservation areas, scheduled Ancient Monuments, Archaeology and open spaces. In terms of the above the key issues for consideration relate to the appropriateness of a tall building in this location and its impact on the setting of listed buildings, including within the application site, and the adjacent Stevenson Square Conservation Area. The design has been discussed at pre-application with Historic England and a public engagement took place.

Principle of a Tall Building in this Location



The site is close to Piccadilly Railway Station which is one of the most important gateways into the city. Its principle frontage to Piccadilly is a key desire line for many people arriving in the City and the site is part of their first impressions of Manchester.

The site has largely been in its current condition for over 10 years and requires investment. The HS2 SRF seeks to ensure that areas around the Station can capture the opportunity that HS2 presents. This relates in particular to areas to the east of the station and around the arrival point for HS2 and the entrance sequence to the rest of the city centre is an important part of this.

Tall buildings can play an important role in shaping perceptions of an area. Tall buildings must be of the highest quality design, should relate sensitively to their context and should make a positive contribution to a coherent city/streetscape.

This is a relatively constrained site that contains a listed building. A quantum of bedrooms is required to ensure the scheme is viable and this, to some extent, has driven the height. The scheme proposed would make an efficient use of the site and would restore a vacant listed building and ensure its long term conservation. The principle of a tall building on this site has been established by previous permissions.

The site forms part of the setting of the adjacent Stevenson Square Conservation Area. The buildings on the north east side of Piccadilly within the Conservation Area are a mix of Victorian Commercial and Warehouse Buildings along with a number of later 20th Century buildings. 111 Piccadilly at the junction with Ducie Street adjacent to Piccadilly Station is considerably taller.

Outside of the Conservation Area on the south east of Piccadilly buildings are more varied in terms of age, style, scale and massing with many constructed during the past 15-20 years. These range from 7 to 15 storeys.

A building of the height proposed would act as a landmark and a gateway building which would signal arrival to the city and assist in legibility. It would enhance the sense of place, creating a point for orientation and reference. The proposal would be 'read' in conjunction with 111 Piccadilly which is located diagonally opposite forming part of the entrance sequence to the city.

Tall buildings need to be exceptional in terms of architectural form and design quality. The Core Strategy seeks to ensure that tall buildings complement the City's key building assets including designated and non designated heritage assets and make a positive contribution to the evolution of a unique, attractive and distinctive Manchester. It is also necessary to consider the impact on its local environment, on the skyline and how it would add to its locality. Tall buildings should enhance the character and distinctiveness of an area without adversely affecting established valued townscapes or landscapes, or intruding into important views.

The appearance of this vacant site does cause harm to the setting of the adjacent Stevenson Square Conservation Area, the setting of the adjacent listed buildings and the quality and character of the townscape. It erodes the street pattern, interrupts the prevailing building line, creates a fragmented streetscape and evokes a sense of dereliction. All of this affects and weakens the character and appearance of the area, creating a poor impression of the City and a lack of street level activity. In terms of the sense of dereliction, it is notable that within the past 18 months there have been a series of security breaches of the listed building (number 12) which have resulted in unauthorised access and occupation.

The site presents an opportunity to preserve and enhance the setting of the adjacent Conservation Areas, and preserve the setting of adjacent listed buildings and the wider street and townscape whilst preserving the historic interest and special architectural features of the Grade II Listed 12 Piccadilly in line with policies within the Planning Act, NPPF and Core Strategy as well as sections 66 and 72 of the 1990 Listed Buildings Act which have been outlined above.

Paragraph 127 of the NPPF advocates development which adds to the overall quality of an area, establishes a sense of place, is visually attractive as a result of good architecture, is sympathetic to local character and which optimises the potential of the site.

The proposal would provide a sense of enclosure, define the street block and its dense urban grain and follow the historic back of pavement building line. The height has to some extent been dictated by the need to incorporate and restore the listed building.

The apparent mass of the building would be broken down by the provision of a glazed slot which would create the appearance of two elegant forms rather than a single volume. The northern component would be raised by one storey to reinforce this articulation and the building would contribute positively to the skyline. This slender contemporary design would be viewed as a separate building and a modern intervention ensuring that the robust listed building retains its prominence in the area,





The building would have a tri-partite composition which reflects that of the adjoining listed building. The tri-partite elevations are defined by a clear base, middle and top. The 4 storey base is proportioned to reflect the height of the buildings that constitute the 3/5 storey urban block that is bounded by Chatham Street, Piccadilly, Gore Street and Roby Street. It would provide a human scale to the streetscape and together with the reuse of the ground floor of the listed building, would help to provide a vibrant streetscape. The middle portion would include a repetitive rhythm with the upper storeys forming a distinctive crown.



The ground floor uses and treatment would respond to the immediate context and would maximum the impact on Gore Street and Piccadilly. This would help to integrate the site into its urban context and reinforce the definition of the streetscape.

Impact on Designated and Non Designated Heritage Assets and Visual Impact Assessment

(a) Heritage Assessment

The submitted Heritage Statement has concluded the following:

- The special architectural and historic interest of 12 Piccadilly has been recognised by its Grade II listed status.
- The interior of the building is of low-to-negligible significance. However, the extent of alteration proposed would not adversely impact the special architectural interest of the building within the context of the wider townscape.
- The setting of the listed building is currently adversely affected by the gap site to the south.
- The potential physical impact of the proposals on the Grade II listed former bank building will result in 6 instances of minor beneficial impacts, 2 instances of minor adverse impacts and 1 instance of moderate adverse impacts.
- The value/importance of the individual heritage assets identified within the views and the value/ importance of the views as a whole would be subject to a minor beneficial magnitude of change.
- Manchester City Council does not have any protected views and tall buildings have previously been encouraged in this part of the city.
- The zone of visual influence and key views were discussed and agreed with English Heritage at pre-application stage in order to assess the potential visual impact of the proposed scheme.
- The zone of visual influence diagrams has demonstrated that the new build element of the scheme will not be visible from the majority of the adjacent Conservation Areas (Stevenson Square/ Smithfield).
- The proposals cannot be considered as resulting in anything more than instances of “*less than substantial harm*” due to the fact that the special architectural interest of the Grade II former bank building and the setting of nearby listed buildings and character of the adjacent conservation areas will not be fundamentally compromised.
- The substantial public benefits of the proposed scheme will outweigh any instances of less than substantial harm.

The buildings architectural and historic interest, and aesthetic and historical value are principally derived from its external appearance, which is of high significance. There are internal features which are worthy of retention but the character has been eroded by the removal of staircases and the introduction of partitions and therefore is of less value. The building is considered to have low communal and group value.

(b) Impact on Fabric of Listed Building

The design of the scheme has changed since the original submission and an original stairwell and stained glass windows would be retained. The specific impact on the fabric of the listed building is as follows:

- The south wall would be altered to create localised openings to the new building, including a former chimney breast. This would cause a minor erosion

of the buildings plan form and have a minor adverse impact. All fireplaces have previously been removed.

- All modern internal partitions would be removed. The plan form is of low value as it has been substantially altered and the impact would be negligible.
- The retention of the original stairwell and stained glass windows would have a beneficial impact.
- Removal of the modern lift shaft would enhance the ability to understand and appreciate the stairwell and its plan form and be a minor beneficial impact.
- The ground floor windows are not original and would be replaced with a type more in keeping with the historic building. This would have a minor beneficial impact as it will enhance the aesthetic value of the building and the ability to appreciate and understand it.
- It is proposed to remove a non-original corner door and replace it with one more in keeping with the historic building creating a minor beneficial impact that would enhance the aesthetic value of the building and the ability to appreciate and understand it.
- A former entrance door would be re-provided in a window opening on Chatham Street. This would have a minor beneficial impact enhancing the aesthetic value of the building and the ability to appreciate and understand the heritage asset.
- The external stonework would be cleaned which would have a minor beneficial impact enhancing the aesthetic value of the building and the ability to appreciate and understand the heritage asset.
- Remaining historic skirting's, mouldings and ceilings would be retained and restored including the ornate ceiling to the former ground floor banking hall. This would enhance to the ability to understand and appreciate the aesthetic value of the building and result in a minor beneficial impact
- There are some marble finishes to the lobby to the entrance area off of Piccadilly and the investigation of the retention and reuse of these within the listed building would be a condition of any consent granted.

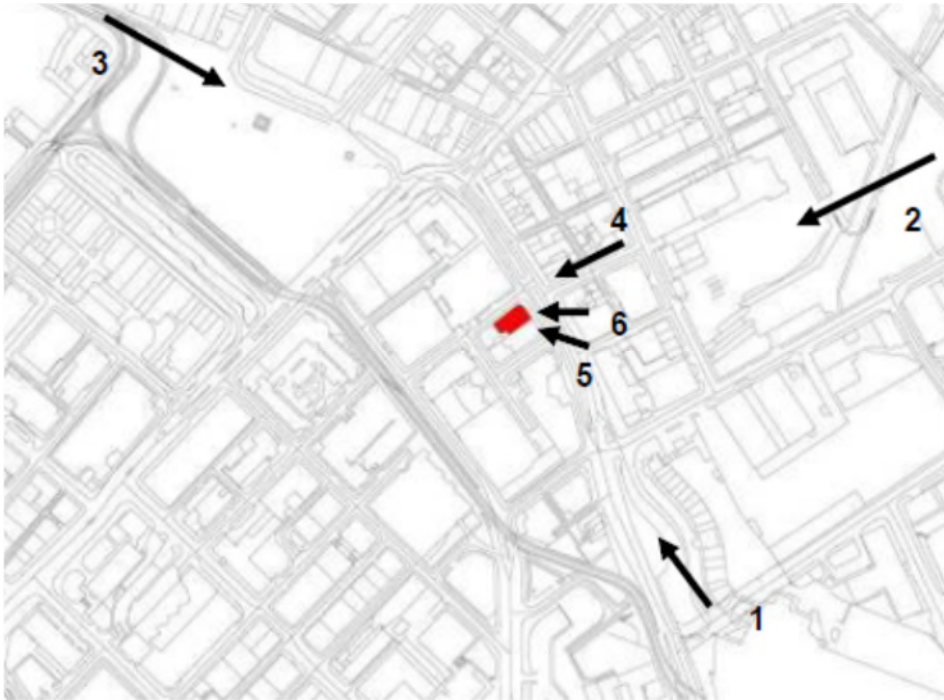
The physical impact of the proposals on the building would overall beneficial. Instances of minor adverse impacts relate to the alteration and removal of historic fabric to incorporate the new build element to the building. The beneficial impacts relate to the removal of elements that detract from the buildings architectural value, such as the non-original ground floor windows. It is considered that these impacts, which would allow the re-use of the building, would cause less than substantial harm.

(c) Impacts on setting of listed buildings, conservation area and townscape.

When seen from the radial approaches to the city, the city centre skyline expresses the density of the City. There are numerous tall buildings which form important elements of Manchester's skyline and they are an essential part of the character of any dynamic city.

There are historic buildings on Piccadilly alongside larger, more modern developments. However, the historic heritage assets do remain dominant against the mid-late 20th Century development and this would not change as a result of this proposal.

A visual assessment, agreed with Historic England, has analysed the visual impact of the scheme on the heritage significance of 6 key views using photomontage / CGI perspectives.



This has considered the potential impact of the proposal on the setting of adjacent listed buildings and conservation areas and has demonstrated a beneficial impact. Diagrams showing the Zones of visual influence demonstrate that it would not be visible from the majority of the Stevenson Square Area, and therefore the character and appearance of these heritage assets as a whole would not be impacted by it. The development would largely be read as a new element within the skyline or as a landmark.

The proposal would relate to other taller buildings in the area at 111 Piccadilly and Piccadilly Place. It would be considerably higher than the historical built form in the area, but this does not mean that it cannot be successfully integrated within the street scene.

The principle of taller buildings has been established within this part of the City Centre by the previous 9 and 20 storey consented schemes on this site and a previously consented scheme for a 44-storey tower on the former Dept. for Employment building site (now the site of the Holiday Inn Hotel).

Viewpoint 1 – impact assessment

The proposal would be highly visible within this view and help provide a sense of enclosure by creating a vertical counterbalance 111 Piccadilly on the right of the view. The building would be a landmark that would encourage movement through the area to the rest of the city centre beyond. The development would not affect the heritage values of the assets in the view, or the view as a whole, or the ability to appreciate those values. Consequently, the overall impact will be negligible.

***Viewpoint 2 – impact assessment***

The proposal would be read as a new element on the skyline, creating a point of interest, encouraging movement through the city. The form and materiality would not compete with those of the heritage assets and would be read as a backdrop to them. As the development would not affect the heritage values of the assets in the view, or the view as a whole, the impact and significance of its effects on this view is negligible.



Viewpoint 3 – impact assessment

The north elevation of the proposal would be visible above No.1 Piccadilly and would read as a new marker in the skyline, creating a point of interest, encouraging movement through Piccadilly Gardens and beyond to Piccadilly Station. As the development would not affect the heritage values of the heritage assets in the view, or the view as a whole, the overall impact and significance of its effects on this view is negligible.



Viewpoint 4 – impact assessment

The west elevation of the proposal would be highly visible. The Grade II listed building would be integrated back into an active streetscape creating vitality and interest, which would enhance its heritage values. The listed building would be enhanced by being cleaned and the installation of ground floor windows and an entrance door that are more in keeping. This uplift would further enhance activity and vitality. The overtly contemporary form, articulation and materiality of the new build in this view would provide a backdrop to the listed building and would not over dominate it. It would enhance the heritage values of the heritage assets and the ability to appreciate those values. Consequently, the overall impact and significance of effects would be moderately beneficial.



Viewpoint 5 – impact assessment

The proposal would enhance the streetscape by putting the gap site back into active use and integrating the Grade II listed building back into the streetscape. The vertical emphasis of the new build would contrast with the horizontal emphasis of the adjacent development creating a balanced, cohesive urban street enclosure. The principal entrance is to the south on Gore Street, which would reactivate and revitalise the surrounding area. This would afford the listed building some predominance to Piccadilly as it would provide the main entrance / exit from the breakfast area which adjoins and complements the hotel function. The enhanced appearance of the listed building, through replacement windows and cleaning of the stonework would enhance its heritage value. The overall impact and significance of effects would be minor beneficial



Viewpoint 6 – impact assessment

The proposal would enhance the streetscape by providing an active use on the gap site and integrating the listed building back into the streetscape. The principal entrance on Gore Street, would reactivate and revitalise the surrounding area. The enhanced appearance of the listed building, through replacement windows and cleaning of the stonework would enhance its heritage values and the overall impact and significance of effects would be minor beneficial.

The value/importance of the individual heritage assets identified within the views and the value/ importance of the views as a whole would have a minor beneficial magnitude of change. The proposal would not prevent the appreciation or significance of the townscape value of the existing building or the ability to appreciate the heritage values of the adjacent listed buildings. The buildings in the conservation

area would by their very nature retain their own distinctive and unique character and would not be dominated or adversely affected by the new building.

The current condition of the site harms the character of the Stevenson Square Conservation Area, the setting of adjacent listed buildings and the quality and character of the townscape. This adversely affects the character and appearance of the area.

It is considered that the proposal would be an appropriate urban design response to the adjacent heritage assets. The vacant area can accommodate a taller building without adversely impacting the setting of the adjacent conservation area or listed buildings. It would add a positive element to the Manchester Skyline and compared with the current vacant site and listed building, would create a good first impression for people arriving in the City.

The derelict site and its lack of built form adversely affects the setting of the listed building. The denser urban grain of the streets to the north and west would limit views of the new build and would not affect the setting of the building from these views. Consequently, the understanding and appreciation of the Listed Building's setting would not be impacted to the extent that permission should be refused.

The repair and restoration of the listed building would be beneficial to its fabric and its setting. Whilst the new building and its connection to the listed building would have an impact on its fabric and setting, the interface between the new and existing would result in a clear distinction between new and old.

In view of the above, it is considered that the scale, alignment and positioning of the new building would not be out of context, and would be a positive addition to the skyline. The new structure would be seen from some parts of the adjacent conservation area and in views of adjacent listed buildings but this would not have an adverse impact on the historic character of the area or the setting of buildings within the area. This, together with the refurbishment of the former Union Bank, would ensure that the scheme would not adversely impact on the appreciation of the listed buildings or their setting indeed it would enhance their setting and better reveal their significance. By creating interest and vitality the proposed building would remove the current adverse impacts that the adjacent site has on the street scene, on adjacent listed buildings and on the adjacent Stevenson Square Conservation Area.

(d) Consideration of the merits of the proposals within the National and Local Policy Context relating to Heritage Assets

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 16 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 193, 194, 196 and 197.

The Planning Practice Guidance note that accompanies the NPPF notes that sustaining heritage assets in the long term often requires an incentive for their active conservation. Putting heritage assets to a viable use is likely to lead to the investment in their maintenance that is necessary for their long-term conservation

The NPPF (paragraph 193) stresses that when considering the impact of a proposal on the significance of a designated heritage asset, great weight should be given to the asset's conservation. This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance. Significance of an asset can be harmed or lost through alteration or destruction or by development within its setting. As heritage assets are irreplaceable, any harm or loss should clearly and convincingly justified.

It is considered that the impacts of the proposal on the listed building, its setting and that of adjacent listed buildings and the adjacent Stevenson Square Conservation Area would be less than substantial. Paragraph 196 of the NPPF states 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, where appropriate, securing its optimum viable use.

Paragraph 20 of the NPPF Planning Practice Guidance states that Public benefits may follow from many developments and could be anything that delivers economic, social or environmental progress as described in the National Planning Policy Framework (paragraph 7). Public benefits may include heritage benefits, such as:

- sustaining or enhancing the significance of a heritage asset and the contribution of its setting
- reducing or removing risks to a heritage asset
- securing the optimum viable use of a heritage asset in support of its long term conservation

It is considered that the proposals would meet all of the above criteria

The public benefits arising from the development, would include:-

Heritage Benefits

The key heritage benefit would be securing the optimum viable use for this vacant listed building, supporting its on-going occupancy, maintenance and long term conservation, and the re-use of the adjacent long vacant site.

Whilst the removal of some historic fabric, i.e. areas of the south wall and the rear staircase (ground floor to basement), would have an adverse impact, this is more than outweighed by the substantial heritage benefits of the scheme which would ensure the heritage values of the building are enhanced through: Putting the building

back into active use; Cleaning of the stonework; Retention of the original window; Removal of non-original windows and suitable replacement (ground floor level); Reinstatement of the entrance to the north elevation; Removal of non-original door to the corner entrance and suitable replacement; Removal of the lift from the stairwell of the principal staircase; Restoration of the stained-glass panels within the principal staircase; Partial retention and reuse of the marble linings of the hallway; Restoration of the ornate ceiling to the banking hall; Retention of original skirting's, ceilings and mouldings; Removal of the non-original internal partition walls; and Removal of non-original ceilings and internal finishes.

Wider public benefits

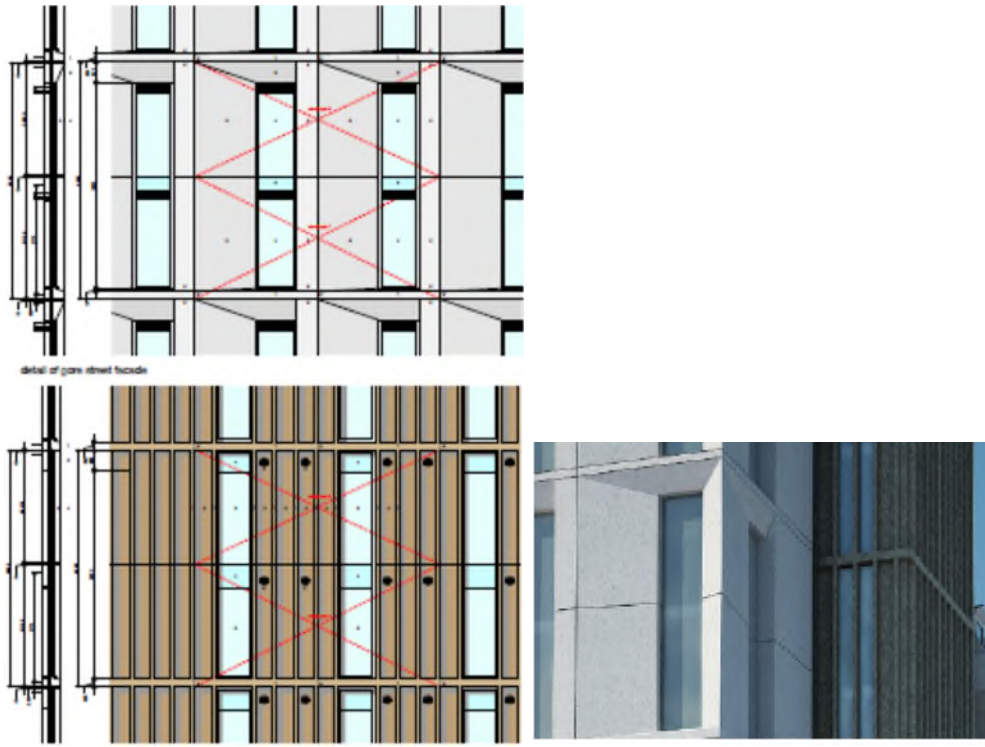
Whilst outlined in detail elsewhere in this report of the proposals these would include:

- Securing £90 million of direct investment into the local economy. This investment will deliver a significant number of new jobs during both the construction and operational phases of the hotel both directly and indirectly i.e. as a consequence of a commitment to use local supply chains
- With an estimated 90,000 stays per year, some of which will be new visits to the city as a consequence of the introduction of this hotel chain, additional spending will be generated in the local economy which will result in further spin-off economic benefits
- The proposal is essential to improve the first impressions and perceptions of the city.
- Improving the quality of the local environment through the improvements to the building's exterior and enhancing the wider arrival experience from Piccadilly.
- Providing equal access arrangements for all into the building;
- Increasing activity at street level through the creation of an 'active' ground floor providing overlooking, natural surveillance and increasing feelings of security within the city centre.

Officers consider that the benefits of the proposal would outweigh the level of harm caused to the affected heritage assets, and are consistent with the paragraph 196 of the NPPF and address sections 66 and 72 of the Planning Act in relation to preservation and enhancement.

As has been demonstrated, the proposals cannot be considered as resulting in anything more than instances of "*less than substantial harm*" due to the fact that the special architectural interest of the Grade II former bank building and the setting of nearby listed buildings and character of the adjacent conservation area will not be fundamentally compromised. The less than substantial harm would be demonstrably outweighed by the substantial public benefits.

Architectural Quality



The key factors to evaluate are the buildings scale, form, massing, proportion and silhouette, materials and its relationship to other structures. Tall building developments should bring forward an exceptionally well considered urban design response and due to its wider visibility and prominence the architectural quality of a tall building needs specific attention.

The building would have a tri-partite subdivision that is typical of the larger historic buildings within the Conservation Area with the materials and fenestration arrangement clearly helping to differentiate the ground floor, the middle section and the skyline.

The external appearance of the building has been considered in terms of its immediate context, in more distant views and its interface with the listed building. The relationship of the modern and historic components has been appropriately and sensitively detailed. The elevations would adopt a modern interpretation of the classical grid and display a clean surface treatment by adopting a simple modern form. The design would create a sense of scale, order and proportion on the building.

The two parallel elements separated by a glass slot, would be articulated in different materials and façade treatment. The northern element would be constructed from repetitive bronze coloured pre-cast concrete panels to which a series of 100mm wide by 150mm deep ribs would be applied. This would provide a simple and elegant elevation that would help to give order to the window openings. In contrast, the southern slab would be constructed from contrasting white pre-cast concrete panels that echo the colour of Portland stone, of the listed building. Furthermore, the southern element would have a highly articulated façade of angled panels which would add a richness to the composition. This would reflect its landmark status when

viewed from Piccadilly Station Approach. At the top of the building, which is the most visible part of the design from distant views, the floor heights would be increased and angled to provide greater articulation. A dark granite stone plinth would continue the rustication at the base of the listed building.

The quality of the detail, including window recesses and interfaces between the different components are key to creating a successful development. The layering, detailing and highly modelled design should ensure that the building responds well to its context.

The north and south elevations are of great significance and have a significant impact on the skyline. The east and west elevations, by comparison, are read as very slim gables that a relatively mute. Their role is to visually retain the vibrancy of the principle elevations and provides punctuation to the architectural composition.

Buildings within the area have differing tones and textures and whilst particularly around Dale Street and Tariff Street the pre-dominant material is red-brick the buildings fronting onto some parts of Piccadilly including the listed building within the site are Portland Stone. Therefore in terms of tones, the use of concrete panels in this location is considered appropriate.

The concrete panels would be made from a Portland Stone aggregate and would relate to the Portland Stone of the listed building and provide visual connection and continuity. The architectural language would provide a clear definition between the new and the old. The bronze coloured concrete element would provide a differing tone picking up on the darker palette of the existing roof.

In recent years many developments have successfully used large format pre-cast concrete panels as a façade material, including numbers 1 and 2 St Peter's Square. It is considered that with the right detailing and quality control mechanisms in place, which can be controlled by a condition attached to any consent granted, these materials are appropriate and would deliver a high quality design. It is considered that the proposed materials would reflect the materials found within the wider Piccadilly Area complement the wider townscape in terms of colour and textures.

The building layout would help to animate the street and would improve the quality of the streetscape considerably. The high quality and distinctive design of the new build would add to the overall quality of the locality and further enhance the legibility that its height would afford.

Contribution to Improving Permeability, Public Spaces and Facilities and Provision of a Well Designed Environment

This development and the reinstatement of the Piccadilly and Gore Street frontages would enhance connections from Piccadilly Station. It's height would create a strong wayfinding feature and would aid navigation for visitors.

The investment would improve the perception, and user experience, on this strategic route. The hotel would create the right first impression for those arriving at Piccadilly Station.

Improvements to the pedestrian environment would improve legibility and improve linkages to adjacent areas. The scheme would provide passive security on Piccadilly, Gore Street and Chatham Street and improve safety and will have a significant impact in terms of lifting and revitalising the area.

Credibility of the Design

Proposals of this nature are expensive to build so it is important to ensure that the design and architectural intent is maintained through the detailed design, procurement and construction process. The design team recognises the high profile nature of the proposal and the design response is appropriate for this prominent site the range of technical expertise that has input to the application is indicative that the design is technically credible.

The design team has confirmed that the proposed window frames of 50mm will be sufficient to accommodate the standard of glazing required in the acoustic report.

The proposal has been prepared by a design team familiar with the issues associated with developing high quality buildings in city centre locations, with a track record and capability to deliver a project of the right quality.

Toyoko Inn is a proven hotel operator and has shown it's commitment to this project by opening it's UK Headquarters in Manchester and responding to MCC's comments both pre and post submission on this project.

Relationship to Public Transport Infrastructure (Parking, Servicing and Access, Green Travel Plan / Cycling including Disabled Parking provision)

This proximity of Piccadilly Rail Station, the tram network and Piccadilly bus station would encourage the use of sustainable forms of transport and should reduce reliance on the private car.

The proximity to shops, restaurants, bars and visitor attractions mean that many guest would access these facilities by walking.

The provision of on-site parking is constrained by the characteristics of the site and the need to ensure that the scheme enhances vibrancy, street level activity and maximises passive surveillance. The provision of parking would greatly reduce the 'active' contribution which the development would make to surrounding streets.

The hotel would be marketed as a car-free and guests would receive travel packs with information about sustainable travel options. Should guests require a parking space, there are spaces available within nearby car parks.

Cycle parking for guests and staff would be located within the basement (36 spaces)

A condition is recommended requiring that a Travel Plan be agreed prior to occupation with implementation to be monitored and revised, if necessary, within 6 months of occupation.

The operation of the hotel would require a number of deliveries each day. The service entrance would be located on Chatham Street adjacent to a proposed loading bay. This entrance would connect with the back of house facilities on the ground floor, including pantry kitchen. It also provides access to the basement via a lift and dedicated stair, where the plant, bin store, cycle store, laundry and staff welfare facilities are located.

A Transport Statement concludes that the proposal would not adversely affect the operation of the highway or transport network and meets the criteria set out in national and local policy for sustainable development and that overall impact of the development on the local transport network is likely to be minimal.

Given the above the proposal would not produce a significant increase in traffic flow/loading requirements on the streets surrounding the development.

Sustainability

Larger buildings should attain high standards of sustainability because of their high profile and impact. An Environmental Standards Statement (ESS) and Energy Statement (ES) has assessed the physical, social, economic and other environmental effects of the proposal and how it relates to sustainability objectives. The ESS sets out the measures that could be incorporated across the lifecycle of the development to ensure high levels of performance and long-term viability and ensure compliance with planning policy. The requirements for CO₂ reductions set out within the Core Strategy would be met through minimising energy demand and meeting any demand efficiently through adopting the lean, clean and green energy hierarchy.

The site is located within a highly sustainable location within close proximity to a wide variety of public transport services which thereby reduces the impact the development will have on the environment.

The building includes environmental design features which will contribute further to reducing its environmental impact. An Environmental Standards and Energy Statement demonstrates that the development would accord with a wide range of principles intended to promote the responsible development of energy efficient buildings integrating sustainable technologies from conception, through feasibility, design and build stages and also in operation. The development would aim to achieve a BREEAM 'Very Good' rating.

The Environmental Standards Statement further explores the measures that could be put in place to reduce the site's contribution to the causes of climate change by minimising the emissions of CO₂, by reducing the site's needs for energy and by providing some of the requirement by renewable/sustainable means. Issues such as water, waste and biodiversity are also further addressed within the Statement.

Good design would minimise energy usage in accordance with the Energy hierarchy, improving the efficiency of the fabric and using passive servicing methods, including thermal performance and air tightness above Building Regulations requirements, before the application of energy reducing and then low carbon technologies.

Proposed features include

- Reduction of carbon emissions will be sought through a combination of: improved fabric performance; energy efficient mechanical and electrical servicing; and LZC (low or zero carbon) technologies including air source heat pumps.
- Passive measures such as external solar shading devices will reduce the influence of solar gains during summer months whilst not reducing desirable solar gains in the winter months
- Lighting - Energy efficient lighting would reduce electrical demand.
- Hot Water - The hot water cylinder will be insulated to achieve low standing losses.

Effects on the Local Environment/ Amenity

Tall Buildings should not cause unacceptable harm to the amenity of surrounding land and buildings in relation to privacy, overshadowing wind and micro-climate.

Privacy and Overlooking

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. 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 means that amenity issues, such as daylight, sunlight and the proximity of buildings to one another have to be dealt with in an a manner that is appropriate to their context.

An assessment of daylight, sunlight and overshadowing has been undertaken, using specialist 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.

Planning permission has previously been granted for a similar development. The site has largely been cleared for a number of years and prior to that was occupied by terraced properties of between 3 and 4 storeys. The residential buildings that overlook the site on Chatham Street and Roby Street (The Grand (Chatham Street) and Mercury Buildings, Aytoun Court and Roby Court (Roby Street)) have benefitted from conditions that are relatively unusual in a City Centre context. As such 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 or higher than existing buildings in the vicinity of the site would inevitably have an impact. It is therefore necessary to determine what the reasonable expectation of residents should be in relation to daylight levels in those circumstances.

Windows within the Holiday Inn, Malmaison and Abode Hotels overlook the site and the BRE Guidance (section 2.2.2) states that the guidelines 'may' be applied in relation to hotels where occupants have a reasonable expectation of daylight. It is considered that within a city centre hotel, patrons will not typically be occupying the room during the day, rather attending business functions or sight-seeing/shopping depending on the reason for their stay. It is considered therefore that it is not necessary to consider the impacts on the transient/occasional occupants of a hotel room.

Daylight Impacts

The BRE Guidelines provides methodologies for daylight assessment which are progressive, and can comprise a series of 3 tests. The submitted assessment only adopts 1 of these tests as room layouts are unknown. The test carried out assesses 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%.

VSC levels diminish rapidly as building heights increase relative to the distance of separation. As such, the adoption of the 'standard target values' is not the norm in a city centre. The BRE Guide recognises that in such circumstances, 'alternative' target values would be needed. The methodology for setting new targets is set out in Appendix F of the Guide and suggests *alternative VSC targets*. It acknowledges that if a building stands close to a common boundary, a higher degree of obstruction may be unavoidable. Such alternative targets may be generated from the layout dimensions of existing development. In this case in line with the guidance an obstruction angle was calculated using the opposite existing building to determine the VSC. It is noted that the target values derived from this are all more onerous than if a 'mirror-image' building (which can also be used to set an alternative target) since all these opposing buildings are of shorter height than the buildings in question. Therefore, the method used gives a more accurate result of the existing obstruction levels than that of a mirror image of the building under examination.

The impacts in relation to the alternative targets are set out below. The neighbouring residential properties at The Grand, Mercury Buildings, 70 Dale Street, Roby Court and Aytoun Court have been identified as potentially being affected. These properties border different parts of the site (with 70 Dale Street lying beyond the Abode Hotel having a partial line of sight) and therefore different alternative values of 13%, 22%, 16%, 13% and 27% being adopted as alternative VSC targets respectively.

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).

Under the BRE guidance, a scheme would be considered to comply with the advice if the base line values and the proposed values are within 0.8 times of each other. The BRE suggest that an occupier of an affected apartment would be unable to notice a reduction of this magnitude.

The requirements for minimum levels of sunlight are only applicable to living areas whilst the daylight test should also be applied to both bedrooms and kitchens. No internal surveys of the buildings have been undertaken so the type of rooms that each window serves cannot be accurately detailed. It has been assumed that the majority of the windows will be within either living areas, kitchens or bedrooms. As it has not been possible to ascertain the precise arrangement of the apartments, it has been assumed that all windows are for living areas which must achieve minimum levels of both daylight and sunlight

The results show a good overall level of compliance. Where rooms do not meet the targets, this is often due to the contributory impacts of overhanging balconies

The impacts are as follows:

Daylight impacts

Grand Apartments

Tested against the alternative VSC reduction (13%) 53 /86 windows assessed, passed outright with a VSC in excess of 13%, a further 20 were found to have a VSC reduction of less than 20% and deemed acceptable whilst 13 windows were found to not achieve guidance for both testing criteria. Overall therefore 73 / 86 windows are compliant (85%) with the alternative target VSC level.

In the case of 3 of these non-compliant windows, the presence of balconies above those windows reduces the existing VSC values to below 10%. Because the existing VSC is so small, the new development would in the first instance appear to have larger negative impact on the VSC values of these windows. However, the absolute reduction in VSC in each case is below 5, representing less of a reduction than other windows which have been shown to follow the guidance. In this special context it is considered that the reduction attributed to the new development to have negligible impact on those windows.

70 Dale Street

Tested against the alternative VSC reduction (16%) 125 /126 windows assessed, passed outright with a VSC in excess of 13%, the remaining window was found to have a VSC reduction of less than 20% and deemed acceptable Overall therefore (100%) of windows are compliant with the alternative target VSC level.

Mercury Buildings

Tested against the alternative VSC reduction (22%) 20 /64 (31%) of windows assessed, passed outright with a VSC in excess of 13%, a further 2 were found to have a VSC reduction of less than 20% and deemed acceptable whilst 42 (65%) windows were found to not achieve guidance for both testing criteria. Overall therefore 22/64 windows are compliant (34%).

The windows that have not achieved guidance are predominantly located on the lower floors of the Roby Street elevation. In the case of 12 of these windows the presence of balconies above those windows reduces the existing VSC values to below 10%. Because the existing VSC is so small in some of these cases, the new development appears to have a larger negative impact on the VSC values of these windows than would be normally expected but this reduction is not unreasonable given the city centre setting

Roby Court

Tested against the alternative VSC reduction (13%) 21/26 (81%) of windows assessed, passed outright with a VSC in excess of 13%, a further 1 was found to have a VSC reduction of less than 20% and deemed acceptable. Overall therefore 22/26 windows are compliant (85%).

Aytoun Court

Tested against the alternative VSC reduction (27%) 0/54 (0%) of windows assessed, passed outright with a VSC in excess of 27%. However 53 was found to have a VSC reduction of less than 20% and deemed acceptable. Overall therefore 53/54 windows are compliant (98%).

Sunlight Impacts

The Grand

Against the alternative (13%) APSH targets and acceptable APSH reduction there are 80/ 86 of rooms are compliant. The rooms identified as not achieving guidance are those located above each other with balconies impairing visible sky. These windows are set back from both the main façade of the apartment complex and the adjoining car park providing further obstructions which reduce the sunlight hours available.

70 Dale Street

Against the alternative (16%) APSH targets 44/47 (93%) of rooms are compliant.

Mercury Buildings

Against the alternative (22%) APSH targets 28/33 (84%) of rooms are compliant. The majority of the rooms identified as not achieving guidance are those located above each other with balconies impairing visible sky. These windows are set back from both the main façade of the apartment complex providing further obstructions which reduce the sunlight hours available.

Roby Court & Aytoun Court

The new development lies wholly to the north of these buildings and as such their sunlight levels will not be impacted by the new development.

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 the Grand, Mercury Buildings, Aytoun Court, Roby Court and 70 Dale Street are important. Overall there is a good level of compliance with the BRE Guidance in respect of the habitable spaces when assessed against the alternative VSC targets.

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:

- The application site benefits from a previous now expired planning permission as detailed above (granted consent in November 2013).
- Buildings that overlook the site have benefitted from conditions that are relatively unusual in a City Centre context;
- Some rooms identified as not achieving guidance have balconies above or are set back from the main façade thus having existing impaired visible sky.
- 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;

It is considered that the above impacts have been tested and perform to an acceptable level against the BRE guidelines

Wind

The effect of development on the wind environment at street level can have an impact on how comfortable and safe the public realm is. If it is not possible to design out all the risks associated with the wind environment, mitigation measures are required to minimise risk or discomfort. A Wind Tunnel Study has provided a quantitative assessment of the wind environment in terms of UK industry standard. This has assessed the impacts of wind and has assessed the need for mitigation measures.

The orientation of the building means that it is sheltered at lower levels and with design features to mitigate any impact would have no significant impact on wind conditions at street level.

Air Quality

An air quality relating to construction and operational activities notes that dust and particulate matter may be emitted into the atmosphere during construction but any impact is likely to be temporary, short term and of minor adverse significance. Construction environmental management techniques would ensure that the effects are not significant. A Construction Management Plan condition would require contractors' vehicles to be cleaned and the access roads swept daily to limit the impact of dust and debris.

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 (NO₂) air quality objective. The potential principal source of air quality effects would be from increased vehicle movements. The Development would result in the removal of 10 car parking spaces from the Site and no car parking spaces are proposed. The hotel would be car free and would not significantly affect air quality. A planning condition would ensure that emissions generated by the energy and/or heating plant would not result in an impact to local air quality.

The development would not result in any significant air quality issues subject to any mitigation in discharge of conditions to be attached to any consent granted.

Noise and vibration

There are no amenity issues that would impact on surrounding residential properties over and above those expected in the city centre.

The impact of adjacent noise sources on occupiers needs to be considered and a Noise Report concludes that the internal noise levels can be set at an acceptable level with appropriate acoustic design and mitigation, The level of noise and any mitigation measures required in relation to the operation of any plant and ventilation should be controlled through a condition.

Disruption could arise during the construction phase and the applicant and their contractors would work with the local authority and local communities to seek to minimise disruption. The contractors would be required to engage directly with local

residents. The provision of a Construction Management Plan should be a condition which would aim to minimise the impact on surrounding residents.

TV and Radio reception

A Pre-Construction Signal Reception Impact Survey concludes that there is potential for terrestrial and satellite signal degradation to properties around the application site adjacent to the proposal particularly to the north. Mitigation for any impact has been identified. This could be controlled by a condition attached to any consent granted

Should tower cranes cause interference on a greater scale than the completed development, this would be for the duration of time that the tower cranes are present.

Conclusions in relation to CABE and English Heritage Guidance and Impacts on the Local Environment.

The impact on daylight levels within some adjacent rooms would exceed BRE guidance but this has to be considered in a city centre context. Such impacts also need to be weighed in the context of the wider benefits of the proposals which are discussed in more detail elsewhere on this report

On balance, it is considered that the applicant has demonstrated that the proposal would meet the requirements of the CABE and EH guidance as well as the policy on Tall Buildings within the Core Strategy and as such the proposal would provide a building of a quality acceptable.

Crime and Disorder

The increased footfall and lighting improvements would improve security and surveillance. A crime impact assessment Greater Manchester Police explains that the scheme should achieve Secured by Design accreditation and a condition is recommended to secure this.

Archaeological issues

Greater Manchester Archaeological Unit have concluded that the site is unlikely to retain any below ground archaeological interests or heritage assets of significance. On this basis they have confirmed that no further archaeological work is necessary.

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

The proposals would have no adverse effect on statutory or non-statutory sites designated for nature conservation. None of the habitats within the site are of ecological value in terms of their plant species composition and none are representative of natural or semi-natural habitats or are species-rich. There are no examples of Priority Habitat and no invasive species listed on Schedule 9 of the Wildlife and Countryside Act 1981 (as amended) are present within the site. The building does support features suitable for use by roosting bats, but it is located within habitats of poor to negligible suitability for use by foraging and commuting bats. No bats or signs of bats were detected within the site in 2018, 2016 or 2013.

The planting of street trees is acceptable in principle and a condition is recommended in relation to exploring potential for this on both Gore Street and Piccadilly. This increase in planting along with bird boxes would improve biodiversity and form corridors which enable natural migration through the site. The increase in overall green infrastructure would increase opportunities for habitat expansion leading to an improved ecological value within the local area.

Waste and Recycling

The building would have a dedicated recycling and refuse area in the basement. The hotel management would be responsible for moving the refuse bins from the refuse area to Chatham Street where they are to be collected by refuse vehicles. The frequency of refuse collections will be seven times a week

In accordance with MCC guidance, containers would be taken to a designated location on collection day. Level access would be provided between the bin store and the public highway with dropped kerbs adjacent to the loading bay. The number of bins for each waste stream and their compliance with MCC standards have been detailed earlier in this report. Bins for each type would be clearly marked.

Flood Risk and Sustainable Urban Drainage Strategy

The site lies within Flood zone 1 and is low risk site for flooding from rivers, sea and ground water. It is in the Core Critical Drainage Area in the Council Strategic Flood Risk Assessment and requires a 50% reduction in surface water run-off as part of brownfield development. Major planning applications determined from 6 April 2015, must consider sustainable drainage systems.

The Drainage Strategy explains that surface water run-off would be minimised and reduced to a greenfield rate if practical, and the post development run-off rates would be reduced to 50% of the pre development rates.

Surface water would discharge to the public combined sewer on Gore Street subject to agreement with United Utilities. A minimum practical restriction of 5.0 litres/second has been assumed which accords with the City Council Strategic Flood Risk Assessment (SFRA) for brownfield sites within critical drainage areas.

The final drainage design would be informed by site investigations and consultation with the statutory undertaker to confirm the appropriateness of discharging into the public sewer. The current car park use could cause hydrocarbon contamination to groundwater which needs to be managed. The Environment Agency has no objections but has recommended conditions in relation to managing contamination risks to adjacent ground and controlled waters.

There is no space within the site for attenuation tanks or water features. The development would incorporate SUDS through A Blu-Roof system. Conditions could be imposed requiring details of the surface water drainage and a maintenance and management plan of the system to be submitted for approval. The initial SUDS

assessment demonstrates that surface water run-off can be drained effectively in accordance with the policy principles.

Contaminated Land Issues – A phase 1 Desk Study & Phase 2 Geo- environmental Report have assessed 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 historical industrial use of the site means that mitigation measures may be required to deal with on-site contamination. With these measures in place, the site would presents a low risk to future site users and construction workers. A condition would require a full site investigation and remediation measures to be submitted and agreed.

Disabled access – The building would be accessible to all and is designed to meet the accessible standards as set out in Approved Document Part M 2015 Edition and the 2010 Equality Act. All feasible and practicable measures described within Design for Access 2 (DFA2) have also been incorporated into the design. 15 (just over 4%) of the hotel rooms would be accessible. This includes both left-hand and right-handed designed rooms. All rooms would comply with DFA2 space standards. All of the accessible rooms would be on the lower floors to minimise travel distances.

All lifts, main entrances, the reception area, communications systems, signs and wayfinding, lighting, showers and bathrooms within accessible rooms, within the development comply fully with DFA2. Within the new building ceiling track hoists would be included within the 4no. Accessible rooms.

The fact that some areas would be located within a listed building with original staircases, windows, corridor widths which it would not be desirable to alter has impacted on the achievement of full DFA2 compliance. It is considered however given this and the restrictions imposed by the building footprint of the new building that there is an overall good level of compliance.

Airport Safeguarding - Given the scale of the development, the proposal has been considered with regards to any potential impacts on aerodrome safeguarding. Aerodrome safeguarding who have found no conflict with any safeguarding criteria.

S149 (Public Sector Equality Duty) of the Equality Act 2010 - The proposed development would not adversely impact on any relevant protected characteristics.

Social Value from the Development

The proposal would support the creation of a strong, vibrant and healthy community. In particular, the proposal would:

Attract new visitors to this part of the City Centre, which would increase local expenditure and in particular, in the independent cafes, bars, restaurants and shops close to the Site;

- Promote regeneration in other areas of the City Centre and beyond;

- Bring a listed building back into use and preserve its status and secure its future upkeep and maintenance, providing a positive benefit to the street.
- The proposal would not cause harm to the natural environment and would reduce carbon emissions through the building design.
- It would provide job opportunities for local people through the agreement required to discharge the local labour agreement condition that would be attached to any consent granted.
- Will provide access to services and facilities via sustainable modes of transport, such as through cycling and walking. The proposed development is very well located in relation to Metrolink, rail and bus links;
- Will not result in any adverse impacts on the air quality, flood risk, noise or pollution and there will not be any adverse contamination impacts;
- Will not have a detrimental impact on protected species; and
- Will regenerate previously developed land with limited ecological value in a highly efficient manner

Response to Objectors comments

The majority of objector's comments have been dealt with above however the following is noted:

The daylight assessment covers The Grand, The Mercury Building, Aytoun Court, Roby Court and Dale Street. 45-47 Dale Street lies some considerable distance (160 metres) to the Northeast of the development. The buildings on the opposite side of Dale Street are of greater height and will restrict line of sight between 45-47 Dale Street and the new development. The location of this building in relation to the new development means it will not be affected.

Whilst rooms with the adjacent Holiday Inn, Malmaison and Abode Hotels serve a residential function, they do so on commercial terms and on a temporary basis. The rooms are generally occupied only a short-term basis and the occupants would normally be transient. This lessens their sensitivity. An overshadowing assessment shows no overshadowing on the Holiday Inn and Malmaison hotels whilst the shadow from the new development will pass across the Abode hotel during the afternoon between 3pm and 5pm during summer months and not shaded by the development during the winter."

It has been stated that the VSC values at ground level are in the majority of existing cases always going to be much lower than values on the floors above, meaning that the upper storeys will more than likely pass the test even with the new development in place (as can be seen from the report). Appendix F, para F3 states; "...all angles and height are expressed relative to a reference point which would normally be at the level of the lowest window." The analysis when calculating the obstruction angles and equivalent VSC targets.

In relation to comments that there is nothing in the BRE guide to support the adopted alternative target methodology in this situation and that whilst the BRE guide does discuss setting alternative target values based on an existing street scene it refers mainly to mews style arrangements and it does not suggest at all that those alternative targets for ground floor windows can be applied to all windows at all floor

levels if the windows that 'pass' the 13% VSC test are measured for the BRE allowed 20% reduction in VSC.

Appendix F, Para F4 does cite mews in a historic city centre as an **example** of how to apply the alternative targets, however it does not restrict the methodology to only that building type. The methodology is appropriate across other city centre buildings where the impact of existing developments on each other will influence the alternative target values. There is no list of building types or other methodology to use for particular other building types.

In the BRE example, the obstruction angle of 40° is greater than the 25° (27% VSC) threshold. As the threshold is exceeded an alternative VSC target is appropriate. In this case the corresponding VSC from Table F1 being 18%.

Appendix F Para 4 demonstrates how to obtain the alternative VSC. Para 3 advises that all angles and heights are expressed relative to a reference point which would normally be at the level of the lowest window.

The submitted report has applied the guidance to each of the buildings identified. The BRE guidance states that it is a purely advisory guide and different targets may be generated from the layout dimensions of existing development. Appendix F explains how this can be done in a logical way. The Report has applied the guidance to set appropriate alternative target values to each of the buildings (therefore maintaining the logical approach as advised by BRE). The methodology is appropriate when considering city centre buildings where the impact of existing developments on each other should influence the alternative target values.

In relation to comments that the occupants of the existing building will notice the reduction in the amount of skylight if alternative targets are accepted as the area lit by the window is likely to appear more gloomy and electric lighting will be needed more of the time.' It is noted that the compliance criteria are 27% (or other calculated alternative target) AND less than 0.8 times its former value. The number of windows that achieve this criterion is 83% of all windows calculated of the 5 apartment buildings assessed. Therefore, a large majority of the occupants of the existing buildings will not notice a reduction in amount of skylight from what is currently experienced.

In terms of comments that as VSC measures daylight at the centre of a window, it does not show how that light is spread across the room behind and it is therefore usual to also run Daylight Distribution calculations, Appendix F6 of the Guidance states that where the exact room layouts in the existing buildings are not known, the recommended approach for existing buildings is as is the case here, the use of the VSC as the appropriate parameter to assess loss of light to existing buildings

Any potential impact in terms of noise from servicing and refuse collections would be minimised thought a condition to be attached to any consent granted to limit the hours during which this can take place.

Highways officers have fully assessed the proposals and are satisfied that the scheme, with minor highway modifications made, is unlikely to generate any

significant network implications. The consider that points raised regarding construction and servicing requirements can be suitably addressed within Construction and Servicing Management Plans, recommended to be a condition of any consent granted. Management of access to car parks for guests would be dealt with in the discharging of a parking management strategy condition that would be attached to any consent granted.

There would be a requirement within any Construction Management Plan condition for agreement of a Communication Strategy with residents which shall include details of how there will be engagement, consult and notify residents during the works

Response to Panel Comments – The scheme has been amended such that there would be less loss of original fabric and the detailing of the link between the two buildings has now been improved.

CONCLUSION

Section 38(6) of the Planning and Compulsory Purchase Act 2004 states that applications should be determined in accordance with the development plan unless material considerations dictate otherwise. The proposals have been considered in detail against the policies of the current Development Plan and taken overall are considered to be in compliance with it.

The proposals would be consistent with a number of the GM Strategy's key growth priorities. There is an important link between economic growth, regeneration and the provision of new employment opportunities and there is an acknowledged need to provide additional hotel accommodation in the city centre in order to support the sustainable growth of the region's economy.

The adjacent residential accommodation has had largely uninterrupted views across the site for a number of years and it is inevitable that the proposal would have some affect sunlight, daylight, overshadowing and privacy. It is considered that the impacts which are set out in the report have been tested and are acceptable within a City Centre context.

The building would not adversely impact on the character and fabric of the listed building, setting of the adjacent listed buildings or the adjacent conservation area. It would help to re-vitalise the area and would enhance the city's historic landscape. The scheme would add activity and vitality and re-integrate the site into its urban context, reinforcing the character of the streetscape.

The most significant features of the listed building would be sustained and enhanced. The proposal would improve the overall quality of an area, establish a sense of place, is visually attractive as a result of good architecture, is sympathetic to local character and would optimise the use of the site and therefore meets with the requirements of paragraph 127 of the NPPF.

In line with paragraph 8 of the NPPF the economic, social and environmental gains which are clearly set out in the Report above would be sought jointly and simultaneously. The site does not currently deliver on any of these objectives and

has not done for some time. It is considered on balance that the proposals would deliver these gains and deliver a sustainable development solution.

Sustainable development has an economic, social and environmental. The social and economic benefits are clearly set out in the Report above as are the environmental benefits. With respect to the latter, a principle objective of the environmental role involves protecting and enhancing the historic environment including the streetscape, the impact on the listed 12 Piccadilly, the setting of adjacent listed buildings and the character of the adjacent Conservation Areas. All of this is currently undermined by the buildings external condition and long standing vacancy and the vacant site that adjoins it.

The NPPF (Paragraphs 193, 196 and 197) requires that all grades of harm to a designated heritage asset are justified on the grounds of public benefits (including heritage benefits) that outweigh that harm. When considering the impact of a proposal on the significance of a designated heritage asset, great weight should be given to the asset's conservation and the more important the asset, the greater the weight should be. This is irrespective of whether the harm amounts to substantial harm, total loss or less than substantial harm. The effect of the application directly or indirectly on the significance of a non-designated heritage assets, requires a balanced judgement having regard to the scale of any harm or loss and the significance of the heritage asset. This proposal would represent less than substantial harm and this harm is justified by the public benefits of the proposal. These benefits will endure for the wider community and not just for private individuals or corporations.

It is considered that the public and heritage benefits of these proposals would secure the objectives of sustainable development and notwithstanding the 'great weight' given to conservation it has been demonstrated that the level of harm and conflict between the provision of such public benefits and heritage conservation is necessary to deliver those public benefits.

On balance there is policy support for the proposals. There would be a degree of less than substantial harm but the proposals represent sustainable development and would deliver significant social, economic and environmental benefits. It is considered, therefore, that, notwithstanding the considerable weight that must be given to preserving the listed buildings and the setting of the adjacent listed buildings and conservation area as required by virtue of S66 and S72 of the Listed Buildings Act within the context of the above, the overall impact of the proposed development including the impact on heritage assets would meet the tests set out in paragraphs 193, 196 and 197 of the NPPF and that the harm is outweighed by the benefit of bringing the site back into use.

Human Rights Act 1998 considerations – This application needs to be considered against the provisions of the Human Rights Act 1998. Under Article 6, the applicants (and those third parties, including local residents, who have made representations) have the right to a fair hearing and to this end the Committee must give full consideration to their comments.

Protocol 1 Article 1, and Article 8 where appropriate, confer(s) a right of respect for a person's home, other land and business assets. In taking account of all material considerations, including Council policy as set out in the Core Strategy and saved policies of the Unitary Development Plan, the Head of Planning, Building Control & Licensing has concluded that some rights conferred by these articles on the applicant(s)/objector(s)/resident(s) and other occupiers and owners of nearby land that might be affected may be interfered with but that that interference is in accordance with the law and justified by being in the public interest and on the basis of the planning merits of the development proposal. She believes that any restriction on these rights posed by the approval of the application is proportionate to the wider benefits of approval and that such a decision falls within the margin of discretion afforded to the Council under the Town and Country Planning Acts.

Recommendation

121014 **APPROVE**

121015 **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

121014

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 and location plan al(02)0001 and al(02)0002;

(b) Dwgs al(03)0010 P02, al(03)0011 P02, al(03)0012 P02, al(03)0013 P02, al(03)0014 P02, al(03)0015 P02, al(03)0016, al(03)0020 P02, al(03)0021 P02, al(05)0050 P03, al(05)0051 P02, al(05)0052 P04, al(05)0053 P03, al(05)0054 P04, al(05)0055 P04, al(05)0056 P04, al(05)0057 P04, al(05)0058 P03, al(05)0059 P02, al(05)0070 P02, al(05)0071 P02, al(05)0072 P02, al(05)0073 P02, al(05)0074 P02, al(05)0075 P02
al(05)0100 P04, al(05)0101 P03, al(05)0102 P02, al(05)0103 P02, al(05)0104 P03, al(05)0105 P02, al(05)0120 P03, al(05)0121 P03, al(05)0122 P02, al(05)0123 P02,

al(05)0124 P02, al(05)0125 P02, al(05)0126 P02, al(05)0127 P02, al(05)0129 P02, al(05)0200 P02, al(05)0201 P02, al(05)0202 P02, al(05)0203 P02 and al(05)0204 P02;

(c) The provision of bird boxes as detailed in Stephenson's Studio's letter dated 30th August 2018;

(d) Recommendations in sections, 3, 4 and 5 and 6 of the Crime Impact Assessment Version A dated 23/07/18;

(e) Recommendations in Waterman's Toyoko-Inn Air Quality Assessment July 2018 with a presumption that natural gas-fired installations will be used and on basis that where biomass is proposed within an urban area it is to meet minimum emissions standards. All gas-fired boilers/CHP plant to meet minimum standards. Reference should be made to IAQM/EPUK guidance: <http://iaqm.co.uk/guidance/>;

(f) Recommendations in Toyoko-Inn, 12-16 Piccadilly, Manchester Environmental Standards Statement Revision: 2 27 July 2018 and Compass Energy Energy Statement dated November 2018;

(g) Measures and Recommendations within Booth King Drainage Impact Assessment Nov 2018;

(h) Stevenson Studios letter on Refuse dated 01-11-18 and dwgs al (05) 0500 and 0501; and

(i) Neil Lucas's e-mail in relation to the ceiling track hoists in 4no. Accessible rooms.

Reason - To ensure that the development is carried out in accordance with the approved plans. Pursuant to Core Strategy SP1, CC3, H1, H8, CC5, CC6, CC7, CC9, CC10, T1, T2, EN1, EN2, EN3, EN6, EN8, EN9, EN11, EN14, EN15, EN16, EN17, EN18, EN19, DM1 and PA1 saved Unitary Development Plan policies DC18.1 DC19.1, DC20 and DC26.1.

3) (a) 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 drawings to illustrate details of full sized sample panels that will be produced. 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

(b) 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;
- Communication strategy with residents which shall include details of how there will be engagement, consult and notify residents during the works

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) a) Prior to the commencement of the development, details of a Local Benefit Proposal, in order to demonstrate commitment to recruit local labour for the duration of the construction of the development, shall be submitted for approval in writing by the City Council, as Local Planning Authority. The approved document shall be implemented as part of the construction of the development.

In this condition a Local Benefit Proposal means a document which includes:

- i. the measures proposed to recruit local people including apprenticeships
- ii. mechanisms for the implementation and delivery of the Local Benefit Proposal
- iii. measures to monitor and review the effectiveness of the Local Benefit Proposal in achieving the objective of recruiting and supporting local labour objectives

(b) Within one month prior to construction work being completed, a detailed report which takes into account the information and outcomes about local labour recruitment pursuant to items (i) and (ii) above shall be submitted for approval in writing by the City Council as Local Planning Authority.

Reason – The applicant has demonstrated a commitment to recruiting local labour pursuant to policies SP1, EC1 and DM1 of the Manchester Core Strategy (2012).

7) Before development commences a scheme for dealing with the discharge of surface water and which demonstrates that the site will be drained on a separate system, with only foul drainage connected into the foul sewer, shall be submitted to and approved in writing by the City Council as Local Planning Authority. The approved scheme shall be implemented in full before use of the residential premises first commences.

Reason - Pursuant to National Planning Policy Framework policies (PPS 1 (22) and PPS 25 (F8))

8) No development shall take place until surface water drainage works have been implemented in accordance with Non-Statutory Technical Standards for Sustainable Drainage Systems (March 2015) or any subsequent replacements national standards and details that have been submitted to and approved in writing by the Local Planning Authority.

In order to discharge the above drainage condition the following additional information has to be provided:

- Details of surface water attenuation that offers a reduction in surface water runoff rate in line with the Manchester Trafford and Salford Strategic Flood Risk Assessment, i.e. at least a 50% reduction in runoff rate compared to the existing rates, as the site is located within Conurbation Core Critical Drainage Area;
- Evidence that the drainage system has been designed (unless an area is designated to hold and/or convey water as part of the design) so that flooding does not occur during a 1 in 100 year rainfall event with allowance for climate change in any part of a building;
- Assessment of overland flow routes for extreme events that is diverted away from buildings (including basements). Overland flow routes need to be designed to convey the flood water in a safe manner in the event of a blockage or exceedance of the proposed drainage system capacity including inlet structures. A layout with overland flow routes needs to be presented with appreciation of these overland flow routes with regards to the properties on site and adjacent properties off site.
- Where surface water is connected to the public sewer, agreement in principle from United Utilities is required that there is adequate spare capacity in the existing system taking future development requirements into account. An email of acceptance of proposed flows and/or new connection will suffice.
- Construction details of flow control and SuDS elements.

Reason: To promote sustainable development, secure proper drainage and to manage the risk of flooding and pollution. This condition is imposed in light of national policies within the NPPF and NPPG and local policies EN08 and EN14.

The development shall be constructed in accordance with the approved details within an agreed timescale.

9) No development hereby permitted shall be occupied until details of the implementation, maintenance and management of the sustainable drainage scheme have been submitted to and approved by the local planning authority. The scheme shall be implemented and thereafter managed and maintained in accordance with the approved details. Those details shall include:

- a. Verification report providing photographic evidence of construction as per design drawings;
- b. As built construction drawings if different from design construction drawings;
- c. Management and maintenance plan for the lifetime of the development which shall include the arrangements for adoption by any public body or statutory

undertaker, or any other arrangements to secure the operation of the sustainable drainage scheme throughout its lifetime.

Reason: To manage flooding and pollution and to ensure that a managing body is in place for the sustainable drainage system and there is funding and maintenance mechanism for the lifetime of the development. This condition is imposed in light of national policies within the NPPF and NPPG and local policies EN08 and EN14.

10) Before erection of any external scaffolding commences a methodology and specification for that scaffolding including its location, means of affixing to the building, location of any associated fixings to the building, details of how the building fabric would be protected from potential damage as a result of the erection of the scaffolding and details of making good to the building fabric following removal shall be submitted to and approved in writing by the City Council as local planning authority. No development shall commence unless and until the above details have been agreed.

Reason - In the interests of visual amenity and because the proposed works affect a building which is included in the Statutory List of Buildings of Special Architectural or Historic Interest and careful attention to building work is required to protect the character and appearance of this building and to ensure consistency in accordance with policies CC9 and EN3 of the Core Strategy and saved policy DC19.1 of the Unitary Development Plan for the City of Manchester.s

11) Notwithstanding the details as set out in condition 2 above no development shall commence in relation to the following items within 12 Piccadilly unless and until final details (including where appropriate specification and method statement) of the following have been submitted to and approved in writing by the City Council as Local Planning Authority:

- a. Detailed schedule of all (i) internal and (ii) external repairs and specification for all of the repair works to the building to include the roof and external elevations (including specification for mortar and stone repair / replacement)
- b. A strategy for the location and detailing of all building services including electrics and plumbing, telecommunications, fire/security alarms, communal tv/satellite connections and aerials CCTV cameras (and associated cabling and equipment);
- c. Cleaning of (a) external elevations and (b) internal;
- d. Final details of the M&E;
- e. Replacement windows at ground floor;
- f. Details of making good parts of the building that are to be the subject of removals and / or demolition including the southern wall and chimney;
- g. Details of interfaces of new partitions and raised floors with original building fabric; and
- h. Painting and repair all original windows to the Chatham Street and Piccadilly elevations.
- i. Replacement door at the Chatham Street and Piccadilly corner.
- j. Restoration of the ornate ceiling to the banking hall.
- k. Retention / relocation of marble wall finishes within existing Piccadilly entrance lobby

- l. Any proposed structural works;
- m. Any proposed dampproofing;

All of the above shall be implemented in accordance with the approved details before the development is first occupied:

Reason - In the interests of visual amenity and because the proposed works affect a building which is included in the Statutory List of Buildings of Special Architectural or Historic Interest and careful attention to building work is required to protect the character and appearance of this building and to ensure consistency in accordance with policies CC9 and EN3 of the Core Strategy and saved policy DC19.1 of the Unitary Development Plan for the City of Manchester.

12) Prior to the commencement of development a programmes for submission of final details of the public realm works and highway works as shown in dwg numbered 141-LYR-XX-00-DWG-L-1000 and Neil Lucas e-mail dated 27-11-18; shall be submitted and approved in writing by the City Council as Local Planning Authority. The programme shall include an implementation timeframe and details of when the following details will be submitted:

- a. Details of the materials, including natural stone or other high quality materials to be used for the footpaths and for the areas between the pavement and the line of the proposed building on Piccadilly and Gore Street
- b. A strategy for the planting of street trees within the pavements on Piccadilly and Gore Street including details of overall numbers, size, species and planting specification, constraints to further planting and details of on going maintenance;

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

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

Reason - To ensure safe access to the development site in the interest of pedestrian and highway safety pursuant to policies SP1, EN1 and DM1 of the Manchester Core Strategy (2012) and to ensure that a satisfactory landscaping scheme for the development is carried out that respects the character and visual amenities of the area, in accordance with policies R1.1, I3.1, T3.1, S1.1, E2.5, E3.7 and RC4 of the Unitary Development Plan for the City of Manchester and policies SP1, DM1, EN1, EN9 EN14 and EN15 of the Core Strategy.

13) The development shall be carried out in accordance with the Crime Impact Statement Version A dated 02-05-18. 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

14) The development hereby approved shall achieve a post-construction Building Research Establishment Environmental Assessment Method (BREEAM) rating of at least a 'very good' rating. Post construction review certificate(s) shall be submitted to, and approved in writing by the City Council as local planning authority, before any of the buildings hereby approved are first occupied.

Reason - In order to minimise the environmental impact of the development, pursuant to policies SP1, T1-T3, EN4-EN7 and DM1 of the Core Strategy, policy DP3 of Regional Spatial Strategy for the North West (RSS), and the principles contained within The Guide to Development in Manchester SPD (2007), and the National Planning Policy Framework.

15) Prior to occupation of the development a scheme for the acoustic insulation of any plant or 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

16) 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 Policies DM1 and SP1

17) No externally mounted telecommunications equipment shall be mounted on any part of the building hereby approved, including the roofs other than with express written consent of the Local Planning Authority.

Reason - In the interest of visual amenity pursuant to Core Strategy Policies DM1 and SP1

18) Prior to implementation of any proposed lighting scheme details of any proposed lighting scheme including a report to demonstrate that the proposed lighting levels would not have any adverse impact on the amenity of residents within this and adjacent developments shall be submitted to and agreed in writing by the City Council as local planning authority:

Reason - In the interests of visual and residential amenity pursuant to Core Strategy policies SP1, CC9, EN3 and DM1 of the Core Strategy.

19) The development hereby approved shall be carried out in accordance with the Travel Plan Framework prepared by Royal Haskoning DHV dated July 2018. In this condition a travel plan means a document that includes the following:

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

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

Reason - To assist promoting the use of sustainable forms of travel and to secure a reduction in air pollution from traffic or other sources in order to protect existing and future residents from air pollution. , pursuant to policies SP1, T2 and DM1 of the Core Strategy, the Guide to Development in Manchester SPD (2007) and Greater Manchester Air Quality action plan 2016.

20) No part of the development shall be occupied unless and until details of a parking management strategy for hotel guests has been submitted to and approved in writing by the City Council as Local Planning Authority. All works approved in discharge of this condition shall be fully completed before the development hereby approved is first occupied.

Reason - The development does not provide sufficient car parking facilities and in order to provide alternative arrangements for the needs of guests whom may want to use a motorcar and Policies DM1 and T1

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

07:30 to 20:00 Monday to Saturday
10:00 to 18:00 Sundays and Bank Holidays

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

22) Before any part of the development hereby approved is first occupied details of the following shall be submitted and approved in writing by the City Council as Local Planning Authority

A service management plan to detail final arrangements in relation to both refuse collection and deliveries. This should cover the frequency and dimensions of vehicles requiring access to the site, along with final details of the location for loading/unloading.

The development shall thereafter be fully implemented in accordance with these details.

Reason - In interests of highway safety pursuant to Policy DM1 of the Core Strategy.

23) (a). Three months prior to the first occupation of the development, a Local Benefit Proposal Framework that outlines the approach to local recruitment for the end use(s), shall be submitted for approval in writing by the City Council, as Local Planning Authority. The approved document shall be implemented as part of the occupation of the development.

In this condition a Local Benefit Proposal means a document which includes:

- i. the measures proposed to recruit local people including apprenticeships
- ii. mechanisms for the implementation and delivery of the Local Benefit Proposal
- iii. measures to monitor and review the effectiveness of the Local Benefit Proposal in achieving the objective of recruiting and supporting local labour objectives

(b). Within 6 months of the first occupation of the development, a Local Benefit Proposal which takes into account the information and outcomes about local labour recruitment pursuant to items (i) and (ii) above shall be submitted for approval in writing by the City Council, as Local Planning Authority. Any Local Benefit Proposal approved by the City Council, as Local Planning Authority, shall be implemented in full at all times whilst the use is in operation.

Reason – The applicant has demonstrated a commitment to recruiting local labour pursuant to policies SP1, EC1 and DM1 of the Manchester Core Strategy (2012).

121015

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 and location plan al(02)0001 and al(02)0002;

(b) Dwgs al(03)0010 P02, al(03)0011 P02, al(03)0012 P02, al(03)0013 P02, al(03)0014 P02, al(03)0015 P02, al(03)0016, al(03)0020 P02, al(03)0021 P02, al(05)0050 P03, al(05)0051 P02, al(05)0052 P04, al(05)0053 P03, al(05)0054 P04, al(05)0055 P04, al(05)0056 P04, al(05)0057 P04, al(05)0058 P03, al(05)0059 P02, al(05)0070 P02, al(05)0071 P02, al(05)0072 P02, al(05)0073 P02, al(05)0074 P02, al(05)0075 P02, al(05)0100 P04, al(05)0101 P03, al(05)0102 P02, al(05)0103 P02, al(05)0104 P03, al(05)0105 P02, al(05)0120 P03, al(05)0121 P03, al(05)0122 P02, al(05)0123 P02, al(05)0124 P02, al(05)0125 P02, al(05)0126 P02, al(05)0127 P02, al(05)0129 P02, al(05)0200 P02, al(05)0201 P02, al(05)0202 P02, al(05)0203 P02, al(05)0204 P02 and PB5043-SK006 ;
and

(c) Stevenson Studios letter on Refuse dated 01-11-18 and dwgs al (05) 0500 and 0501.

Reason - To ensure that the development is carried out in accordance with the approved plans. Pursuant to Core Strategy SP1, CC3, H1, H8, CC5, CC6, CC7, CC9, CC10, T1, T2, EN1, EN2, EN3, EN6, EN8, EN9, EN11, EN14, EN15, EN16, EN17, EN18, EN19, DM1 and PA1 saved Unitary Development Plan polices DC18.1 DC19.1, DC20 and DC26.1.

3) (a) 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 drawings to illustrate details of full sized sample panels that will be produced. The programme shall included 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

(b) 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) Before development commences, a full photographic record of the building (internally and externally before and after any strip out / demolition works) including all areas where physical changes are proposed, shall be submitted to and approved in writing by the City Council as local planning authority.

Reason - To provide a record of any archaeological remains and of the listed building's appearance and condition before works commence, in accordance with saved policy DC20 of the Unitary Development Plan for the City of Manchester and policies SP1, EN3 and DM1 of the Core Strategy.

5) Notwithstanding the details as set out in condition 2 above no development shall commence in relation to the following items within 12 Piccadilly unless and until final details (including where appropriate specification and method statement) of the following have been submitted to and approved in writing by the City Council as Local Planning Authority:

- a. Detailed schedule of all (i) internal and (ii) external repairs and specification for all of the repair works to the building to include the roof and external elevations (including specification for mortar and stone repair / replacement)
- b. A strategy for the location and detailing of all building services including electrics and plumbing, telecommunications, fire/security alarms, communal tv/satellite connections and aerials CCTV cameras (and associated cabling and equipment);
- c. Cleaning of (a) external elevations and (b) internal;
- d. Final details of the M&E;
- e. Replacement windows at ground floor;
- f. Details of making good parts of the building that are to be the subject of removals and / or demolition including the southern wall and chimney;
- g. Details of interfaces of new partitions and raised floors with original building fabric; and
- h. Painting and repair all original windows to the Chatham Street and Piccadilly elevations.
- i. Replacement door at the Chatham Street and Piccadilly corner.
- j. Restoration of the ornate ceiling to the banking hall.
- k. Retention / relocation of marble wall finishes within existing Piccadilly entrance lobby
- l. Any proposed structural works;
- m. Any proposed dampproofing;

All of the above shall be implemented in accordance with the approved details before the development is first occupied: and

Reason - In the interests of visual amenity and because the proposed works affect a building which is included in the Statutory List of Buildings of Special Architectural or Historic Interest and careful attention to building work is required to protect the character and appearance of this building and to ensure consistency in accordance with policies CC9 and EN3 of the Core Strategy and saved policy DC19.1 of the Unitary Development Plan for the City of Manchester.

6) Before erection of any external scaffolding commences a methodology and specification for that scaffolding including its location, means of affixing to the building, location of any associated fixings to the building, details of how the building fabric would be protected from potential damage as a result of the erection of the scaffolding and details of making good to the building fabric following removal shall be submitted to and approved in writing by the City Council as local planning authority. No development shall commence unless and until the above details have been agreed.

Reason - In the interests of visual amenity and because the proposed works affect a building which is included in the Statutory List of Buildings of Special Architectural or Historic Interest and careful attention to building work is required to protect the character and appearance of this building and to ensure consistency in accordance with policies CC9 and EN3 of the Core Strategy and saved policy DC19.1 of the Unitary Development Plan for the City of Manchester.s

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: 121014/FO/2018 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:

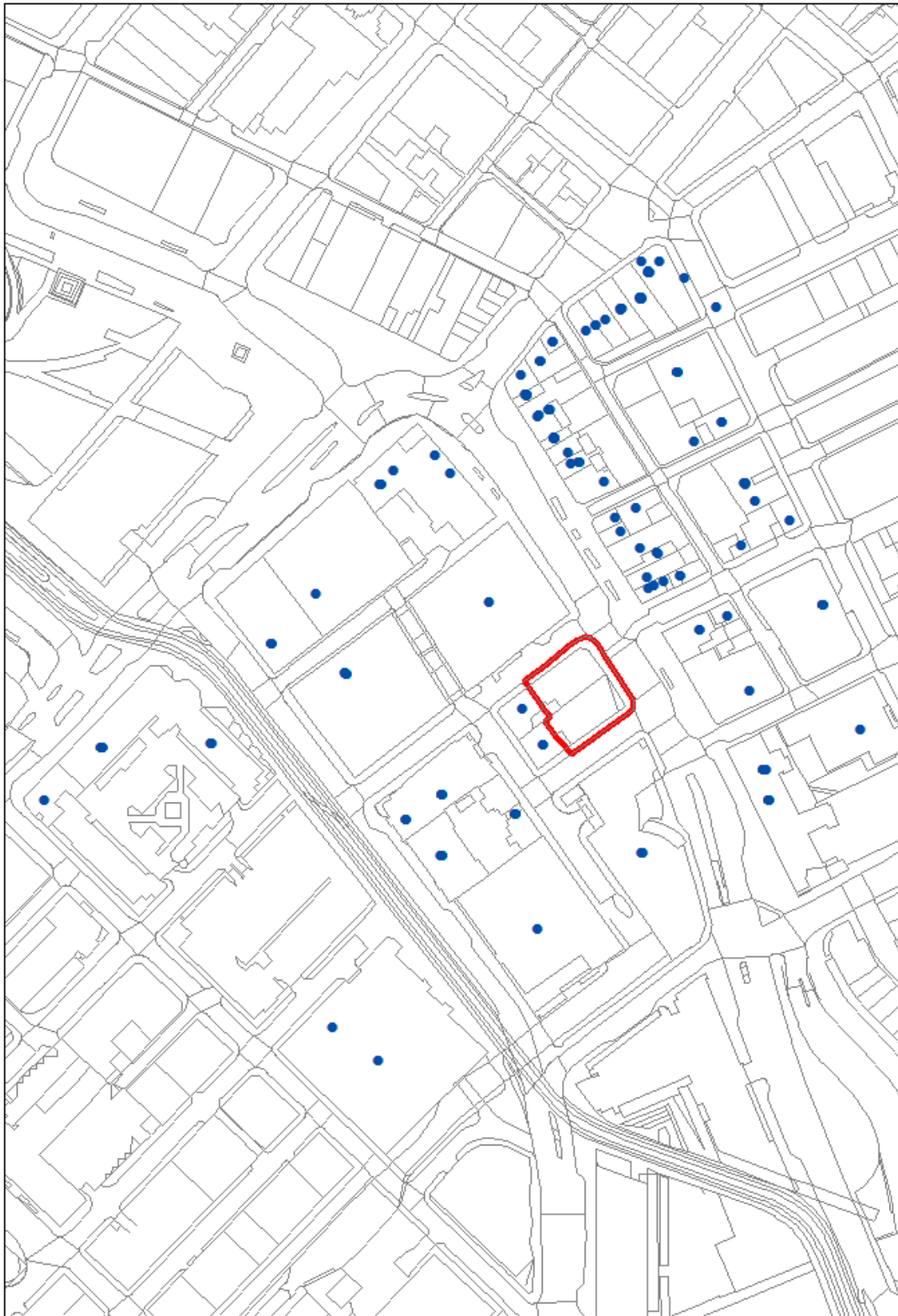
Manchester Airport Safeguarding Officer
 National Air Traffic Safety (NATS)
 Civil Aviation Authority
 Greater Manchester Archaeological Advisory Service
 Highway Services
 Environmental Health
 MCC Flood Risk Management
 Oliver West (Sustainable Travel)
 City Centre Regeneration
 Work & Skills Team
 Greater Manchester Police
 United Utilities Water PLC
 Historic England (North West)
 Environment Agency
 Transport For Greater Manchester
 Greater Manchester Archaeological Advisory Service

Greater Manchester Ecology Unit

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

Representations were received from the following third parties:

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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Application Number	Date of Appln	Committee Date	Ward
121142/FO/2018	19th Sep 2018	17th Jan 2019	Rusholme Ward

Proposal Change of use from Chapel (Class D1) to Student Accommodation (sui generis) and associated external alterations including erection of a single-storey extension, external fire escapes, and associated elevational alterations and conversion of garages into amenity block with outside terrace

Location Allen Hall , 281 Wilmslow Road, Manchester, M14 6HT

Applicant The Mansion Group, C/o Agent,

Agent Miss Lauren Neary, GVA HOW Planning, Norfolk House, 7 Norfolk Street, Manchester, M2 1DW

Description

This application relates to a broadly rectangular site of 0.58 hectares, bounded by Wilmslow Road to the west and Cromwell Range to the south. Across Wilmslow Road to the west is the Manchester High School for Girls campus, to the south across Cromwell Grove is the Hollins Building (the Toast Rack) currently being renovated. Abutting the site to the east and fronting Cromwell Grove is the side elevation of Weston Court a three storey building with accommodation in the roof providing two, three and four bedroom flats for students. To the north of the site is Thorne House, a private flat development separated from the application site by a private access road shared by Thorne House and the Allen Hall Site. Thorne House comprises 72 flats with access, both pedestrian and vehicular from the private road which is a cul de sac off Wilmslow Road.

The application site comprises four buildings Allen Hall, the Newman Building, the Teilhard Building and the More Building, known collectively as Allen Hall. The buildings are currently vacant, and when last occupied accommodated 124 students.. Built in the late 1950's and early 1960's the development comprised purpose built student accommodation for an unspecified number of students and a chapel.

Allen Hall, which contains the chapel as well as student accommodation is located centrally on the site, parallel to Wilmslow Road and with a wing projecting to the rear. Two of the remaining blocks are situated in front of, and at right angles to Allen Hall, forming three sides of a courtyard. The final block is located at the rear of the site between Allen Hall and Weston Court. All the buildings are of brick construction with stone dressings. The roofs are pitched and covered with concrete tiles. There are landscaped areas containing a number of trees to all the road frontages. There are two small car parks accessed from either Cromwell Range or the private road and there are pedestrian access points from each of the adjoining roads. There is a small garage block at the rear of the site accessed from the private road. The site is enclosed by a combination of low railings or wall and railings.

This application seeks consent for elevational alterations to the four buildings including partial recladding, the construction of an external fire escape and the introduction of roof lights to facilitate an increase in the number of students that can be accommodated by 68. In addition it is proposed to change the use of the chapel to

create bedspaces for a further 13 students. It is also proposed to erect a small first floor extension above the wing at the rear of Allen Hall to create a further unit, making the total capacity of the site 206 students.

It is also proposed to convert the garages into an amenity block with an outside terrace, although one garage will be retained for secure cycle storage. The existing open parking comprising 9 spaces will remain unchanged, however, it will be for the use of staff and drop offs and collections at the beginning and end of term.

None of the trees on the site are affected by the proposed development and the boundary treatment will remain unchanged.

A management Plan has been submitted in support of the application, which includes three full time members of staff and two part time house keeping staff as well as student wardens and an out of hours help desk and a 24/7 mobile security response.

In support of the proposed development the applicant has supplied a letter from EF International Language Centres, The Centres have premises on Wilmslow Road and have worked with the applicant previously in supplying accommodation for its students.

Consultations

Local residents

13 letters have been received in respect of the proposed development. The issues raised are summarised below.

- Concerned that the entrance to the site will become the main entrance as it is closest to what will be the main concentration of student accommodation on the site.
- The increased comings and goings especially late at night when students often leave in a drunken state would lead to Thorne House residents being disturbed.
- The increased use of the private road give rise to safety concerns as it is used by vehicles and there is no footpath on one side of the road.
- The removal of the garages is a security/crime issue with criminals being able to enter Thorne House through the area where the garages were.
- The development should ensure that the private road cannot be used by the students to access the development.
- There needs to be fencing between the land on the private road where Thorne House ends and where Allen Hall begins.
- The University should employ security patrols.
- Concern is expressed about the potential for noise from the amenity block
- There should be limited access from Thorne House through to Cromwell Range. This route has been fenced off in recent years and it would be preferable if this was included in the plans.
- Concern is expressed that the students will park in Thorne House.
- Welcomes the improvements to the appearance of the buildings and the retention of the trees.

- Between Weston Court and Allen Hall there will be over 400 students in the immediate area, the activities of whom will detract from the amenity of non student residents in the area.
- Historically the upkeep of the private road was funded jointly by Thorne House and Allen Hall. Will this agreement be maintained by the Mansion Group.
- Concern is expressed as to whether the cladding will fit in with the surrounding properties.
- There is a lack of parking on the site and the no parking for students policy will be abused.
- Fallowfield already has the largest concentration of student accommodation and the applicant should be made to justify providing more.
- The student population in Fallowfield already places a burden on the services of the Council for which they pay no Council Tax.
- The current access points to Wilmslow Road and Cromwell Range should be retained.
- Despite the double yellow lines concern is expressed that the private road will become a parking lot.
- At present the residents of Thorne House pay for the private road to be kept clear of litter. Will the applicant contribute to the additional cost created by the development.
- It would be a dereliction of Care if a 24/7 365 day concierge is not provided on the site.
- The sale of alcohol within the proposed amenity block will exacerbate anti social behaviour.
- The proposed social hub will be close to the residential accommodation in Thorne House and could lead to issues with noise and anti social behaviour.

The University of Manchester

The University is concerned about the over supply of student accommodation. The emphasis in policy H12 is that priority is given to schemes which are part of the Universities redevelopment plans or which are being progressed in partnership with the Universities.

The Universities position is a result of uncertainty over the demand profile for purpose built student accommodation in the coming years, resulting from a number of recent factors including:

- The demand for university accommodation has reduced since 2016-17
- At the start of the 2018-19 academic session there remained bed spaces still available in a number of centrally location student developments.
- New sector developments in Manchester that have been opened or had planning approval will impact on future demand for non university purpose built student accommodation.

Greater Manchester Ecology Unit

A survey has been carried out of the premises and no signs were found of bats within or on any of the buildings. The buildings were found to be in good condition with

negligible potential to support roosting bats. If works do not commence within 12 months then a new survey would be required. It is recommended that a condition be imposed to improve biodiversity which would include the provision of bat and bird boxes, native tree and shrub planting and sensitive lighting.

United Utilities

Have made comments in respect of the drainage of the site. These have been forwarded to the applicant.

Cadent

Cadent have identified operational gas apparatus within the application boundary. This information has been forwarded to the applicant.

Strategic Lead, Compliance and Community Safety

No objection to the proposed development subject to conditions in respect of the noise insulation of the accommodation against noise from Wilmslow Road, the acoustic attenuation of any external plant or equipment, the provision of a satisfactory scheme for the storage of refuse, the carrying out of a contaminated land survey if the development involves breaking ground, and an assessment of the need for air quality survey.

Policy

Core Strategy

The relevant Core Strategy policies are SP1, T1, H1, H12, EN1, EN15, EN16 and DM1.

Policy SP1 is relevant to this development in that it sets down the spatial principles that guide development in the City including the creation of neighbourhoods of choice.

Policy T1 is relevant to this proposal in that it seeks to encourage development in sustainable locations and the use of alternative means of transport.

Policy H1 is relevant in that it outlines location requirements for student accommodation. The policy states that student accommodation should take into account the need to contribute to mixed communities, support growth on previously developed sites in sustainable locations, contribute to the character of the local area and prioritise sites which are in close proximity to centres or high frequency public transport routes.

Policy H12 is relevant to this proposal as it specifically relates to student accommodation. The policy sets down a series of tests for developments for student accommodation which need to be met.

Policy EN1 Requires developments to achieve a high standard of design and is relevant to this application as it involves alterations to the appearance of the existing buildings on the site.

Policy EN15 is relevant to this development as the site as it contains a number of semi and mature trees. The policy seeks to retain and enhance sites of biodiverse importance.

Policy EN16 is relevant as the development lies within Manchester's Air Quality Management Area and it seeks to take measure to minimise and mitigate the local impact of emissions from traffic generated by the development and emissions from the itself.

Policy DM1 is relevant to this application as it is a general policy that seeks to protect the amenity of an area from the adverse impact of development.

Unitary Development Plan

The relevant saved Unitary Development Plan policy is DC26 which is relevant as it seeks to protect the amenity of an area from the adverse impact of noise.

National Planning Policy Framework

The Framework came into effect on 27th March 2012 and was amended and updated in July 2018. It sets out the Government's planning policies for England and how these are expected to be applied. It defines the Government's requirements for the planning system 'only to the extent that it is relevant, proportionate and necessary to do so'. It provides a mechanism through 'which local people and their accountable councils can produce their own distinctive local and neighbourhood plans, which reflect the needs and priorities of their communities'.

The Framework re-iterates that planning law requires that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise. The statutory status of the development plan remains as the starting point for decision making. However, paragraph 10 states that 'at the heart of the Framework is a presumption in favour of sustainable development' and, in 'decision-taking', this means that development proposals should accord with the development plan should be approved without delay unless: any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole or specific policies in this Framework indicate development should be restricted.

There are three overarching objectives to sustainable development: economic, social and environmental:

- an economic objective, contributing to building a strong, responsive and competitive economy, by ensuring that sufficient land of the right type is available in the right places and at the right time to support growth, innovation; and improved productivity ; and by identifying and coordinating the provision of infrastructure;

- a social objective, supporting strong, vibrant and healthy communities, by ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generations; and by fostering a well-designed and safe built environment, with accessible services and open spaces that reflect current and future needs and support communities' health, social and cultural well-being; and
- an environmental objective, contributing to protecting and enhancing our natural, built and historic environment; including making effective use of land, helping to improve biodiversity, use natural resources prudently, minimising waste and pollution, and mitigating and adapting to climate change including moving to a low carbon economy.

So that sustainable development is pursued in a positive way, at the heart of the Framework is a presumption in favour of sustainable development.

Paragraph 117 indicates that planning decisions should promote an effective use of land in meeting the need for homes and other uses, while safeguarding and improving the environment and ensuring safe and healthy living conditions. Including giving substantial weight to the value of using suitable brownfield land within settlements for homes and other identified needs, and support appropriate opportunities to remediate despoiled, degraded, derelict, contaminated or unstable land.

Paragraph 127 confirms that planning decisions should ensure that developments: will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development; are visually attractive as a result of good architecture, layout and appropriate and effective landscaping; are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities); establish or maintain a strong sense of place, using the arrangement of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit; optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development; create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users; and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience.

The NPPF states that where proposed development accords with an up-to-date Local Plan it should be approved. The proposals would create additional residential accommodation in a sustainable location and as set out in this report are indicated as being in accordance with the up to date Core Strategy Development Plan Document and therefore accord with the main principles and expectations of the revised National Planning Policy Framework.

The Manchester Green and Blue Infrastructure Strategy (G&BIS)

The G&BIS sets out objectives for environmental improvements within the City in relation to key objectives for growth and development.

Building on the investment to date in the city's green infrastructure and the understanding of its importance in helping to create a successful city, the vision for green and blue infrastructure in Manchester over the next 10 years is: By 2025 high quality, well maintained green and blue spaces will be an integral part of all neighbourhoods. The city's communities will be living healthy, fulfilled lives, enjoying access to parks and greenspaces and safe green routes for walking, cycling and exercise throughout the city. Businesses will be investing in areas with a high environmental quality and attractive surroundings, enjoying access to a healthy, talented workforce. New funding models will be in place, ensuring progress achieved by 2025 can be sustained and provide the platform for ongoing investment in the years to follow.

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

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

Guide to Development in Manchester SPD (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. The SPD states that proposals should seek to ensure that the use of the building reflects their purpose and the place in which they are located. Development should enliven and define neighbourhoods and promote a sense of place. Development should have regard for the location of sustainable public transport and its proximity.

Residential Quality Guide

Sets out the direction for the delivery of sustainable neighbourhoods of choice where people will want to live and also raise the quality of life across Manchester and was approved by the Executive at its meeting on 14 December 2016. The guidance has been produced with the ambition, spirit and delivery of the Manchester Strategy at its heart. The delivery of high-quality, flexible housing will be fundamental to ensuring the sustainable growth of Manchester. To achieve the City's target of carbon neutrality by 2050, residential schemes will also need to be forward thinking in terms of incorporating the most appropriate and up to date technologies to significantly reduce emissions. It is therefore essential for applicants to consider and integrate the design principles contained within the draft guidance into all aspects of emerging residential schemes. In this respect, the guidance is relevant to all stages of the development process, including funding negotiations, the planning process, construction and through to operational management.

The guidance sets standards for securing high quality and sustainable residential development in Manchester. Whilst the document includes standards for internal space within new dwellings, it does not include purpose built student accommodation.

The impact of the proposed development on the aforementioned policies is set out in the following sections.

Issues

Principle

This application relates to a site which was granted planning permission and developed for student accommodation in the late 1950's, early 1960's and the use of the site has been continuous up until fairly recently. The principle of using the site for student accommodation is therefore well established.

What requires Planning Permission.

As stated above planning permission was granted for the development of the four blocks of student accommodation and a chapel in 1958. That permission does not restrict the amount of accommodation either in the description of the development or in any conditions attached to the permission. The applicant can therefore within the shells of the existing buildings reconfigure the floors to accommodate additional students and this would not constitute development for which planning permission is required.

The original permission includes a Chapel and therefore to change the chapel into additional accommodation is a material change of use and therefore requires planning permission.

Purpose built student accommodation such as Allen Hall does not benefit from permitted development rights for the erection of extensions or for alterations to the external appearance of the buildings. Consequently, the first floor extension to Allen Hall, the elevational changes to all the buildings including the addition of roof lights and the erection of the fire escapes require planning permission.

The conversion of the garages to an amenity hub also constitutes a change of use which requires planning permission as does the erection of a compound for the storage of refuse.

Core Strategy Policy H12

Core Strategy policy H12 sets down 10 tests to be met for new developments that provide purpose built student accommodation. Each of the tests is addressed below.

1. Sites should be in close proximity to the University campuses or to a high frequency public transport route which passes this area. In this case the site is located on Wilmslow Road which is extremely well served by public transport

linking the area to the higher education campuses on the outskirts of the City Centre.

2. The Regional Centre, including the Oxford Road Corridor, is a strategic area for low and zero carbon decentralised energy infrastructure. Proposed schemes that fall within this area will be expected to take place in the context of the energy proposals plans as required by Policy EN 5. The development lies outside of the Regional Centre and the Oxford Road corridor and this test does not therefore apply.
3. High density developments should be sited in locations where this is compatible with existing developments and initiatives, and where retail facilities are within walking distance. Proposals should not lead to an increase in on-street parking in the surrounding area. This is not a new high density development, however, the immediate area is typified by existing high density developments, Thorne House, Weston Court and Hollins are all high density. The site is also within 500metres of Fallowfield District Centre and the facilities on offer in that location. Given the close proximity of the site to local facilities and the availability of good public transport links it is not considered that the development would result in a significant increase in demand for on street parking.
4. Proposals that can demonstrate a positive regeneration impact in their own right will be given preference over other schemes. This can be demonstrated for example through impact assessments on district centres and the wider area. Proposals should contribute to providing a mix of uses and support district and local centres, in line with relevant Strategic Regeneration Frameworks, local plans and other masterplans as student accommodation should closely integrate with existing neighbourhoods to contribute in a positive way to their vibrancy without increasing pressure on existing neighbourhood services to the detriment of existing residents. In this instance the proposed development will bring back into use a prominent site on a major radial route which will improve the appearance of the area.
5. Proposals should be designed to be safe and secure for their users, and avoid causing an increase in crime in the surrounding area. Consideration needs to be given to how proposed developments could assist in improving the safety of the surrounding area in terms of increased informal surveillance or other measures to contribute to crime prevention. The proposed development includes a management plan which demonstrates a commitment on the part of the operator to ensure that the site and its residents is safe and secure.
6. Consideration should be given to the design and layout of the student accommodation and siting of individual uses within the overall development in relation to adjacent neighbouring uses. The aim is to ensure that there is no unacceptable effect on residential amenity in the surrounding area through increased noise, disturbance or impact on the streetscene either from the proposed development itself or when combined with existing accommodation. The layout of this development is pre determined by the existing buildings that occupy the site.
7. Where appropriate proposals should contribute to the re-use of Listed Buildings and other buildings with a particular heritage value. This proposal seeks to re use existing buildings by bringing them up to modern standards in terms of the accommodation on offer.

8. Consideration should be given to provision and management of waste disposal facilities, that will ensure that waste is disposed of in accordance with the waste hierarchy set out in Policy EN 19, within the development at an early stage. Whilst the initial proposal including an improved scheme for the storage of refuse this was not considered to be acceptable in bringing refuse storage for the whole site up to current day standards. It is considered that this can be addressed through an appropriate condition. It should be noted that the development could in part be carried out without any improvements to the current arrangements for the storage of refuse and it is considered that this proposal provides an opportunity to improve refuse storage and recycling.
9. There is a currently a potential oversupply of student bedspaces in purpose built accommodation in the planning pipeline when matched against demand from both the projected growth in student numbers to 2014/15 (using a mid range growth scenario assumption) and latent demand from students living in the general rented sector. Therefore developers will be required to demonstrate that there is a need for additional student accommodation in terms of waiting lists for existing places, or that they have entered into a formal agreement with a University, or another provider of higher education, for the supply of bedspaces. Manchester University have objected to the proposed development on the basis of the oversupply of accommodation. However, this scheme only involves the creation of an additional 13 bedspaces, the other additional bedspaces being created through the reconfiguration of the existing accommodation and not therefore requiring permission. The addition of 13 spaces is not considered to be significant in respect of adding to any over provision.
10. Applicants/developers must demonstrate to the Council that their proposals for purpose built student accommodation are deliverable. The Council will not support proposals that are speculative, where there is a possibility that planning permission will not be implemented. This proposal largely involves the refurbishment and revitalisation of existing student accommodation.

On balance it is considered that as this is a proposal for the refurbishment of existing student accommodation rather than a new build scheme with only a limited number of additional units which require planning permission. It satisfactorily addresses the tests raised in Core Strategy policy H12.

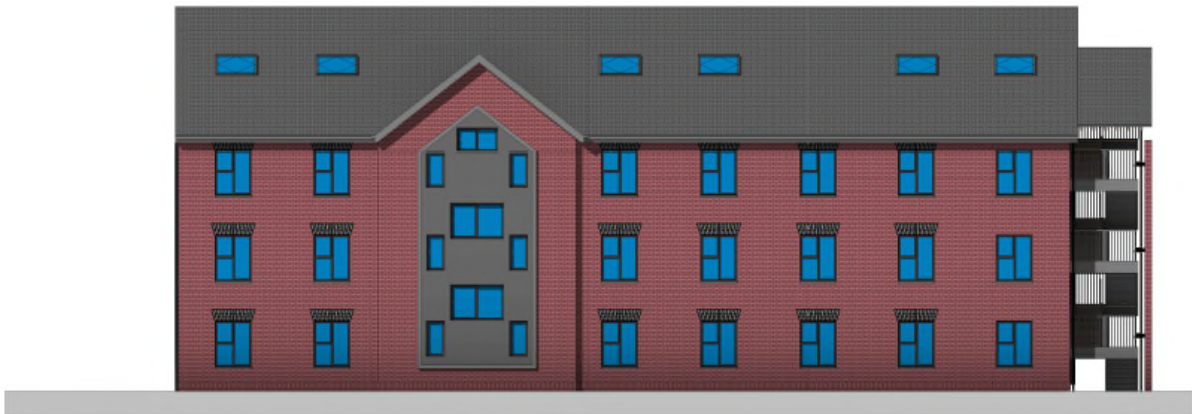
Change of use

The Chapel occupies part of the Allen Hall building located centrally within the site. It is no longer required for its original use and it is proposed to convert it to [provide an additional 13 bedspaces. Given the existing use of the building and the other buildings within the site the conversion of this space which is otherwise no longer require into a small number of additional bedrooms is considered to be appropriate.

Elevational Alterations

As part of the refurbishment it is proposed to replace some of the stone dressings with more modern rainscreen cladding. This will serve two purposes, firstly it will visually lift the buildings giving them a more contemporary appearance and it will also facilitate the reconfiguration of the windows to the existing communal bathrooms

which will need to be changes as these spaces will become bedrooms to enable space to be freed up to create the larger communal kitchens /dining areas.



① 03 - East Facing Elevation Proposed
1:100



② 03 - East Facing Elevation Existing
1:100

In order to bring the roof voids into use it is proposed to introduce roof lights into both pitches of the roof.



② 01 - North Facing Elevation Proposed
1:100



④ 02 - South Facing Elevation Proposed
1:100



① 01 - North Facing Elevation Existing
1:100



③ 02 - South Facing Elevation Existing
1:100

Finally it is proposed to add a fire escape to More, Teilhard and Newman Buildings. These will be open side structures with a pitched roof reflecting that on the main building. The end face would be clad in rainscreen whilst the sides would be open. The ground floor would be enclosed to prevent its improper use.

On balance it is considered that these changes to the appearance of these tired buildings will lift them and render them more appropriate to their position in a prominent location on a major radial route.

Standard of Accommodation

As built the accommodation comprises bedrooms with shared kitchens, meals presumably being taken in the students' rooms, and bathroom facilities on each floor. The proposed reconfiguration of the accommodation would provide each bedroom with its own en-suite facilities and a larger communal kitchen /dining area on each floor. The proposed accommodation would provide a variety of room sizes ranging from 11 square metres to 19 square metres and on balance it is considered that these proposals would result in a significant improvement in the quality of the accommodation on offer.

Fire Escapes

As built the development included three, three storey buildings, Allen hall is only two storey, which were served by a single stairwell. It is considered that the provision of the fire escapes will significantly improve safety for the future occupiers of the buildings.

First Floor Extension

The proposed extension at the rear of Allen Hall sits above an existing single storey element of the building. The extension is designed in the same vernacular as the host building and will create room for one additional bedspace. It is considered that the extension will tidy up the side elevation of the building which is visible from Throne House and the private road to the north. On balance it is considered that the proposed extension is acceptable in terms of its principle and design.



EXISTING ELEVATION
SOUTH EAST FACING

①

1:100



PROPOSED ELEVATION
SOUTH EAST FACING

②

1:100

Intensification

As built the Allen Hall complex accommodated 124 students. The proposed reconfiguration of the accommodation will increase this by 68 to 192 spaces. Whilst the creation of these additional bedspaces does not require planning permission the elevational alterations that would enable this to happen do. However, as the proposed elevational alterations have to be judged on their own merits and are

generally considered to be acceptable, it would not therefore be reasonable to prevent this increase in the amount of accommodation. The addition of the 14 extra bedspaces as a result of the change of use and the modest first floor extension are considered in the context of the amount of accommodation already on the site not to represent a significant increase at just over 10%.

The increase in the amount of accommodation would result in additional comings and goings to the site which could potentially impact on the amenity of nearby residential accommodation. However, in this instance the application would result in an increase of only 14 units and it is considered that the additional activity associated with such a small number of additional bedspaces is not significant.

Car Parking

The site will provide 9 spaces for use by staff and at the beginning and end of term sessions for the collection and dropping off of students. The Council currently has no parking standard for student accommodation and this is a sustainable location in terms of public transport. Further there are on street parking restrictions to discourage car ownership amongst the students.

Concern has been expressed that students may park in the adjacent Thorne House however, this is private land and is for the management company of that property to police.

On balance it is therefore considered that subject to conditions requiring the submission and approval of a travel plan and one in respect of the management of the dropping off and collection of students at the beginning and end of term times the proposed development would be acceptable.

Refuse

The original development was poorly provided with facilities for the storage of refuse and clearly since the development was originally constructed demands for capacity to store refuse and waste material for recycling have changed significantly. The submitted scheme provides new facilities for the storage of refuse and material for recycling in a compound at the rear of the site close to Cromwell Range. Students will be provided with internal bins for the short term storage of refuse and recyclable material. The students will be responsible for transferring the waste to the central storage area and ensuring it is put in the correct containers. Disabled students can call upon the on-site management team for assistance in this respect. The bins will be emptied twice a week with the on site management team moving them on to Cromwell Range from where they will be emptied.

Access

Concern has been expressed that the development will encourage the use of the private road as an access to the site. It is the developers intention to retain all of the existing 3 access points into the site, one each from the private road, over which it is understood that that Allen Hall has a right of access and which according to one of the objectors they contribute towards the upkeep of, Wilmslow Road and Cromwell

Range all of which are long established. Whilst clearly there will be more people entering the site there is no evidence to suggest that any one access would be more popular than the others.

Amenity Hub

The amenity hub would be formed from four of the existing garages located at the rear of the site adjacent to the head of the private road. These would have connecting walls removed and the garage doors would be replaced with windows. The submitted drawings show it fitted out as a lounge with a small kitchen and pool table and a study area. An outside seating terrace is also proposed. The hub would be approximately 27 metres from the nearest flat on Thorne House and 12 metres from Weston Court, it is considered that this is sufficiently far for there to be no significant impact on those properties. It is considered that subject to a condition prohibiting the playing of amplified or live music outside any impact can be managed. A condition is also proposed to ensure that this hub is only used as an ancillary use to the halls of residence.

Cycle storage

One of the existing garages will be retained to provide secure storage for cycles. The applicant has been asked to confirm how many this would be able to accommodate. In principle the provision of covered secure cycle accommodation is welcomed.

Trees

This is a heavily treed site with in excess of thirty specimens on the site. The proposed development will not impact on any of the existing trees within the site all of which will be retained. An appropriate condition is proposed to protect the trees during the development.



Boundary Treatment

There are no proposal to change the existing boundary treatment to the site.

Ecology

No evidence has been found of the site being used by bats, however the Ecology Unit have suggested that the site provides an opportunity to provide/ enhance the biodiversity of the area. An appropriate condition in respect of the provision of bat and bird boxes and improving the ecology of the site.

Residential Amenity

The closest residential accommodation to the development is Thorne House to the north of the site and separated from it by a private road. The proposed development is employing existing buildings in their lawful use as student accommodation and in this respect the principle of the use will not change in terms of its impact on the amenity of nearby residents. In terms of windows and privacy there will be no nearer to the adjacent flats that exist at present and consequently there will be no loss of privacy. The fire escapes are designed to preclude their use other than in emergencies and therefore should not give rise to any issues. As has already been discussed the proposed amenity hub is sufficiently far from any building not to cause any significant loss of amenity subject to appropriate conditions.

Concern has been expressed about the intensification of use of the private road, however, this is a right of way and one apparently jointly owned with the applicant and therefore its use cannot be controlled.

On balance it is considered that those element of the development which require planning permission would not significantly impact upon the amenity of the occupiers of adjacent residential accommodation.

Air Quality

Part of the site is within Manchester's Air Quality Management Area and future residents may be exposed to air pollution.

It should be noted that the development involves modest building works and the site is in a sustainable location in terms of access to the public transport and local facilities. Further provision is made for the storage of cycles on the site and the site contains a substantial number of trees, it is anticipated therefore that the impact on air quality would not be significant.

Management

The applicants have submitted a management plan for the development based on similar development run by the Applicant. The plan indicates that the applicant are a member of ANUK an accreditation scheme which provides a stringent outline of how schemes such as this should be managed.

The plan further details the approach to managing the scheme, the approach to deliveries and travel, the safety and security of the students and the process for the day to day management of the scheme. It is proposed to condition any approval to adhere to the management plan.

Disabled Access

As constructed the development made no provision for disabled access. The refurbishment of the development level access will be provided to the buildings and the ground floor studios and en-suits. The ground floor rooms have been designed so that accessible can be incorporated into the scheme.

Other Issues

Several residents have referred to the demolition of the garages however, this does not form part of the development applied for, indeed, the garages are to be used for cycle storage and as the social hub.

Residents have referred to the increased use of the private road. However it is understood that the road is jointly maintained by Allen Hall and Thorne House and therefore it would be unreasonable for the planning system to seek to restrict its use in any way.

Conclusion

On balance it is considered that those elements of the proposed development which require planning permission accord with the City Councils policies and that the development will bring back into use a series of vacant buildings which if left vacant will continue to detract from the visual and residential amenity of the area.

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 proactive manner based on seeking solutions to issues arising from the consideration of this application.

Reason for recommendation

Conditions to be attached to the decision

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

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

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

Allen Hall management Plan by the Mansion Group dated 1st October 2018, 4422-A003, 4422-A4-150, 4422-A101 rev C, 4422-A102 rev D, 4422-103 rev F, 4422-104 rev E, 4422-105 rev A, 4422-106 rev B, 4422-108 rev B, 4422-123, 2244-A4-204 rev B, 4422-201 rev G, 4422-202 rev E, 4422-203 rev F, 4422-204 rev A, 4422-A4-303, 4422-A4-304, 4422-A4-403 and 4422-A4-404.

Reason - To ensure that the development is carried out in accordance with the approved plans. Pursuant to policies SP1 and DM1 of the Core Strategy.

3) Before the external finishes are applied to the buildings the details, including colour and texture shall be submitted to and approved in writing by the City Council as local planning authority. The approved materials shall be used in the construction of the development.

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

4) Before the development hereby approved is first occupied a scheme for the storage (including segregated waste recycling) and disposal of refuse has been submitted to and approved in writing by the City Council as local planning authority. The details of the approved scheme shall be implemented as part of the development and shall remain in situ whilst the use or development is in operation.

Reason - To ensure that there are satisfactory arrangements for the storage of refuse pursuant to Core Strategy policy DM1

5) The recommendations contained in the management plan in respect of The adoption of the National Code of Standards, site management, out of hours management, security, working with neighbours, code of behaviour and conduct, pastoral care, health and safety, communal areas and refuse and waste

management prepared by the Mansion Group shall be implemented prior to first occupation of the premises and maintained thereafter for as long as the use continues.

Reason to secure the satisfactory management to the development and the protection of the amenity of the occupiers of nearby residential accommodation pursuant to Core Strategy policy DM1

6) Before the development hereby approved is first occupied a Travel Plan shall be submitted to and agreed in writing by the City Council as Local Planning Authority. In this condition a Travel Plan means a document which includes:

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

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

Reason - To assist promoting the use of sustainable forms of travel to the school, pursuant to policies SP1, T2 and DM1 of the Core Strategy and the Guide to Development in Manchester SPD (2007).

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

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

The measures for investigating the site identified in the Site Investigation Proposal shall be carried out, before the development commences and a report prepared outlining what measures, if any, are required to remediate the land (the Site

Investigation Report and/or Remediation Strategy) which shall be submitted to and approved in writing by the City Council as local planning authority.

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

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

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

8) Before the development hereby approved is first occupied a scheme for acoustically insulating the proposed residential accommodation against noise from Wilmslow Road shall be submitted to and approved in writing by the City Council as local planning authority. There may be other actual or potential sources of noise which require consideration on or near the site, including any local commercial/industrial premises. The approved noise insulation scheme shall be completed before any of the dwelling units are occupied and a verification report submitted for approval by the City Council as local planning authority.

Noise survey data must include measurements taken during a rush-hour period and night time to determine the appropriate sound insulation measures necessary. The following noise criteria will be required to be achieved:

Bedrooms (night time - 23.00 - 07.00)	30 dB LAeq (individual noise events shall not exceed 45 dB LAmax,F by more than 15 times)
Living Rooms (daytime - 07.00 - 23.00)	35 dB LAeq
Gardens and terraces (daytime)	55 dB LAeq

Reason: To secure a reduction in noise from traffic or other sources in order to protect future residents from noise disturbance pursuant to Core Strategy policy Dm1..

9) Any externally mounted ancillary plant, equipment and servicing shall be selected and/or acoustically treated in accordance with a scheme designed so as to achieve a rating level of 5dB (LAeq) below the typical background (LA90) level at the nearest noise sensitive location.

The scheme 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 site. The approved scheme shall be completed before the premises is occupied and a verification report submitted for approval by the City Council as local planning authority.

Reason - To minimise the impact of the development and to prevent a general increase in pre-existing background noise levels around the site pursuant to Core Strategy policy DM1..

10) Before any use of the amenity block hereby approved commences, the amenity block shall be acoustically insulated and treated to limit the break out of noise in accordance with a noise study of the premises and a scheme of acoustic treatment that has been submitted to and approved in writing by the City Council as local planning authority.

Reason - To safeguard the amenities of the occupiers of the building and occupiers of nearby properties, pursuant to policies SP1 and DM1 of the Core Strategy.

11) There shall be no playing of live or amplified music in the external areas associated with the amenity block.

Reason - To safeguard the amenities of the occupiers of the building and occupiers of nearby properties, pursuant to policies SP1 and DM1 of the Core Strategy.

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

- a. No retained tree shall be cut down, uprooted or destroyed, nor shall any retained tree be topped or lopped other than in accordance with the approved plans and particulars, without the written approval of the local planning authority. Any topping or lopping approved shall be carried out in accordance with British Standard 5387 (Trees in relation to construction)
- b. If any retained tree is removed, uprooted or destroyed or dies, another tree shall be planted at the same place and that tree shall be of such size and species, and shall be planted at such time, as may be specified in writing by the local planning authority.
- c. The erection of fencing for the protection of any retained tree shall be undertaken in accordance with the approved plans and particulars before any equipment, machinery or materials are brought on to the site for the purposes of the development, and shall be maintained until all equipment, machinery and surplus materials have been removed from the site. Nothing shall be stored or placed in any area fenced in accordance with this condition and the ground levels within those areas shall not be altered, nor shall any excavation be made, without the written consent of the local planning authority.

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

13) Before the development hereby approved is first occupied a scheme for the enhancement of the biodiversity of the site shall be submitted to and approved by the City Council. The scheme shall include the provision of bat and bird boxes and if appropriate the planting of native trees and shrubs.

Reason To enhance the biodiversity of the site pursuant to Core Strategy policy EN and the guidance contained in the National Planning Policy Framework

14) The development shall not be occupied unless and until an access strategy relating to students moving in and out of accommodation, which shall include details of loading and unloading arrangements at the site, has been submitted to and agreed in writing by the City Council as local planning authority. Access for students moving in and out of accommodation shall take place thereafter in accordance with the approved strategy.

Reason - In the interests of public and highway safety and the protection of residential amenity, pursuant to policy DM 1 of the Core Strategy for the City of Manchester.

15) The use amenity hub approved as part of this development shall be ancillary to the use of Allen Hall as student accommodation and shall be for the sole use of students resident in Allen Hall, the More Building, Teilhard Building and Newman Building.

Reason To protect the amenity of local residents from the unrestricted use of the amenity hub, pursuant to Core Strategy Policy DM1 and saved Unitary Development Plan policy DC26

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: 121142/FO/2018 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.

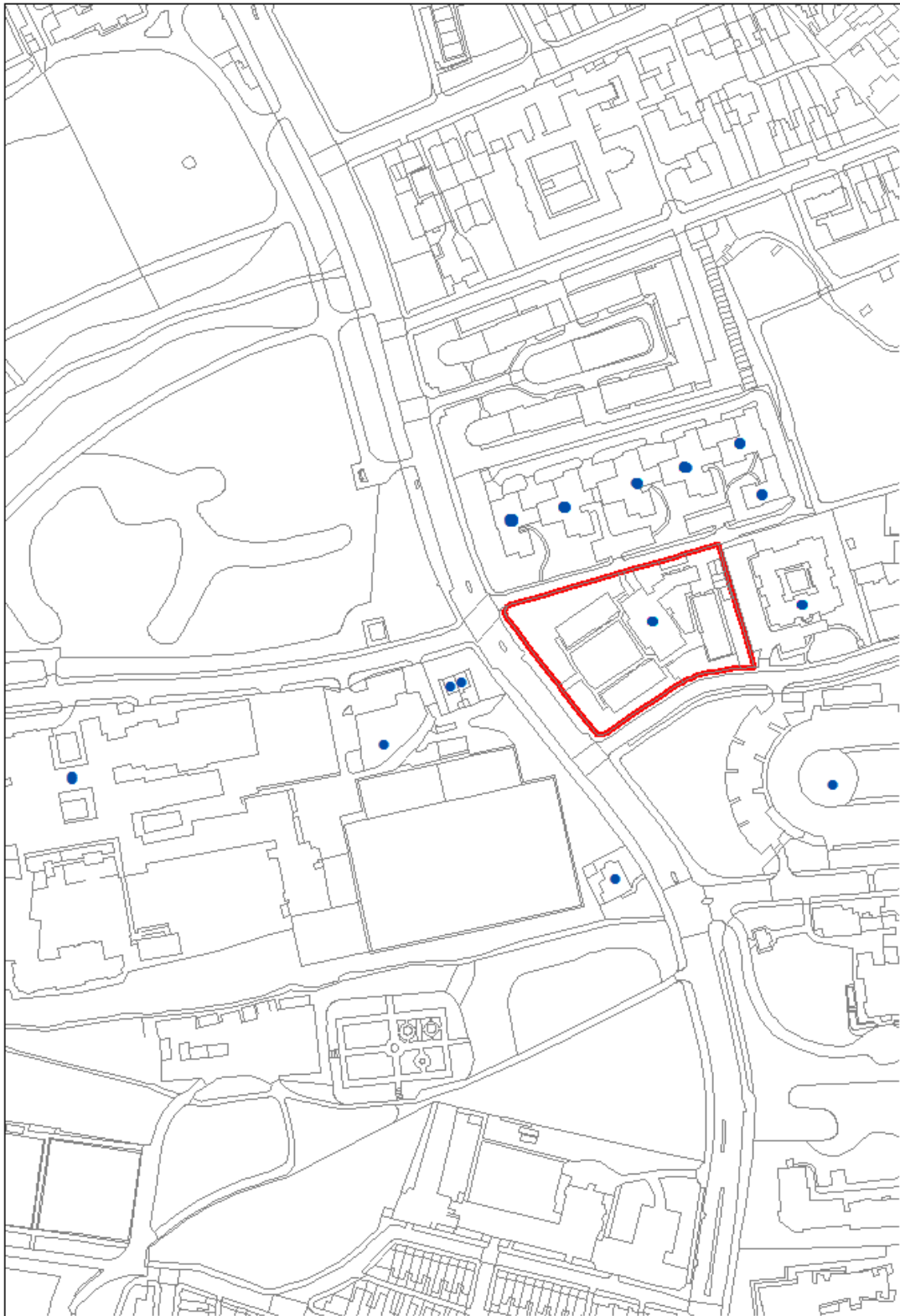
The following residents, businesses and other third parties in the area were consulted/notified on the application:

Greater Manchester Police
 Environmental Health
 Greater Manchester Ecology Unit
 Rusholme & Fallowfield Civic Society
 South East Fallowfield Residents Association

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:

Relevant Contact Officer : Dave Morris
Telephone number : 0161 600 7924
Email : d.morris@manchester.gov.uk



 Application site boundary  Neighbour notification
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Application Number	Date of Appln	Committee Date	Ward
121302/FO/2018	5th Oct 2018	17th Jan 2019	Chorlton Park Ward

Proposal Installation of fencing to pedestrian alleyway and change of use of alleyway to form private gardens

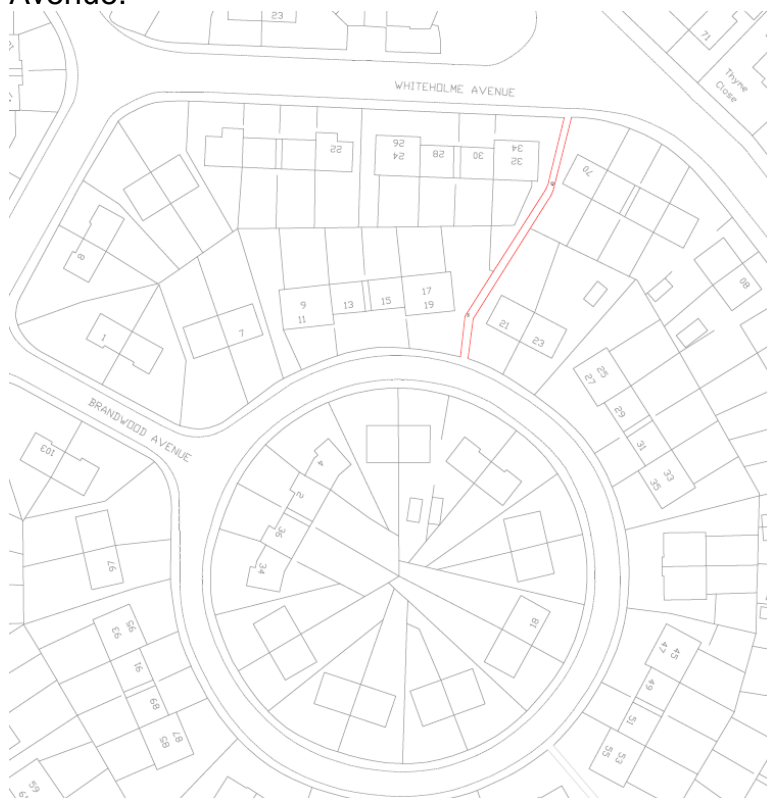
Location Alleyway Between 34 Whiteholme Avenue, 70 Merseybank Avenue And 17-19 And 21 Brandwood Avenue, Manchester, M21 7PH

Applicant Mr David Squires, Aspen House, 825 Wilmslow Road, Didsbury, Manchester, M20 2SN

Agent

Description

This application relates to the footpath which runs north to south between Whiteholme Avenue and Brandwood Avenue on the Merseybank estate. The footpath is located adjacent to no.'s 32 and 34 Whiteholme Avenue and 70 Merseybank Avenue, running through adjacent to no.'s 17, 19 and 21 Brandwood Avenue.



Footpath highlighted in red

The area is a former local authority housing estate, which was transferred to Southway Housing Association.

Permission is sought to close the footpath and for the land to be absorbed in to the gardens of the adjacent properties. The boundaries would then be enclosed. The enclosure materials would be as follows:

34 Whiteholme Avenue: Timber and PCC post palisade fencing to match existing fencing.

Rear of 34 Whiteholme Avenue & 19 Brandwood Avenue: Timber and PCC post waney lap fencing.

19 Brandwood Avenue: Privet hedge infill.

In support of the application the applicant has submitted supporting statements from Merseybank Avenue Home Watcher's Group, Cllr Mandie Shilton Godwin, PC Stuart Anderson, and the City Council's Neighbourhood Manager for the area.

There is a separate legal process that the applicant needs to undertake for the closure of the alleyway as a right of way if planning permission is granted.

Consultations

Local residents/businesses - 11 letters have been received, 10 of which are in support of the proposal and one is neutral. The comments are summarised below:

- It definitely should be closed, a lot of anti-social behaviour revolves around the entrance to the alley, mainly groups of youths hanging around, and drinking alcohol, selling drugs (cars pulling up at night and drugs being sold); creating noise and locals feeling intimidated;
- It has also been used as a dumping ground and fly tipping which is a hazard to young children.
- Witnessed youths being chased by the police who then run into the alley to escape and are not apprehended. In addition those riding motorbikes illegally when chased by police have escaped through the alley.
- The number of burglaries is also going up and this entrance is used to monitor the houses and movements on the street.
- In last few years that Alleyway became the haven of vandalism and ASB, have seen many occasions kids and adults targeted the shops crosses the street throwing objects and running down the alleyway including stolen motorbike.
- Criminals are using the Alleyway to run away from police officers.
- So many robberies have been occurring in Mersey Bank Estate and lots of residents have been badly affected due to the heightened amount of crime that we have witnessed in the past years. Residents are feeling defenceless when those youths committed the crime and use the Alleyway in order to avoid being caught from the police.
- It has been used by burglars as a point of surveillance.
- Litter left in alley; rubbish thrown into neighbouring gardens. Neighbours abused when confronting youths about rubbish. Drug dealing there. Empty packages found around. Drinking alcohol. Fence panels stolen to use as a shelter over alleyway. Burglaries. Stones thrown through windows. Used as an

escape route from police. Off road motorbikes. Neighbours constantly feeling forced to move.

- Concerned that should the proposed closure go ahead the anti-social behaviour will simply be displaced to the footpath adjacent to Caldervale Avenue and Brandwood Avenue. Currently experience fly tipping and some anti-social behaviour and concerned that the fly-tipping will increase in this footpath.
- Understand that both the footpath being closed and the footpath between Brandwood Avenue and Caldervale Avenue are owned by Southway Housing. Request that a condition of any planning approval granted be careful monitoring and review of the current and future anti-social behaviour and littering/fly-tipping in this footpath. In addition, believe there should be a commitment from Southway that there will be an increased level of surveillance and care for the remaining footpath and a willingness to discuss closing this footpath as well should the problems simply be displaced.

Highways – It would appear from the available city council highway data that there is a historical highway network on the development plot which should be stopped up under S257 of the Town and Country Planning Act 1990. This will require an application to the relevant offices for the Department for Transport in the north east and it is recommended that the applicant consults widely before progressing the stopping up. Should the stopping up be approved then the proposed boundary treatment and the conversion into private gardens is supported by Highways.

Peak & Northern Footpaths Society - We object to the closure of this alleyway. At a time when the Council should be encouraging walking on health grounds, and discouraging driving on pollution and climate change grounds it is wholly inappropriate to be closing off pedestrian access.

GMP - Having now reviewed the plans, we cannot see any problem with the proposed or the proposed fencing type, the closure of the 'alleyway' will remove the attraction of anti-social behaviour.

Policies

National Planning Policy Framework

National Planning Policy Framework (NPPF) - This Framework came into effect on 27th March 2012 and was amended and updated in July 2018. It sets out the Government's planning policies for England and how these are expected to be applied. It defines the Government's requirements for the planning system 'only to the extent that it is relevant, proportionate and necessary to do so'. It provides a mechanism through 'which local people and their accountable councils can produce their own distinctive local and neighbourhood plans, which reflect the needs and priorities of their communities'.

The Framework re-iterates that planning law requires that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise. The statutory status of the development plan remains as the starting point for decision making. However, paragraph 10 states

that 'at the heart of the Framework is a presumption in favour of sustainable development' and, in 'decision-taking', this means that development proposals should accord with the development plan should be approved without delay unless: any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole or specific policies in this Framework indicate development should be restricted.

Paragraphs 91, 92, 93 and 95 go on to state:

91. Planning policies and decisions should aim to achieve healthy, inclusive and safe places which:

- a. promote social interaction, including opportunities for meetings between people who might not otherwise come into contact with each other – for example through mixed-use developments, strong neighbourhood centres, street layouts that allow for easy pedestrian and cycle connections within and between neighbourhoods, and active street frontages;
- b. are safe and accessible, so that crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion – for example through the use of clear and legible pedestrian routes, and high quality public space, which encourage the active and continual use of public areas; and
- c. enable and support healthy lifestyles, especially where this would address identified local health and well-being needs – for example through the provision of safe and accessible green infrastructure, sports facilities, local shops, access to healthier food, allotments and layouts that encourage walking and cycling.

92. To provide the social, recreational and cultural facilities and services the community needs, planning policies and decisions should:

- a. plan positively for the provision and use of shared spaces, community facilities (such as local shops, meeting places, sports venues, open space, cultural buildings, public houses and places of worship) and other local services to enhance the sustainability of communities and residential environments;
- b. take into account and support the delivery of local strategies to improve health, social and cultural well-being for all sections of the community;
- c. guard against the unnecessary loss of valued facilities and services, particularly where this would reduce the community's ability to meet its day-to-day needs;
- d. ensure that established shops, facilities and services are able to develop and modernise, and are retained for the benefit of the community; and
- e. ensure an integrated approach to considering the location of housing, economic uses and community facilities and services.

93. Planning policies and decisions should consider the social, economic and environmental benefits of estate regeneration. Local planning authorities should use their planning powers to help deliver estate regeneration to a high standard.

95. Planning policies and decisions should promote public safety and take into account wider security and defence requirements by:

- a. anticipating and addressing possible malicious threats and natural hazards, especially in locations where large numbers of people are expected to congregate. Policies for relevant areas (such as town centre and regeneration frameworks), and the layout and design of developments, should be informed by the most up-to-date information available from the police and other agencies about the nature of potential threats and their implications. This includes appropriate and proportionate steps that can be taken to reduce vulnerability, increase resilience and ensure public safety and security; and
- b. recognising and supporting development required for operational defence and security purposes, and ensuring that operational sites are not affected adversely by the impact of other development proposed in the area.

The Development Plan

Manchester's Core Strategy Development Plan Document now forms part of the development plan for Manchester and its policies provide the basis for planning decisions in the City. The Core Strategy replaces a large number of policies in the Unitary Development Plan; however, some of the UDP policies will remain extant until they are superseded by policies in a future Development Plan Document.

Policy SP1 sets out the key spatial principles which will guide the strategic development of Manchester to 2027 and states that outside the City Centre and the Airport the emphasis is on the creation of neighbourhoods of choice. It also sets out the core development principles, including:

- creating well designed places,
- making a positive contribution to health, safety and well-being,
- considering the needs of all members of the community, and
- protecting and enhancing the built and natural environment.

Policy DM1 states that all development should have regard to the following specific issues:

- Appropriate siting, layout, scale, form, massing, materials and detail.
- Impact on the surrounding areas in terms of the design, scale and appearance of the proposed development. Development should have regard to the character of the surrounding area.
- Effects on amenity, including privacy, light, noise, vibration, air quality, odours, litter, vermin, birds, road safety and traffic generation. This could also include proposals which would be sensitive to existing environmental conditions, such as noise.
- Accessibility: buildings and neighbourhoods fully accessible to disabled people, access to new development by sustainable transport modes.
- Community safety and crime prevention.
- Design for health.

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

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

Policy DC22 - In considering development proposals, the Council will have regard to the effect on existing pedestrian routes and will not normally allow development which would result in unacceptable inconvenience to local pedestrian movement.

The Guide to Development in Manchester SPD 2007

Paragraph 8.3 requires that:
Informal surveillance should be promoted;

And paragraph 8.8 states:

The creation of a high quality environment is vital in enhancing everyone's sense of wellbeing and safety, encouraging long term commitment to the City and its neighbourhoods. This is why the Guide places great emphasis on making the City more user friendly, easier to move around and easier to look after. Whilst a poor physical environment is often associated with fear of crime a high quality environment can encourage a sense of respect and self-esteem in the local community. In this way the Guide ties directly into the National Respect Action Plan and Manchester's Sustainable Community Strategy, one of the key drivers of which is the enhancement of individual and collective self-esteem and mutual respect.

Issues

Principle - The main issues for consideration relate to the acceptability of the closure of the footpath and the reasoning behind the proposed closure in terms of residential amenity, crime and disorder, the availability of disabled access and visual amenity. The main policies that relate to the assessment of the proposals are policies SP1 (Spatial Principles) and DM1 (Development Management) of the adopted Core Strategy for the City of Manchester and saved policies DC22 (Footpaths) of the City Council's Unitary Development Plan.

Anti-social behaviour – The applicant has stated high incidences of anti-social behaviour, drug dealing and fly tipping as the reasons they feel it is necessary to close this footpath; and have stated that they have used all means available to reduce incidents of anti-social behaviour in partnership with the police and the City Council, and that GMP currently patrol the alleyway but due to limited resources it remains problematic.

As stated earlier in the report the applicant has supplied supporting statements. The statement from PC Stuart Anderson makes reference to the issues specific to this footpath within the estate and can be summarised as follows:

- As this alleyway is situated directly next to the shopping parade on Merseybank Avenue, it is the main focal point on the estate for congregation.
- The only vehicular entrance into the estate is from Maitland Avenue, due to the design of the estate. The exit off the estate by vehicle is either via the junction with Maitland Avenue or via Princess Road, which is an 'exit only' junction. Therefore, this alleyway is a 'vantage point', which gives the criminal element full view of the distance of the road ahead, namely Merseybank

Avenue. This allows full visibility to see when the police are coming as you can see the junction with Maitland Avenue in the distance from this point.

- The alleyway is perfect for the minor element of people who want to deal drugs and want to cause mischief, and gives 'cover' for those whom wish to hide and observe without being seen.
- I have attended countless reports made by local residents of large gangs stood by this passageway and acting in an Anti-Social Behaviour or drug dealing, which has been going on for many years.
- For years this alleyway has caused distress to local residents. Local people have refused to use the local shops due to intimidation from mainly youths stood by this passageway.
- A Police Operation called OPERATION DARKER NIGHTS was put into place around January last year in order to tackle the Anti-Social Behaviour, drug dealing and residential burglary in the area. Those who congregated in this area were involved in burglaries in and around this area. Joint partnership work was conducted in order to tackle this issue. This alleyway continues to be the focal point where the criminal element will congregate and conduct their criminal activities.
- Recently, youths have took to making videos, having street barbeques whilst smoking drugs, leaving litter and dealing drugs from the alleyway at the same time. These are all current issues for local residents whom have to endure this type of behaviour. GMP fully support this closure. Closure of this alleyway will help to dramatically reduce crime and Anti-Social Behaviour in and around this area.

Furthermore, the applicant has also submitted a statement from Cllr Mandie Shilton Godwin stating:

- Many residents have pressed us to arrange for this for a number of years. The alleyway has unfortunately become a magnet for groups of youths dealing in drugs, and generally conducting themselves in an extremely antisocial and intimidating manner.
- The alleyway is situated on a route to and from the shopping parade and residents have reported feeling too scared to walk past the groups that loiter there thus affecting their quality of life and peace of mind.
- Not only are there large groups of youths but they often have off road bikes and cars playing loud music which join the group too, causing further inconvenience and noise nuisance for local residents.
- In recent months this behaviour has become much worse, to the extent that police had to conduct a specific operation over the summer to tackle it. As local councillors we worked closely together with other partners such as the city council's anti-social behaviour team, Southway housing association and local residents to tackle the issues.
- Asking Southway to arrange the closure of the alleyway was one of the requests of the residents. Apart from the anti-social behaviour, the alleyway has for many years been an eyesore. It is regularly strewn with litter, smashed bottles and drug paraphernalia. There is also a problem with fly tipping and dumped rubbish both in the alleyway and in the gardens that adjoin it. We are very pleased that Southway has been willing to take action to close the alleyway and we would like to see it take place as soon as practicable.

Residential Amenity – It is anticipated that the closure of the footpath and the absorption of the land into adjacent gardens will result in a decrease in fly tipping. Together with a decrease in noise from associated anti-social behaviour of people loitering in and around the footpath. The use of the land to be enclosed as private garden space would be appropriate and acceptable in this context.

The proposed fencing is considered to be sympathetic to the character of the area and would match with adjoining properties.

In light of the above and given the context of the site it is believed that measures proposed and the use of planning conditions would prevent any significant, adverse impact upon residential amenity. On balance, it is considered that the amenity of residents would not be so adversely affected as to warrant refusal in this location, therefore complying with policies DM1, SP1 of the Core Strategy.

Visual Amenity – The materials proposed for the boundary treatments are considered to be acceptable and would match adjacent materials used. The front boundary treatments would be a mix of 1 metre high privet hedge to the front of 19 Brandwood Avenue, and 1 metre high timber and PCC post palisade fencing to the front of 34 Whiteholme Avenue, which would match existing front boundary treatments. The rear gardens would be enclosed with 1.8 metre high timber and PCC post waney lap fencing.

It is considered that the proposal would fit in with the character of the area and would not form an incongruous feature within the street scene, therefore complying with policies SP1 and DM1 of the Core Strategy.

Footpath Closure – Whilst saved UDP policy DC22 states that ‘will not normally allow development which would result in unacceptable inconvenience to local pedestrian movement’, the issues set out above highlight that the problems requiring the closure of this footpath are somewhat unique to its siting opposite the shops on Merseybank Avenue, and the obliqueness of the footpath in terms of visibility throughout it. A clear case has been made by the applicant to show that there is demonstrable harm caused by the misuse of the existing footpath.

The footpath has a street lighting column at either end of the passageway, and two street lighting columns within the passageway, however, these alone have proved inadequate at deterring criminal activity.

The applicant has stated that the other passageways, such as the passageway running between Brandwood Avenue and Caldervale Avenue do not suffer from the same levels of fly tipping or ASB as the one they wish to close. The other pedestrian alleyways also have street lighting columns within them. However, Southway has stated that they are committed to using freed up resources from the closure of the Brandwood/Whiteholme alleyway on the remaining alleyways in Merseybank, including additional inspections, increased security measures, and litter picking to reduce fly tipping.

Access – It is considered that whilst the existing footpath provides a shortcut from Brandwood Avenue to Merseybank Avenue, it provides less than ideal access given the issues of fly tipping together with the narrowness and bend in the footpath. Pedestrians will still be able to use the pavements on Brandwood Avenue and surrounding streets to access the shops on Merseybank Avenue. It is acknowledged that this is slightly longer route but not unreasonably so. Furthermore, given the issues with anti-social behaviour and the risks to local residents wishing to use the footpath between Brandwood Avenue and Merseybank Avenue, the reality is that many local residents will already be walking this slightly longer route, which being on street, benefits from greater natural surveillance from house frontages and passers-by, along with better lighting and openness.

Conclusion - The proposed development will make a positive impact in terms of tackling anti-social behaviour issues within the area and preventing crime. The proposals are not considered to give rise to unacceptable impacts in terms of residential amenity or visual amenity of the area and therefore accord with the principles of Core Strategy policies SP1, and DM1 and saved UDP policy DC22.

Human Rights Act 1998 considerations – This application needs to be considered against the provisions of the Human Rights Act 1998. Under Article 6, the applicants (and those third parties, including local residents, who have made representations) have the right to a fair hearing and to this end the Committee must give full consideration to their comments.

Protocol 1 Article 1, and Article 8 where appropriate, confer(s) a right of respect for a person's home, other land and business assets. In taking account of all material considerations, including Council policy as set out in the Core Strategy and saved policies of the Unitary Development Plan, the Head of Planning, Building Control & Licensing has concluded that some rights conferred by these articles on the applicant(s)/objector(s)/resident(s) and other occupiers and owners of nearby land that might be affected may be interfered with but that that interference is in accordance with the law and justified by being in the public interest and on the basis of the planning merits of the development proposal. She believes that any restriction on these rights posed by the approval of the application is proportionate to the wider benefits of approval and that such a decision falls within the margin of discretion afforded to the Council under the Town and Country Planning Acts.

Recommendation APPROVE

Article 35 Declaration

Officers have worked with the applicant in a positive and proactive manner based on seeking solutions to problems arising in relation to dealing with the planning application.

Reason for recommendation

Conditions to be attached to the decision

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

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

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

- Proposed garden layout after closure stamped as received 5th October 2018;
- Proposed boundary closure materials stamped as received 5th October 2018.

Reason - To ensure that the development is carried out in accordance with the approved plans. Pursuant to policies SP1 and DM1 of the Core Strategy.

3) The development hereby approved shall be completed in accordance with the materials specified upon the approved drawing 'proposed boundary closure materials', as follows:

34 Whiteholme Avenue: Timber and PCC post palisade fencing to match existing fencing.

Rear of 34 Whiteholme Avenue & 19 Brandwood Avenue: Timber and PCC post waney lap fencing.

19 Brandwood Avenue: Privet hedge infill.

Reason - In the interests of residential amenity and to safeguard the character of the area, pursuant to policies DM1 and SP1 of the adopted Core Strategy Development Plan Document for the City of Manchester.

Local Government (Access to Information) Act 1985

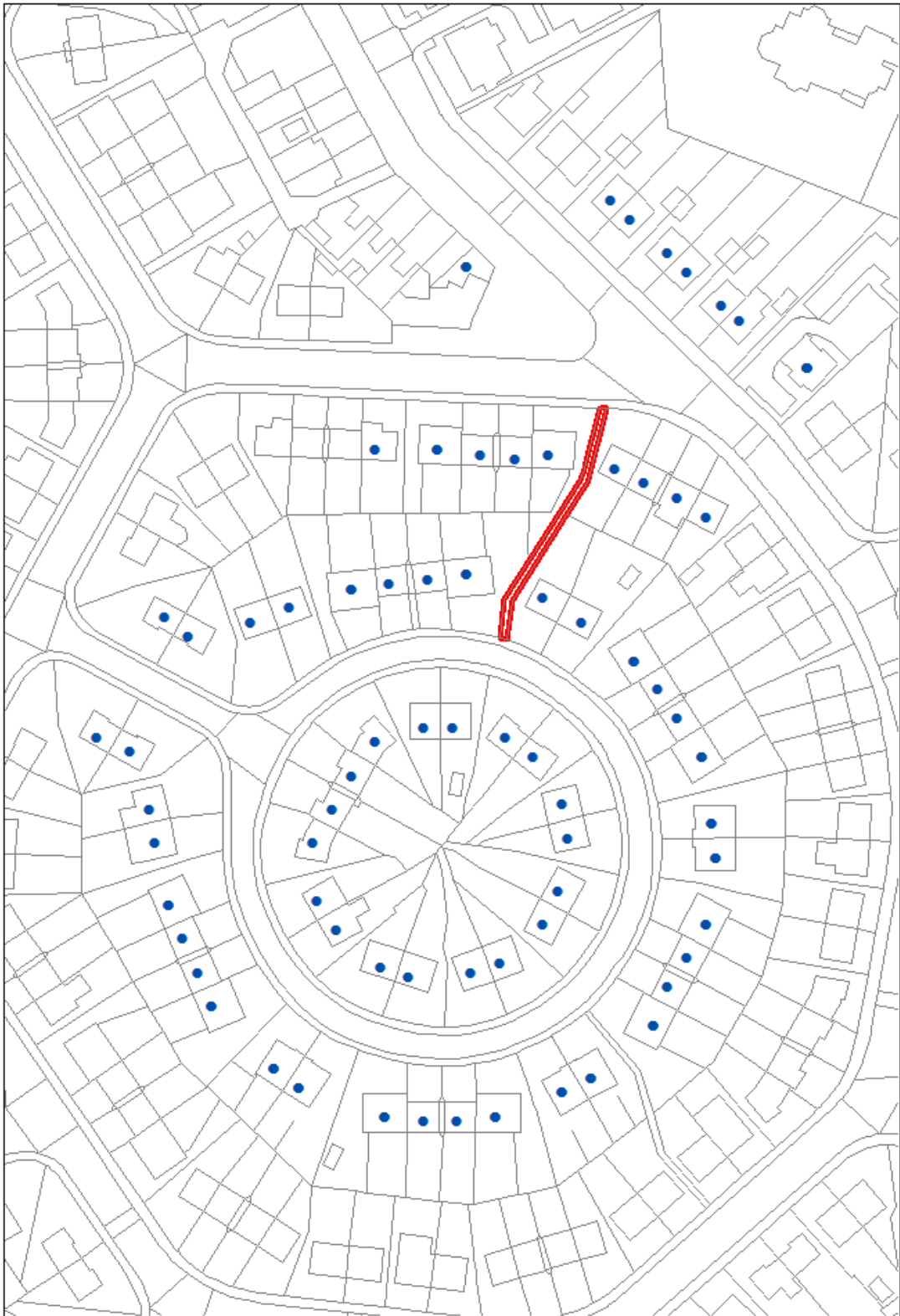
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The following residents, businesses and other third parties in the area were consulted/notified on the application:

Highway Services
Greater Manchester Police
Greater Manchester Pedestrians Society

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

Relevant Contact Officer : Melanie Tann
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 Application site boundary  Neighbour notification
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Application Number	Date of Appln	Committee Date	Ward
120302/FO/2018	28th Jun 2018	17th Jan 2019	Woodhouse Park Ward

Proposal Creation of a 743 space off-airport car park with access road off Styal Road, installation of 2.4 metre high weld mesh fencing and gates, 45 lighting columns and office cabin with associated landscaping

Location Heald Green House, Irvin Drive, Manchester, M22 5LS

Applicant Ensco 1174 Limited, C/o Agent

Agent Mr Chris Sinton, CBRE, 10th Floor, One St Peters Square, Manchester, M2 3DE

Description

The site measuring 0.9 hectares is currently occupied by a two storey residential apartment block known as Heald Green House.

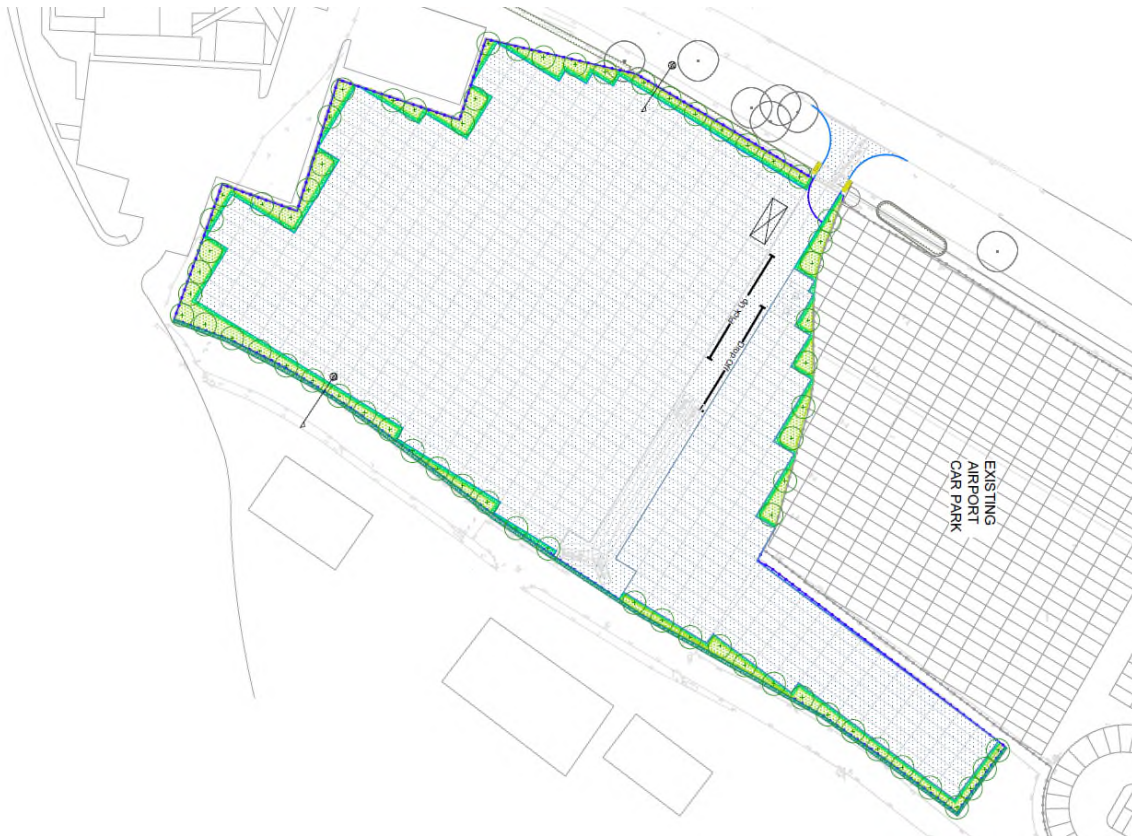
The site sits to the south of a surface level airport car park consented under reference 072290/FO/2004/S2 for 640 long stay car parking spaces with associated landscaping and boundary treatment, access from Irvin Drive and 5 metre high lighting columns, operated by Peter Ashley.

To the east there is Ashbrook Office Park and residential accommodation located on Longstone Road and Sheen Gardens. To the immediate south sits the Flying Horse public house. To the south west on the other side of Styal Road sits a 9,000 space car park operated by Manchester Airport (consent reference 102834/FO/2013/S2). The site is located within the Public Safety Zone for Manchester Airport.

Consent is sought for the creation of a 743 space off-airport car park with access road off Styal Road, installation of 2.4m high weld mesh fencing and gates, 45 4.7m high galvanised steel lighting columns and office cabin with associated landscaping. The car park would be open 24 hours 7 days a week. 16 members of staff would be employed on site.

The application would involve the demolition of Heald Green House which currently accommodates 13 residential units.

The operation of the car park would be based on a 'park and ride' principle. Customers would enter the site via Styal Road and will park in a holding area, vehicles are then parked by the on site drivers and a mini-bus transfers the customer to the airport.



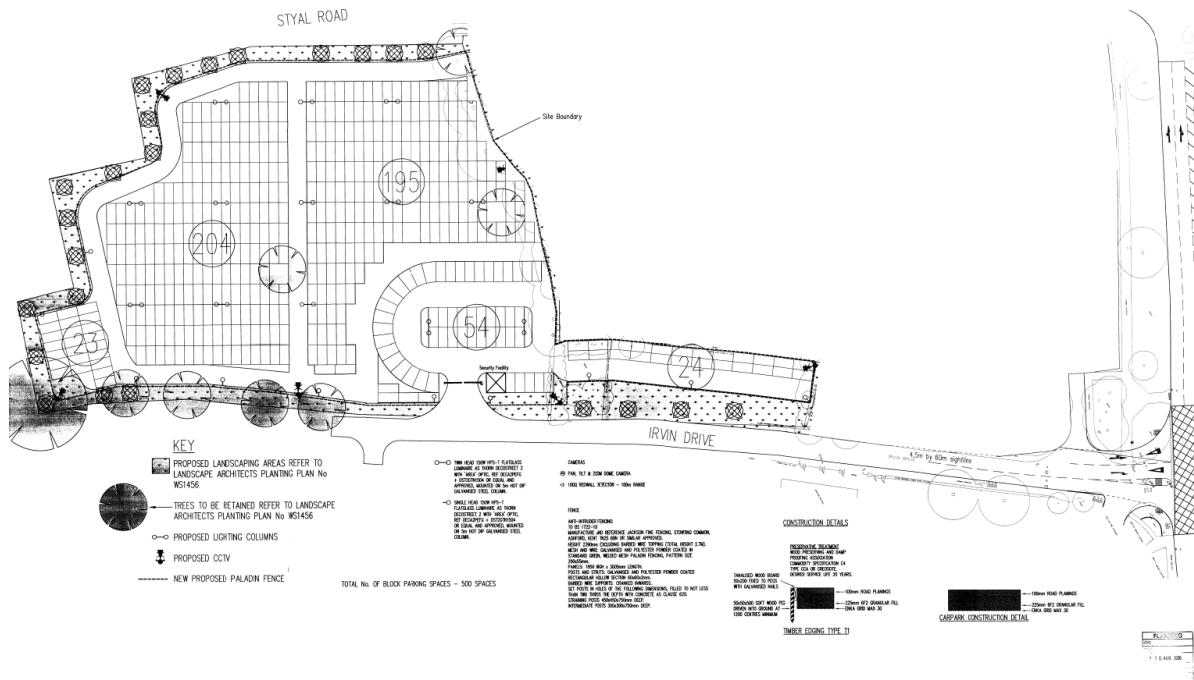
Proposed plans

History

The application site has had consent granted for the following:

080376/FO/2006/S2 - Change of Use of land to form proposed 'block park' car park to be used for off airport car parking with associated landscaping and boundary treatments following demolition of Heald Green House

This scheme accommodated 500 block parked long stay car parking spaces, accessed from Irvin Drive, it included a temporary building to provide office accommodation, paladin fencing and 27 5 metre high lighting columns and CCTV cameras. The approved plan is included below for reference.



When this application was submitted the case was made that this consent had been protected by a start on site, however, pre-commencement conditions were not discharged, consent 080376/FO/2006/S2 is therefore not a fallback consent, however, it is a material consideration in the determination of the application submitted.

Application 080376/FO/2006/S2 followed consent granted via appeal on the 29th April 2004 to create a 220 space self-park long stay “off airport” car park and a 292 space self-park long stay “off airport” car park on this site, references 066690/FO/SOUTH2/02 and 070072/FO/2003/S2 respectively. These consents are extant and can be fully implemented, the scheme for 292 spaces involves the loss of Heald Green House.

Since permission 080376/FO/2006/S2 was granted an application was submitted in 2017 (117992/FO/2017) for the creation of a vehicular access from Styal Road, rather than from Irvin Drive.

The access from Styal Road was approved subject to a condition requiring a detailed landscaping scheme to include tree planting within the site edged blue as the development resulted in the loss of five street trees in the verge.

The application was precipitated from the submission of an application and resubmission application 114349/FO/2016 for the development of the adjacent site on Irvin Drive operated by Peter Ashley for the erection of a 4 storey multi-storey car park to provide off-airport car parking facilities for 2,244 cars with associated landscaping (resubmission of planning application 112323/FO/2016/S2, reduction in spaces by 145 spaces, relocation of access to Styal Road, footprint reduction, modelling, elevational alterations and landscaping). This application was refused and dismissed at appeal for the following reasons:

1. The scale and massing of the development proposed would cause harm to residential amenity by virtue of providing an overbearing structure, contrary to policy DM1 of the Core Strategy and the National Planning Policy Framework.
2. The design of the development proposal constitutes an overly dominant incongruous structure in the street scene to the detriment of the visual amenity and character of the area, by virtue of the height and extent of the building, particularly along Styal Road contrary to policies SP1 and DM1 of the Core Strategy and the National Planning Policy Framework.

The highway arrangement and access onto Styal Road was found to be an improvement over the existing access from Irvin Drive for the surface level operation and did not form a reason for refusal.

Consultations

Three consultations have taken place on the application. The first change constituted an alteration to the layout to address the outcome of the Crime Impact Statement which involved moving the reception building closer to the entrance. The second change constituted a reduction in the number of car parking spaces from 772 to 743 (loss of 29 spaces) and the planting of 67 new trees (the plans also included the planting of native hedgerows to the eastern boundary and pollinator and bat-friendly shrubs).

Local Residents – 14 objections were received from 12 addresses to the original submission with the 772 spaces. Objections were made on the following grounds:

- The site next door was refused on the grounds of increase in traffic movements (as stated above this was not the case)
- People object to any further car parks in Heald Green and believe it will impact upon highway safety
- The addition of car parking spaces would increase levels of air pollution and noise nuisance
- The high fences and lighting columns would be an eyesore and cause light pollution
- The level of activity on site would be disruptive to residents during construction and operation
- Residents will have to look out onto a car park
- Proposals would have an effect on local wildlife and interrupt a green corridor
- The proposal would adversely impact upon house prices
- Proposals of no benefit to the economy of Heald Green
- The proposal will involve the loss of housing stock

48 objections were received from 45 addresses to the second consultation for the reasons set out above and for the additional reason that the reception building would be unsightly in a relatively green area, questioning the necessity of another car park, the safety of it within a Safety Zone and the sustainability of such a development. Comments were also received from Heald Green and Long Lane Ratepayers' Association.

34 further objections were received from 32 addresses to the third consultation for the reasons referred to previously above.

Councillor Eddy Newman – Objects to the planning application on behalf of his constituents.

An application for a car park was approved on this site previously. However, this was for a smaller number of vehicles and was over ten years ago. Since then residential properties on the nearby Sheen Gardens development have been built and occupied by residents of 150 houses and flats.

The increase in the comings and goings of vehicles, and the substantial increase in the number of vehicles within the application site will lead to noise disturbance-including at night. This will cause harm to the residential amenity of surrounding properties. The ten residential flats in Heald Green House will also be lost, as it is proposed to demolish this.

Under Manchester's Development Plan, there is no specific designation of this site for Airport related development.

The increase in traffic on Styal Road will bring added noise and pollution. It is already difficult for Sheen Gardens residents to turn right out of Longstone Road onto Styal Road during rush hours.

There are far too many vehicle spaces proposed for the size of this site. There is already a large off Airport Car Park bordering this site, and the proposed car park will damage the living conditions of the nearby residents. They should not have to put up with their immediate neighbourhood being dominated by huge 24 hour car parks.

Manchester Airport object to the description of the development as airport car parking as the development operated by a private operator. They state that there is a lack of demonstration of need and states that it will impact on their delivery of surface access objectives set out in the Surface Access Strategy contained within the Sustainable Development Plan undertaken to conform to the Government's Aviation Policy Framework. Car parking is a fundamental element of the Airport's surface access strategy but it requires careful management and integration with public transport mode share targets.

Environmental Health – Hours applied for, lighting information and the Air Quality assessment submitted is acceptable. Conditions are required relating to refuse and contaminated land.

MCC Flood Risk Management – Suggest conditions relating to sustainable urban drainage systems and the management of the drainage system.

Highway Services – The proposal is acceptable in principle.

Neighbourhood Team Leader (Arboriculture) – No objections from an arboricultural perspective, the net-gain on tree numbers will mitigate for tree loss.

Greater Manchester Ecology Unit – No overall objections on Ecology grounds. Due to the presence of breeding birds in the building on site and the potential of other parts of the site to support breeding birds it is recommended that the initial site clearance (including vegetation) and demolition works take place outside of the main breeding bird season (March to August inclusive). If this is not possible, a breeding bird survey should be undertaken prior to the commencement of works by a suitably experienced ecologist.

Greater Manchester Police – Recommend a condition making sure that the development accords with the Crime Impact Statement submitted.

Manchester Airport Safeguarding Officer – The proposed development has been examined by the Safeguarding Authority for Manchester Airport against aerodrome safeguarding measures; the location of this site is highly sensitive, and it does have the potential to cause a flight safety risk without careful management. Therefore, Manchester Airport requests the following conditions be applied should the scheme be approved:

- No development to take place until a detailed Bird Hazard Management Plan or the construction phase has been agreed with the safeguarding authority for Manchester Airport.
- No development to take place until a construction plan showing how dust and smoke will be prevented during the construction period.
- At all times, all lighting (permanent and temporary) to be capped below the horizon so there is no upward light spill.
- At all times, all trees to be carefully managed and pruned or pollarded to prevent growth above 15m AGL in height.
- Please note that any cranes or other tall equipment required during construction may present a hazard to aircraft and will need to be assessed separately to ensure that aircraft safety is protected. We therefore request that the following informative is attached to any approval granted:
- Cranes, whilst they are temporary, can be a hazard to air safety. The developer or crane operator must therefore contact Manchester Airport's Control of Works Office using the details provided below, at least 21 days in advance of intending to erect a crane or other tall construction equipment on the site. This is to obtain a Tall Equipment Permit and to ascertain if any operating restrictions would be required. Any operating restrictions that are subsequently imposed by Manchester Airport must be fully complied with.

United Utilities Water PLC – Has no objection to the proposed development subject to the imposition of conditions.

Policies

The National Planning Policy Framework (NPPF) - The NPPF was published in July 2018. The NPPF constitutes guidance for local planning authorities and decision-makers both in drawing up plans and as a material consideration in determining planning applications. It does not change the statutory status of the development plan, i.e. the Core Strategy, as the starting point for decision making and it states further that development that accords with an up-to-date local plan, such as the Core

Strategy, should be approved unless other material considerations indicate otherwise.

The NPPF states that the planning system must contribute to the achievement of sustainable development and that there are three dimensions to this: economic, social and environmental.

Core Strategy Development Plan Document - The Core Strategy Development Plan Document 2012 -2027 ("the Core Strategy") was adopted by the City Council on 11th July 2012.

It is the key document in Manchester's Local Development Framework. The Core Strategy replaces significant elements of the Unitary Development Plan (UDP) as the document that sets out the long term strategic planning policies for Manchester's future development.

A number of UDP policies have been saved until replaced by further development plan documents to accompany the Core Strategy. Planning applications in Manchester must be decided in accordance with the Core Strategy, saved UDP policies and other Local Development Documents unless material considerations indicate otherwise. Relevant policies in the Core Strategy are detailed below:

Policy SP1, Spatial Principles - This states that the key spatial principles which will guide the strategic development of Manchester to 2027 are:

- The Regional Centre will be the focus for economic and commercial development, retail, leisure and cultural activity, alongside high quality city living.
- The growth of Manchester Airport will act as a catalyst for the regional economy, and will also provide the impetus for a second hub of economic activity in this part of the City.
- Beyond these areas, the emphasis is on the creation of neighbourhoods of choice, providing high quality and diverse housing around district centres which meet local needs, all in a distinct environment. The majority of new residential development in these neighbourhoods will be in the Inner Areas, defined by the North Manchester, East Manchester and Central Manchester Regeneration Areas.
- The City is covered by regeneration areas including the City Centre. All development should have regard to the character, issues and strategy for each regeneration area as described in the North, East, Central and South Manchester and Wythenshawe Strategic Regeneration Frameworks and the Manchester City Centre Strategic Plan.
- The City's network of open spaces will provide all residents with good access to recreation opportunities. The River Valleys (the Irk, Medlock and Mersey) and City Parks are particularly important, and access to these resources will be improved.
- New development will maximise the potential of the City's transport infrastructure, in particular promoting walking, cycling and use of the public transport. The extension to the Metrolink network through the Oldham and Ashton lines will create key corridors for new development.

Core Development Principles, Development in all parts of the City should:-

- Make a positive contribution to neighbourhoods of choice including:-
 - creating well designed places that enhance or create character.
 - making a positive contribution to the health, safety and wellbeing of residents
 - considering the needs of all members of the community regardless of age, gender, disability, sexuality, religion, culture, ethnicity or income.
 - protect and enhance the built and natural environment.
- Minimise emissions, ensure efficient use of natural resources and reuse previously developed land wherever possible.
- Improve access to jobs, services, education and open space by being located to reduce the need to travel and provide good access to sustainable transport provision.
- Policy DM1, Development Management - This policy states that all development should have regard to specific issues for which more detailed guidance may be given within a supplementary planning document. Of relevance to this application are:
 - Appropriate siting, layout, scale, form, massing, materials and detail.
 - Impact on the surrounding areas in terms of the design, scale and appearance of the proposed development. Development should have regard to the character of the surrounding area.
 - Effects on amenity, including privacy, light, noise, vibration, air quality, odours, litter, vermin, birds, road safety and traffic generation. This could also include proposals which would be sensitive to existing environmental conditions, such as noise.
 - Accessibility: buildings and neighbourhoods fully accessible to disabled people, access to new development by sustainable transport modes.
 - Community safety and crime prevention.
 - Design for health.
 - Vehicular access and car parking.
 - Effects relating to biodiversity, landscape, archaeological or built heritage.
 - Green Infrastructure including open space, both public and private.
 - Flood risk and drainage.
 - Existing or proposed hazardous installations.

Policy DM2, Aerodrome Safeguarding - This policy states that development that would affect the operational integrity or safety of Manchester Airport or Manchester Radar will not be permitted.

Policy DM3, Public Safety Zones - This policy states that within the Public Safety Zones as defined by the Civil Aviation Authority, development or changes of use will not be permitted, except where that development conforms to that set out in Paragraphs 11 & 12 of DfT Circular 01/2010 or any replacement guidance.

EW9 The following sites are allocated for Class B1 business development:-
b) land at Styal Road, Irvin Drive, Moss Nook;

Reason: Sites (a) and (b) have been granted planning permission in accordance with Council policy on the location of business development. Sites (c) and (d) are appropriate for business use. Development falling within Use Class B1 of the Town and Country Planning (Use Classes) Order 1987 is acceptable on all these sites.

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

- a. the effect of new development proposals which are likely to be generators of noise; and
- b. the implications of new development being exposed to existing noise sources which are effectively outside planning control.

DC26.2 New noise-sensitive developments (including large-scale changes of use of existing land or buildings), such as housing, schools, hospitals or similar activities, will be permitted subject to their not being in locations which would expose them to high noise levels from existing uses or operations, unless the effects of the noise can realistically be reduced. In giving effect to this policy, the Council will take account both of noise exposure at the time of receiving a planning application and of any increase that may reasonably be expected in the foreseeable future.

DC26.3 Developments likely to result in unacceptably high levels of noises will not be permitted:

- a. in residential areas;
- b. near schools, hospitals, nursing homes and similar institutions;
- c. near open land used frequently for recreational purposes.

DC26.4 Where the Council believes that an existing noise source might result in an adverse impact upon a proposed new development, or where a new proposal might generate potentially unacceptable levels of noise, it will in either case require the applicant to provide an assessment of the likely impact and of the measures he proposes to deal satisfactorily with it. Such measures might include the following:

- a. engineering solutions, including reduction of noise at source, improving sound insulation of sensitive buildings or screening by purpose-built barriers;
- b. layout solutions, including consideration of the distance between the source of the noise and the buildings or land affected by it; and screening by natural barriers or other buildings or noncritical rooms within a building; and
- c. administrative steps, including limiting the operating times of the noise source, restricting activities allowed on the site or specifying an acceptable noise limit. Any or all of these factors will be considered appropriate for inclusion in conditions on any planning permission.

DC26.5 The Council will control noise levels by requiring, where necessary, high levels of noise insulation in new development as well as noise barriers where this is appropriate.

DC26.6 Exceptions to the general policy will be considered on their merits. The Council accept, as an example, that the occasional use of outdoor facilities such as sports stadia for concerts can be acceptable in certain circumstances. Any such

proposal will be considered in the light of consultation with local residents and others, and the practicability of appropriate conditions on any approval.

Department for Transport Circular 01/2010, Control of Development in Airport Public Safety Zones - The Circular states in paragraph 10 that there should be a general presumption against new or replacement development, or changes of use of existing buildings, within Public Safety Zones. In particular, no new or replacement dwellinghouses, mobile homes, caravan sites or other residential buildings should be permitted. Nor should new or replacement non-residential development be permitted.

However, the Circular also states that certain forms of new or replacement development, which involve a low density of people living, working or congregating, may be acceptable within a Public Safety Zone, one such example being:

- i. long stay and employee car parking (where the minimum stay is expected to be in excess of six hours).

Guide to Development in Manchester Supplementary Planning Document (SPD) 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. In relation to crime issues, the SPD requires that prevention measures should be demonstrated, and include the promotion of informal surveillance, CCTV, good lighting and stewardship.

The Manchester Green and Blue Infrastructure Strategy (G&BIS)

The G&BIS sets out objectives for environmental improvements within the City in relation to key objectives for growth and development.

Building on the investment to date in the city's green infrastructure and the understanding of its importance in helping to create a successful city, the vision for green and blue infrastructure in Manchester over the next 10 years is: By 2025 high quality, well maintained green and blue spaces will be an integral part of all neighbourhoods. The city's communities will be living healthy, fulfilled lives, enjoying access to parks and greenspaces and safe green routes for walking, cycling and exercise throughout the city. Businesses will be investing in areas with a high environmental quality and attractive surroundings, enjoying access to a healthy, talented workforce. New funding models will be in place, ensuring progress achieved by 2025 can be sustained and provide the platform for ongoing investment in the years to follow.

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

1. Improve the quality and function of existing green and blue infrastructure, to maximise the benefits it delivers
2. Use appropriate green and blue infrastructure as a key component of new developments to help create successful neighbourhoods and support the city's growth

3. Improve connectivity and accessibility to green and blue infrastructure within the city and beyond
4. Improve and promote a wider understanding and awareness of the benefits that green and blue infrastructure provides to residents, the economy and the local environment.

Issues

Principle of the proposal – The proposed application is required to be considered in the context of the land to the north which is a 640 space surface level car park, also regard needs to be had to the approval of two extant off airport car parking appeals on the site (for 220 and 292 spaces respectively) and the subsequent consent in 2006 for 500 spaces and the presence of the 9000 space car park immediately to the south west. The site is not within the Green Belt. Notwithstanding this, consideration must be given to the impact an additional 243 parking spaces would have upon the residential amenity enjoyed by the occupants of the nearby residential accommodation, the highway network and ecology/nature conservation. These issues and others will be addressed below.

Residential Amenity - The impact of the proposal upon the levels of residential amenity enjoyed by local residents has been assessed, specifically in relation to noise and light generated by the use and the visual impact of the development itself.

The site lies in close proximity to the neighbouring residential properties on Irvin Drive (c. 11m from the front elevation of cottages on Irvin Drive), for the most part the site is screened by office development on Ashbrook Office Park to the east. Residential property beyond the Office Park is located on Longstone Road, Cunningham Drive and Sheen Gardens at a distance of c.19.5m, c. 15m and c. 69m at the nearest points. The impact of the development on sensitive noise receptors has been assessed in the submitted noise impact assessment and does not raise any significant noise disturbance concerns. Screening in the form of trees has been introduced to the boundaries.

It is acknowledged that there would be 45 4.7m high lighting columns, which would constitute an additional 18 columns over the previously approved 27 5m high lighting columns. Lighting information submitted has been assessed, it is considered that the proposed lighting columns would be sited and designed so as to minimise light spillage, as well as not compromising aerodrome safeguarding. A condition has been requested by Manchester Airport to assure that the lighting installed does not conflict with aerodrome safeguarding.

Siting and Design of Reception Building – The small scale (less than 30m²) single storey reception building proposed to be located near to the Styal Road entrance is a pre-fabricated modular building finished in plastisol coated galvanised steel cladding, which is considered to be acceptable. The building would largely be screened by tree planting to the Styal Road boundary.

Visual Amenity – A 2.4m high weld-mesh security fence would be installed to address the requirements of the Crime Impact Statement.

Given the differences between the existing residential and proposed car parking use, there is no doubt that there will be some level of visual disamenity arising from the proposal. However, it is considered that the proposed landscaping would help to mitigate against any such impact. The proposal would be seen in the context of existing car parks and the adjoining pub site, but would be screened by tree planting to the boundaries of the site, in this context the scheme is acceptable.

Landscaping Scheme – The previously approved scheme involved the planting of 38 trees around the perimeter of the site and retaining 5 trees on the site (43 in total), with the majority of new planting to screen the car park from dwellings on Irvin Drive.

The scheme as submitted was for 772 car parking spaces with 23 trees and no trees retained.

The scheme has now been reduced by 29 spaces to accommodate further landscaping and tree planting. The number of trees to be planted is now 67 new trees which would be 24 more trees than previously approved and 44 more than initially submitted.

Group G6 (category C Horse Chestnut and Elder) would to be retained on site and two off site groups (category B Ash and category C Ash, Hawthorn, Rose and Sycamore) and an individual tree (category C Goat Willow) would be retained to the Styal Road frontage. 5 existing trees (1x category B Beech, 2 x category C Oak, Sycamore and Ash and one dead tree) and 5 groups of trees (category C including Hawthorn, Rose, Birch, Ash, Goat Willow, Sycamore and Holly) would be removed from the site.

Landscaping now includes new native hedgerow planting along the eastern boundary to Irvin Drive and the planting of pollinator and bat friendly shrubs along boundaries. The landscaping now represents an improvement over and above the previously consented scheme.

Pedestrian / Highway Safety – The applicants have provided detailed transport assessment work which confirms that the local highway network could accommodate the traffic movements associated with the proposal. The development would result in an increase in two-way trips which would equate to 4 car trips per hour. Highways Services have reviewed this data and have confirmed that the proposed access and the existing local highway network within the vicinity of the application site can accommodate the proposal.

Aerodrome Safeguarding – The site lies within the Public Safety Zone associated with Runway 1, as a result consideration must be given to Circular 01/2010, Control of Development in Airport Public Safety Zones. This circular states that there should be a general presumption against new or replacement development, or changes of use of existing buildings, within Public Safety Zones. However, the Circular also states that certain forms of new or replacement development, which involve a low density of people living, working or congregating, may be acceptable within a Public Safety Zone and that one such example is long stay and employee car.

In addition to this, the proposed lighting columns will be designed so that light does not spill above the horizontal plane.

Given this guidance and the fact that the Aerodrome Safeguarding officer has no objections to the proposal it is not considered that the proposal will have an adverse impact upon aerodrome safeguarding.

Air Quality – The City Council agree with the findings of the Air Quality Assessment which would be an approved document associated with the application, this sets out mitigation measures required to be undertaken (dust suppression and monitoring during construction) to be secured through a construction management plan. It is accepted that the additional vehicles attracted to the car park would have an impact on air quality but this impact would not be so significant so as to warrant a refusal of planning permission.

The applicant will provide 3 No. electric charging points to accommodate electronic vehicles to be secured by condition.

Loss of housing stock – The development would arguably result in the loss of 13 family homes, which in itself is contrary to policy contained within the Development Plan. However, the fallback consent granted for the site has established this principle, it would therefore be unreasonable to withhold consent for the scheme on this basis.

Ecology – The application was accompanied by an Ecology Briefing note and bat report that has been assessed. Greater Manchester Ecological Unit are satisfied subject to a condition with regards to breeding birds.

Flood Risk and Drainage - The application site is located in Flood Zone 1 as the risk of flooding from fluvial sources, i.e. rivers and brooks, is low. A condition recommending a Sustainable Urban Drainage system and the maintenance of said system is recommended.

Crime and Disorder – A condition requiring the development to achieve Secured by Design accreditation would be attached to any approval granted.

Conclusion – The principle of the use in this case has already been approved, at issue is the increase in the number of cars capable of being parked, i.e. from 500 spaces to 743 spaces. On the basis of the scheme as amended to include appropriate landscaping and tree planting, subject to appropriate conditions, it is considered that on balance the proposal would be acceptable.

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 proactive manner based on seeking solutions to problems arising in relation to dealing with the planning application. The proposal is considered to be acceptable and has been determined in a timely manner.

Reason for recommendation

Conditions to be attached to the decision

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

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

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

General Arrangement 01 Rev 03
 Soft Landscape Plan 02 Rev 03
 Landscape Supporting Notes 03 Rev 01
 Existing Site Plan 05 Rev 01
 Steel Tapered Column lighting information by Thorn
 Red Line Boundary Plan 101
 Site Location Plan 102
 Car Park Lighting 206
 Site Layout and Tracking 207 Rev B
 Cora Technical Note 1 Dated 15th August 2018, Technical Note Dated 2nd November 2018
 Proposed Access 001 Rev A
 Addendum Planning, Design and Access Statement October 2018 prepared by CBRE
 Arboricultural Impact Assessment June 2018 prepared by Urban Green
 Crime Impact Assessment reference 2006/1070/CIS/01 Version A: 24/09/2018 prepared by Greater Manchester Police

Noise Impact Assessment dated June 2018 prepared by BWB
 Air Quality Assessment dated June 2018 prepared by BWB
 Ecology Briefing Note prepared by Tyler Grange
 Bat presence / absence survey 5th September 2018 prepared by United
 Environmental Services Ltd
 Flood Risk Assessment and Surface Water Management Report reference 3120-01
 September 2018 prepared by IGE consulting
 Geo-Environmental Investigation Report reference 3120-01 Rev A June 2018
 prepared by IGE consulting

Reason - To ensure that the development is carried out in accordance with the approved plans. Pursuant to policies SP1 and DM1 of the Core Strategy.

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

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

4) 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 shall include;

- 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;
- Details of an emergency telephone number for the site manager on public display

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 and DM1 of the Manchester Core Strategy.

5. The details of the hard and soft landscaping treatment scheme as set out within the approved drawing references: General Arrangement 01 Rev 03, Soft Landscape Plan 02 Rev 03, Landscape Supporting Notes 03 Rev 01 shall be implemented not later than 12 months from the date the buildings are first occupied. If within a period of 5 years from the date of the planting of any tree or shrub, that tree or shrub or any tree or shrub planted in replacement for it, is removed, uprooted or destroyed or dies, or becomes, in the opinion of the local planning authority, seriously damaged or defective, another tree or shrub of the same species and size as that originally planted shall be planted at the same place.

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

6. The development hereby approved shall only be carried out in accordance with the recommendations of the Crime Impact Statement prepared by Greater Manchester Police and shall not be occupied or used until the City Council as local planning authority has acknowledged in writing that it has received written confirmation of a secure by design accreditation.

Reason - To reduce the risk of crime pursuant to Policy DM1 of the Adopted Core Strategy for the City of Manchester.

7. No development to take place until a detailed Bird Hazard Management Plan for the construction phase has been submitted to and approved in writing by the local planning authority.

Reason - In the interests of aerodrome safeguarding having regard to policy DM2 of the Core Strategy.

8. Prior to the occupation of the development hereby approved a scheme for the storage and disposal of refuse shall be submitted to and approved in writing by the City Council as local planning authority. The details of the approved scheme shall be implemented as part of the development and shall remain in situ whilst the use or development is in operation.

Reason - In the interests of amenity and public health, pursuant to policy DM1 of the Core Strategy for the City of Manchester.

9. In the event that ground contamination, groundwater contamination and/or ground gas are encountered 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 detailing what measures, if any, are required to remediate the land (the 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 agreed 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 DM1 and EN18 of the Unitary Development Plan for the City of Manchester.

10. No demolition of the building on site or removal of or works to any hedgerows, trees or shrubs shall take place during the main bird breeding season 1st March and 31st July inclusive, unless a competent ecologist has undertaken a careful, detailed check of vegetation for active birds' nests immediately before the vegetation is cleared and provided written confirmation that no birds will be harmed and/or that there are appropriate measures in place to protect nesting bird interest on site. Any such written confirmation should be submitted to the local planning authority.

Reason - To ensure the protection of habitat of species that are protected under the Wildlife and Countryside Act 1981 or as subsequently amended and to comply with policy EN15 of the Core Strategy.

11. No drainage shall be installed until the full details of a surface water drainage scheme has been submitted to and approved in writing by the City Council as local planning authority.

Reason: To promote sustainable development, secure proper drainage and to manage the risk of flooding and pollution, pursuant to Policy DM1 in the Core Strategy Development Plan Document and the policies and guidance within the NPPF and NPPG.

12. No development hereby permitted shall be occupied until details of the implementation, maintenance and management of the sustainable drainage scheme have been submitted to and approved by the local planning authority. The scheme shall be implemented and thereafter managed and maintained in accordance with the approved details. Those details shall include:

- a. Verification report providing photographic evidence of construction as per design drawings;
- b. As built construction drawings if different from design construction drawings;
- c. Management and maintenance plan for the lifetime of the development which shall include the arrangements for adoption by any public body or statutory undertaker, or any other arrangements to secure the operation of the sustainable drainage scheme throughout its lifetime.

Reason: To promote sustainable development, secure proper drainage and to manage the risk of flooding and pollution, pursuant to Policy DM1 in the Core Strategy Development Plan Document and the policies and guidance within the NPPF and NPPG.

13. All lighting to be installed at the development shall be designed to be capped below the horizon to prevent upward light spill.

Reason- To ensure the safe operation of Manchester Airport pursuant to policy DM2 of the Core Strategy.

14. At all times, all trees to be carefully managed and pruned or pollarded to prevent growth above 15m AGL in height.

Reason - To ensure the safe operation of Manchester Airport pursuant to policy DM2 of the Core Strategy.

15. Prior to the first occupation of the use hereby approved, details of the 3 No. electric car charging points shall be submitted for approval in writing by the City Council, as Local Planning Authority. The approved details shall then be implemented and remain available for the duration of the use.

Reason - In the interest of air quality pursuant to policy EN16 of the Manchester Core Strategy (2012).

Local Government (Access to Information) Act 1985

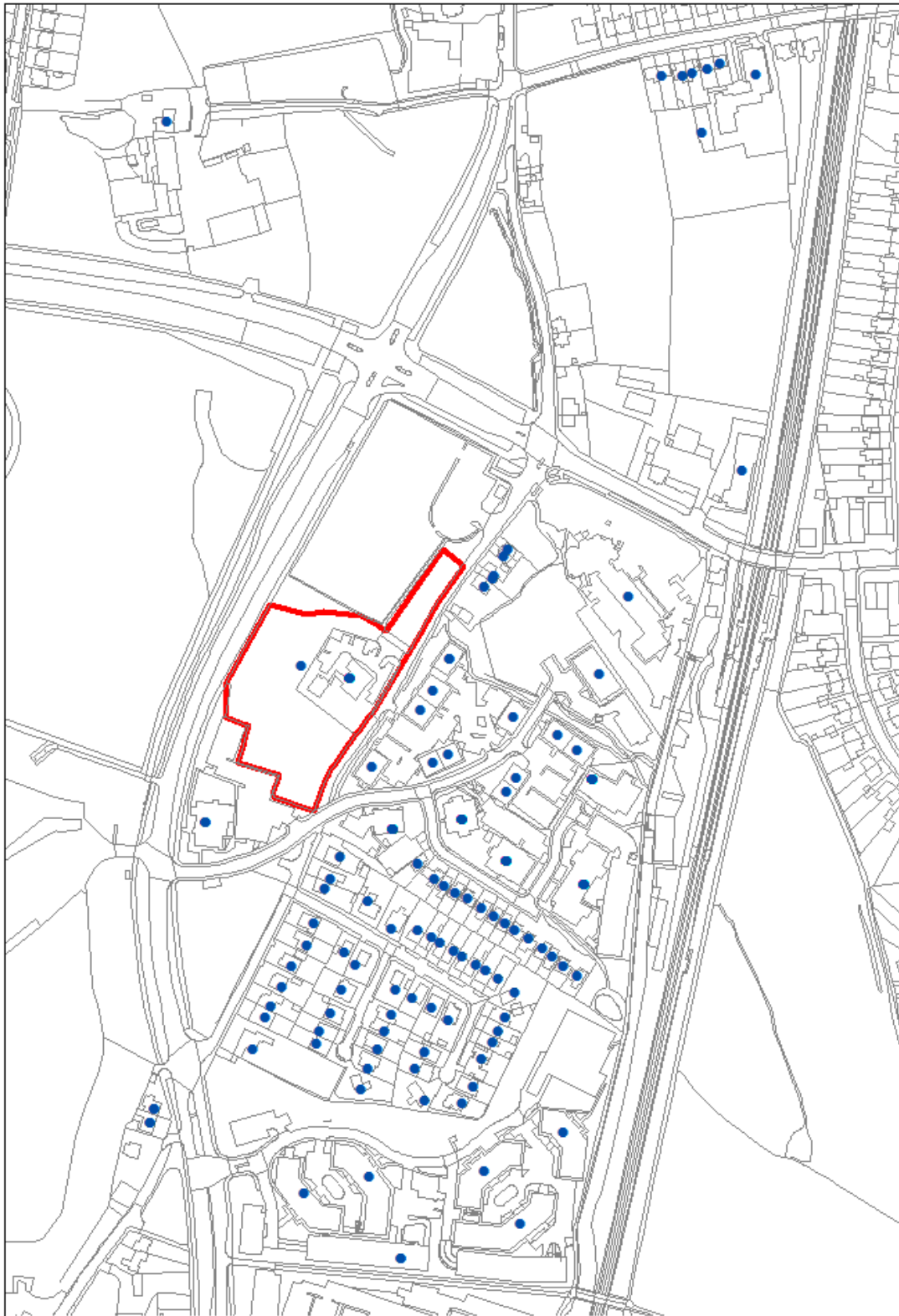
The documents referred to in the course of this report are either contained in the file(s) relating to application ref: 120302/FO/2018 held by planning or are City Council planning policies, the Unitary Development Plan for the City of Manchester, national planning guidance documents, or relevant decisions 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:

Environmental Health
MCC Flood Risk Management
Highway Services
Neighbourhood Team Leader (Arboriculture)
Greater Manchester Ecology Unit
Greater Manchester Police
Manchester Airport Safeguarding Officer
United Utilities Water PLC

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

Relevant Contact Officer : Jennifer Connor
Telephone number : 0161 234 4545
Email : j.connor3@manchester.gov.uk



 Application site boundary  Neighbour notification
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Application Number	Date of Appln	Committee Date	Ward
122025/FO/2018	3rd Dec 2018	17th Jan 2019	Didsbury West Ward

Proposal Change of use from dwellinghouse (Class C3a) to a House in Multiple Occupation (Class C4)

Location 17 Northen Grove, Manchester, M20 2NL

Applicant Mr Kieran O Connor , 8 Homelands Road, Sale, M33 4BE,

Agent

Description

The application site is a 2-storey, 5-bedroom semi-detached, double-fronted Victorian house situated on the eastern side of Northen Grove in the Didsbury West ward. The property has accommodation over 4 floors including 3 large cellar chambers, living room, dining room, kitchen and utility room at ground floor, 3 bedrooms and a bathroom at first floor and 2 bedrooms with a further bathroom at second floor. There are modest sized gardens at the front and rear and a tarmac driveway along the northern side of the property. The property is bounded at the front by its original brick dwarf wall with stone copers and original gate posts, and both brick and timber panel fencing at the rear. Within the rear garden there are both an original brick outhouse and a brick garage.



The application site

Front elevation with driveway

Description of area

The surrounding area is largely characterised by similar 2-3storey, 4-5-bedroom, garden-fronted Victorian houses a large proportion of which are flat conversions. Houses are set within a high density sub-urban estate of narrow roads close to the Burton Road local centre which offers a range of leisure, commercial and retail amenities as well as Cavendish Road primary school and Withington Hospital walk-in centre.

The majority of houses in Northen Grove have modestly sized gardens with off-road parking for one vehicle. Many properties have removed their front boundary walls and front gardens to accommodate one or 2 vehicles off-road.

The site lies within the Albert Park conservation area (designated 1988) which is characterised by large Victorian housing within a mature landscaped setting.

The site is well served by public transport having a regular bus service along nearby Burton Road and Metrolink tram stop at Burton Road and West Didsbury further north-east on Palatine Road.

Description of development

The application proposes the change of use of a dwelling house (Class C3a) to a house in multiple occupation (Class C4). No elevational alterations are proposed; the application is accompanied by a copy of a letting advertisement (which advertises the property as 4-bedroom).

There is no planning history associated with the site but the application states that the house has been in its C4 use since 10/02/2018 and that it is the applicants' intention to only let to 3 occupiers.

The submitted application states that the house was previously let to a family from March 2015 to May 2017, then to a brother and sister plus one partner but that further appeals to let to a family have proved unsuccessful due to a lack of demand.

Consultations & Notification Responses

The application was notified by way of public site notice and neighbour notifications – 13 objections were received which can be summarised as follows:

Residents

1. Parking on street is a constant battle and has led to dangerous situations for emergency vehicles and bin collection vehicles. Any increase in occupancy is likely to substantially increase the number of vehicles needing to park, particularly at or close to the bend in the road. Parking conditions would also likely deteriorate due to tenants' partners visiting [by] car.
2. This section of Northen Grove is occupied mainly by families. An HMO would result in the loss of this amenity in this close knit community.
3. An HMO would make the street less desirable. [An approval] decision will have a major impact on day to day living and the value of [neighbouring houses].
4. The upkeep of the house would suffer [on any grant of approval] because the house will not need to be of such a high standard to attract multiple residents.
5. If approved, there will be no control over the standard of tenants and [the] property may attract undesirable tenants.
6. Since the house has been let to multiple tenants, there has been an increase in the levels of noise late at night with late night parties keeping residents and their children awake at night. This was not a problem when the house was let to a family.
7. The bins are often not taken out with rubbish accumulating at the front of the house.
8. There is a demand for family housing in the area with a recent HMO acquisition returning to a family house (No.23).

Councillor John Leech – Objects to the application. Comments:

The property occupied as an HMO has caused additional parking problems on this stretch of Northen Grove, specifically, due to the proximity of the dog leg in the road which makes parking and traffic flow almost impossible. The likely increase in parking outside this house is not sustainable and the application should be refused.

Highway Services – Concerns with the application. Comments:

The 4no. identified parking spaces raise concerns that the layout is not suitable for unrelated tenants since there is no means of parked vehicles passing each other within this arrangement.

Additionally, there is a very high demand for on-street parking on Northern Grove and Highways consider that this development may contribute to local parking issues.

Environmental Health – No objections to the proposed development.

West Didsbury Residents Association – Object to the application. Comments:

The location where the application is situated, near the corner in Northern Grove there is an existing issue of street parking and congestion on both roads and footpaths. Approval of the change of use would sanction an intensification of occupation at the property, which has an existing five bedrooms over two floors. With a consent for use as HMO there seems nothing to prevent the two front ground floor rooms (presently labelled as lounge and dining room) being utilised as bedrooms.

There is potential for occupation by 10 or more persons. The number of proposed off road parking places is not stated in the application but given the awkward configuration of existing drive and garage, with a need to park in line, it is highly likely that any cars belonging to the increased number of occupants would be left on the street whether or not there was theoretical off road space. This would further exacerbate car and pedestrian access issues at an already frequently obstructed corner.

WDRA therefore oppose the proposed change of use on the grounds that it would infringe the established amenity of near residents and users of road and footpath.

POLICY**The National Planning Policy Framework - March 2012**

The NPPF was revised and published on the 21 July 2018 and replaces and revokes all Planning Policy Guidance (PPGs) and Planning Policy Statements (PPSs) previously produced by Central Government. The NPPF states that the planning system must contribute to the achievement of sustainable development. These are encapsulated into three categories: economic, social and environmental. The Government attaches great importance to the design of the built environment. Good design is a key aspect of sustainable development, is indivisible from good planning and should contribute positively to making places better for people.

Core Strategy 2012 - 2027 (adopted July 2012)

Manchester Core Strategy - The Core Strategy Development Plan Document 2012-2027 ("the Core Strategy") was adopted by the City Council on 11th July 2012. It is

the key document in Manchester's Local Development Framework. The Core Strategy replaces significant elements of the Unitary Development Plan (UDP) as the document that sets out the long term strategic planning policies for Manchester's future development. A number of UDP policies have been saved until replaced by further development plan documents to accompany the Core Strategy. Planning applications in Manchester must be decided in accordance with the Core Strategy, saved UDP policies and other Local Development Documents.

The Core Strategy includes the provision of a policy specific to Houses in Multiple Occupation, policy H11, which is included alongside others of relevance to this application.

Policy SP1 - Spatial Principles

The Core Development Principles of policy SP1 stipulate that development in all parts of the City should:-

- Make a positive contribution to neighbourhoods of choice including:-
- Creating well designed places that enhance or create character.
- Making a positive contribution to the health, safety and wellbeing of residents
- considering the needs of all members of the community regardless of age, gender, disability, sexuality, religion, culture, ethnicity or income.
- Protect and enhance the built and natural environment.
- Minimise emissions, ensure efficient use of natural resources and reuse previously developed land wherever possible.
- Improve access to jobs, services, education and open space by being located to reduce the need to travel and provide good access to sustainable transport provision.

Core Strategy Policy DM1 - Development Management

Policy DM1 provides specific guidance in the Development Management decision making process and provides that:

All development should have regard to the following specific issues relevant to this application:-

- Effects on amenity, including privacy, light, noise, vibration, air quality, odours, litter, vermin, birds, road safety and traffic generation. This could also include proposals which would be sensitive to existing environmental conditions, such as noise.
- Accessibility: buildings and neighbourhoods fully accessible to disabled people, access to new development by sustainable transport modes.
- Community safety and crime prevention.
- Adequacy of internal accommodation and external amenity space.
- Refuse storage and collection.
- Vehicular access and car parking.
- Effects relating to biodiversity, landscape, archaeological or built heritage.

Core Strategy Policy H11- Houses in Multiple Occupation

Change of use from a C3 dwelling house to a C4 HMO will not be permitted where there is a high concentration of residential properties within a short distance of the application site falling within one or more of the following categories:

- Exempt from paying Council tax because they are entirely occupied by full time students.
- Recorded on Private Sector Housing's database as a licensed HMO.
- Any other property which can be demonstrated to fall within the C4 or sui generis HMO use class.

In cases where the concentration of such properties is significant but less high, the Council will examine property type and resident mix in more detail when considering an application for a change of use.

In areas of high concentration, extensions to HMOs (as defined in the Housing Act 2004) would not be permitted where this could reasonably be expected to lead to an increase in the level of occupation.

In parts of Manchester which do not have a high concentration of HMO/student housing but where the lack of family housing has threatened the sustainability of the community to the extent that regeneration activity with the specific intention of increasing the amount of family housing has taken place, there will be a presumption against changes of use which would result in the loss of a dwelling which is suitable for a family. Changes to alternative uses, including C4 and HMOs with more than six occupants, will only be acceptable where it can be demonstrated that there is no reasonable demand for the existing use.

The approach above will also be used for change of use to a HMO which is classified as 'sui generis'.

Notwithstanding the policy requirements set out above, all proposals for change of use of existing properties into houses in multiple occupation, and all proposals for conversion of existing properties into flats (which might not necessarily fall within Class C4), would be permitted only where the accommodation to be provided is of a high standard and where it will not materially harm the character of the area, having particular regard to the criteria in policy DM1.

Core Strategy Policy H6 – South Manchester Housing

The priorities for housing in the H6 Core Strategy policy area of South Manchester are to provide housing to meet identified shortfalls; this includes family housing and additions to the stock of larger housing units.

Core Strategy Policy T2 – Accessible Areas of Opportunity and Need

This transport policy states that the Council will actively manage the pattern of development to ensure that new development manages parking with the proviso that all new development should provide appropriate car parking facilities.

Unitary Development Plan Policy DC26.1 – Noise

The Council intends to use the development control process to reduce the impact of noise on people living and working in, or visiting, the city. In giving effect to this intention, the council will consider both:

- a. the effect of the new development proposals which are likely to be generators of noise and;
- b. the implications of new development being exposed to existing noise sources which are effectively outside planning control.

Guide to Development SPD (2007)

The Guide to Development in Manchester Supplementary Planning Document and Planning Guidance was formally adopted in April 2007; it provides the Local Planning Authority with a development framework to help to develop and enhance a unique and positive sense of place within Manchester and its neighbourhoods. The guidance is grouped under seven key principles recognised by CABI as being those urban design characteristics which create successful places, that is; character and context, continuity and enclosure, ease of movement, quality of the public realm, diversity, legibility, and adaptability.

Of relevance to this application, the guidance advises that neighbourhoods should contain a mix of housing and that the impact of parking areas should be minimised.

It is considered that the application is contrary to this guidance, the proposed housing offer potentially tipping the balance towards non-family housing which is already under-provided for in the local area, and in failing to provide adequate parking provision.

Manchester Residential Quality Guidance 2016

This adopted guidance sets out the direction for the delivery of sustainable neighbourhoods of choice where people will want to live and also raise the quality of life across Manchester and was approved by the Executive at its meeting on 14 December 2016. The ambitions of the City are articulated in many places, but none more succinctly than in the 'Manchester Strategy' (2016). The guidance has been produced with the ambition, spirit and delivery of the Manchester Strategy at its heart and emphasises that the delivery of high-quality, flexible housing will be fundamental to ensuring the sustainable growth of Manchester.

Against this guidance document, the proposal would not meet the sustainable growth objectives which are essential to the creation of neighbourhoods of choice.

ISSUES

Principle of Use

The application site is a 5-bedroom property in a residential area of similar housing typology.

Having regard to the existing policy framework, the principle of the development is considered to be unacceptable due to the proposed intensification of use of the property and the problems that this would cause to the amenity of nearby residential occupiers. The proposal would also lead to the loss of a family house which is contrary to Core Strategy policy H6.

It is also believed that any approval of the application would help further imbalance the housing mix in the area and undermine the long term housing objectives of the City Council which focuses on diversity and choice in the housing market with the specific aim of increasing family occupation, and the protection of residential amenity. These issues are considered below.

Loss of Family Housing

Housing policy H6 (South Manchester Housing) within the adopted Manchester Core Strategy, promotes the inclusion of additional family housing within the policy boundary. This acknowledges an identified need which has resulted from the cumulative loss of family housing over the last 10 years and the stagnant delivery of new family housing. This reflects in part the very limited land available within this part of South Manchester (only 5% in the SHLAA 2010) which is likely to permit only a limited number of new family housing units.

The conversion of the application site from a C3a to C4, would contribute to the further erosion of the residential family housing stock in the locality with the attendant problems of a lack of support for local infrastructure, including schools, contrary to the Council's objectives within its planning policies.

An important Council objective is to drive forward the diversity of the housing offer in the City, delivering a more sustainable housing market. This can be achieved by increasing the amount of family housing stock on offer and by providing for choice through a range of accommodation. Within the immediate area, a significant number of houses have historically been converted to flats, which is a key contributor to its identified transient community demographic. Retaining the existing housing stock for the provision of family housing would create a more balanced and sustainable community which contributes to the Councils' objective of creating neighbourhoods of choice.

The use of a former family house as an HMO would conflict with this objective and increase the threat of families being driven out of the area due to not only a shortage of appropriate accommodation, but also to the risk of adverse living conditions created by a loss of residential amenity.

Residential Amenity

The property is a large dwelling providing accommodation over 4 floors. The submitted floor plans show 5 no. bedrooms and 2 no. bathrooms. In addition there are 3 no. cellar chambers in the basement and an average size rear garden. The application states that the property will only be let to 3 tenants as at present and is willing to accept that level of occupancy within a specified planning condition.

However, it should be borne in mind that this would not outweigh the loss of family housing described above which the Council seeks to redress.

Notwithstanding, a dwelling in multiple occupation has the potential to accommodate 3 separate adult households with associated numbers of visiting friends, family and partners which could lead to an over-intensive use of the property with the attendant noise and disturbance for neighbouring occupiers. Some objectors have cited instances of noise nuisance arising from the property, with complaints made by objectors to the occupiers.

A collective group of individuals with different lifestyles and different patterns of behaviour can result in a loss of residential amenity due to frequent comings and goings with associated noise and disturbance, which is qualitatively different from a typical family of 5 (2 adults and 3 children) living together. This in turn can have an adverse impact upon the quality of amenity of other nearby residential occupiers. Saved UDP policy DC26.1 (Noise) requires that the Council has regard to development proposals which could be a generator of noise whilst Core Strategy policies SP1 and DM1 require that developments pay regard to the health and well-being of residents which includes noise considerations. The proposal is considered to be contrary to these policy considerations.

For the reasons outlined above, the Council maintains that approval of this application would unduly affect residential amenity and the character of the area which is contrary to the provisions of policies SP1 and DM1 of the adopted Core Strategy for Manchester and saved UDP policy DC26.1.

Car Parking

The application form states that 4no. car parking spaces are available at the site and that this is set to remain in the proposal. The site plan shows an 8.1metre length x 3.22metre width driveway on the northern side of the property with a detached garage 5metres in length x 2.7metres wide at the end of the driveway. Core Strategy policy T2, The application, including site plan, has not demonstrated how this number of vehicles could be accommodated within the constraints of the site. It is believed that the driveway is of a reasonable length and width to accommodate 1 or 2 vehicles, but could not realistically accommodate the existing (and proposed) 4no. cars, nor allow for the easy manoeuvre of cars on and off the site.

Highway Services have raised a concern about this, also casting doubt on the ability for the projected number of unrelated households with cars to pass each other on the driveway. Highways have also acknowledged the high demand for on-street parking on Northern Grove, something which has been highlighted as a key concern in comments to the Council by all residents.

Car ownership in the local area is relatively high compared to other areas of the city and with higher levels of households owning more than 1 vehicle. The external footprint of the majority of the Victorian houses, combined with the relatively narrow width of the street, the location of the site close to a sharp bend in Northern Grove and very close proximity to the number of restaurants and shops on Burton Road attracting visitor parking, means that this section of the highway is frequently congested. It is not understood what degree of congestion can be attributed solely to

the application site, however, it is clear that the stated number of vehicles cannot realistically be accommodated within the site curtilage which will push additional parking on-street.

It should be noted however that this section of the Northern Grove highway is not managed by double yellow line Traffic Regulation Orders so parking on street is unrestricted to residents and visitors alike and the site is well-served by very good public transport links within a short distance. Notwithstanding this, Core Strategy policies T2, SP1 and DM1 are concerned with protecting amenity, policy T2 especially having the expectation that all new development makes appropriate parking provision. On the basis of the number of households and the limited capacity to park and manoeuvre vehicles on and off the site, the proposal fails to meet this policy consideration.



There is an absence of TRO's in the street.



Parking outside the dwelling on bin collection day



Left: Parking on the western section of Northern Grove, close to Burton Road.

Parking issues also arise from the narrow width of the highway and the increase in size of vehicles squeezed into sites that pre-date the motor vehicle, pushing more parking on street and creating difficult and potentially dangerous conditions for pedestrians.

The site is nonetheless well-served by public transport which lessens the need to make use of or own a private car.

Waste Management

The application does not include a Waste Proforma and bin provision is the same for that of a family living at the site, ie: 4no. waste containers including for recycling. It is

considered that the existing level of provision has not resulted in any concerns, including for Environmental Health, who have not raised any objection to the application.

Visual Amenity

The property does not propose to make any external alterations and externally, is maintained to an acceptable standard; the front and rear gardens and original Victorian boundary wall, stone copers and gate posts are intact and gardens were well-maintained at the time of an unannounced site visit. Some objectors are concerned that should permission be granted, the property would fall into decline resulting in a detrimental loss of visual amenity which in turn would attract undesirable tenants.



Semi's converted to flats on Northen Grove – loss of gardens and boundary walls

There are no reasonable grounds on which to assume that should permission be granted, the property would be any less well-maintained than at present or that tenants renting a property would accept a lower standard of maintenance than owner-occupiers. Standards of preservation are noted to vary widely across all tenures within the neighbourhood.

Recommendation

Refuse on the basis that the proposal conflicts with policies SP1, DM1, H7, T2 and H11 of the adopted Core Strategy and saved UDP policy DC26.1 and there are no material considerations of sufficient weight to indicate otherwise.

Human Rights Act 1998 considerations – This application needs to be considered against the provisions of the Human Rights Act 1998. Under Article 6, the applicants (and those third parties, including local residents, who have made representations) have the right to a fair hearing and to this end the Committee must give full consideration to their comments.

Protocol 1 Article 1, and Article 8 where appropriate, confer(s) a right of respect for a person's home, other land and business assets. In taking account of all material considerations, including Council policy as set out in the Core Strategy and saved policies of the Unitary Development Plan, the Head of Planning, Building Control & Licensing has concluded that some rights conferred by these articles on the applicant(s)/objector(s)/resident(s) and other occupiers and owners of nearby land that might be affected may be interfered with but that that interference is in accordance with the law and justified by being in the public interest and on the basis of the planning merits of the development proposal. She believes that any restriction on these rights posed by the refusal of the application is proportionate to the wider benefits of refusal and that such a decision falls within the margin of discretion afforded to the Council under the Town and Country Planning Acts.

Recommendation REFUSE

Article 35 Declaration

The local planning authority in making its decision has had due regard to paragraph 47 of the National Planning Policy Framework as well as the development plan, national planning policy and other material considerations and has refused the application for the reasons outlined in this committee report.

Reason for recommendation

- 1) The proposed change of use would lead to the loss of a family dwelling which would undermine the aim of achieving an appropriate balance of housing provision in the locality and the objective of achieving a sustainable and cohesive housing offer. The proposal is therefore contrary to the provisions of policies H6, H11, SP1 and DM1 of the Manchester Core Strategy, the Guide to Development in Manchester SPD and to the Manchester Residential Quality Guidance document.
- 2) The proposed change of use of the property into a House in Multiple Occupation, would lead to an overly intensive use of the site which would be detrimental to the amenities of neighbouring residents leading to increased levels of noise and activity from the general comings and goings which would be detrimental to the amenity of neighbouring occupiers contrary to policies SP1 and DM1 of the Manchester Core Strategy and saved UDP policy DC26.1.
- 3) The proposed change of use does not include sufficient arrangements for the parking of vehicles within the curtilage of the site and it is considered that the potential requirement for car parking generated by the proposed use would result in on-street parking in the locality which would exacerbate existing car parking difficulties and traffic congestion. This in turn would be detrimental to highway safety

and the amenity of nearby residential occupiers, contrary to policies T2, SP1 and DM1 of the Manchester 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: 122025/FO/2018 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.

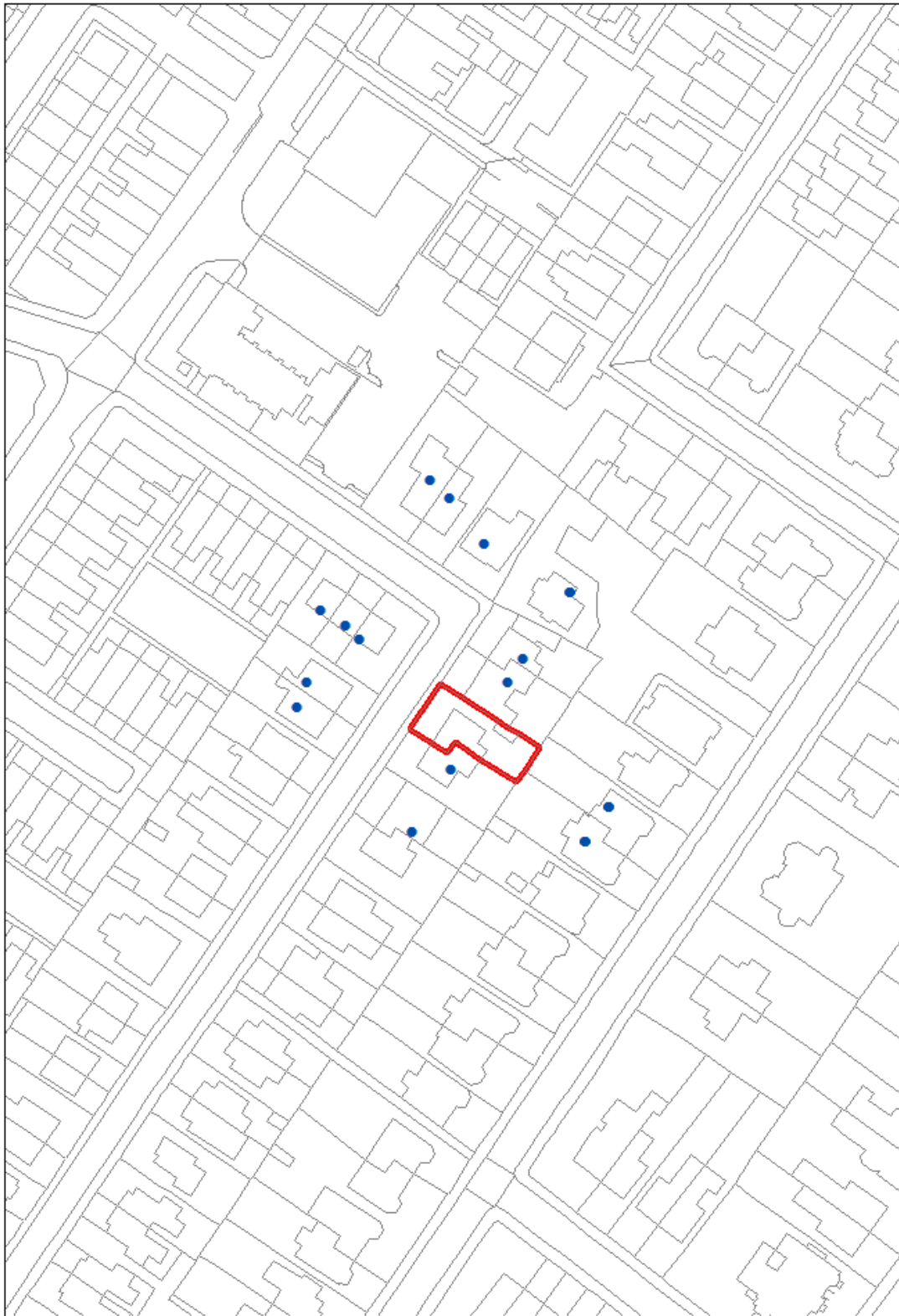
The following residents, businesses and other third parties in the area were consulted/notified on the application:

Environmental Health
West Didsbury Residents Association

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:

Relevant Contact Officer :	Linda Marciniak
Telephone number :	0161 234 4636
Email :	l.marciniak@manchester.gov.uk



 Application site boundary  Neighbour notification
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