



## Planning and Highways Committee

Date: Thursday, 24 September 2020  
Time: 2.00 pm  
Venue: Virtual meeting - [https://manchester.public-i.tv/core/portal/webcast\\_interactive/485371](https://manchester.public-i.tv/core/portal/webcast_interactive/485371)

Everyone is welcome to attend this committee meeting.

**The Local Authorities and Police and Crime Panels (Coronavirus) (Flexibility of Local Authority and Police and Crime Panel Meetings) (England and Wales) Regulations 2020.**

Under the provisions of these regulations the location where a meeting is held can include reference to more than one place including electronic, digital or virtual locations such as internet locations, web addresses or conference call telephone numbers.

To attend this meeting it can be watched live as a webcast. The recording of the meeting will also be available for viewing after the meeting has closed.

## Membership of the Planning and Highways Committee

**Councillors:**

Curley (Chair), Nasrin Ali (Deputy Chair), Shaukat Ali, Andrews, Y Dar, Davies, Flanagan, Hitchen, Kamal, J Lovecy, Lyons, Madeleine Monaghan, Riasat, Watson and White

## Agenda

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1. **Urgent Business**  
To consider any items which the Chair has agreed to have submitted as urgent.
- 1a. **Supplementary Information on Applications Being Considered**  
The report of the Director of Planning, Building Control and Licencing will follow.
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 27 August 2020. 7 - 18
5. **126431/FO/2020 - Site South Of Sportcity Way, East Of Joe Mercer Way, West Of Alan Turing Way And North Of The Ashton Canal At The Etihad Campus, Manchester, Ancoats & Beswick Ward** 19 - 142  
The report of the Director of Planning, Building Control and Licensing is enclosed.
6. **126944/FO/2020 - Land Bound By Dantzic Street, Gould Street, Williamson Street And Bromley Street (Known As Victoria Riverside) Manchester, Cheetham Ward** 143 - 222  
The report of the Director of Planning, Building Control and Licensing is enclosed.
7. **125596/FO/2019 - Land Bounded By Hulme Hall Lane, Varley Street, Iron Street, Coleshill Street And Rochdale Canal Manchester M40 8HH, Miles Platting & Newton Heath Ward** 223 - 292  
The report of the Director of Planning, Building Control and Licensing is enclosed.

- 8. 27053/FO/2020 - Vacant Land On The Corner Of Victory Street And Claremont Road Manchester M14 5AE, Moss Side Ward** 293 - 316

The report of the Director of Planning, Building Control and Licensing is enclosed.
- 9. 126435/FO/2020 - 27 Trenchard Drive Manchester M22 5LZ, Woodhouse Park** 317 - 342

The report of the Director of Planning, Building Control and Licensing is enclosed.
- 10. 125871/LL/2020 - 42 - 46 Thomas Street (including 41-45 Back Turner Street) Manchester M4 1ER, Piccadilly Ward** 343 - 398

The report of the Director of Planning, Building Control and Licensing is enclosed.
- 11. 126648/FO/2020 - Water Street Manchester M3 4JQ, Deansgate Ward** 399 - 454

The report of the Director of Planning, Building Control and Licensing is enclosed.
- 12. 125573/FO/2019 - Plot 11 First Street Comprising Land Bound By Hulme Street To The North, Wilmott Street To The East, The Unite Parkway Gate Development And Mancunian Way To The South, And Medlock Street To The West Manchester, Deansgate Ward** 455 - 568

The report of the Director of Planning, Building Control and Licensing is enclosed.

## Meeting Procedure

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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://democracy.manchester.gov.uk/ecCatDisplay.aspx?sch=doc&cat=13279>

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.

## External participation in the Committee's online meetings

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Nominated representatives can continue to request to speak at the committee (only one person will normally be allowed to speak for and against an application). If you wish to nominate someone (including yourself) to speak, please contact <mailto:gssu@manchester.gov.uk> before 10am two days before the scheduled committee meeting (that will normally be before 10am on the Tuesday). You will need to provide:

- Name and contact details of the registered speaker (an email address will be required, in order that the speaker can be invited to join the meeting)
- Description and planning reference number of the matter on which they wish to speak
- If you want to speak in support or as an objector

Only one person can speak for or against any application. Please note that the applicant or an appointed agent will normally speak on their application, so you are unlikely to be able to speak in support of it. If there is more than one nomination to speak against an application, the person whose nomination was received first by the Council will be given that position.

## Information about the Committee

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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

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For help, advice and information about this meeting please contact the Committee Officer:

Andrew Woods  
Tel: 0161 234 3011  
Email: [andrew.woods@manchester.gov.uk](mailto:andrew.woods@manchester.gov.uk)

This agenda was issued on **Wednesday, 16 September 2020** by the Governance and Scrutiny Support Unit, Manchester City Council, Level 3, Town Hall Extension (Lloyd Street Elevation), Manchester M60 2LA

## **Planning and Highways Committee**

### **Minutes of the meeting held on Thursday, 27 August 2020**

**This Planning and Highways meeting was conducted via Zoom, in accordance with the provisions of the Local Authorities and Police and Crime Panels (Coronavirus) (Flexibility of Local Authority and Police and Crime Panel Meetings) (England and Wales) Regulations 2020.**

**Present:** Councillor Curley (Chair)

**Councillors:** Nasrin Ali, Shaukat Ali, Y Dar, Davies, Flanagan, Hitchen, Kamal, J Lovecy, Lyons, Madeline Monaghan, and White

**Also Present:**

Councillors O'Neill (written submission), Wheeler, Johns

#### **PH/20/38 Supplementary Information on Applications Being Considered**

A copy of the late representations that were received in respect of applications (126435/FO/2020, 126608/FO/2020 and 125871/LL/2020), since the agenda was issued, was circulated.

#### **Decision**

To receive and note the late representations.

#### **PH/20/39 Minutes**

#### **Decision**

To approve the minutes of the meeting held on 30 July 2020 as a correct record.

#### **PH/20/40 126435/FO/2020 - 27 Trenchard Drive Manchester M22 5LZ - Woodhouse Park Ward**

The application relates to the conversion of the existing dwelling to create two three bedroom dwellings; and the erection of two four bedroom dwellings with associated car parking and landscaping.

The application site measures 1.421m<sup>2</sup> in size and is located on the western side of Trenchard Drive. It is irregular in shape and consists of nos. 25 and 27/29 Trenchard Drive. No. 25 Trenchard Drive was a former garage that was converted into a dwellinghouse, without the benefit of planning permission, while nos. 27/29 Trenchard Drive, was originally a pair of semi-detached dwellings that was last used as a single residence (now vacant following a fire).

To the north of the site lies the landscaped buffer associated with a Manchester Airport operated long stay car park and to the west is an enclosed grass paddock associated with The Tatton Arms Public House which is located further south at the junction of Trenchard Drive and Ringway Road. To the south of the site stands a pair of semidetached dwellings. To the east of the site, on the opposite side of Trenchard Drive, there is a cleared plot of land (nos. 30-40 Trenchard Drive) which benefits from a planning permission for 15 dwellings (ref. 118924/JO/2018). The neighbourhood consists predominantly of two storey semi and terraced dwellings, though several commercial properties are located close to the junction of Trenchard Drive and Ringway Road, namely The Tatton Arms Public House, the Moss Nook Restaurant (currently vacant) and a detached two storey office premises called Moss Nook House.

The applicant is proposing the conversion of nos. 27/29 Trenchard Drive into a pair of 3 bed semi-detached dwellings, the erection of a rear dormer extension to nos. 27/29 Trenchard Drive, the erection of a 3 storey pair of 4 bed semi-detached dwellings to the side of nos. 27/29 Trenchard Drive, provision of 8 car parking spaces, 2 per dwelling and to facilitate the proposal the existing conservatory and no. 25 Trenchard Drive (the converted garage) would be demolished.

The Chair confirmed that Local Ward Councillor O'Neill had requested that the Committee consider a site visit and would have spoken on the Item but had problems accessing the virtual committee meeting.

The Chair invited the Planning Officer to present the Item.

A Planning Officer requested that the Committee draw their attention to the supplementary information provided for broader context on the plans for this development.

The Chair invited an objector to speak.

The objector also requested that the Committee make a site visit and the Chair confirmed that that request had been received via a Local Ward Councillor and would be addressed within the meeting.

The Chair invited the agent for the applicant to speak and the applicant's agent addressed the Committee with information about the application.

The Chair invited a Planning Officer to speak.

The Planning Officer referred to the reduction of dwellings explaining that this was due to concerns over the visual aspect and issues regarding car parking and stated that the reduction will add to the space available on the site making more green space and availability for two car parking spaces for each property. The Planning Officer stated that the design was in keeping with other properties along Trenchard Drive with a similar gable end feature. The Planning Officer explained that there were no concerns from Highways regarding traffic.

The Chair invited the members of the committee to speak



Councillor Lyons raised concerns of over-development and construction plans of the proposal due to its location within a small community and proposed a site visit to achieve a better understanding of the development and its potential impact on the local community in terms of road use by construction vehicles.

Councillor Lovecy seconded the proposal for a site visit to address any concerns, mentioning that the dwelling spaces will double from two to four, but welcomed the reduction in the development from five to four properties.

A Planning Officer then addressed the issue of construction management stating that there had been a condition for a full construction management plan to be agreed which requests evidence that residents have been consulted.

The Committee voted and gave its support for a site visit.

### **Decision**

To defer consideration of the matter to allow a site visit to be carried out by the members of the Committee.

### **PH/20/41      125655/FO/2019 - Water Street, Manchester M3 4JQ - Deansgate Ward**

The application relates to a site, known as T1, is 0.32 hectares and bounded by Water Street, Manchester Goods Yard, and Grape Street. It is accessed from Water Street and is in use as a construction site for Manchester Goods Yard. The original planning permission (114385/FO/2016) approved the Manchester Goods Yard offices and a residential 'Tower (T1). Manchester Goods Yard is under construction and this proposal would replace the 'T1' element of that permission. The site is in the Castlefield Conservation Area and is part of a Masterplan and Strategic Regeneration Framework.

At its meeting on 30 July 2020 the Committee resolved that it was 'minded to refuse' the application on the grounds that the number of units proposed was too large and it did not provide sufficient parking for disabled people. They requested officers to bring a report to the next meeting which addresses these concerns.

This proposal would supersede the Tower 1 element of the previous permission with a 32 storey building comprising 390 Co-Living Apartments with 210no. 2-, 3- and 4-bed shared apartments and 180no. studios with 870 Bedspaces. There would be ancillary amenity space on four floors consisting of residents' amenity space, a gym, commercial space, and self storage. There would be 152 cycle spaces in the building and 40 sheffield stands in the public realm.

80% of the 870 bedspaces would be within the Duo, Trio or Quad units which would all be single occupancy. The Duo, Trio and Quad (2, 3 and 4 bed) units could be a primary residence and would only be available on tenancies from 6-months upwards. When single occupancy is taken into account, each of the shared units meets or

exceeds NDSS, without taking into account access to shared amenity. Bedroom areas would provide as much useable floorspace as possible. Each apartment will have a shared communal kitchen and lounge. The studios would be available solely on short-term lets, up to 6 months in length, so would not be a primary residence. This would be controlled via the Section 106 Agreement.

The Chair invited a Planning Officer to make comment on the application.

A Planning Officer stated that they had looked at addressing the Committee's concerns following the previous Committee meeting on 30 July 2020, stating that the applicant had secured 35 car parking spaces in an adjacent building for the sole use of disabled parking for both buildings, namely T1 (minded to refuse at the previous committee meeting) and T2 (approved at the previous committee meeting). The Planning Officer confirmed that if T1 were not approved then the disabled parking spaces would not be available for T2. The Planning Officer informed the Committee that the scheme was in keeping with the Executive resolution and that if the Co-living scheme were to be subject to a more dispersed approach it would use up more land and have a broader consequence on other requirements for commercial space in the St John's area and create a larger challenge in managing a series of smaller schemes compared to the single purpose building presented in this application.

The Planning Officer then confirmed that the scheme approved by the Committee (T2) accommodated a larger number of occupants than the scheme being considered here (T1). The Planning Officer then addressed previous concerns of the Committee around the longevity of the project and any future plans for the building should the Co-living scheme not deliver and stated that the applicant had provided a conversion plan, to a mainstream living purpose, which would be put in place in the event that the initial purpose was not successful. The Planning Officer then informed the Committee that the more affordable accommodation in the building was set within units comprising of larger spaced dwellings and that the studios were to be the more costly. The Planning Officer's final comment was that, due to the approval of the linked scheme at T2, Planning Officers did not feel that a refusal from the Committee could be substantiated.

The applicant's agent attended the meeting and addressed the Committee.

The Chair invited the Committee to comment and ask questions.

A Member of the Committee sought clarity on what tenants options would be when they were ready to co-habit with a partner, for instance, and the Planning Officer responded to the Member that the dwellings in this scheme were all for the purpose of single occupancy.

Members expressed concerns over whether the Manchester spatial standards were being met, the proposals of ensuring short term tenancies of six months maximum were maintained and that the proposal is untested.

Councillor Lyons proposed the application be minded to refuse on grounds of inadequate living space and that it is counterintuitive to the cautious approach set out in the Executive report.

Councillor Lovecy seconded the proposal stating that there was a further consideration to take into account regarding Coronavirus when dealing with shared dwelling spaces, stating that it would require several tenants to self-isolate in the event of one occupant contracting the virus.

The Planning Officer addressed the concerns stating that the space requirements were met within the dwellings with potential to be permanent and that only the dwellings with a maximum six month tenancy did not meet the standards. The Planning Officer referred to concerns around Coronavirus stating that the accommodation may not be available commercially for four years.

The Director of Planning made comment on the Committee's previous minded to refuse decision stating that that decision had been made on the basis of the lack of disabled car parking and that the matter had now been addressed and it was now felt that there was no reason for refusal which could be substantiated.

The Committee voted and gave support to the decision to minded to refuse.

### **Decision**

Minded to refuse on the basis that the number and size of co-living units are in conflict with current space standard and the terms set out within the Co-living in Manchester report to the Executive (3 July 2020).

The application was deferred and the Director of Planning asked to bring a report back which addresses the concerns raised and whether there are reasons for refusal that could be sustained.

**PH/20/42      125573/FO/2019 - Plot 11 First Street, Deansgate Ward Comprising Land Bound by Hulme Street to the North, Wilmott Street to the East, the Unite Parkway Gate Development and Mancunian Way to the South and Medlock Street to the West, Manchester - Deansgate Ward**

This application is for the construction of four buildings of heights varying from 10 storeys to 45 storeys together comprising Co-living bedspaces (use class Sui Generis) and associated amenity facilities, with ground floor commercial units (Use classes A3 (Café / Restaurant and D2 (Gym)), private amenity space and public realm comprising hard and soft landscaping, car parking and cycle facilities and other associated works.

Consideration of this application was deferred at the meeting of the Planning and Highways Committee on 30 July 2020 to enable a site visit to take place to allow Members to assess the impact that the proposed development would have on nearby listed buildings. The site visit was undertaken on the morning of 27 August 2020.

A Planning Officer addressed the Committee with information about the application.

The applicant's agent attended the meeting and addressed the Committee.

A Local Ward Councillor gave objection to the proposal on the grounds of the height of the buildings with the tallest being two storeys shorter than the Beetham Tower which the Local Ward Councillor felt was not in keeping with this area, stating that First Street was comprised of mid-rise towers of public realm usage. The Local Ward Councillor further stated that the development would overshadow areas of Deansgate and Hulme and sit uneasily with the immediately local aspects of Manchester's industrial history. The Local Ward Councillor made comment that the Co-living aspect is in conflict with current space standard and felt concerned around the impact of the Coronavirus restrictions when applied to living in such dwellings. Further comment was made about the large increase of population in this Local Ward from this development alone and how that would present with more traffic and round the clock disturbances from food deliveries and taxis. In conclusion the Local Ward Councillor stated that whilst the open green space proposed as part of the development was welcomed, it was outweighed by the harm that allowing this application would present on the local surrounding area.

The Chair invited the Planning Officer to address the concerns of the Local Ward Councillor.

The Planning Officer questioned the comment that the building was too tall by stating that the site was situated at the main gateway entrance to the City Centre from the Airport and South Manchester motorway network and that this would be a prime location for such a development, being built on open land and away from the more historic aspects of the City Centre. The Planning Officer requested that the Committee take note of the inclusion of a park on the site and that the site in its current state was overdue for development.

The Chair invited the Committee to comment and ask questions.

A Member raised concerns around the close proximity of this development to listed buildings at Mackintosh Mill and Cambridge Street Mill, the loss of residential amenities in the north side of Hulme, the potential for a conversion plan if the Co-living scheme was not successful, if short term tenancies for Co-living (i.e. 2 weeks) were to be considered and any arrangements concerning the access and egress of vehicles to and from the site.

The Chair invited the Planning Officer to address the Member's concerns.

The Planning Officer stated that the closest aspect of the proposed development to the listed buildings is lower than the previous proposal for this site and lower than other consented similar schemes. Addressing the issue of a conversion plan the Planning Officer confirmed that this had been taken into account and would not require any structural work. On the subject of short term lettings the Planning Officer confirmed that this type of arrangement is already occurring in the City Centre in serviced apartments and hotels and that the Co-living method of living addressed the needs of this style of living arrangement. In conclusion the Planning Officer confirmed that there is an access strategy for the First Street site as a whole.

Further concerns were raised by a Member on the previous proposal for this site having provision for a Primary School and a medical practice which was not included in this proposal, having a public green space instead. The Member questioned the lack of residential community facilities.

The Planning Officer responded to address the concerns and state that a development nearby would house a Primary School and that previously the implied demand for public use amenities was underused and led to empty commercial units finally adding that the inclusion of green, open space would be easily accessible from Hulme.

Councillor Davies proposed the committee be minded to refuse the application and this was seconded by Councillor Lyons.

The Committee voted and gave their support to the decision of minded to refuse.

(Councillor Monaghan abstained from vote due to a poor internet connection which did not allow her to take part in the full consideration of the application).

### **Decision**

Minded to refuse on the basis of the impact on neighbouring residential areas in Hulme and also the development is in conflict with policies on current space standard and previous reports from the Executive.

The application was deferred and the Director of Planning asked to bring a report back which addresses the concerns raised and whether there are reasons for refusal that could be sustained.

(Councillor N Ali left the meeting at this point and did not return).

### **PH/20/43 126608/FO/2020 - Land to the South of Store Street, Manchester, M1 2NE - Piccadilly Ward**

This application is regarding the erection of part 4, part 11 storey residential (Class C3) development (with roof top plant room) comprising 66 (Class C3) residential units (3 x 2 bed town houses, 46 x two bed apartments and 17 x one bed apartments) together with associated car parking (10 spaces including 5 Electric Vehicle Charging spaces), cycle parking (66 spaces) communal roof terrace (level 6), landscaping and ancillary infrastructure including rooftop PV solar panels, alterations to access onto Store Street

The site is 0.1 hectares and bounded by Store Street, the Ashton Canal, the 3 storey William Jessop Court, a retaining wall and the junction of Millbank Street and Store Street. The elevated Ashton canal passes the southern boundary and crosses Store Street on an aqueduct, which is grade II\* listed. The site is 200 m North West of Piccadilly Station and is close to all sustainable transport options. The site is in Flood Risk Zone 1 (low risk) and is within a critical drainage area.

The application proposes the erection of part 4, part 11 storey building comprising 66 shared ownership homes (100% affordable) delivered through a joint venture with a registered provider. It would include 3 two bed town houses, 46 two bed apartments and 17 one bed apartments.

20% of the affordable homes would be secured through a S106 Agreement and the remaining 80% as a condition of grant funding from Homes England. The shared ownership housing model requires that the homes would be available for purchase at between 25% and 75% of market value. Occupiers who have entered into a Shared Ownership Lease would be allowed to 'staircase' to full ownership.

The applicant's agent addressed the Committee with information about the application.

The Chair invited a Local Ward Councillor to speak on the application.

A Ward Councillor gave support to the application giving mention to it being a proposal of 100 percent affordable housing by Government definition and 20 percent genuinely affordable by the Manchester definition. The Ward Councillor welcomed the addition of City Centre premises that were classed as affordable and the two to one provision on tree planting whereby any one tree removed to develop the site would be replaced with two.

The Chair invited the Committee to comment and ask questions.

Councillor Lyons confirmed that he had declared an interest on the Item and was speaking as a Local Ward Councillor, not as a Member of the Committee. Councillor Lyons stated that this was the result of Local Ward Councillors putting their values and principles in action and thanked the applicants for working together with them to realise this vision of affordable housing in the City Centre. Councillor Lyons then left the meeting and took no part in the debate or vote on this item.

The Chair again invited the Committee to comment and ask questions.

A Member spoke in support of the application on the basis of affordable housing on a shared ownership scheme and the two to one provision on tree planting.

A Member asked if there was any provision in place to halt any property developers purchasing any of the dwellings to sell for a profit.

The Planning Officer confirmed that the S106 scheme would prevent multiple acquisitions of any of the properties.

Councillor Y Dar made a request to move the recommendation and this was seconded by Councillor Kamal.

The Committee took a vote and gave their support to the decision to agree the recommendation

## **Decision**

Minded to approve the application, subject to a legal agreement in respect of securing the provision of 20% on site affordable housing (shared ownership – aligned with Manchester’s average income level) and subject to the conditions and reasons set out in the report submitted and the Late Representations submitted.

**PH/20/44      125871/LL/2020 - 42 - 46 Thomas Street (including 41-45 Back Turner Street) Manchester M4 1ER - Piccadilly Ward**

This application is in regard to the demolition of 42, 44 and 46 Thomas Street (including 41, 43 and 45 Back Turner Street) to facilitate redevelopment of the wider site under extant planning permission and listed building consent ref: 113475/FO/2016 and 113476/LO/2016

Planning permission and listed building consent were granted in August 2017 to develop a site bounded by Thomas Street, Kelvin Street and Back Turner Street. The scheme incorporated 7 Kelvin Street, a grade II listed building, but removed the 3 storey former weaver’s cottages known as 42-46 Thomas Street (including 41, 43 and 45 Back Turner Street). 7 Kelvin Street is on the City Council’s local Buildings at Risk list.

Due to the particular circumstances of the matter a site visit had been arranged for members which took place in the morning prior to the committee meeting.

The meeting was informed that the Weavers Cottages referred to were not then listed but they were considered to be non-designated heritage assets. The impact of their loss was properly considered in the context of national and local planning policies. They have been heavily altered internally and much original fabric and character has been lost.

The application approved the erection of a 4/5 storey building that retained and incorporated the Grade II Listed 7 Kelvin Street, to provide 20 dwellings, with active ground floor uses, following the demolition of numbers 42 to 46 Thomas Street (113475).

A related application for listed building consent approved alterations and repair and change of use of 7 Kelvin Street to 3 apartments as part of a 4/5 storey residential development (113476).

In July 2018, following the acquisition of the site, the Weavers cottages were designated as Grade II Listed. As such all remaining buildings on-site are now grade-II listed. Applications to discharge pre-commencement conditions on the site have been submitted and are currently under consideration

The Chair invited a Planning Officer to introduce the Item.

The Planning Officer requested the Committee take note of a minor amendment in the supplementary agenda.

The Chair then invited the applicant to speak and the applicant addressed the Committee with information about the application.

A Ward Councillor spoke in objection to the proposed demolition and redevelopment of the site, stating that the grade-II listed buildings in question consist of three mill workers cottages and are survivors of Manchester's industrial and working class heritage. The Ward Councillor gave mention to Historic England having submitted a representation which detailed why they felt the demolition should not be allowed and that Historic England believed there was still a viable use for the buildings in their current state. The Ward Councillor requested the Committee consider a decision of minded to refuse to facilitate further investigations on how the buildings could be developed without losing their heritage character, giving further mention of Heritage England's alleged intention of appealing any proposed demolition and redevelopment.

The Chair invited the Committee to comment and ask questions.

Councillor Lyons confirmed that he had declared an interest on the Item and was speaking as a Ward Councillor, not as a Member of the Committee. Councillor Lyons made comment that the application was not for renovation but for demolition of a grade-II listed building, stating that the site was structurally sound and inferred that the redevelopment application was for a larger net gain. Councillor Lyons stated that the objection received from Heritage England was one of the strongest he had known in his time as a Ward Councillor. Councillor Lyons requested a motion of minded to refuse and stated that, if achieved, he and other Ward Councillors would work with the developers to facilitate the renovation of these grade-II listed buildings. Councillor Lyons then left the meeting and took no part in the debate or vote on this item.

The Chair invited a Planning Officer to speak on the application.

The Planning Officer gave mention to Heritage England having stated that the loss of the grade-II listed buildings would be considered as substantial harm and that the scheme would be viable if the buildings were kept. The Planning Officer informed the Committee that if they were in approval of the proposal the decision could only be as minded to approve as the matter would then need to be referred to the Secretary of State. The Planning Officer then stated that the situation was unique in that the plot had been purchased and planning permission approved prior to the buildings receiving their heritage status.

The Chair invited the Committee to comment and ask questions.

Members spoke of the useful site visit they had attended and expressed their concern over the proposed demolition of what is now listed as part of Manchester's industrial and working class heritage.

The Chair invited the Planning Officer to make a comment.

The Planning Officer stated that the listed building status was confirmed two years ago and that no other scheme had presented itself prior to this application further



stating that there had been a notable volume of objections received in the run up to the committee meeting.

Councillor Lovecy proposed the Committee be minded to refuse and this was seconded by Councillor S Ali.

### **Decision**

Minded to refuse on the basis that demolition would be contrary to policies on the conservation of historic assets in the city which represent Manchester's working class heritage.

The application was deferred and the Director of Planning asked to bring a report back which addresses the concerns raised and whether there are reasons for refusal that could be sustained.

### **PH/20/45      127142/FO/2020 - Land to the East of the Fairway Manchester M40 3WS - Moston Ward**

The application site relates to an open piece of land situated along The Fairway within a predominantly residential area of Moston in North Manchester. The site is bounded by residential to the north, east and the west, with Moston Brook Recreational Space to the east. The site is accessed via The Fairway.

The proposal site is irregular in shape with the frontage being narrower than the remainder of the site which opens up as it goes further rearward. It is immediately bounded to the north east of the application site by a sub-station and a detached property identified as no. 51 The Fairway. Moston Brook Recreational Space lies immediately to the south of the site, and to the east residential properties on West Avenue and opposite the site and to the east are residential properties relating to The Fairway.

Currently the frontage of the site is bounded by low timber rail fencing erected by the applicant and connects to the dry stone wall that returns partially along the eastern boundary with the pathway running through to Moston Brook Recreational Space. There is no formal vehicular access to the site with the main access being pedestrianised.

The submitted application proposes the erection of one 2 storey dwellinghouse (Class C3) with associated parking, landscaping and boundary treatment.

The Chair invited the applicant to speak and the applicant addressed the Committee with information about the application.

The Chair invited the Committee to comment and ask questions.

Members welcomed the proposal and the zero loss of trees on the site.

Councillor Lyons moved the recommendation and this was seconded by Councillor S Ali.

**Decision**

To approve the application, subject to the conditions and reasons set out in the report submitted.

<b>Application Number</b>	<b>Date of Appln</b>	<b>Committee Date</b>	<b>Ward</b>
126431/FO/2020	31st Mar 2020	24th Sep 2020	Ancoats & Beswick Ward

**Proposal** Erection of a multi-use arena (Use Class D2) with a partially illuminated external facade together with ancillary retail/commercial uses (Classes A1, A3 and A4), with highways, access, servicing, landscaping, public realm and other associated works

**Location** Site South Of Sportcity Way, East Of Joe Mercer Way, West Of Alan Turing Way And North Of The Ashton Canal At The Etihad Campus, Manchester

**Applicant** OVG Manchester Limited, C/o Agent

**Agent** Miss Eve Grant, Deloitte LLP, 2 Hardman Street, Manchester, M3 3HF

### **Description**

This 4.46 hectare site is used as a 500 space overspill car park for events at the Etihad stadium. The site is secured with a mesh fence on all sides and contains a number of self-seeded trees and shrubs. Its topography is relatively flat with a gentle slope from south to north before the site drops steeply down to the Ashton Canal.

The site is bounded by Joe Mercer Way (an elevated pedestrian walkway connecting to the Etihad Stadium) which separates the site from the Manchester Tennis and Football Centre located further west, Alan Turing Way, a four lane road with segregated cycle lanes is to the east with the Ashton Canal and the Etihad Metrolink stop to the south.



***View of the site from Joe Mercer Way***

The site forms part of the Etihad Campus which includes the Etihad Stadium, Manchester Regional Arena, City Football Academy and the National Squash

Centre. The Etihad Campus has been a focus for regeneration since it was first used to host the Manchester Commonwealth Games in 2002.



***Etihad Campus and surrounding context including application site identified in red***

To the east of Alan Turing Way are Philips Park and Philips Park Cemetery which are Grade II listed. The area beyond the Park and Cemetery contains light industrial uses and Philips Park Fire Station. The raised railway line is a buffer between the industrial area and residential communities in Miles Platting and Newton Heath.

The area to the east of Alan Turing Way, alongside the National Cycling Centre and the Eastlands District Centre, is more residential in character. There are three apartment buildings up to 10 storeys in height amongst two storey terraced housing.

The towpath and cycle path along the Ashton Canal to the south link the site to city centre and beyond in an eastwards direction.

The Etihad Stadium has a capacity of 55,017 with planning permission to expand to 62,170.

To the north is a large car park associated with the Etihad Stadium, accessed via Sportcity Way connecting to Alan Turing Way. Beyond this are two gas holders: one on Bradford Road and the other on Alan Turing Way.

This is a sustainable location, well served by public transport including Metrolink with a tram stop for the Etihad Campus to the south of the site providing regular services

to the city centre and beyond and to Ashton. The site is also well served by frequent bus services and is also well connected to cycle routes including along the Ashton Canal and other walking routes from the city centre. Regular bus services serve the site.

## **Proposal**

This application proposes a multi use arena comprising 68,608 sqm of floorspace with ancillary retail, food and beverage uses.

The applicant, OVG Manchester Limited (part of Oak View Limited), are delivering arenas in New York, Milan, Seattle, Austin and Palm Springs and aim to deliver arenas where artists and fans are brought closer together through the arena design and consideration of the live entertainment experience.

Their aim is to develop the best arena in Europe in Manchester that would attract the world's top events and shows. They aim to set new standards in terms of arena design and environmental sustainability.

The design would be unique and enable the main auditorium to operate in a variety of different seating modes and host different entertainment and leisure events including music, sport, performances, awards ceremonies and other live entertainment. Its capacity would normally be 20,000 but could be extended to 23,500 for events where a centre stage configuration is used.

The arena would host events on scheduled days throughout the week and year. The operational strategy could occasionally result in events taking place at the same time or same day as football events at the Etihad Stadium. The associated impacts of this are considered in detail in the report.

The auditorium would be custom designed for a much more compact, flexible and intimate configuration compared to comparable capacity venues. The lower tier of the seating bowl would have retractable seating that could be configured in a variety of ways in maximise the spectator experience. The upper tier would project and be lower to the heart of the auditorium to enable a more intimate spectator experience.



***Image of the auditorium***

The auditorium has been pulled away from the western sides of the building to create atrium space from the ground floor to level 2. These spaces would be connected by open escalators and stairs.



***Image of the concourse and atrium spaces including food and drink facilities and hospitality lounges together with a view towards the level 2 hospitality***

Premium hospitality facilities would be accommodated on level 2, including the 'Atrium Lounge' and private suites and clubs. This hospitality accommodation on level 1 and the ground floor is sub-divided into a series of spaces, including individual suites and slightly larger lounges that are open to the concourse spaces below with views over the auditorium. The upper tier (level 3) would be surrounded by a double height concourse space. On level 4, open bar lounges would provide 'in the Gods' views to the stage.

The siting and scale of the building responds to the operational requirements and seeks to create a distinctive development that responds to the character and quality at the Etihad Campus. The building concept involves a lower masonry plinth with an upper lightweight stepped box. The lower plinth connects to Sportcity Way and Alan Turing Way and forms a series of podiums along Joe Mercer Way and the Ashton Canal.

The upper level external facade includes LED screens and architectural lighting with black perforated panelling with a high gloss finish. The base of the building would be ribbed pre-cast concrete to provide a solid and contrasting finish to the gloss panelling.



### ***View of the arena from Joe Mercer Way***

There would be 118 permanent wheelchair viewing positions for 15,000 capacity events. When the capacity is at its maximum i.e. 23,500, the number of wheel chair positions would be 154. Each suite could accommodate at least one wheelchair user and lounge clubs at least two.

The public realm would include landscaping along the Ashton Canal with wildflower planting, hard and soft landscaping including tree planting, seating, lighting and green screens to Alan Turing Way. Improved wayfinding would assist pedestrian movements and linkages to the Etihad Campus. Walking routes from the city centre and along the Ashton Canal would be improved to encourage walking and cycling to the arena.

### **The planning submission**

This planning application has been supported by the following information:

- Supporting planning statement;
- Design and access statement;
- Market Assessment;
- Economic impact of two arenas in Manchester;
- Sequential Test;
- Statement of Community Involvement;
- Sustainability Statement;
- Broadband Connectivity Statement;



- Heritage Statement;
- Operating schedule and event management strategy;
- TV reception survey; and
- Ventilation, extraction and odour report.

The application is also the subject of an Environmental Statement which includes the following chapters:

- Construction management and phasing;
- Air quality and dust;
- Ground conditions;
- Lighting;
- Townscape and visual impact;
- Noise and vibration;
- Socio-economic;
- Traffic and transport;
- Water quality, drainage and flood risk;
- Wind microclimate;
- Climate change; and
- Cumulative effects.

### **Notifications/Consultations**

The proposal has been advertised as a major development, of public interest, affecting the setting of listed buildings and subject to an Environmental Impact Assessment. Site notices were displayed at the site.

7652 notification letters have been sent to an extensive area, local residents and businesses. Two rounds of neighbour notification were carried out due to the receipt of additional information during the course of the application. A summary of the comments received are detailed below.

### **First Notification**

#### ***Local residents/public opinion***

#### **Supports**

68 Supports were received to the first notification. 5 supports were received from the 7652 properties which were notified of the application. 10 were from other Manchester wards, 28 from other Greater Manchester Authorities and 25 from properties outside of Greater Manchester.

The local residents/public opinion supports are summarised below:

- This proposal would be fantastic opportunity for Manchester and would play its part in rebalancing the north south divide. This would be another notable development for Manchester and the North West;

- The proposal would bring much needed business into the city and support the increasing hotel stock. This would also create 1000s of jobs which are needed at this time;
- There are enough events throughout the year to support both Manchester Arena and this new arena;
- There is ample transport links which would minimise the impacts on the local area. When the football is at home the impact on locals is minimal;
- This is a much needed addition to the City and should be granted planning permission;
- This proposal is positive news for the events industry moving forward. The events industry has been massively impacted upon over the last few months and this would help the city emerge out of the recent crisis;
- The city has two football teams and can have two arenas and one which is world class that would benefit the local area and the city;
- The proposed economic investment would bring significant job opportunities throughout the build phase and operations. The investment, it is hoped, would see direct job and business opportunities for local people and companies in East Manchester and Greater Manchester who are ready to work with the applicant to ensure positive impacts for residents;
- Residents wish to work with the applicant to minimise the impact from traffic and visitors to the area and the mitigation measures are noted;
- This proposal would improve the condition of the land and create job opportunities for locals. This would move wealth and opportunities in places other than the city centre;
- The transformation in the area over the last 20 years has only been for the better. Residents' lives have been easier as a result of some of the best transport links in the country. The appearance of the area is also better. Residents have gained employment and this arena would be another boost to the area and attract more investment;
- This proposal would be amazing for East Manchester and there is a case for two arenas which would bring more events to the North;
- This proposal would enable more music to be played outside of the centre of Manchester. There are great transport links already in place and this would lead to more regeneration of the area and jobs for local people;
- A new arena is needed. The existing arena is dated, tired and the seating, especially on the floor area, is poor. The traffic issues at the MEN arena following an event are difficult;
- Manchester is a world class city. There is no reason why two venues could not operate successfully if both provide class entertainment and do not overcharge. Competition could actually be beneficial;
- The arena would have managed parking arrangements, a tram straight to the door and close to the motorway network. This proposal would add to the regeneration of East Manchester and would be better than going to a concert in the city centre;
- The recent events at the Manchester arena has left it feeling unsafe. It is hoped this new arena, with more secure access, will make a big difference to those using it and those who wish to return to attending events;
- Having two arena would help drive prices down, making entertainment and the arts more accessible to lower income households. The pricing at the Manchester arena means it is less likely to be used with preferences given to

Leeds or Sheffield. Manchester is growing mainly toward the north (Ancoats/Miles Platting). A lot of money has been invested in these area and this should continue. Competition would also drive the quality up in other Manchester venues;

- The site is much easier to access from outside of the city centre. It would attract people to come to Manchester from other cities more than the current arena does. This proposal would not be the detriment to the existing arena or the city centre as it would provide a different experience and can complement each other;
- The bars and restaurant offer at the arena would make it a good place to have a night out;
- This benefits the city by bringing more choice and is an exciting development which would bring jobs to a deprived area;
- The vibrant music scene of the city requires another venue like this. It would also give Manchester something special to attract the best acts and sports events;
- This is an exciting opportunity for the area, providing jobs and facilities to be used by the community and beyond. It would also enhance the excellent facilities already in place;
- The continual redevelopment of East Manchester is vital for the clean-up, growth and expansion of the area. Other areas of the city would also benefit which would be beneficial to locals quality of life and economy;
- There is no point having land earmarked for development if you don't do anything with it. This proposal fits that objective and would benefit other areas as well. Traffic would require management;
- The Manchester Arena is dirty and outdated and difficult to get to. Manchester needs a new arena. Birmingham can support two arena so can Manchester. The two arena would double to amount of acts so this would be good for the local economy;
- The Manchester arena is very poor venue for live music. Leeds arena is much better for events. This proposal would place Manchester as the premier live event destination outside of London with better acoustics, layout and seating (which Leeds has);
- This facility could bring ice hockey back to the City;
- Eastlands has been transformed and is now a pleasant place to visit. It would be foolish to stop further investment in the city and enhancement of this area. There is enough of a market for both arenas to thrive and give customers choice;
- The arena would bring more footfall to the city and class acts. More concerts, more sports events and more money coming into the city. People would still be able to use city centre venues before venturing to the proposed arena. The public transport links are excellent and this would only enhance Manchester further;
- This proposal would be a better concert experience for the public. There is poor customer experience and expensive offering at the Manchester Arena which customers have had to endure for too long;
- The proposal in this local would help reduce congestion in the city centre;

## Objections

581 objections were received as a result of the first notification. 14 were from the 7652 properties which were notified. 52 were from other Manchester wards, 253 from other Greater Manchester Authorities and 262 from properties outside of Greater Manchester.

The local residents/public opinion objections can be summarised as follows:

- The local area already suffers when football matches are played. The traffic is terrible and the roads cannot cope. The arena would make this worse;
- There is noise, rowdiness, litter and people urinating on match days which is unacceptable. The arena would be more intensive and could be  $\frac{3}{4}$  of the week that residents are going to suffer;
- People urinate in the streets on match days and there is general rowdiness. There are not enough car parks at the campus and this proposal would reduce the car parking further. This project will bring extra traffic and antisocial behaviour to an area that has more than its fair share already. This proposal would affect property prices;
- Residents permits should be considered for the residents of New Street and Canada Street which already suffer on match days;
- The lighting and LED screens would bring further light pollution to the area particularly if they are on 24/7;
- The energy efficiency and impact of the building is of a concern;
- The proposal would bring more cars and pollution to the local area on weekdays and weekends. The people of the area would get no respite from the activities at the campus and the road network would not cope;
- The cars which park in the residents zone are not ticketed now so what assurances can be given that they will as part of the arena proposals;
- There are particular problems which occur when there are concerts aimed at young people with parents picking up and dropping off their children. This create traffic and issues around the campus;
- Users of the arena would be vulnerable and it would not be safe walking around the area late at night, particularly if there were issues getting public transport or a taxi;
- The additional traffic created would impact on local air quality conditions;
- There would be noise on the surrounding streets at night as a result of this proposal;
- The traffic modelling does not properly take into account the impacts nor the impact of other major events at the campus and in the local area;
- Residents have to make special arrangements to get home/leave home on match days due to the impact on the local area. This would be worse as a result of the proposals;
- The proposal would impact on the ecology of the area;
- The proposal would result in the overdevelopment of the area which does not have the infrastructure to cope;
- Having an arena and stadium event on at the same time is not acceptable considering the pollution, noise and change in dynamics of the neighbourhood;

- The proposal should be supporting access to green spaces and natural green environments;
- Developments at the campus are causing properties to be bought up for Air B and Bs which is not acceptable;
- It is not clear how this project fits in with carbon objectives for the city and the climate change emergency;
- There isn't the demand for two arenas in the city and this would lead to the demise of the Manchester arena and other venues in the City and across Greater Manchester. The stadium already holds concerts and the city centre arena should be supported as it is better served by public transport and supports city centre businesses, hotels and jobs. This arena would not be as well connected by tram, rail and bus as the Manchester arena and would put more pressure on at capacity public transport and infrastructure as well as the environment together with jobs being lost at the Manchester arena;
- The proposal would reduce footfall and spending in the city centre and increase travelling and emissions in East Manchester;
- This could affect smaller venues;
- The site would be put to much better use as social housing;
- More smaller venues should be created not large capacity venues such as this;
- The arena location doesn't work as it is not supported by hotels and other facilities;
- The proposed arena would stretch police resourcing;
- There would not be food and drinks options at the arena to keep people entertained;
- The Manchester arena attracts big names to perform and is one of the best venues to attend;
- There has been independent research carried out to show a second arena is unnecessary and would lead to the failure of either the proposed arena or Manchester arena and this therefore is a huge waste of money and will bring nothing new to the city;
- The new arena is unlikely to attract visitors from Greater Manchester or beyond as it is not as well connected as the existing arena is to public transport and amenities;
- These proposals put the redevelopment plans for the Manchester Arena at risk;
- The proposed arena would make it difficult for those with disabilities to access due to its location and reliance on public transport or walking. This is not the same experience when using the Manchester Arena;
- Market analysis demonstrates that the proposal is unviable financially and that the local public transport network - already struggling to cope on match days and concert days at the Etihad - would be unable to support the additional demand. That demand, plus increased vehicle traffic, would also increase Manchester's greenhouse gas emissions at a time the council has set ambitious targets to slash emissions;
- Manchester Arena itself has just embarked on a major programme of redevelopment. There should be, in the wake of the pandemic, support for existing entertainment venues, pubs, bars, restaurants and shops;
- Although services to Eastlands are fairly good, they are inferior to those supporting the existing Manchester Arena, and it is a long walk from the city.

- People will be more likely to travel by car. This will have an adverse effect on the environment in relation to pollution reduction;
- If a scheduled event at the proposed arena clashes with a Manchester City home game there will be chaos, with huge numbers of people vying for space, and public transport systems being unable to cope. It must be recognised that the Premier League changes match dates after the fixture list has been published due to satellite TV companies wish to televise games. It is inevitable that at some point a game would coincide with an arena event causing huge congestion on the local area;
- There is a risk of crime for spectators using the east Manchester arena;
- There is no need for a venue of this size in Manchester. The Manchester Arena has a capacity of 21,000 and has announced an increase to this. However, there are no venues in capacity between Manchester Apollo and the Arena. So there is a gap between approx 3,000 capacity and 21,000. Why not build 2 x 10,000 capacity venues. Why compete with something that already exists when there is a huge gap in the market. Also with regards to the current situation, it is not possible to hold live events yet and it is going to be well into 2021 before we have any idea of what the live music industry will look like and if it will ever recover enough to support two such size venues in Manchester;

### Neutral

17 neutral comments in total were received as a result of the first notification. 3 neutral comments were received from the 7652 properties which were directly notified about the planning application. 9 neutral comments from other Greater Manchester Authorities and 5 from outside of Greater Manchester.

The neutral comments can be summarised as follows:

- The proposal is great for jobs but what about the small businesses which are close to the site;
- The proposal would bring traffic and noise but it would also bring jobs and other businesses to the area;
- There would be traffic as a result of the development and it is not clear how residents would actually benefit from the proposals;
- The proposal would enhance what is already an outstanding city with another entertainment venue. If both venues are strong enough with genuine customer focus at the heart of everything that they offer/provide then both would survive;
- There are likely to be traffic issues and concerns with attacks on the city. Maybe consideration should be given to an outdoor music venue with a removable roof;
- Would be good to see the ice hockey back in the city;
- Competition of this nature in the city is good;
- This proposal would bring more choice to the city alongside the Manchester Arena, Apollo, Bridgewater Hall, Opera House. Traffic would be a concern, but if either ample parking or public transport available then this would suitable;
- An out of centre arena would not be as well served by public transport;

- The needs of disabled spectators needs to be adequately addressed as parking is difficult as is the traffic around Eastlands on match days. There also needs to be clear plans for use of the arena by Autistic people who are not adequately catered for as it stand;
- Whilst the existing arena is not fit for purpose, this proposal should not be supported unless public transport is made adequate in the area;
- The arena should be sustainable and support the city's profile;
- There needs to be a clear strategy to deal with parking in order to ensure that it does not impact on residential streets together with ensuring that public transport has the capacity and there are marshals to clear up the litter;

## **Businesses**

### **Supports**

44 Supports were received from businesses to the first notification. 2 were from business within the 7652 properties notified. 20 were from businesses within other Manchester wards, 5 from within other Greater Manchester Authorities and 17 from outside of Greater Manchester.

The business supports can be summarised as follows:

- The proposal is in line with the current Tourism Strategy in Greater Manchester which highlights the importance of live events as a key driver in the growth and success of the City Region as a visitor destination.
- The arena would be a proactive and supportive partner in marketing Manchester in order to stimulate further growth in the visitor economy. This proposal would bring £350 million of investment to East Manchester and jobs in construction and the operations of the arena creating £1billion of gross value added to the Manchester economy.
- The arena would be the most sustainable in Europe and bring new standards in customer hospitality;
- The events industry continues to show strong growth. The arena would bring new events to Manchester and enable the arena to bid for new events that would raise the profile of the city, attract more visitors and stimulate the economy further;
- The proposal fits in with the long term redevelopment plans for East Manchester. Since the commonwealth games the arena and the campus has continued to evolve. The area is identified as a leisure destination in the planning framework to support the 'continued social, economic and physical regeneration of East Manchester and ensure opportunities to employ residents from the local community. This proposal would attract further investment in residential, leisure and office development in the area and at the Etihad Campus;
- The proposal would have a direct impact on growth with the east corridor of the city. The area is thriving as a result of the interrelationship between the Etihad Campus, the city centre and the process of renewal and stimulation in the area;

- The proposal would bring local training and employment opportunities alongside its ambitions to be the most sustainable arena in the world. In these uncertain times the projects like this should be fully supported;
- Proposals such as this increase disposable income and further investment in the city;
- Promoters would continue to promote concerts at the Manchester arena and are excited about the plans for the new arena. Concerts at the Etihad Stadium have proven popular over the years and this proposal would benefit the music and entertainment culture of the city as well as benefit the local community. People travel from all over the north of England for concerts in Manchester and this proposal would add to that and spend in the city;
- The proposal would create 3000 plus jobs and 100 apprenticeships many of which would be local. Many more would benefit in the supply chain. There would be 1000 jobs created when the arena is operational at Manchester Living Wage and above and a further 1,400 supported in local bars, shops, restaurants, hotels and transport. Local residents would benefit directly and indirectly as a result of these proposals;
- The proposal would benefit the sports community who wish to hold world class sporting events in Manchester. Having the arena next to facilities such as the existing Tennis Centre allows the prospect of bringing Davis Cup, Fed Cup Finals or Laver Cup to the arena along with wrestling and netball;
- A technologically advanced and environmentally efficient arena would be welcomed by artists and their fans. The arena would be transformative both culturally and bring significant local economic benefits
- The proposal would complement the existing arena offer, growing their collective contribution to the city's economy. Two complementary arenas is a model proven in the UK and around the world with no evidence that competition causes closure;
- In the short term, the need for investment in the city is more acute due to coronavirus. The north can play a major role in the UK's recovery and this would require short term stimulus for long term productivity. This includes a pipeline of public and private shovel ready projects in the coming months and years. It is understood, that subject to planning approval, this project is ready to go and would bring significant investment and jobs as a result and would bring confidence to other major international investors that Manchester is an attractive place to invest;
- The proposals are impressive in terms of the quality of the venue proposed and the benefits for the city and Manchester position within the region, and globally, as a music and entertainment destination. The proposal would attract a wider variety of events and this would support culture in the city;
- The commitments around sustainability and jobs should be enforced to ensure the benefits are delivered and lead to the positive transformation of the area;
- The proposals would benefit the hotel and tourism industry in the city together with bars, restaurants and other hospitality particularly around Ancoats;
- The commitment to creating one of the most sustainable arenas in the world includes encouraging the use of public transport at the point of booking tickets. The development would support bus and rail friendly measures to ensure alternative modes are maximised. The arena would be within 20 minutes walking distance of one of the busiest rail stations in the country,



Piccadilly, and the estimated number of additional rail tickets being sold is 750,000. This would also boost northern England as a visitor destination appealing to visitors from across the region and beyond;

- The proposal would help attract domestic and international students to the city.

## Objections

7 objections were received from businesses to the first notification. 1 was from a business within the 7652 properties notified. 3 from other Manchester wards, 3 from outside of Greater Manchester.

The business objections can be summarised as follows:

- The transport information submitted is extensive but there are gaps in the assessment particularly in respect of traffic impacts;
- One of the busiest times for nearby businesses coincides with the network evening peak where there is a concentration of traffic movements at the junction of Gibbon Street and Alan Turing Way which would be at the same time as visitors would arrive for an evening event. This would be further compounded when a football event takes place at the same time and/or a matinee event. The Transport assessment does not include any assessment of the operation of the signalised junction at Alan Turing Way/Gibbon Street. The operational impacts on this junction are a concern;
- When a coincided event takes place the availability of car parking would be significantly reduced to just 500 spaces which could result in fly parking. Without proper management this would be an issue;
- The proposal would create a significant out of centre leisure arena in direct competition with city centre provision. The proposal would draw footfall and spend away from the city centre. The benefits of this proposal are substantially outweighed by the impact of the proposal on existing centre uses;
- The proposal contains a significant retail component (17,451 sqm retail, food and bars of which 7,530 sqm would be retail) which would become a destination in its own right in direct competition with the city centre;
- There is a lack of any retail impact assessment given the scale of retail floor space proposed which is contrary to national planning policy. The impact assessment focuses principally on the leisure offer;
- The retail would serve as a destination in its own right rather than being ancillary as is evident by the canal side kiosks and go beyond what was anticipated by policy EC7 and conflict with the city centre first policies of the Core Strategy;
- There is no consideration of consequential loss of trade, expenditure and footfall on the city centre as a result of people choosing to go to this new destination out of centre;
- There would be a displacement of jobs by those who already work in leisure and retail from the city centre to this out of centre location;
- There is market decline on the high street in the city centre and this proposal would further exacerbate this as well as the covid situation which has not

- been addressed by the submission. The impacts of the proposal should be viewed in the context of this ongoing pandemic;
- The proposal would have a significant detrimental impact on planned investment to further improve leisure provision within the city centre. If this proposal is to go ahead it would prevent the investment in the Manchester Arena which would put city centre businesses at risk;
  - The sequential test is inadequate, does not consider a more flexible format or scale and does not consider the disaggregation of uses with no sequential test looking specifically at accommodating the retail element only. In addition, it dismisses sites simply because they comprise two or more land ownerships which is wholly inappropriate given the scale of the development;
  - The sequential test has also not considered the ability of the existing arena to accommodate growth in market demand;
  - No review of the health of the city centre has been undertaken;
  - The proposal is a real threat to the viability of the existing Manchester arena which has consequences for the city centre;
  - The application is contradictory in that it states there has been limited growth in arena visitors over the past 10 years but predicts there is significant demand for two arenas;
  - The examples where two arenas exist is not comparable and the existing arena would need to be adapted in order to provide a complementary offer with the proposed arena;
  - The proposed arena would clearly draw events away from the existing arena as well as hosting events which cannot currently be accommodated;
  - If the arena was to close this would have consequential impacts on the beverage offer in the city centre as well as jobs;
  - Policy EC7 is not consistent with paragraph 23 and 31 of the NPPF which require policies to objectively assess need. When assessed against the development plan as a whole the proposal clearly conflicts with policy C1 and CC4 which together seek to direct leisure and retail uses to the city centre in line with the centre hierarchy and given it is the most sustainable location. Accordingly EC7 should be given limited weight;
  - The Eastlands Regeneration Framework should not be afforded any weight in the determination of this planning application;
  - Matters relating to accessibility, sustainability and highways have been overstated in this application and fails to accord with national town centre policies which should be afforded significant weight and should form the basis of this application being refused;
  - The proposal is of comparable scale and catchment to the Manchester arena, and its planned investment. It would therefore compete with the Manchester arena for events, draw trade away from the city centre and therefore have an adverse impact on the Manchester arena, other city centre venues and wider city centre vitality and evening economy;
  - The market demand for a new arena greatly overstates future market growth. Projections are selective and relies on growth from niche elements of the market. It also ignores flat growth in music events;
  - The projections are devoid of a credible evidential basis. Past growth has in fact been comparatively flat overall (0.3% growth per year on average over 2014-2018) and projecting forward on this basis results in only 5% overall

market growth by 2035 (as opposed to up to 150%), which plainly would not support two arenas.

- The forecast are overly optimistic and would not be sufficient to generate a commercial return for the proposed arena and the market will therefore need to be shared between the existing offer in the city centre and the proposed out-of-centre development, with associated detrimental impacts to the city centre. There is no account of the Covid 19 pandemic, which has already had a major impact on an already challenging city centre retail and leisure economy. In reality, the market in the short term at least, is likely to contract and not grow at all. Covid 19 has triggered a sharp recession and the effect of growing unemployment will inevitably lead to further reductions in expenditure as a result of falling disposable income.
- The projected growth demands for a second arena are based on overstated market growth forecast. For this reason, its analysis of impact on the city centre is flawed as it is wrongly predicated on the proposition that all impacts will be positive.
- Failure to consider the extent to which existing venues in the city centre can accommodate growth in market demand in more sequentially suitable, available and accessible alternative locations;
- The claim that the Manchester arena is operation at a 95% capacity utilisation are not correct and are misleading as the venue occupancy is only 42% with 58% of days currently available.
- There are claims that the Manchester arena misses out on events because it is inflexible, but this untrue as it already hosts a wide range of events of all types and configurations and is listed as one of the most successful venues in the world, surpassing venues in cities with much larger populations. The Manchester arena could readily accommodate additional growth in its current form and even more so through the planned investment by 2023, will introduce increased capacity and even greater flexibility of format to better attract an even wider range of events including niche markets;
- Market growth could also be accommodated within other existing and planned city centre venues. These planned investments would help ensure that future market growth can be accommodated and spend retained in the city centre, a preferable and more accessible location;
- All credible evidence demonstrates that market growth will be far lower than predictions, and consequently two large arenas of the same size and configuration, serving the same catchment, will not be able to viably operate. Manchester is already better served by entertainment venues compared to all other markets throughout the UK, and a second arena at Eastlands will simply take trade away from the city centre, conflicting with national and statutory development plan policies.
- The combination of a comparatively unsustainable location (by reference a city-centre location) together with limited and ineffective mitigation measures and proposals for travel demand management will lead to serve impacts on both the local community, the public transport network and the wider highway network.
- Combined event and matchdays, which are likely to occur between 10-15 times per annum, and which are inevitable given the combination of differing event types and the proximity of the two large arenas. This scenario will cause

additional and unsustainable pressure on the background highway and public transport use.

- The associated additional risks created in terms of safety are significant and unacceptable, with public transport and car parking deficits ultimately meaning that for many there are likely to be no logical options for travel to the venue. On combined event days this could lead to up to 20,000 spectators choosing to walk from/to the City Centre out of necessity, creating unacceptable risks in terms of pedestrian/vehicle interaction, crime and impact to other modes of transport, on which there is also heavy reliance (tram, car and bus.).
- The proposal has not adequately addressed the impact of the number of cars driving to and from the site on congestion, both within the areas immediately surrounding the site and beyond. Consequently, there is also no assessment of the potentially serious impact on emergency vehicle access. Increased road congestion is inevitable due to the lack of viable alternative transport options. This will negatively impact the ability of emergency service vehicles to quickly reach both the site and surrounding areas in case of an emergency;
- Mitigation proposals are minimal and unlikely to be effective in limiting the impacts on the local highway network and the wider community. Moreover, the TA makes a prior assumption that the mitigation measures will be successful without even attempting to demonstrate this, and on that basis includes adjusted mode splits at the outset of the work.
- Travel demand measures are predicated on these optimistic mode splits yet the physical limitations of the network, which are not taken into account, will mean they are unattainable. The heavy reliance on transportation demand management and adequate staffing to implement such strategies will not adequately mitigate impacts. Differences in demographics will also mean events will vary significantly in their mode splits and origin and destination profiles.
- The proposal is not in line with the TfGM 2040 transport strategy and fails to meet the requirements of paragraphs 108, 109 and 110 of the NPPF;
- The proposal does not support Manchester City Council's commitment to achieving a net zero carbon city by 2038. GHG emissions from transport in the climate change assessment have not been provided to support the application and are judged to be major-moderate adverse;
- The proposal would have access to 3,000 parking spaces encouraging the use of private car, which has substantially greater GHG emissions than mass transit modes (bus/tram/train) and walking or cycling;
- The proposal is heavily reliant on access by private car, and reducing car parking will only likely displace car trips to street parking, which will not reduce GHG emissions;
- There is a reliance on gas-fired technology for heating and cooking appliances is not consistent with areas identified for urgent policy action described in Manchester City Council's Climate Change Framework 2020-2025 and Draft Manchester Zero Carbon Framework 2020-2038, and will require replacement with zero-carbon technology before 2038 in order to achieve net-zero on-site emissions, a clear commitment to which has not been provided in the application.

## Second Notification

### Local residents/public opinion

#### Supports

2 Supports in total were received as a result of the second notification. 1 support was received from the 7652 properties which were directly notified about the planning application and 1 support was received from a property outside of Greater Manchester.

The local residents/public opinion supports can be summarised as follows:

- The proposal would bring jobs to this area. There are not many jobs in this area and no new firms coming opening. Covid-19 is also making this area worst by the minute. The arena should hire local people and support local businesses;
- City economies never stand still. Forward development requires growth not retrenchment. In the context of COVID and BREXIT, those cities that win will - because plenty will lose - will have demonstrated leaderships with vision, imagination and courage.

#### Objections

11 objections in total were received as a result of the second notification. 3 objections were received from the 7652 properties which were directly notified about the planning application. 1 objection was from other Manchester wards, 5 objections from other Greater Manchester Authorities and 2 objections from properties outside of Greater Manchester. 6 of these objections were from members of the public who made representations within the first round of notifications (1 from property another Manchester ward not notified about the application, 4 from Greater Manchester and 1 from outside of Greater Manchester).

The local residents/public opinion objections can be summarised as follows:

- Two 20,000-capacity arenas in Manchester are not sustainable. The number of events would mean that the people of Beswick would get no respite from traffic, noise, illegal parking and litter. And, critically, the coronavirus situation has profoundly affected the economic and entertainment landscapes. There do not appear to be any circumstances as of 2020 under which such a project should be allowed to proceed;
  - The only way the arena would work would be to encourage driving in from further distances. We should be encouraging less cars on the roads.
  - There should be support for small venues;
  - There are social already social behaviour issues from match/stadium events as well as traffic congestion;
- The Manchester Arena is a fantastic facility and is in a brilliant location; bringing custom to all the trade in the city centre;

- City of Manchester cannot sustain two arenas without having a detrimental affect on current businesses in Manchester city Centre. A new arena would also be detrimental to Manchester's ambition to reduce its carbon footprint.
- Alan Turing Way is a busy road. When a football match is on serious delays are caused on the A6010, Ashton Old Road, and Hyde Road. These delays are a hindrance to the everyday users of these roads. Visitors of the proposed arena will have no reason to use other routes than those which football supporters use. The arena would cause the same issues and would therefore be harmful to pedestrian and highway safety;
- The Manchester Arena has good transport links this proposal would not have the same level of connectivity.

## **Neutral**

1 neutral comment has been received from outside of Greater Manchester.

The neutral comment can be summarised as follows:

- There needs to be clear measures to deal with the additional traffic including road widening where necessary.

## **Businesses**

### **Supports**

16 Supports in total were received from businesses as a result of the second notification. 4 supports were received from businesses within the 7652 properties which were directly notified about the planning application. 8 supports were from businesses within other Manchester wards, 1 support from a business within another Greater Manchester Authority and 3 supports from businesses outside of Greater Manchester. 2 of these supports were from businesses who made representations within the first round of notifications (1 from a business from another Manchester ward and 1 from a business notified about the application).

The business supports can be summarised as follows:

- The proposals fit in with the long standing plans to renew East Manchester through sport and leisure development;
- The £350 million investment would benefit local employment and supply chains during the construction which is much needed during these uncertain times;
- As a result of this development, further development activity would be attracted to this development corridor connecting the Etihad Campus to the City Centre;
- The proposal would reinforce Manchester as the second city through the provision of a world class facility which would boost the City's profile nationally and internationally;
- The new arena will also contribute to regeneration. There will be thousands of jobs, many of which will go to local people, and there will be local contracts

- with local suppliers too. Both of these will increase local spend in the area benefiting local businesses who in turn would also employ more people;
- The arena would be energy efficiency and adopt environmental practices. The proposal would also promote active and environmental friendly travel including improving walking and cycling routes linking to the city centre;
  - The proposal would elevate Manchester as world leading sport and leisure destination with the Etihad Campus as a beacon of urban renewal combining economic growth local opportunity with zero carbon goals;
  - The proposal is aspirational and would attract more investment into the city along with the world's best events and acts;
  - The new arena will sell hundreds of thousands of extra tickets each year. This means more people coming to the city and spending money in bars, restaurants and hotel. This will be a good thing for our economy particularly given the economic impact of coronavirus;
  - The new arena will create thousands of jobs for people in and around East Manchester giving people more money in their pocket to spend locally;
  - A world-class arena suits the city's status as a world-class place of entertainment;
  - Two arenas attracting world-class events is good for Manchester's international profile and for the visitor economy. Analysis submitted as part of the application supports this. It shows that both arenas have the potential to attract more than two million visitors by 2035. And a survey on the new arena of people living within 90 minutes showed: 30% of people would probably stay overnight after a visit and 70% and 49% said they would spend money on food and drinks in the city (away from the arena) before and after events respectively. So two arenas will lead to more visitors spending more money in the city and staying in more hotel rooms across the city;
  - thousands of jobs the new arena will create during construction and operation and the new arena opening in 2023 will give Manchester a confidence lift at a time when it is needed most;
  - Two arenas would enable the city to potentially capture an additional 2.05 million annual arena visits to both venues by 2035. 30% would probably stay overnight after an event at the new arena and 70% would spend on food and drinks in the city before an event at the new arena, with 49% after. Visitors bring much needed expenditure for city centre shops, hotels, restaurants, clubs and bars alike to ensure Manchester remains a globally significant entertainment destination;
  - There would also be increased use of rail services within a 90 minute catchment. This in turn would result in more rail infrastructure investment in the north;
  - Sustainable transport would be promoted at the point of booking tickets and the arena would be in such close proximity to Piccadilly rail station (20-25 minute walk and 7 minute tram ride).

## Objections

3 objections in total were received from businesses as a result of the second notification within other Manchester wards. These 3 objectors all commented in the first round of notification.

The business objections can be summarised as follows:

- It remains unclear the exact amount of floorspace which would be used for Class A1 retail. Despite the disaggregation of figures provided, the trading potential has not changed and would therefore have a devastating impact on the City Centre and associated decrease in footfall. Justification for such a substantial amount of proposed Class A1 use is not evident in the submission; particularly if only intended for specialist retail such as merchandise;
- There are substantial areas of proposed retail, food and drink uses which would not be wholly ancillary to the proposed arena use as they would serve attendees of other entirely separate venues and events, unrelated to the predominant arena use;
- Substantial proportion of retail would be used on match days and other events by certain parties for purposes entirely unrelated to the arena use, in addition to the food and drink kiosks which will be publicly accessible daily, it is clear that not all the proposed retail uses will be ancillary to the proposed arena use;
- The proposal would create a substantial new leisure and retail destination for the wider city region in an out-of-centre location. This will result in direct competition with the City Centre and result in an associated decrease in footfall to the detriment of its vitality and viability;
- significant out-of-centre development incorporating a substantial A Class element, which would harm the vitality and viability of the City Centre contrary to Policy C9 (Out-of-Centre Development) and in turn, the position of the City Centre in the hierarchy, contrary to the overarching aim of Policy C1 (Centre Hierarchy) of the Core Strategy;
- There remains no assessment of potential sequentially preferable sites to accommodate the A Class element, including the kiosks which will be operated entirely independently of the arena;
- A Retail Impact Assessment is still not submitted in support of the application;
- Trading potential of the floorspace whether it is event day only or not needs to be quantified in terms of trade derivation (i.e. a retail impact assessment);
- No review of the health of Manchester City Centre has been made using such indicators as referred to in National Planning Practice Guidance.
- The applicant has given further consideration of part (a) of Paragraph 89 in considering a greater number of schemes, however this remains limited to assessment of investment into predominantly leisure and cultural schemes within the Regional Centre, and still does not consider the impact of the proposal on investment in existing, committed and planned retail schemes in the City Centre;
- Current levels of demand do not support two venues of this size and that unrealistic levels of growth would be needed for both to break even and cover investment costs;
- Brand new out-of-centre purpose built arena with greater capacity will clearly threaten the viability of the existing Manchester Arena, located within a far more sustainable location within the City Centre;
- Should Manchester Arena close, or indeed its operation considerably reduce as a result of the direct out-of-centre competition, footfall within the City Centre would be markedly decreased, and in turn the City Centre would suffer through consequential loss of associated spin-off benefits and expenditure



within the centre. This would have a detrimental impact on the vitality and viability of the City Centre;

- The proposed retail uses in this out-of-centre location clearly conflicts with Policy C1;
- There is available capacity in existing sequentially preferable venues in the city centre to accommodate market growth;
- There is no credible evidence to claim that market growth will double by 2035, let alone treble, as the latest submission claims, so as to justify the substantial volume of ticket sales and additional capacity which is proposed
- The case for a second arena is predicated on this unrealistic market growth forecast;
- Without such growth, the current large events market will be split between two venues and the proposal will therefore impact on Manchester Arena, on the vitality and viability of city centre and on planned investment, contrary to national and local planning policy;
- Manchester Arena planned investment is real and initial discussions about that investment predate any knowledge of the proposal to develop a second 23,500 capacity arena. There is commitment to deliver these proposals and is progressing currently with the required planning processes;
- Manchester currently has a city centre retail and leisure economy that is fragile, which would be supported by investment in the city centre which will underpin and accelerate economic recovery;
- Constructing a major city centre use 3 km outside of the city centre that will compete for and draw trade from the city centre, requiring customers to walk on routes which divert them away from the city-centre's retail and food and beverage offerings, will not secure these benefits and will have a detrimental impact on the city centre economy, contrary to national and local planning policy;
- Such a facility, with relatively limited public transport accessibility and reliance on customers walking from the city centre, will attract a higher split of car borne customers adding highways impacts and congestion;
- This will have related greenhouse gas emissions which have not been considered as a part of the applicant's Environmental Impact Assessment contrary both to the requirements of the EIA Regulations and MCC's commitment to zero carbon emissions by 2038;
- There are various statements, inconsistencies, and errors within the OVG submission, including about Manchester Arena;
- The market has to be big enough to support operating costs, capital maintenance and significant capital expenditure at a level not previously witnessed in this sector, which is not realistic or possible;
- Manchester Arena operates within a competitive market which, for large arenas, works at a regional level with competing facilities in other regional cities. There are claims that the market for large arena events will grow so significantly that all impacts on the city centre will be positive. However, historic growth has been very limited and, based on actual past trends, would project a far lower trajectory of growth (circa 5% by 2035), such that the market would need to be split if a second large arena were built serving broadly the same catchment, with resultant impacts on the existing facilities and planned investment in the city centre;

- A separate projection has now been provided drawn from the results of the survey which forecasts growth at even higher rates - now claiming the market will treble in size by 2035. This approach is not credible or reliable. This growth trajectory is however essential to underpin the applicant's case as, without it, a second large arena will generate significant adverse impact on Manchester Arena and thus have an adverse impact on the city centre.
- These projections use a flawed methodology and makes unjustified assumptions, predicts the market for ticket sales will triple by 2035, adding 2.29m additional ticket sales by 2035;
- No account of the impact of Covid 19 on growth forecasts and the potential for market contraction, at least in the next one or two years;
- Whilst there is potential for some market growth in the future, there is no credible basis for such bullish forecasts. There is already capacity in existing city centre venues in sequentially preferable locations, to meet the forecast growth to 2035 and beyond;
- The Manchester Arena catchment area is already better served in terms of arena seats per population than any other UK catchment;
- It is speculation that in 2035 circa £3m could be drawn from the city centre in terms of lost trade from city centre bars and restaurants, but this is a figure without evidential basis and is manifestly far too optimistic;
- The applicant's projection of the market doubling (or indeed tripling) in size is a forecast position by 2035, which is fully 12 years after the proposed opening date for the new arena. The online Planning Practice Guidance (PPG) for applying the impact test for out of centre development, however, sets out that the applicant should focus on impact in the first five years, as this is when most of the impact will occur;
- The applicant portrays Manchester Arena's contribution to the city as eroding over the years and, whilst ticket sales have broadly been flat over the last 10 years, this is reflective of the UK and Manchester markets for large events over that period. The Manchester Arena nevertheless makes a significant economic contribution to the city centre;
- The planned investment of up to £100m in the Manchester Arena would provide a critical boost in the city centre, precisely where and when investment is needed most, repurposing and maximising its contribution to the city centre economy just as the city seeks to recover from the current pandemic;
- Investment in the Manchester Arena is directly threatened by the proposal. If approved and built, with events shared across two large arenas serving the same catchment, it would not be possible to generate a return on this critical investment in the city centre;
- If ultimately the shared market rendered Manchester Arena unviable, and forced it to close, it would create a long-term white elephant and block the city centre's growth to the surrounding regeneration areas. There could be no short-term reinvention of the arena site as it is committed to a 25 year lease which underpins the value of the wider complex and, with the anchor removed, there would be no economic justification for the landlord to progress a redevelopment scheme. Closure would lead to a major reduction in footfall to this part of the city centre and would have a significant impact on the city centre.

- The proposal relies heavily on travel by car. It ignores the related carbon emissions altogether and over-estimates the modal split expected by customers using public transport.
- These factors undermine the impacts on the wider highway network (there is still no assessment of impact on the north east quadrant of the M60 for example), on likely congestion in East Manchester, on car parking and on greenhouse gas emissions, contrary to MCC's zero carbon commitment by 2038.
- The scheme is heavily reliant on encouraging public transport use but there is little available capacity and so the majority of customers would need to walk circa 3 km from train stations or car parks in the city centre out to the proposed site, a particular difficulty for customers with accessibility requirements.
- The submission includes no analysis of whether car parking is available in the city centre or outside of the proposed controlled parking zones either generally or on nights when the city hosts multiple events (ie football + 2x arena etc). Neither is it clear how the CPZs would be delivered or their likely effect;
- The proposed development does not accord with the statutory development plan when read as a whole. In line with the NPPF, the plan seeks to protect the city centre and focus major development within it. In relation to regeneration at Eastlands, it promotes major development that complements the offer in the city centre.
- The application is for a second large arena of similar size, configuration and attributes that will compete directly with the existing arena in the city centre for broadly the same regional catchment. The applicant forecasts that this second large arena will be wholly beneficial in terms of economic growth at Eastlands for the city centre and for the wider city region, forming a critical component for economic recovery following the coronavirus pandemic. This is reliant on a market growth forecast that lacks evidential credibility and must be thoroughly and independently tested, because the trajectory drawn from past activity over the last ten years forecasts a relatively flat growth for events of circa 0-5% over the same timeframe and, without doubling or trebling the size of the market, large events will essentially be split between the two venues with resultant impacts in a scenario which the applicant has not assessed;
- There has been no assessment of the ability of the existing capacity in existing venues (including at Manchester Arena) to accommodate market growth in more sustainable city centre locations and, for the reasons set out above, the implication of splitting events between the venues will therefore lead to trade being drawn away from the city centre to a far less sustainable location and impacting on the city centre and planned investment;
- Substantial weakening of Manchester Arena's trading position would lead to a significant adverse impact on the future operation of city centre venues and undermine its planned investment to refurbish the facilities, which seeks to provide a market-leading interactive customer experience as a key city centre attraction.

**Graham Stringer MP (Blackley and Broughton)** Manchester's long term interests would be served by this investment taking place in East Manchester. If this planning application is denied those that would benefit would be London and Birmingham. It

remains unclear the effects on Manchester, and the country, as a result of the Covid-19 crisis but it is already evident that the city will be less affluent and people will lose their jobs and some businesses will close.

The arena would could create 3350 jobs and 100 apprenticeships in construction plus 100 new jobs when the arena is open. This would help alleviate this situation and create many more jobs within the supply chain and services both during construction and the operational phase.

The evidence suggests Manchester can support two arenas and there are no examples of where an arena had to close simply because of competition. Indeed, the Manchester Arena has announced much needed new investment.

Manchester needs this investment more than ever and the project should get planning permission.

**Andrew Gwynne MP (Denton and Reddish)** wholeheartedly supports this exciting proposal for a new arena at the Etihad Campus. There is a looming unemployment crisis. Prior to the coronavirus outbreak, 1,985 people in this constituency were claiming unemployment benefits. By July, this figure had almost doubled to 3,395, some 7.2% of the working age population. 20% of these claimants were aged between 18-24. A further 13,400 people in the constituency have been furloughed (almost a third of the workforce) and around 3,000 residents have made claim under the self-employment income support scheme.

Now is the time to drive job creation. Now is the time to support those acting that great Manchester tradition of generating wealth which the Council and its partners can redistribute to benefit people in communities. Now is the time to wholeheartedly back projects like the proposed arena.

The proposal would see almost £300 million of private investment enter the construction supply chain, creating 3000 plus jobs and involving 70 companies. There would be training for 100 apprentices and trainees, encompassing 2,800 apprenticeship and trainee weeks during the construction. The applicant has committed to pay the Manchester Living Wage recruiting as many people locally as possible. This would ensure the impact on the investment is captured by local residents and the wider East Manchester area. There would also be 1,000 new jobs created once the proposed arena is operational.

East Manchester has transformed and this proposal would continue that renewal, building on world class sports facilities with a world class leisure facility and creating much needed employment at a pivotal moment.

**Highway Services** consider the site to be suitably accessible by sustainable modes including tram, rail and bus for the use proposed. The fundamental approach is to maximise the sustainability of the campus and Highways support this in principle subject to a detailed operational management plan to manage coincided events and access and egress around the campus. The improvements to the pedestrian environment in and around the site and campus are welcomed. Servicing

arrangements have been demonstrated to be acceptable and a management plan agreed as part of the conditions.

To further discourage car trips to the proposed arena additional strategies are proposed including introduction of an all-days Residents' Parking Zone (RPZ) and pre-booking of on-site spaces which are released shortly before event. The extended RPZ is welcomed as residential streets will be protected and the proposed restrictions would further encourage sustainable travel to/from the arena. A car parking and coach management plan should be agreed as part of the conditions.

A staff travel plan should be developed and should form part of the conditions of the approval.

The existing Rowsley Street taxi rank would be extended back to Philips Park Road. A 1-way system and marshals are proposed to maximise efficiency of the area. The operational management plan should accommodate the needs of disabled visitors.

A special events operations strategy should be agreed for coincided events and this should consider and review demand for public transport.

Variable message signs (VMS) are required in additional locations to be agreed. The offsite highways works to gate 1, emergency access and widening and improvement to Sportcity Way are acceptable.

240 cycle spaces are proposed which is acceptable.

The traffic modelling and conclusions drawn regarding the impact of the development on the transport network are acceptable. The proposed operational transport plan would be key to ensuring the proposed stadium in conjunction with the MFCFC football stadium operates as efficiently and safely as possible.

A construction management plan should be agreed.

**Transport for Greater Manchester (TfGM)** are satisfied with the conclusions drawn regarding the impact of the development on the transport network. The proposed operational transport plan would ensure the arena could operate as efficiently and safely as possible in conjunction with the MFCFC football stadium. TfGM would work with the applicant along MCC and MFCFC to manage the transport operations.

It is recommend that the traffic signalised junction at Alan Turing Way/Stadium Way is modified to make it more capable of dealing with large numbers of pedestrians before and after events. Mitigation to walking and cycling would make this more convenient and give more confidence. Additional VMS have been proposed and should be conditioned.

**Metrolink** No objections subject to conditions to agree working methods in close proximity to the tram line, together with travel and crowd management at the Etihad tram stop and consideration of the lighting at the arena on the tram line.

**Environmental Health** Deliveries should be restricted to 07:30 to 20:00. Further details are required for the fume extraction for the kitchen areas. The operating hours shall be agreed. The lighting scheme has been designed to minimise the impact on the nearest residential properties. A verification report should be provided in this regard once the installation is complete. It has been demonstrated that noise outbreak from the premises would not have a detrimental impact on nearby residents. The plant has yet to be selected and further details would be required in this regard.

The ground condition desk top study and initial site investigation is acceptable. Further details, a remediation strategy and a verification report are required regarding gas monitoring. The impact on air quality would be negligible due to the loss of the existing car park together with the implementation of the travel plan.

**Flood Risk Management Team** The drainage strategy should be agreed with a verification report provided on completion

**Environment Agency** There is a long history of industrial land uses at the site which pose a risk to aquatic environment with the site being in a sensitive location between the secondary aquifers (bedrock and superficial) as well as being located between the Ashton Canal and the River Medlock. A suitable remediation strategy should be agreed together with post work verification. In addition, there shall be no use of infiltration and pilin methods shall be agreed. The site does not pose any unacceptable flood risk or lead to an exacerbation of flooding elsewhere.

**United Utilities** A drainage scheme shall be agreed which incorporates the sustainable drainage principles into its design.

**Neighbourhood Services (Trees)** No objection subject to further consideration of trees within the ground rather than planters and relocation of the lime trees to Alan Turing Way.

**Works and Skills Team** A local labour agreement should be agreed for both the construction and end use phase of the development.

**Greater Manchester Ecology Unit (GMEU)** No protected species have been identified at the site. Any vegetation clearance should avoid bird nesting season.

The Ashton Canal must be protected during construction works and future drainage schemes should not impact on this area. The lighting should not impact on the canal. There have been no invasive species recorded. Biodiversity improvements should be secured through the landscaping scheme.

**Natural England** No objections as the proposal would not have significant adverse impacts on statutorily protected nature consideration sites or landscapes.

**Greater Manchester Archaeology Advisory Service (GMASS)** No archaeological works are required as part of this development.

**Historic England** No comments to make.

**Design for Security at Greater Manchester Police** The recommendations of the Crime Impact Statement should be implemented in full.

**Canal and River Trust** Works in close proximity to the canal should be considered and agreed by a method statement to prevent impacts from dust, debris and leakages. The development is likely to impact on the listed locks and canal corridor with harm to the setting of both locks 6 and 7. Whilst the arena would bring natural surveillance to the canal, management arrangements should deal with litter and waste management to minimise impacts on the canal. A landscape management plan should ensure the green screens and landscaping is retained in optimum condition. Careful consideration should be given to the lighting particularly the impact on the canal corridor. Welcome the recognition that the canal towpath would see increased usage which should be secured by an appropriate mechanism. There should be no surface water discharge into the canal.

**Network Rail** There would be an uplift in usage of Ashbury Station and therefore improvements should be made with regards to accessibility and security.

**Sport England** No comments.

**The Coal Authority** Works to the coal seams is acceptable subject to verification of the work before foundation works start on the arena.

**Aerodrome Safeguarding** No safeguarding objections subject to a condition relating to the lighting of the building. An informative should also be imposed highlighting requirements in respect of use of cranes at the development.

**Tameside Metropolitan Borough Council** No comments.

**Oldham Metropolitan Borough Council** No comments.

**Land Interest** Members are advised that the City Council has an interest in the application site as landowner and are therefore reminded that they must disregard this and exercise its duty as Local Planning Authority only.

## **Policy**

### **The Development Plan**

The Development Plan consists of:

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

The Core Strategy Development Plan Document 2012 -2027 is the key document in Manchester's Local Development Framework. It 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 and saved UDP policies as directed by section 38 (6) of the Planning and Compulsory Purchase Act 2004 unless material considerations indicate otherwise.

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

The relevant policies within the Core Strategy are as follows:

**SO1. Spatial Principles** – This is a strategic Regional Centre site and within the Eastlands Strategic Employment Location. The proposal would provide a modern arena at the Etihad campus alongside the cluster of sporting and entertainment facilities and public transport infrastructure in the form of tram, rail and buses. The development would support economic growth and job creation through the provision of a high quality entertainment building within a highly sustainable location.

**SO2. Economy** – A high quality entertainment offer in this sustainable location would support the economic growth of the city. It would support local employment during the construction and operational phases and offer the most up to date facilities in the entertainment industry within an area where change and growth is encouraged.

**SO6. Environment** – The development would be low carbon and highly sustainable using up to date energy efficiency measures in the fabric and construction of the building. Solar panels would create clean energy and landscaping would deliver air quality, biodiversity and drainage benefits. The development is supported by a travel plan and cycle provision would be enhanced at the campus. There would be no on site car parking provision created other than access, on a pre-booked basis, to the existing surface level car parks at the campus and 240 cycle spaces would be provided alongside existing provision at the campus. A car parking strategy would be agreed in order to make use of the existing surface car parking associated with the Etihad Campus this would also include a strategy for ensuring adequate provision is available for disabled spectators. Spectators who are disabled would park principally the north car parks, where existing bays are demarcated.

**Policy SP1 ‘Spatial Principles** – The proposal would have a positive impact on economic growth and entertainment/cultural provision in a highly sustainable location. The building would provide a high quality addition to the Etihad Campus.

**Policy EC1 ‘Employment and Economic Growth in Manchester’** – This major leisure facility, in an area designated as such in policies EC3 and EC7, would bring economic growth and jobs to one of the city’s key regeneration areas.

**Policy EC3 ‘The Regional Centre’** – - The proposal would provide a modern and state of the art entertainment building close to all forms of sustainable transport. It has been demonstrated that there are no sequentially preferable or suitable City Centre, edge of centre or other out of centre locations for the this large scale leisure use, in accordance with policies C1 and C9. This site is previously developed, well



connected to the city centre, and would complement the Eastlands Strategic Employment allocation.

**Policy EC5 ‘East Manchester’** – The proposal would provide a major leisure facility within East Manchester and align with the objectives of this policy. The proposal would bring economic growth and job creation. The site is well connected to sustainable transport and the proposal would improve key links, particularly along the Ashton Canal.

**Policy EC7 ‘Eastland’s Strategic Employment Location’** – This site provides an opportunity for a major leisure, recreation and entertainment visitor attraction of national significance. This 23,500 capacity, state of the art, highly sustainable, low carbon, arena with an iconic design would integrate successfully with the buildings and uses at the Etihad Campus. The proposal would include ancillary retail and commercial uses which support the arena use and this is supported by this policy. The proposal would support the regeneration of Eastlands and provide significant investment and job creation during construction and in operation. Public realm would enhance the Ashton Canal and improve connections to the wider campus.

**Policy CC5 Transport** – The site is highly sustainable and accessible location within a 25 minute walk of the city centre, 8 minute tram ride to the city centre from the Etihad tram stop (and beyond) with access to a range of walking and cycle routes and bus corridors. 240 secure cycle spaces are proposed which would be provided across the campus with improvements to the principal walking routes along the canal, City Link and Ashton New Road. A travel plan would be put in place with an operational plan which would mitigate the impacts of the arena and stadium when they are in use on the same day.

**Policy C1 ‘Centre Hierarchy’** – The site is a ‘main town centre use’ proposed in an ‘out of centre’ location. The impacts and appropriateness of this is considered in detail within the main report.

**Policy C2 ‘District Centres’** – The development is located near to the Eastland’s district centre. The district centre is likely to benefit from linked trips which would support the overall vitality of the centre.

**Policy C9 ‘Out of Centre Development’** - The arena is a main town use and whilst the Regional Centre (and the Eastlands Strategic Employment Location) outline scope for large scale leisure uses to be located in this area, the site is nonetheless considered to be an ‘out of centre’ location. A sequential test has demonstrated that there are no suitable, available or viable sites for this development. This is considered within the main report together with the benefits and potential impacts on the city centre and the commercial activities located in it including the effect upon the Manchester Arena.

**Policy T1 ‘Sustainable Transport’**- The site is close to sustainable transport infrastructure. A travel plan would encourage pedestrians from the city centre to use enhanced walking routes on Ashton New Road, Citylink and Ashton Canal. Cycling storage would be enhanced across the Etihad Campus. The travel plan would consider how tram, rail and buses can be used to best effect, particularly on arena

and stadium event days and the RPZ would be expanded and enhanced. No onsite parking would be provided with the overall objective being to reduce car journeys to the arena and the campus.

**Policy T2 ‘Accessible Areas of Opportunity and Need’** – The site is in the Regional Centre and the Eastlands Strategic Employment Location. These areas have been identified for future growth and development in part due to their sustainable transport nodes and connections to the city centre and main transport hubs. A travel plan would enhance connections and improve accessibility to infrastructure, the RPZ would be expanded/enhanced and walking routes from the City Centre and along the Ashton Canal would be improved. These interventions would be minimise the use and reliance on the car and ensure visitors to the arena take advantage of the sustainable location and variety of other transport measures on offer in this location.

**Policy EN1 ‘Design Principle and Strategic Character Areas’** - This high quality scheme would enhance the regeneration of the area, the strategic road network and with Etihad Campus. Landscaping and public realm would improve connections to the campus and the interface with the Ashton Canal.

**Policy EN2 ‘Tall Buildings’** – The proposal would fit suitably with the existing and emerging context of the Etihad Campus. A townscape and visual impact assessment has considered the impact of the proposal on local and wider views.

**Policy EN3 ‘Heritage’** - The impact on the historic environment would be acceptable. There are 8 listed buildings and two registered parks (Philips Park and Philips Park Cemetery) nearby. These impacts are considered in the report.

**Policy EN4 ‘Reducing CO2 Emissions by Enabling Low and Zero Carbon Development’** – The proposal aims to be one of the most sustainable UK venues and amongst the world leading venues. A highly efficient building envelope coupled with a predominately electric system, renewable energy sources and a long term commitment to reducing carbon (as technology improves and the grid decarbonises) would ensure that the building successfully addresses this policy.

**Policy EN5 ‘Strategic Areas for Low and Zero Carbon decentralised energy infrastructure’** - The building fabric would be highly efficiency with air source heat pumps and solar panels providing onsite renewable energy. It has been demonstrated that the building can be adapted in the future as technology changes.

**Policy EN6 ‘Target Framework for CO2 Reductions from Low or Zero Carbon Energy Supplies’** – Carbon saving measures have been incorporated into the building in the form of air source heats pumps and solar panels. The proposal would exceed Part L 2010 equivalent to 42.8%, which is 27.8% beyond the requirements of policy EN6.

**Policy EN8 ‘Adaptation to Climate Change’** – The building would be a state of the art facility and would be one of these most sustainable arenas in the country. The building would be low carbon and predominately electric (with possibility of an entire electric solution in the future). As the grid decarbonises, the level of carbon

produced by the building would decrease over its lifetime. The building fabric would be highly efficient and solar panels to the roof would generate energy from renewable sources. Green infrastructure improvements, sustainable drainage, biodiversity improvements and green travel planning would ensure that the development is highly sustainable and low carbon with the ability to be adapted further as part of future technological advances.

**Policy EN9 ‘Green Infrastructure’** – Soft Landscaping, trees, green screens and new public realm would mitigate against the loss of trees and other vegetation at the site and enhance biodiversity and the interface with the Ashton Canal.

**Policy EN14 ‘Flood Risk’** - A scheme to minimise surface water runoff would be agreed and the proposal would not increase flood risk at the site or elsewhere.

**Policy EN15 ‘Biodiversity and Geological Conservation’** – The site is low quality scrub land with limited quality vegetation. The tree planting, soft landscaping and green screens would improve biodiversity.

**Policy EN16 ‘Air Quality’** – The site is located in the Air Quality Management Area (AQMA). The impacts from the construction can be managed through measures secured through the construction management plan. The operational effects would be negligible due to the loss of car parking and the travel plan which seeks to encourage walking, cycling and the use of highly sustainable connections to the city centre and beyond through trams, bus and rail.

**Policy EN17 ‘Water Quality’** – The proposal would not lead to any flooding risks and a drainage scheme would deal with surface water run off whilst minimising any risks to the Ashton canal. The proposal includes water saving measures.

**Policy EN18 ‘Contaminated Land and Ground Stability’** - The ground conditions, together with previous coal mining activity, are not unusual for the location given known previous land uses and can be adequately dealt with.

**Policy EN19 ‘Waste’** - Recycling principles are incorporated in a waste management strategy which would ensure that external areas and routes are cleaned after events.

**PA1 ‘Developer Contributions’** – Mitigation through, a legal agreement, would review and expand the RPZ, secure improvement to walking routes from the city centre, agree a strategy for the operational impacts of an arena and stadium event and commitment to local labour.

**Policy DM1 ‘Development Management’** - Careful consideration has been given to the design, scale and layout of the building in order to minimise impacts on residential and visual amenity together with ensuring that the development meets overall sustainability objectives.

**Policy DM2 ‘Aerodrome Safeguarding’** – There are no aerodrome safeguarding implications as a result of this development.

For the reasons given above, and within the main body of this report, it is considered that the proposal is consistent with the policies contained within the Core Strategy.

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

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

**Saved Policy EM11 ‘Sportcity’** – The proposal would support the creation of a cluster of sporting and commercial activities within a world class sporting and leisure destination in East Manchester.

**Saved Policy E3.3 ‘Environmental Improvement and Protection’** – The proposal would provide a high quality and innovative building on Alan Turing Way. It would add to the cluster of iconic sporting and leisure buildings at the Etihad Campus.

**Saved Policy DC10 ‘Food and Drink’** – The proposal would be supported by ancillary food and drink offer which would principally be used in association with the arena. Canal side kiosks, totalling 233 sqm, would offer food and beverage to visitors to the campus when the arena is not in use. The offer would complement the facilities at the Etihad Campus, as directed by other policies within the development plan which seek to support ancillary facilities such as this at the campus. The proposal is sufficiently separated from nearby residential properties to prevent any impacts on amenity. Planning conditions would be used to control hours, fumes and waste management in line with this policy.

**Saved Policy DC19 ‘Listed Buildings’** – There are listed buildings nearby and the impact of the development on these heritage assets has been carefully considered.

**Saved Policy DC26 ‘Noise’** – An assessment of noise outbreak on nearby buildings has been undertaken. The building can be insulated to prevent harmful impacts on surrounding residential amenity. Noise external to the building would be commensurate with the activities of the campus.

For the reasons given above, and within the main body of the report, it is considered that the proposal is consistent with the remaining saved policies contained within the UDP.

### **Other material policy considerations**

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

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

appropriate waste management measures and environmental sustainability.

Sections of relevance are:

- Chapter 2 'Design' – outlines the City Council's expectations that all new developments should have a high standard of design making a positive contribution to the City's environment;
- Paragraph 2.7 states that encouragement for "the most appropriate form of development to enliven neighbourhoods and sustain local facilities. The layout of the scheme and the design, scale, massing and orientation of its buildings should achieve a unified form which blends in with, and links to, adjacent areas.
- Paragraph 2.8 suggests that in areas of significant change or regeneration, the future role of the area will determine the character and design of both new development and open spaces. It will be important to ensure that the development of new buildings and surrounding landscape relates well to, and helps to enhance, areas that are likely to be retained and contribute to the creation of a positive identity.
- Paragraph 2.14 advises that new development should have an appropriate height having regard to the location, character of the area and specific site circumstances. Although a street can successfully accommodate buildings of differing heights, extremes should be avoided unless they provide landmarks of the highest quality and are in appropriate locations.
- Paragraph 2.17 states that vistas enable people to locate key buildings and to move confidently between different parts of the neighbourhood or from one area to another. The primary face of buildings should lead the eye along important vistas. Views to important buildings, spaces and landmarks, should be promoted in new developments and enhanced by alterations to existing buildings where the opportunity arises.
- Chapter 8 'Community Safety and Crime Prevention' – The aim of this chapter is to ensure that developments design out crime and adopt the standards of Secured by Design;
- Chapter 11 'The City's Character Areas' – the aim of this chapter is to ensure that new developments fit comfortably into, and enhance the character of an area of the City, particularly adding to and enhancing the sense of place.

### **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.

### **Eastlands Regeneration Framework – 2019 Update (Draft)**

The Eastlands Regeneration Framework (ERF) was originally endorsed by the City Council in 2011 and helped to guide development activities in East Manchester. The document was revised in 2017 and a further draft for consultation document was published in 2019.

The key aim of the documents has sought to outline the environmental, social, design and economic objectives for the regeneration of East Manchester as part of implementing the planning policies within the Core Strategy.

The ERF is not a planning policy document, has not been adopted and therefore carries little, if any, weight as a material consideration in determining this planning application.

However, it contains useful information in understanding how the area has changed together with current thinking and aspirations for the future of East Manchester as part of supporting economic growth, particularly at the Etihad Campus and its environs, in order to create a globally competitive sport, leisure and recreational destination for the city over the next decade and beyond.

The 2019 draft ERF was presented to the Council's Executive Committee in March 2019 for consultation. Whilst consultation took place in July 2019, with the Executive resolving to adopt the document subject to certain matters being addressed, the document has not, however, been adopted by the City Council and has no status as policy therefore.

Nevertheless, the 2019 draft ERF provides some key principles for consideration. In particular, the draft outlines the next phases of development activity including capturing the eastwards expansion of the city centre towards the Etihad Campus.

A series of zones have been identified and the application site falls within the 'Etihad Campus Commercial Zone'. The draft document outlines that the purpose of this zone is to maximise the destination role of the Etihad Campus and drive investment and job creation not only for East Manchester but the City as a whole.

The document also highlights, and underpins the requirements of policy EC3 and EC7 of the Core Strategy, the aspiration of diversifying the offer at the Etihad Campus by providing a leisure and recreational offer which would further drive forward the regeneration of the area and create local employment opportunities in a highly sustainable location due to transport and pedestrian links.

As detailed above, on the basis the ERF update has not been adopted, it carries little, if any, weight as a material consideration in the determination of this planning application.

### **Manchester Strategy (January 2016)**

The strategy sets the long term vision for Manchester's future and how this will be achieved. An important aspect of this strategy is the City Centre and how it will be a key driver of economic growth and a major employment centre.

The vision for Manchester to be in the top flight of world-class cities by 2025, when the city will:

- Have a competitive, dynamic and sustainable economy that draws on our distinctive strengths in science, advanced manufacturing, culture and creative and digital business- cultivating and encouraging new ideas;
- Possess highly skilled, enterprising and industrious people;
- Be connected, internationally and within the UK;
- Play its full part in limiting the impacts of climate change; and
- Be clean, attractive, culturally rich, outward-looking and welcoming.

### **National Planning Policy Framework (2019)**

The revised NPPF adopted in July 2018 and re-issued in February 2019 states that the planning system should contribute to the achievement of sustainable development. It 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 6 '*Building a strong and competitive economy*' states that planning decisions should help create the conditions in which businesses can invest, expand and adapt. Significant weight should be placed on the need to support economic growth and productivity, taking into account both local business needs and wider opportunities

for development (paragraph 80). This major leisure, recreation and entertainment visitor attraction would integrate successfully with the buildings and uses at the Etihad Campus. It would support the regeneration of Eastlands and provide significant investment and job creation during construction and in operation.

Section 7 '*Ensuring the vitality of Town Centres*' states that planning decisions should support the role that town centres play at the heart of local communities, by taking a positive approach to their growth, management and adaptation (paragraph 85).

A sequential test should be applied to planning applications for main town centre uses which are not in an existing centre. Main town centre uses should be located in town centres, then in edge of centre locations; and only if suitable sites are not available (or expected to become available within a reasonable period) should out of centre sites be considered (paragraph 86).

When considering edge of centre and out of centre proposals, preference should be given to accessible sites which are well connected to the town centre. Flexibility should be demonstrated on issues such as format and scale, so that opportunities to utilise suitable town centre or edge of centre sites are fully explored (paragraph 87).

When assessing applications for retail and leisure development outside town centres, which are not in accordance with an up-to-date plan, local planning authorities should require an impact assessment if the development is over a proportionate, locally set floorspace threshold (if there is no locally set threshold, the default threshold is 2,500m<sup>2</sup> of gross floorspace). This should include assessment of:

- a) the impact of the proposal on existing, committed and planned public and private investment in a centre or centres in the catchment area of the proposal; and
- b) the impact of the proposal on town centre vitality and viability, including local consumer choice and trade in the town centre and the wider retail catchment (as applicable to the scale and nature of the scheme) (paragraph 89)

Where an application fails to satisfy the sequential test or is likely to have significant adverse impact on one or more of the considerations in paragraph 89, it should be refused (paragraph 90).

This is a 'main town centre use' in an 'out of centre' location. The site is near to the Eastlands district centre and linked trips which would support the overall vitality of the centre. The Regional Centre and the Eastlands Strategic Employment Location outline scope for large scale leisure uses in this area but it is considered to be an 'out of centre' location. A sequential test has demonstrated that there are no suitable, available or viable sites for this development.

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



The proposal has been carefully designed to be safe and secure. An operational management strategy would include crowd management measures, particularly when a stadium event is taking place. The arena would be fully accessible with a clear disabled parking and movement strategy.

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).

In assessing applications for development, it should be ensured that:

- a) appropriate opportunities to promote sustainable transport modes can be – or have been – taken up, given the type of development and its location;
- b) safe and suitable access to the site can be achieved for all users; and
- c) any significant impacts from the development on the transport network (in terms of capacity and congestion), or on highway safety, can be cost effectively mitigated to an acceptable degree (paragraph 108).

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).

Within this context, applications for development should:

- a) give priority first to pedestrian and cycle movements, both within the scheme and with neighbouring areas; and second – so far as possible – to facilitating access to high quality public transport, with layouts that maximise the catchment area for bus or other public transport services, and appropriate facilities that encourage public transport use;
- b) address the needs of people with disabilities and reduced mobility in relation to all modes of transport;
- c) create places that are safe, secure and attractive – which minimise the scope for conflicts between pedestrians, cyclists and vehicles, avoid unnecessary street clutter, and respond to local character and design standards;
- d) allow for the efficient delivery of goods, and access by service and emergency vehicles; and
- e) be designed to enable charging of plug-in and other ultra-low emission vehicles in safe, accessible and convenient locations. (paragraph 110)

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).

The site is well connected to a range of public transport modes which would encourage sustainable travel to the campus. There would be no unduly harmful impacts on the traffic network with physical and operational measures put in place to promote alternative non car travel to the site. A travel plan and operational management would be secured as part of the conditions of the approval.

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).

Planning decisions should:

- a) encourage multiple benefits from urban land, including through mixed use schemes and taking opportunities to achieve net environmental gains – such as developments that would enable new habitat creation;
- b) recognise that some undeveloped land can perform many functions, such as for wildlife, recreation, flood risk mitigation, cooling/shading, carbon storage or food production;
- c) give substantial weight to the value of using suitable brownfield land within settlements for identified needs, and support appropriate opportunities to remediate despoiled, degraded, derelict, contaminated or unstable land;
- d) promote and support the development of under-utilised land. (paragraph 118)

Decisions should support development that makes efficient use of land, taking into account: the identified need for different forms of development, and the availability of land suitable for accommodating it; local market conditions and viability; 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; the desirability of maintaining an area's prevailing character and setting or of promoting regeneration and change; and the importance of securing well-designed, attractive and healthy places. (Paragraph 122)

The site is close to sustainable transport infrastructure. A travel plan, together with enhancement measures, would encourage pedestrians to use walking routes from the city centre on Ashton New Road, Citylink and Ashton Canal. Cycling storage would be enhanced across the Etihad Campus. The travel plan would also consider how tram, rail and buses can be used to best effect, particularly on arena and stadium event days, together with enhancements and expansion to the RPZ. No onsite parking would be provided, but the arena would make use of existing surface car parks as part of the overall sustainable transport strategy, with the overall objective being to reduce car journeys to the arena and the campus.

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).

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.

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 (paragraph 131).

The arena design would be highly innovative and would complement the existing architecture and cluster of sporting buildings at the Etihad Campus. The arena would be designed to a high level of sustainability resulting in a low carbon building and biodiversity and water management measures included within the public realm.

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).

The arena building fabric would be highly efficient and it would predominately use electricity. The proposal would also include a photovoltaic array which would generate energy at the site from renewable sources. The landscaping scheme would include trees, planting, green screens and wildflower meadow to the Ashton Canal. Efficient drainage systems would manage water at the site.

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 sol, air, water or noise pollution or land instability and remediating contaminated land.

The site would be remediated and mitigated to deal previous coal mining activity. The high performing fabric of the building would ensure no unduly harmful noise outbreak on the local area. Landscaping, tree planting and wildflower meadows would provide new habitats and biodiversity improvements.

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 asset's 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 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 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.

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).

The proposal would result in some low level harm to the surrounding historic environment. This low level harm is considered to be less than substantial and outweighed by the significant regeneration benefits associated with this development.

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 and where the development is absent or relevant policies are out-of-date, to grant planning permission unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits when assessed against the NPPF.

### **Planning Policy Guidance (PPG)**

The PPG provides additional guidance to the NPPF and the following points are specifically highlighted.

*Town Centre and Retail* provides guidance on sequential tests and impact tests. Paragraph 11 provides a checklist with regards to the considerations that should be taken into account in determining whether a proposal complies with the sequential test. The checklist within the PPG is as follows:

- Due regard to the requirement to demonstrate flexibility, has the suitability of more central sites to accommodate the proposal been considered? Where the proposal would be located in an edge of centre or out of centre location, preference should be given to accessible sites that are well connected to the town centre. It is important to set out any associated reasoning clearly.
- Is there scope for flexibility in the format and/or scale of the proposal? It is not necessary to demonstrate that a potential town centre or edge of centre site can accommodate precisely the scale and form of development being proposed, but rather to consider what contribution more central sites are able to make individually to accommodate the proposal.
- If there are no suitable sequentially preferable locations, the sequential test is passed.

In line with paragraph 86 of the National Planning Policy Framework, only if suitable sites in town centre or edge of centre locations are not available (or expected to become available within a reasonable period) should out of centre sites be considered. When considering what a reasonable period is for this purpose, the scale and complexity of the proposal and of potentially suitable town or edge of centre sites should be taken into account.

Compliance with the sequential and impact tests does not guarantee that permission will be granted – all material considerations will need to be considered in reaching a decision.

Paragraphs 17 and 18 provides details on the use of impact tests in decision making.

The impact test will need to be undertaken in a proportionate and locally appropriate way, drawing on existing information where possible. Details are provided on steps to consider when applying an impact test:

- Establish the state of existing centres and the nature of nature of patterns (base year);

- Determine the appropriate time frame for assessing impact, focusing on impact in the first five years, as this is when most of the impact will occur;
- Examine the 'no development' scenario;
- Assess the proposal's turnover and trade draw;
- Consider a range of plausible scenarios in assessing the impact of the proposal on existing centres and facilities
- Set out the likely impact of the proposal clearly, along with any associated assumptions or reasoning, including in respect of quantitative and qualitative issues
- Any conclusions should be proportionate: for example, it may be sufficient to give a broad indication of the proportion of the proposal's trade draw likely to be derived from different centres and facilities in the catchment area and the likely consequences for the vitality and viability of existing town centres

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

Examples of mitigation include:

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

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

- whether or not a significant adverse effect is occurring or likely to occur;
- whether or not an adverse effect is occurring or likely to occur; and
- whether or not a good standard of amenity can be achieved.

Mitigating the noise impacts of a development will depend on the type of development being considered and the character of the proposed location. In general, for noise making developments, there are four broad types of mitigation:

- engineering: reducing the noise generated at source and/or containing the noise generated;
- layout: where possible, optimising the distance between the source and noise-sensitive receptors and/or incorporating good design to minimise noise transmission through the use of screening by natural or purpose built barriers, or other buildings;
- using planning conditions/obligations to restrict activities allowed on the site at certain times and/or specifying permissible noise levels differentiating as appropriate between different times of day, such as evenings and late at night, and;
- mitigating the impact on areas likely to be affected by noise including through noise insulation when the impact is on a building.

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

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

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

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

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

### **Other legislative requirements**

Section 66 Listed Building Act requires the local planning authority to have special regard to the desirability of preserving the setting of listed buildings. This requires more than a simple balancing exercise and case law has considerable importance and weight should be given to any impact upon a designated heritage asset but in particular upon the desirability of preserving the setting with a strong presumption to preserve the asset.

S149 (Public Sector Equality Duty) of the Equality Act 2010 requires due regard to the need to: Eliminate unlawful discrimination, harassment and victimisation and

other conduct prohibited by the Act. The Equality Duty does not impose a legal requirement to conduct an Equality Impact Assessment. Compliance with the Equality Duty involves consciously thinking about the aims of the Equality Duty as part of the process of decision-making.

### **Environmental Impact Assessment**

The applicant has submitted an Environmental Statement in accordance with the Town and Country Planning (Environmental Impact Assessment) (England and Wales) Regulations 2017 and has considered the following topic areas:

- Construction management and phasing;
- Air quality and dust;
- Ground conditions;
- Lighting;
- Townscape and visual impact;
- Noise and vibration;
- Socio-economic;
- Traffic and transport;
- Water quality, drainage and flood risk;
- Wind microclimate;
- Climate change; and
- Cumulative effects.

The Proposed Development is an “Infrastructure Project” (Schedule 2, 10 (b)) as described in the EIA Regulations. The Site covers an area of approximately 4.46 hectares and exceeds the threshold of 1 hectares of development which is not a dwellinghouse. An EIA has been undertaken covering the topic areas above as there are judged to be significant environmental impacts as a result of the development and its change from the current use of the site as a car park.

The EIA has been carried out on the basis that the proposal could give rise to significant environmental effects.

In accordance with the EIA Regulations, this ES sets out the following information:

- A description of the proposal comprising information about its nature, size and scale;
- The data necessary to identify and assess the main effects that the proposal is likely to have on the environment;
- A description of the likely significant effects, direct and indirect on the environment, explained by reference to the proposals possible impact on human beings, water, air, climate, cultural heritage, townscape and the interaction between any of the foregoing material assets;
- Where significant adverse effects are identified with respect to any of the foregoing, mitigation measures have been proposed in order to avoid, reduce or remedy those effects; and



- Summary, in non-technical language, of the information specified above.

It is considered that the environmental statement has provided the Local Planning Authority with sufficient information to understand the likely environmental effects of the proposals and any required mitigation

## Issues

### **Principle of the redevelopment of the site, contribution to regeneration and impact on Manchester City Centre and the Manchester Arena**

Regeneration is an important planning consideration. This part of Manchester has been radically transformed over the past 20 years with major infrastructure projects creating a national and international sports, leisure and recreation destination. However, much remains to be done if the full potential of the area, and the economic, social, physical and environmental benefits this would bring, are to be delivered. This proposal would result in £350 million of investment to deliver a large scale arena on a site that has been identified for some time as being suitable for a major leisure and entertainment visitor attraction of national significance at the Etihad Campus.

An arena is a main town centre use and the Etihad Campus is an out of centre location in policy terms. As a result, those parts of the NPPF which require an assessment impact and the application of a sequential test are engaged. As well as assessing what the impact of the proposal would be on relevant centres, most notably the City Centre, a sequential test has assessed whether alternative sites are available.

73 sites were initially considered within Greater Manchester which could realistically accommodate the proposal (taking an appropriately flexible approach) and assessed against a broad site suitability and availability criteria. Of those, 61 were not considered suitable or were unavailable to accommodate an arena of the type proposed and this included a degree of flexibility in the testing process.

The remaining 12 sites were considered against a detailed site criteria which included the site being of an appropriate size to accommodate the arena, being accessible and connected, satisfying market assessment and viability considerations together with being available and could deliver upon of regional/economic planning and regeneration priorities.

Three sites, which were in a more central location than the application site, were discounted as they did not meet one or more of the detailed criteria. The remaining 9 sites were all in an out of centre location (including the Etihad Campus). A requirement for considering out of centre sites, as outlined in paragraph 87 of the NPPF, is that preference should be given to accessible sites which are well connected to a town centre.

Of the remaining sites, the Etihad Campus was the most accessible to Manchester City Centre. As such, the assessment of these remaining 9 out of centre sites

focused on whether the Etihad Campus was the best location against the defined criteria relative to the other non-sequentially preferable sites.

The conclusion of this assessment was that the Etihad Campus was the optimum location and satisfied most of the applicant's criteria.

The campus is the most appropriately sized site and shape to accommodate an arena of this scale alongside other complementary uses and major events which are held there. No other site could demonstrated the same cluster of activities.

The Etihad Campus was also the most accessible location and is well connected to the city centre by non-car modes. Tram, bus, cycle and walking infrastructure all provide quick and direct links to the city centre and major rail hubs which provide links across the region and beyond. The accessibility of the site is demonstrated by the usage of these modes on match days. No other site within the list could rival this scale of connectivity or infrastructure.

There are no complex or unusual constraints to developing this site. The campus and the stadium have an international profile which none of the other sites could provide. This complementary cluster of uses at the campus would deliver significant regeneration benefits and create a globally competitive environment which would reaffirm and add value the status of the campus which has developed over the past two decades.

The site is also available and the proposal is capable of being delivered within the required timescales. The other sites required site assembly or were unavailable due to other developments being progressed.

The potential regeneration and economic benefits of the campus site would not have been achieved on the other sites. The campus is identified as a location for major leisure and recreational offer (policies EC3 and EC7 of the Core Strategy). The investment would bring jobs and social, economic and environmental regeneration benefits to the local area as well as supporting the wider city centre and city economy. The majority of the other sites identified did not have this level of planning policy support for a leisure use of this scale.

It is therefore accepted that there are no sequentially preferable in centre sites for the arena and the sequential test has demonstrated that the application site is suitable, available and viable for the proposal. This out of centre site therefore complies with paragraph 87 of the NPPF which requires such sites to be accessible and well connected to existing centres. Existing transport infrastructure links the site to the city centre which would discourage car travel to the campus.

The arena would enhance its leisure offer at the campus and further realise its potential as a world class sporting and leisure destination.

In determining the suitability of a second arena in Manchester, in this out of centre location, it is also important to consider the impact of the development on existing, committed and planned public and private investment in centres within the

catchment area of the proposal together with the impact of town centre vitality and viability as required by paragraph 89 of the NPPF.

The proposal is for a large arena which would not impact on existing, committed and planned investments in the catchment outside of Manchester City Centre/Regional Centre, as these would not compete directly given their different nature to a large arena.

As outlined elsewhere in this report, the scale of the ancillary retail, food and beverage offer does not require separate impact assessment and visitors to the arena would in fact generate beneficial impact to the city centre.

The impact of a second arena at the Etihad Campus on a number of notable projects has been considered. The investments tested were considered limited to major leisure destinations within the city centre only on a 'like for like basis' relevant to the sector within the Regional Centre.

The projects considered were – Factory Manchester, Manchester Arena refurbishment, Depot Mayfield and The Printworks. This list was expanded upon the receipt of further information to include the Great Northern, Manchester Central Convention Centre, other city centre music venue (for example the Apollo, Band on the Wall, Albert Hall, Warehouse Project) and other city centre cultural venues (for example HOME and Everyman Cinema). With the exception of the Manchester Arena, the investments at these venues is either temporary (such as the events space at Mayfield) or would be complementary or entirely different offer to the arena proposal.

The impact of a second arena, on the viability of the Manchester Arena and the city centre, have, however, been considered further.

A market analysis has been prepared to support the provision of a second arena in Manchester, and any associated impacts on the city centre, and this has been independently reviewed and analysed on behalf of the City Council.

Manchester is the second most visited city in England, with tourism having increased at a rate significantly greater than any other UK urban location. Population trends indicate that Greater Manchester could have an extra 250,000 residents by 2037. These factors support the City's aim of becoming a top 20 global city with all the essential characteristics to support a larger visitor economy alongside its continued strength as an economically diverse and successful international city with a global reputation for sport, culture and entertainment.

Manchester also has a central role in the UK's 'levelling up' agenda which seeks a more balanced distribution of economic growth and economic prosperity throughout all parts of the UK.

The Manchester Arena is, and would continue to be, an important asset within Manchester tourism and leisure market and sustains a significant number of jobs. However, it has not grown in the last decade, despite considerable growth in the Greater Manchester population and economy. This same period has seen the

introduction of two new arenas in the north of England: Liverpool Arena in 2008 and the Leeds Arena in 2013.

The existing Arena hosts on average 125 events per annum at an average size of 9,000 spectators per event. On average, around 10 events per annum exceed 15,000 customers. The distribution of events at the Manchester Arena have remained largely stable over the last decade with music concerts dominating the schedule at 60%. There has been no obvious diversification in the event mix over the last decade.

Manchester Arena has recently released plans for considerable reinvestment in the facility designed to attract a broader range of events by increasing capacity to 24,000 and providing a VIP/premium offer, new concourse areas and modern exterior. These improvements would aim to attract larger events, and potentially a wider range of events, diversifying somewhat from what has been a core business of music concerts.

Such improvements would be required in order to embrace the market opportunities identified by the applicant within their detailed analysis. Their current application relates to the remodelling of the exterior of the arena to create a new entrance (as part of a first phase of development) with a total investment of £9 million.

Without significant additional investment, the existing arena would continue to not function as a large arena and would become no more than a viable medium sized facility. The applicant's evidence demonstrate, however, Manchester needs two large arenas to fulfil all of its market potential.

There is no reason why the Manchester Arena wouldn't be able to compete successfully for its fair share of the overall market. This would follow the pattern of other two arena catchments where an existing arena invests and attracts a larger market share.

Without additional investment in the existing arena, Manchester with two arenas would have a combined practical capacity which is similar to Birmingham with their two arenas at 36,000 which is before the planned expansion of the Resort Arena. Year 1 activity in the new arena is linked to 117 events across all event types and this is expected to rise steadily in the future.

This has been benchmarked as being a sensible reflection of the current market and which would leave significant opportunities for the existing arena not only to achieve its viability threshold but to continue to succeed in the future by embracing the wider market opportunities identified in the detailed market analysis across sport, entertainment and live music.

The proposed Arena is targeting around 120 events per annum which is roughly the same number of events as the existing Arena. The majority of events are anticipated to be run in the 16,000 to 20,000 capacity with an average event size in excess of the circa 9,000 average achieved at the existing Arena thereby catering for typically larger events.

The target market for the proposed arena, whilst overlapping with the existing arena, would therefore be different and more diverse. It aims to become a significant international facility for sports/Esports events as well as seeking more major international artists across all event types including residencies and technically complex productions. This desire to capture more of the sporting market is significant with a clear synergy with the high quality sporting facilities and infrastructure at the Etihad Campus.

The pursuit of larger events than those hosted by the Manchester Arena and targeting more genuinely international music and family events, makes a clear differentiation in the planned market focus compared to the existing markets of the Manchester Arena.

A market analysis suggests that there would be sufficient market growth overtime to support the introduction of a new arena at the Etihad Campus and to also maintain the current levels of trade at the existing Manchester Arena. Objections received have sought to demonstrate that these projections are flawed and unfounded.

The applicant states that the entertainment market is continually changing and diversifying which creates new opportunities. Manchester was a market leader in the large arena market for many years but has since lost a lot of its market share following developments in Leeds, Glasgow and the O2 Arena London, despite growth in visitors and leisure in the city and successful economic growth.

The analysis states that without growth in capacity in Manchester, arenas elsewhere would continue to erode Manchester's market share in an incremental way. Growth in the London arena market has had a particular impact on the Manchester's market share. Prior to the opening of the O2 London, most acts came to Manchester. However, data now shows that 35% of all performances at the O2 London do not now play in Manchester.

The applicant asserts that artist's preferences for certain arena formats affects the City's ability to attract events, suggesting that certain events cannot be readily accommodated at the Manchester Arena. Less than 10% of shows at the Manchester Arena from 2014 to 2018 achieved greater than 15,000 spectators. In addition, where Manchester hosted equivalent acts to the O2 London, the average attendance achieved at the larger shows were 2,500 tickets per event more in the O2 London than for Manchester. There is also evidence that acts who played at the O2 London played nearly twice as many shows (136) compared with Manchester (71). Touring artists also spend fewer nights in Manchester and are far less likely to choose Manchester for residences than London.

The applicant contends that this highlights capacity constraints at the Manchester Arena, due in part to its design and lack of flexibility in the configuration of the arena, its visitor experience (when compared with more modern arenas) and its focus on high yield music events.

The applicant's justification states that a second arena would attract more events to the City which would serve latent demand in the existing market and secure a greater market share in this expanding market. Their analysis shows that acts would

be attracted to a higher quality facility at the proposed arena, and play more nights, thereby securing greater attendances and ticket sales as a result of the higher quality, flexibility of its format and overall offer.

This would enable the proposed arena to attract events which do not currently come to Manchester and actively compete with London for major events. The arena would not seek to attract all the same acts that currently play at the O2 but would seek to draw additional events not currently attracted to the O2 or the Manchester Arena. This is in addition to an increase in market share which would result from reducing the leakages of audiences from within the 90 minute catchment that are currently attracted to London and elsewhere.

Sports events have also been identified as a key market opportunity and an example of a type of event which is either not currently attracted to Manchester and/or not currently held at other UK venues. These include the ATP World Tennis Tour Finals, Netball Super League Finals, Basketball Final 4, NBA global games, E Sport World Championships, World Gymnastics Championships, Euro League Final 4, BBC Sports Personality to name a few.

The applicant also believes that population growth will naturally expand the market in Manchester and result in greater attendance at arenas without any supply side interventions or market developments. By 2035, the population within a 90 minute catchment of Manchester is set to grow by 8% which could add an additional attendance of between 0.24 million and 0.38 million (shared across all venues not just the new arena). This combined with the potential to attract new audiences, including tourists, from outside the 90 minute catchment, provides compelling evidence to support a new arena at the Etihad Campus.

The Manchester Arena has announced potential investment plans including possible capacity improvements and an expansion of their hospitality and retail offer. The applicant believes that the proposed arena at the Etihad Campus would not undermine this planned investment and the investment would enable Manchester to fully exploit the market benefits of having two arenas allowing the city to fully capture the growth projections and market share.

It has been suggested that that the applicant's growth projections substantially over-estimate the likely future UK growth rate and potentially exaggerate the proportion of any growth that will flow to Manchester.

The market analysis submitted with the application indicates that there are three main sources of market demand evidence which have been considered - likely scale of ticket sales growth in the Manchester catchment, an assessment of the current ratio of arenas/arena seats per head of population in different city catchments and a more qualitative assessment of arena events that Manchester may or may not have missed out on in recent years.

The market growth scenarios have been produced based on conservative, realistic and ambitious outcomes. It notes that there has been consistent growth in the UK live entertainment market which has driven recent growth in the UK large arena market. It concludes that in all three growth scenarios, there would be sufficient

growth to support new arena developments across the UK whilst providing additional growth for existing arenas.

The UK has a globally important large arena market for live entertainment, with music/concerts, family entertainment and sport driving this demand. Other European cities as well as those in the United States have improved the scale and quality of their arenas. There has been little change in provision in England since 2013 and Manchester's position has remained unchanged since the Manchester Arena was opened in 1995.

The applicant's analysis adopts a growth forecast of 1.27 million additional ticket sales in Manchester by 2035 which would sustain both the proposed arena and the Manchester Arena. The applicant's market analysis demonstrates that the UK's live entertainment and sports market would continue to grow and that there would be opportunities to diversify and capture the significant range of events and performers who currently play London and not Manchester, and the potential for larger acts to play more nights in Manchester.

Growth rates within each sub-market within the realistic growth forecast are as follows:

- Music – growth of circa 1.5% per annum. This is higher than the UK average growth in music tickets sales between 2014 to 2018 of 0.5%. This higher rate reflects much stronger growth which has been achieved over the longer term and a number of new emerging markets which would boost audience numbers in the UK and concerts events, including, for example, Arena Festivals, new genres such as J-Pop and K-Pop, niche music and first time headliners;
- Family - growth of circa 2.3% per annum, slightly higher than the historic average of 1.7% per annum seen in the 2014 to 2018 period. This captures growth in national and international brands such as Disney and the likelihood of new entrants, such as Marvel, regularly providing new events and new products to the market. In addition, the introduction of new arenas is likely to help stimulate the family market, with more flexible space providing venues for more technical productions, as well as more welcome/circulation, food and beverage space;
- Sports - growth of circa 8.0% per annum, which is below the historic circa 11% annual ticket sales growth for sports events. This takes into account ambitious growth plans for all major arena sports and new formats designated to boost coverage and audience numbers as well as Manchester's existing reputation for sporting events which attract substantial spectator numbers as well as hosting international and tournament finals.
- Other (which includes comedy/transport shows etc) - growth of circa 1.0% per annum. This is in contrast to the evidence from 2014 to 2018 which showed the other category have contracted by circa 6.8% per annum due to the major impact of the cancelled UK wide Peter Kay tour in 2018 – 49 events across 5 arena in the UK including 16 in Manchester (he also had a further 51 events

planned to take place in 2019). There is growth in this category due to the potential for new formats to generate new events and ticket sales notably awards such as BBC Sports Personality of the Year and miscellaneous events such as motivational speakers and conventions, taking account of more private and corporate events for international companies using arenas.

The growth forecasts not only consider the UK music market, but changes in the dynamics and trends of the market (short and long term) in order to capture growth areas such as family entertainment and sports events. UK growth is expected to be 2.5% and while music ticket sales is expected to exceed 10 million per annum by 2040, this would account for less than 50% of all ticket sales at large arenas.

The applicants approach is to calculate the volume of UK arena growth and to then distribute this spatially - first to northern England and then secondly to Manchester. The distribution method involves allocating 40% of overall UK growth to the northern England and then 50% of that growth to Manchester – meaning that Manchester absorbs approximately 20% of all UK growth.

The City Councils independent review considers that these growth rates, and the conclusions drawn, are reasonable.

In addition to the realistic growth forecast, there are also market development opportunities within a 90 minute travel time catchment area of Manchester which is currently being lost to other venues.

These factors combined could result in more optimistic potential of 2.05 million additional ticket sales, well in excess of the growth forecast of 1.27 million.

In order to further test whether the realistic growth forecast of 1.27 million ticket sales could reasonably be supported by the market, additional demand analysis, has been prepared by the applicant during the course of the application. This analysis is based on an independent consumer survey with a representative sample of the population 2,164 adults aged over 16 living within a 90 minute drive of the site of the proposed new arena. The survey was undertaken by a specialist research agency working in live entertainment, theatre and culture.

This demand analysis was also based on two Manchester arenas operating sustainably in the Manchester catchment and Liverpool, Leeds and Sheffield all putting on a programme of events comparable to those at the Manchester Arena and the proposed arena (and the population travelling to their closest venue).

Increasing the frequency of visits from those who currently attend arenas would yield an additional 0.9 million ticket sales per year (the approach assumes an increase from 9 visits every 5 years to 11.5 visits every 5 years). An additional 0.73 million sales per year would be yielded by appealing to new or lapsed audiences within the catchment (i.e. persuading people who don't currently attend arena events to attend).

Clawing back current attendance by residents within the catchment from facilities outside the catchment would result in an additional 0.42 million ticket sales.



Each of these elements would result in a 2.05 million visits, which provides headroom on the realistic growth projections of 1.27 million.

In addition, population growth in the catchment between now and 2035, based on ONS forecasting, would lead to demand for at least a further 0.24 million and 0.38 million ticket sales per year. Also, it is considered that the proposed new venue also has the potential to attract new audiences, including tourists, from outside the 90 minute catchment who do not currently attend arenas.

On this basis, 1.27 million ticket sales appears to be a realistic estimate of the likely scale of additional demand in the Manchester catchment to 2035.

The growth rate that underpins the realistic growth scenario is greater than the historic rate over the last 4 years but it should be noted that the historic growth rate covers a short period and was impacted by one-off events, including the cancellation of Peter Kay's tour. Once the historic growth rate is adjusted for these one-off events it is closer to the applicant's future growth rates and the sub sector uplifts that applicants have applied are reasonable.

The distribution method which sees 20% of all UK growth absorbed by Manchester is also considered reasonable. Whilst it is in excess of the current market share that Manchester captures, it is important to note that almost half of the overall UK growth is predicted in sports markets.

In addition, it appears reasonable to assume that an entirely new facility should drive a slight uplift in frequency of existing arena visitors and attract new/lapsed audiences. The methodology applied in both these respects is robust and based upon a sizeable population survey.

Data on the ratio of the arena seats per head of population shows that at 6.0 seats per 1,000 population Manchester currently lags behind Birmingham (10.0) and London (10.5) and with the ratio set to rise further in both these other locations in view of Birmingham's plans to expand the capacity of Resorts World and submitted plans to construct a new London arena (MDG Sphere). The proposed arena at the Etihad Campus would bring Manchester to circa 12.5 with both Birmingham and London due to increase further as well through their planned expansions.

The historical overlooking of major sporting events in Manchester is a realistic and compelling part of the applicant's justification. A bespoke world class facility, which takes advantage of the existing sporting profile of the city, and the profile of the Etihad Campus and the existing sporting facilities in this location, would allow Manchester to increasingly put itself on a global stage for indoor sporting events.

It is also reasonable to assume that the rapidly growing conurbation is likely to also secure additional awards events and headline music events that it has missed out on in more recent times.

Other UK cities have developed, and continue to develop, viable and complementary offers where two arenas exist in the same catchment areas either through market

competition (for example Leeds/Sheffield) or through a common promoter (for example Birmingham). London also has the O2 Arena and SSE Wembley Arena.

A planning application has been granted to refurbish and expand the Resorts World Birmingham together with plans submitted to develop a new 21,500 capacity MSG Sphere in London. Other UK cities with more than one large arena are therefore likely to expand their offer in the coming years, subject to planning approval, impacting further upon Manchester's market share.

Birmingham's arena saw a significant increase in events to 170 events last year and revenues have similarly increased. Over the last 36 months, the combined events in Birmingham averaged 151 with revenue of £46 million per annum, bettering Manchester on both event numbers and revenues.

Not only has Manchester a smaller event base than Birmingham, but given the different market size and the established cultural heritage of Manchester, this further demonstrates the opportunity to expand its event base and therefore increase revenues coming into the city.

The applicant's analysis shows that the total sales/attendance of the Birmingham arenas combined is lower than the proposed growth scenario in Manchester. Whilst the two arenas are under common control, they argue it does serve as an example of two arenas operating within a similar catchment area.

It is accepted that the Birmingham scenario provides a reasonably helpful comparator on how two arenas can operate harmoniously. The combined revenues of the two arenas was close to Manchester in 2018 but was substantially greater the year before (circa £65 million versus circa £49 million) and the Birmingham venues have grown considerably in the last decade.

Whilst the common ownership is certainly a factor in enabling synergistic schedules it is not the only factor. This is evident from the way in which both London and numerous other international cities operate dual arenas and achieve a degree of complementarity across their programming schedules. Economic realities dictate that dual arenas operating in close proximity typically find ways to develop different specialisms, different niches and complementary programming.

Sheffield and Leeds also operate within largely similar catchments but with different operators. Total revenue has grown markedly since the opening of the arena in Leeds and an overall growth in the number of events again demonstrating two arenas can operate in a diverse market.

This latest round of investment suggests the twin arena model is working in these locations. Outside of the UK, the concept of dual arena cities is relatively widespread, albeit sometimes with different market drivers to the UK.

There is no UK arena anywhere which, in recent times, has been forced to close because of competition. In addition, the idea of a twin arena city is not new nor novel which is evident from the numerous precedents which are not confined to the very largest global cities.

The objections received to the application dismiss Manchester's potential to secure "London centric" events. This appears to disconnect between the Manchester Arena's ambition to invest circa £9 million in the existing arena and their desire to attract a more diverse set of larger events.

There is also no evidence to suggest that the proposed arena would affect any other, smaller, venue in Manchester. Manchester has a diverse range of venues which co-exist together and represent the broad range and strength music offer in the city. Indeed, there may very well be some advantages of having a diverse range of venues within the City appealing to different parts of the likely market.

With regards to the impact of the Covid-19 pandemic, it is fully acknowledged the unprecedented negative impact the pandemic has had on the economy generally. The proposal would provide help stimulate the economy through a significant single private sector investment which would help, in part, reduce the short term negative employment impacts on the local and regional economy. Jobs would be created during construction, which would also support supply chains, which would otherwise be lost in the region. There would also be jobs created when the development becomes operational.

There is a need to grow city centre visitor spend in the medium term and the benefits of the arena would extend to increasing spend and visitor activity not only in the local area and but also the city centre.

Whilst the recovery period is expected to be slower than first forecast, the estimate for the economy is to get back to pre-Covid levels by the end of 2021. The proposed arena would not be fully operational until 2023 when the Bank of England forecasts that growth and recovery would be firmly established to at least pre-Covid levels. As such, in all likelihood by 2023 the propensity to attend live entertainment events would have returned to prevailing levels and that the presence of Covid-19 would not fundamentally alter the market demand conclusions of the applicant. Whilst the effects of the global pandemic has been unprecedented, the analysis presented by the applicant has covered one off events which have disrupted the local market, and has sought to present an assessment when the impact of the new arena would have become mature (i.e. by the end of the decade).

There are no significant changes reported in investment plans as a result of Covid-19 elsewhere. Proposals in Gateshead, London and Cardiff are all still in the planning process.

In addition, Manchester Arena have also continued to bring forward their proposals for the existing arena as evidenced by the recent submission of their planning application, pending validation.

It is considered that the proposed arena would deliver short and long term boosts to the economic recovery of the City Centre and the wider City Region, making this one of the most transformational investments by the private sector in the UK at this time.

Consideration has specifically been given to the impact on the city centre and the economy of Manchester.

The applicant's analysis shows that whilst there may be some localised impact within the city, a new arena in Manchester would, however, bring a significant boost to the city centre, taken as a whole, through additional visitors and spending. Any localised impacts would be limited given there is already a cluster of uses in and around the Etihad Campus which would complement each other. In addition, the campus is well connected by public transport to the city centre and beyond. As such, there is no significant evidence to suggest that the local area would not benefit like it does now when large scale events take place at the Etihad Stadium.

The Manchester Arena no longer maximises its economic contribution to the city centre. As detailed above, attendances have more or less remained stable for some time and whilst there has been growth in the wider entertainment market, this has not been captured by existing arena which in turn impacts upon the city centre growth and opportunities. The arena would produce practical and deliverable investment proposals, and therefore, this situation should undoubtedly improve.

The proposed arena would not affect the visitor expenditure in the city centre, derived from visits to the existing arena. The proposal would create net additional economic impact from visitors and a conservative forecast predicts a 58% increase in city centre jobs and GVA from arena visitor expenditure, compared with the present situation. This increases to 80% in city centre employment and GVA from arena visitor expenditure under the ambitious scenario.

The analysis is underpinned by the previously referenced consumer survey which shows that respondents interested in the proposed new venue would spend money in city centre hotels, bars and restaurants in portions broadly similar to attendees of the existing Manchester Arena.

The area around the existing arena is one of a number of cluster of visitor facilities in the City, with a range of restaurants and bars, and there is no evidence to demonstrate that this area would suffer disproportionately as a consequence of the arena. There is no reason why it would not continue to secure more than its fair share of increased trade as a result of the additional spend opportunities, as currently occurs for European Football matches and other events which take place at both the Etihad Stadium and Old Trafford. This is due to the range of facilities provided in this area as well as the vicinity to Victoria Station, which has approximately 8 million users per year, and the existence of Metrolink stops facilitating ready access to both the Etihad Campus and Old Trafford.

Objections to this application argue that whilst the applicant has attempted to consider the potential expansion of the events market over the long term (based on scenarios which model a level of growth substantially above that which has been historically achieved) they argue that there has been no direct assessment on city centre operators, in line with the Town Centres PPG paragraph 018. In particular, it is argued that the information submitted by the applicant seeks to consider how the events market may expand over the long term (to 2035) rather than establishing that the relevant test year in respect of impact would be the second full calendar year of trading.

It is considered that applicant has extensively and robustly demonstrated, through its detailed market assessment, that Manchester can readily and viably sustain two arenas without undermining either. This is considered central to the requirements of paragraph 89b of the NPPF.

The significant level of additional benefit to the city centre would substantially outweigh any losses to City Centre trade from events that might otherwise have taken place at the existing arena which is primarily those customers who will arrive more than 30 minutes in advance of an event starting. Although great emphasis is placed upon such losses by the objectors, there is no meaningful assessment to evidence what these losses might be.

In any event, any losses must be weighed against the substantial benefits to the city centre as a whole (the test within Paragraph 89 of the NPPF) from the increased overall trade arising from the second arena.

With regards to test years, the weight applied to the PPG in decision making is not the same as the weight which should be applied to the development plan or the NPPF both of which have been subject to the required consultation and adoption process and is a guidance document and not adopted planning policy.

The PPGs reference to test years (2 years after opening or when trading patterns mature) is intended for out of centre retail schemes e.g. supermarkets or retail warehouses. It is not intended to apply to leisure proposals of national and international significance. In any event, the time frame for trading patterns reaching maturity in this case would be over a longer period, which is consistent with the market analysis that has been provided by the applicant. This includes needing to adapt and embrace the total market opportunity.

It is estimated that the arena would generate an additional £36 million per year in direct local spending in shops, restaurants, cafes, bars, hotel accommodation and transport within the city which would create indirect jobs of approximately 1,400.

Over a 20 year period, with the two arenas in operation and between 1.85 million and 2.2 million ticket sale per annum in Manchester by 2030, this would create between £1.34 billion and £1.5 billion of additional economic activity (GVA) in the UK economy. If 2.3 million ticket sales per year were achieved by 2035, the two arenas would support almost £57 million of food and beverage expenditure per annum, with 50% of this in or close to the city centre. 838,000 bed nights for hotels and serviced accommodation would be generated, 85% of which would be provided by city centre operators. It is predicted that City centre expenditure would be increased by £95.2 million per annum.

The arena would include ancillary retail/commercial floor space (17,451 sqm) comprising retail, restaurant/café and bars. However, these uses are proposed to be an integral part an arena experience and would increase dwell time at the arena, before and after an event. With the exception of the canal side kiosks, they would not operate on days where the stadium or arena were no operating.

The arena would not be a freestanding retail destination. There would be no sit down bars or restaurant and the retail offer would be specific to the arena and merchandise linked to performers. The food and beverage (3,032 sqm) offer would only be available to those who were attending an event. These areas would not be open outside of event days unless for sponsor or for local community use on non-event days.

Hospitality accounts for a significant proportion of this space (6,652 sqm) with the remainder being circulation space, for ingress and egress to the auditorium, or back of house functions (7,767 sqm).

The hospitality space and VIP provision is only accessible on a pre-booked concessions basis. These spaces offer an experience not found in old style arenas which are often characterised by corporate suites within a separate tier and private concourse. Having the hospitality suites integrated as part of the auditorium and public concourse area allows access to all levels of the arena providing a complete arena experience with other spectators.

The only publicly accessible areas that would be available each day, whether events take place or not, are three kiosks on the southern canal side of the building which amounts to 223 sqm. These kiosks would contribute positively to the campus and the natural surveillance of the canal. The creation of ancillary retail and commercial offer is fully in accordance with policies EC7 and C4 of the Core Strategy and is not expected to impact on the city centre.

The other social and environmental regeneration benefits would be significant. The proposal would create 3,344 full time equivalent jobs during the 3 year construction period and additional growth in the supply chain would increase the number of jobs to 3,787. Jobs would be targeted directly at Manchester residents. At least 100 jobs would be apprenticeships with work experience placements for long term unemployed people, ex-offenders, homeless people and veterans.

When in operation the arena would directly provide 47 full time and 1,038 part time positions equating to 585 full time equivalent jobs. The applicant would ensure that as many of these jobs as possible are made available to local residents. Those within walking distance would be prioritised and paid at least the Manchester Living Wage. The construction and operational employment opportunities would form part of a legal agreement.

The proposal would develop an iconic building at the campus, deliver environmental and biodiversity improvements in the form of new landscaping and tree planting and use the most advanced technologies to create a highly efficient building in terms of energy and water management. It would deliver significant benefits and provide a further catalyst for the ongoing regeneration of East Manchester.

The arena would provide Manchester, and the wider region, with a facility which matches the capacity, facilities and profile of the O2 arena London in the music entertainment and sports market. It would help rebalance the UK's leisure and visitor market which is heavily weighted in favour of the south of England.

The proposal has satisfied the tests of the NPPF and the Core Strategy regarding its out of centre location for a major leisure use. The city centre is a focus of tourism, leisure and retail development, but policy EC7 establishes the site as providing an opportunity for a leisure, recreation and entertainment visitor attraction of national significance and therefore this must be given significant weight in the determination of this application. The importance of Eastlands as a destination is also reflected in policies EC1 and EC3 together with saved policy EM11 of the UDP.

Compelling evidence demonstrates that Manchester can support two arenas and, without another arena, Manchester would continue to lose its market share which would only serve to strength markets such as London. The city centre would continue to thrive with visitor numbers increasing demand, and spending, within the city centre retail and hospitality sectors.

### **Climate change, sustainability and energy efficiency**

The arena would be a low carbon, energy efficient building in a highly sustainable location with excellent access to public transport for spectators, staff and visitors. The aim to deliver the most sustainable arena in the UK and in Europe in line with the wider transformation taking place at the Etihad Campus to make all buildings net zero carbon by 2038 and to pioneer a new model of progressive and sustainable growth for the rest of the city, and others around the world to follow, based on the Etihad Campus Sustainability Framework.

The proposal would develop a contaminated brownfield site. Sustainability would be embedded into the design, construction and operation of the building to create an iconic and sustainable development.

The construction process would use good practice to: source materials and labour locally where possible; reduce vehicle emissions and dust; manage water; improve biodiversity and social value, to minimise impacts on climate change. The arena building would be energy efficient, minimise its impact on air quality and include water management measures.

The building would have a high performance fabric and air tightness (with average U values over 40% better than part L 2013) and highly efficient building services. These would operate on a predominately electric system to ensure the building, and its operations, benefit from long term grid decarbonisation. There would be a small amount of gas fired boilers, for hot water, stair core heating and kitchens, but as the technology becomes more viable, and carbon efficient, there is a commitment to retrofit these elements. As a result, the arena would be able to successfully transition to net zero carbon by 2038.

The building services would be demand led and recover heat. There would be LED lighting, intelligent control systems and air source heat pumps for heating and cooling. Photovoltaic installations would be maximised on the roof and there is potential for future connection to a local district heating network should this become available. The building would be evaluated within a minimum of 3 years of occupancy, to review its energy and carbon achievements and where possible improve upon this.

It is anticipated that the arena would use 40% less water than comparable buildings through water efficient sanitary ware and catering specifications. Rainwater harvesting would be used for toilet flushing. Surface water run off rates would achieve over a 50% betterment over existing conditions.

The arena would have an operational target to achieve zero single use plastic and zero waste to landfill. This would be achieved through a highly efficient ordering and waste management system which integrates with the wider Campus. 100% of single use packaging would be from recyclables, compostable or credible certifications. Free drinking water would encourage refill and minimise the use of single life plastic. Waste management audits would ensure continuous improvements with suppliers and sorting of materials.

Enhancements to the public realm around the building with trees, planting and wildflowers to the canal side would improve biodiversity. This would attract wildlife and create new habitats.

The social value potential of the arena is significant. It is estimated that 3,344 full time equivalent jobs (including 100 apprenticeships) would be created during the construction phase. The operational phase would create 47 full time and 1,038 part time positions which equates to 585 full time equivalent jobs within a range of roles. £36 million per year would be created in direct annual local spending. The arena would be fully inclusive and meet all relevant standards in relation to accessibility including provision for wheel chair users and those who require sight and hearing enhancements. There would also be community access to the arena facilities on non-event days.

There would be no additional on-site parking and an existing 500 space car park would be lost. Whilst it is acknowledged that the development has the potential to contribute to greenhouse gas emissions, the transport strategy for the arena is principally focused on reducing car journeys to the site by the promotion of tram, cycle, bus and walking routes which connect to a number of the city's rail stations. These measures would be promoted and communicated through a travel plan and operational management strategy which would be monitored and reviewed annually. A further 240 covered cycle spaces would be created at the campus in addition to 284 existing spaces. An enhanced residents parking zone would be introduced to minimise impacts on local communities and discourage car journeys to the site.

Policy EN6 of the Core Strategy requires developments to achieve a minimum 15% reduction in CO2 emissions (i.e. a 15% increase on Part L 2010). Since the Core Strategy was adopted, Part L 2010 has been superseded by Part L 2013 which has more stringent energy requirements. The 15% requirements translates as a 6% improvement over Part L 2013.

An Environment standards statement states that the CO2 emissions from the arena is targeting to surpass 34% improvement over Part L 2013. This improvement could be further enhanced once the final specification of the photovoltaic panels has been resolved. The proposal is also targeting BREEAM excellent in line with policy DM1 of the Core Strategy.



This compares favourably with arenas which have recently been granted planning permission, such as in Bristol, and proposed arena in London which is currently being considered. The YTL Arena at Bristol has a capacity of 17,080, achieved 32.9% above Part L (2013), provides 10,000 sqm of photovoltaic panels and a BREEAM rating of excellent. The MSG Sphere London has a capacity of 21,500, achieved 13.4% above Part L (2013), provides 36 sqm of photovoltaic panels and a BREEAM rating of Very Good. Comparisons with other UK and international arenas show that the proposed arena outperforms all UK arenas and is comparable with the other international venues.

### **Arena design and visual amenity**

The concept for the arena is to deliver an iconic Manchester building that surpasses UK and international arenas in terms size, performance and spectator experience. The auditorium would be compact and adaptable to achieve the flexibility required to host a broad range of music, sports and entertainment events.

Extensive retractable seating in the auditorium would allow efficient changes between modes and offer the optimum viewing experience. The retractable seats allow standing capacity larger than any other UK venue. The compact seating bowl would enable spectators to be closer to the act on the stage.

There would be spaces around the arena for ancillary facilities including food and beverage. There would five levels connected by stairs, escalators and lifts. Hospitality facilities at level 2 include an Atrium Lounge and private suites and clubs which open up over the concourse area. These would be connected by a circulation lounge with bars, seating area and support facilities. These facilities would enhance the visitor experience, encourage longer dwell time, create atmosphere throughout the arena and allow crowd flow to be managed.

The arena would have state of the art artists rooms and backstage spaces which include dressing rooms, green room, games room and management support spaces.

The architectural response to these requirements would be a distinctive building form which responds to its position within the Etihad Campus.

The siting responds to its position adjacent to Joe Mercer Way, Alan Turing Way, Sportcity Way and the Ashton Canal. This takes advantage of pedestrian approaches allowing smooth access into and out of the building to avoid queues. It also provides efficient vehicular access for production vehicles.

Entrance lobbies would be positioned along the western elevation facing Joe Mercer Way to allow direct access from the main pedestrian walking area at the campus into the arena.



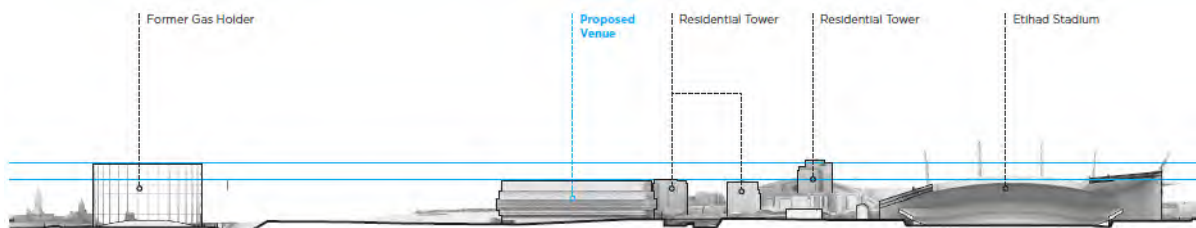
***View of Joe Mercer Way (looking back towards the Etihad Stadium) with one of the entrance lobby's and green screen***

Another entrance lobby to the south would be accessed off the podium facing the Ashton canal. The entrances would allow controlled access to the concourse spaces. Kiosks would open up onto the podium area and provide an active space on non event and event days utilising an external area overlooking the Ashton canal.



***View of the podium and kiosks areas to the south of the building***

This would be a big building but at 40 metres high it would be significantly lower than the stadium which is 70 metres high. The 02 London is approximately 50m high.



***Section across the site showing the Etihad Stadium and the surrounding residential developments and gas cylinder***

This scale is an appropriate response to the site and its surroundings. It does not exceed the height of the nearby residential apartments or the Etihad Stadium and provides a complementary addition to the sporting buildings at the campus.

The massing is formed through the horizontal layering of a series of stacked boxes which creates visual interest. Two principal elements form the façade - a grounded lower masonry plinth and an upper lightweight stepped box. The lower plinth connects to Sportcity Way and Alan Turing Way and forms a series of podiums along Joe Mercer Way and the Ashton Canal edge. At ground level the elevations would be more solid to prevent daylight from entering the internal spaces.

Alan Turing Way Elevation



Sportcity Way Elevation



***Elevations from Alan Turing Way and Sportcity Way***

Ashton Canal Elevation



Joe Mercer Way Elevation



***Elevations from the Ashton Canal and Joe Mercer Way***

The building would have a simple form but the stacked effect and the use of a restrained number of materials would provide a strong iconic identity. The form

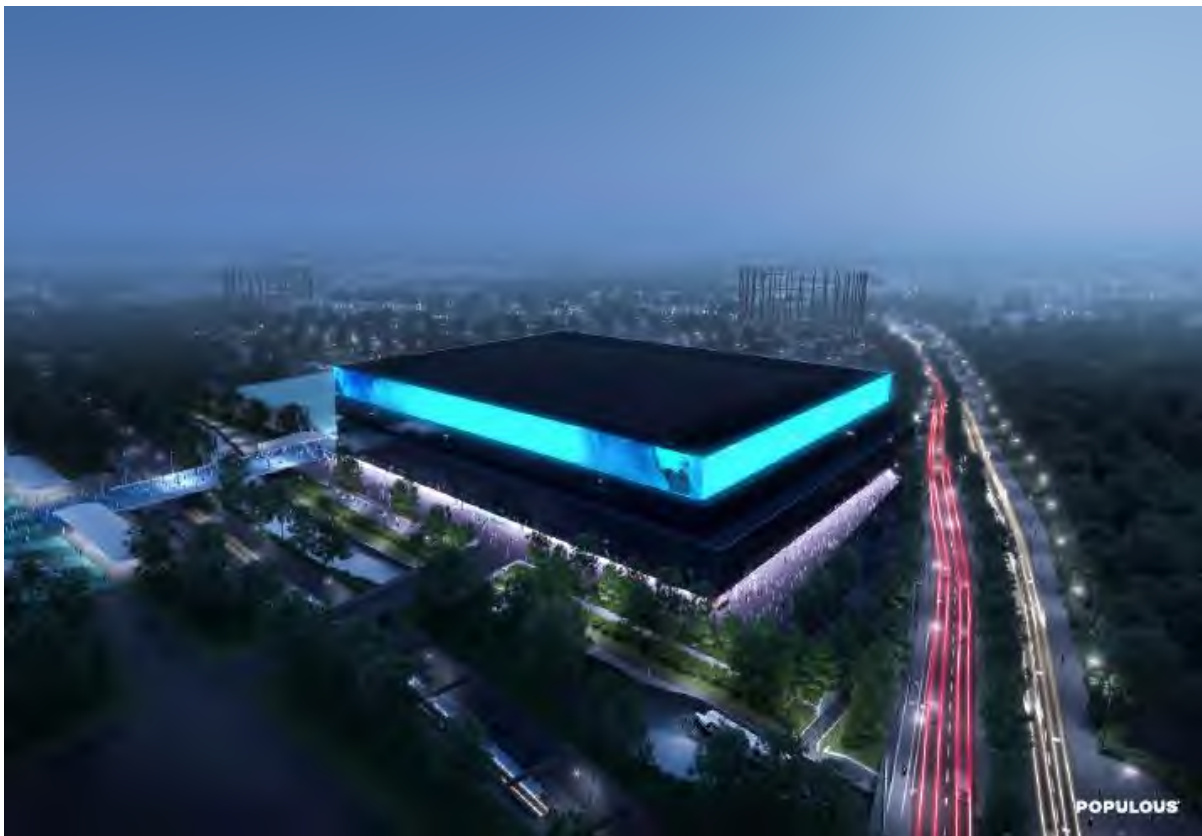
creates a highly efficient thermal structure which reduces energy consumption required for heating and cooling.

The facade treatment expresses the massing of the building. The dominant colour would be black, providing a seamless appearance to the facades and unifying all four elevations. The upper facades would be clad in perforated high gloss black metal panels. This would emphasise the stacked boxes and overhangs which would appear to float above the solid base of the building. The base would be ribbed pre-cast concrete panelling. The soffit of the lowest box would have a reflective material which would further enhance the arenas appearance.

Architectural lighting would be installed to all four sides of the upper box. LED lighting screens are proposed only in key locations (south west and south east corners on the southern elevation and south west corner on the western elevation) corresponding with the main pedestrian approaches and would be used for branding and sponsorship.

The palette of materials would ensure that that the architecture would be high quality with or without illumination with the LED displays blending into the facade.

Light coloured, textured and smooth concrete panelling would frame the main entrances at the base of the building contrasting with the dark paving to the public realm on the venue approaches. Green screens are proposed to the vertical concrete plinth facing Joe Mercer Way and to the landscaped site perimeter wall to Alan Turing Way to soften the building to Phillips Park and the canal edge.



***Aerial view of the arena with its high gloss black facade, lighting and LED screens together with soft landscaping***

The arena would be a simple and iconic building within the Etihad Campus. The NPPF directs that great weight should be given to outstanding innovative design which promotes high levels of sustainability (paragraph 131). This development achieves that objective.

The stacked box and restrained palette of material provides visual interest along with the lighting and LED screens to the upper block, soffits and base. The back façade would be purposefully striking and provide a complementary addition to the campus and its ongoing regeneration. Conditions would be used to ensure that the materials, landscaping and green screens are acceptable to ensure the architecture and setting of the arena is delivered to the required standard.

### **Townscape Assessment**

A computer modelling process has provided accurate images that illustrate the impact on the townscape from agreed views on a 360 degree basis. This allows the full impact of the scheme to be understood.

A Visual Impact Assessment (VIA), which forms part of the Environmental Statement, has assessed where the proposal could be visible from, its potential visual impact on the streetscape and the setting of designated listed buildings. The assessment utilises the guidance and evaluation criteria set out in the *Guidelines for Landscape and Visual Impact Assessment (3<sup>rd</sup> Edition) 2013*.

Key viewpoints have been identified and 11 were assessed in detail. These are as follows:

- View 1 – south from pedestrian crossing on Alan Turing Way A6010 at the junction with Briscoe Lane;
- View 2 – southwest from Grade II listed Philips Park;
- View 3 – from eastern end of pedestrian footbridge leading to Commonwealth Way, Etihad Stadium;
- View 4 – north east from A662 Ashton New Road;
- View 5 - East from CityLink – a key pedestrian and cycle route from Piccadilly Station to the Etihad Stadium;
- View 6 - West along towpath/National Cycle Network route 60/Bee Network;
- View 7 - Northeast from Joe Mercer Way;
- View 8 - North along Grey Mare Lane;
- View 9 - East from Saxon Saint Park;
- View 10 - West along Stuart Street East;
- View 11 - South east along Hulme Hall Lane.

The Assessment provides a comparison of the impact of the scheme against the current situation, including the setting of listed buildings.

Consideration has also been given to the impact of the construction works on the views, however, the impacts are considered to be negligible overall given the construction phase is temporary and for the duration of the build period.

*View 1* looks south from the pedestrian crossing on Alan Turing at the junction with Briscoe Lane and opposite the pedestrian entrance to Phillips Park Cemetery. The routes are heavily trafficked by both vehicles and pedestrians, particularly on match days. The view is dominated by highway infrastructure together with the grade II entrance lodge with its associated gates and railings which forms a prominent feature within the view. The Etihad Stadium is highly visible and forms a landmark feature due to its form and scale. The gas cylinder is to the right and the stadium and gas cylinder form contrasting features to the historic cemetery and lodge.



***View 1 - View south from pedestrian crossing on Alan Turing Way A6010 at the junction with Briscoe Lane***

The proposal would be a major new feature obscuring the view of the Etihad Stadium and creating a new visual focal point. The pyramid hip roof of the gatehouse retains some visual prominence above the arena roof line, however, there would be an adverse impact on the setting of heritage assets. The use of modern materials and the high architectural design of the arena, with its stacked box effect, suitably mitigates the impact of development particularly the loss of the view of the stadium, and the setting of the heritage assets.

*View 2* is taken within the grounds of the listed Phillip Park and is dominated by its features such as the listed entrance lodge and war memorial and the listed entrance gates and railings, grass areas, trees, fencing and playground.



***View 2 – View southwest from Grade II listed Philips Park***

The view is highly sensitive and would be subject to significant change. The arena would become a major new feature within the view and change the current open outlook from within the park towards Alan Turing Way. The setting of the heritage assets, including the setting of the park, would be affected. However, the significance of the park and the listed assets would remain understood and legible. The impact of the arena has been minimised through its high quality distinctive architecture. There would be no LED screens on the Alan Turing Way elevation of the arena reducing the lighting glare to the listed park.

*View 3* is an elevated position providing a panoramic view of the Etihad Campus looking towards the arena from the eastern end of the pedestrian footbridge over Alan Turing Way towards Commonwealth Way. The current open flat characteristics of the site are evident and demonstrates the potential of the site within the Etihad Campus. The footbridge is visible but the Etihad Stadium dominates the view. There is a distant view of the redundant gas cylinder.





***View 3 – View from eastern end of pedestrian footbridge leading to Commonwealth Way, Etihad Stadium (daytime)***

The arena would form a new addition. The Etihad Stadium would remain the dominant building with the scale, massing and appearance of the arena complementing it and forming a cohesive character and built form to the campus and Alan Turing Way. The arena would screen the view of the gas cylinder and other features such as surface level car parking. This view demonstrates the arena would form a positive addition to the street scene through its high quality architecture. The LED scheme would be visible adding to the distinctiveness of the building.

This view has also been assessed at night-time and the impact of the arena would remain a positive addition to the street scene. The lighting scheme would be clearly visible and would give the building presence. This would also complement the lighting arrangements at the stadium.



***View 3 – View from eastern end of pedestrian footbridge leading to Commonwealth Way, Etihad Stadium (night-time)***

View 4 is from the footpath along Ashton New Road leading from Darley Street. It is dominated by the road network and fencing associated with the car sales showroom. The site is located centrally and is clustered amongst the car showroom and building at the Etihad Campus.



***View 4 - View from north east from A662 Ashton New Road***

The arena would nestle within the cluster of buildings at the Etihad Campus and car showroom and form a subtle addition from this vantage point. Its scale and massing would not be out of character and the stadium would still be dominant, particularly in the cumulative scenario with the expansion of the north stand. The view would largely remain unchanged with the road infrastructure dominating the view.

*View 5* is from the City Link walking and cycling route where it meets a key Etihad Campus pedestrian gateway. The route is used heavily on match days being a main pedestrian walking route to the Etihad Campus from the city centre. The view provides sense of arrival at the campus nestled in with trees and soft landscaping which contrasts with the large urban surroundings. The walkway and surrounding boundary treatments form the central aspect of the view.



***View 5 - East from CityLink – a key pedestrian and cycle route from Piccadilly Station to the Etihad Stadium***

The arena would provide a new focal point and would enhance the sense of arrival at the campus for pedestrians arriving from the city centre. The arena building is softened by landscaping, however, the architectural language of the building would be evident allowing appreciation of the stacking effects and LED screen.

*View 6* provides a view along the Ashton canal towpath and the national cycle route. It is set within the Ashton canal Lock Keepers Cottage (Grade II) which is to the left, and lock 7 (Grade II) and bridge number 9 in the centre. A modern apartment building is to the right. There are distant views of tall building in the background which mark the centre of Manchester. The heritage features within this view contribute significantly to the enjoyment of the canal and the local environment.



***View 6 - west along towpath/National Cycle Network route 60/Bee Network***

The arena would significantly alter the view adding a major contemporary feature. This would impinge on the setting of the listed buildings and on the overall setting of the canal network and result in an adverse impact. The listed buildings and structure would remain legible and understood notwithstanding the addition of the arena in the background. The harm to this view and the heritage assets is minimised through the quality of the architecture, and the change in massing and materiality of the building is evident from this view.

*View 7* is a wide, open and elevated view from the southern end of Joe Mercer Way, a key pedestrian route within the Etihad Campus leading to the stadium which experiences a high volume of spectators on match days. The walkway dominates the view alongside other street furniture associated with the tram stop. The gas cylinder is in the background and forms a low quality focal point. The tops of trees can be seen across the site as is the view of the spire of the listed lodge to Philips Park cemetery.



***View 7 - Northeast from Joe Mercer Way (daytime)***

The arena would be a dominant feature removing the surface car park. The view of the spire would be lost, however, the view of the arena, and its high quality architecture, is considered to be a positive addition for the users of the walkway and the campus. The stacked nature of the arena would be evident from this view as would the LED screens which wrap around this part of the building.

The impact of the building at night has been considered from this view point which demonstrates that its presence would be positive along Joe Mercer Way with the lighting scheme providing a cohesive addition to the campus.



***View 7 - Northeast from Joe Mercer Way (night time)***

View 8 is a framed view looking north along Grey Mare Lane. Two storey buildings flank either side of the street and frame the southern end of the Etihad Stadium which terminates the view.



***View 8 - north along Grey Mare Lane***

There would be glimpsed views of the arena with the stadium remaining the dominant structure. The residential character of the street scene is retained.

*View 9* the park provides an open area in a dense residential part of the city which provides a view across to the Etihad Campus. The homes in the view are modern properties along with a gas cylinder. The views across to the campus and the stadium are more evident in the winter months.



***View 9 - East from Saxon Saint Park***

The view would remain largely unchanged. There would be a subtle view of the top of the arena above the roof line of the housing. The arena would not be readily understood and would largely blend in with the existing urban grain.

*View 10* looks west along Stuart Street East with buildings on both sides of the street framing the site. It is dominated by the road infrastructure and the housing which flanks the view.

***View 10 - West along Stuart Street East***

The characteristics of the view would remain largely unchanged, however, the arena would now terminate the view where once it was open. The high quality architecture of the building would be legible with the scale of the building in line with the height of the dwellings.

*View 11* is dominated by road infrastructure, including lighting columns, bollards and signage. There is a prominent tree line on both sides of the road and distant views of the Etihad Stadium.





***View 11 - South east along Hulme Hall Lane***

There would be a glimpsed view of the arena which would form a cluster with stadium. The LED screen would be visible which would add to the character of the view. The view of the stadium would remain unchanged and would become marginally more prominent with the expansion of the north stand.

The development would form a large and significant building within the viewpoints identified. The assessment has shown that the arena would, in most cases, provide a beneficial improvement to the townscape in terms of character and urban grain by redeveloping a low grade surface level car park.

The assessment has highlighted that there are three instances where there is likely to be an adverse impact (views 1, 2 and 6). These impacts are considered to be modest and are principally as a result of the heritage assets within these views. Whilst it is acknowledged that the setting of these assets would change, this is as a result of the current open nature of the site.

The significance and setting of these heritage assets would remain clearly evident within the context and legible. This is considered in detail elsewhere within the report. Any harm would be modest and outweighed by the substantial regeneration benefits that the development of such a high quality scheme would bring to this area.

Viewpoints 3, 5, 7 and 11 are considered to be moderately or significantly beneficial as a result of removing the surface car parking and developing a high quality building that complements and reinforces the character of the Etihad Campus and Stadium. The Stadium remains the dominant building with the architectural language, scale,

materiality and lighting of the arena enhancing the campus and its position adjacent to the stadium.

Views 3 and 7, when modelled during the night-time, confirm the beneficial impacts by highlighting the dynamic character of the arena building with the campus and wider context.

### **Impact of the historic environment and cultural heritage**

The site is not within a Conservation Area but there are a number of Listed Buildings nearby that could be affected by the development.

The urban grain around the site is a mixture of low quality surface level car parking and cleared sites with numerous large scale buildings such as the Etihad Stadium, the regional arena, 10 storey apartment buildings and other sporting venues.

The site has historically been mined for coal. The Bradford Colliery was built in the late 18<sup>th</sup> Century and remained operational until the mid-1960s. The Ashton Canal was an integral part of the transportation of coal, and other goods into and out of the city.

An assessment of the impact of the development has considered a 1 km zone around the site. This has identified 13 listed buildings and 2 registered parks. These assets are as follows: Public Laundry (Grade II), Brunswick Mill (Grade II), Former Cotton Mill Immediately West of Brunswick Mill (Grade II), Ashton Canal Lock Number 8 (Grade II), Ashton Canal Lock Keepers Cottage on Southside of Lock Number 7 of Ashton Canal (Grade II), Ashton Canal Lock Number 7 with Roving Bridge Immediately East of Mill Street Bridge (Grade II), Ashton Canal Lock Number 6 Immediately East of Forge Lane (Grade II), Victoria Mill (Grade II\*), Entrance Lodge to Main Entrances of Phillips Park Cemetery (Grade II), Phillips Park (Grade II) and Phillips Park Cemetery (Grade II).

A Heritage Report has identified and assessed the heritage assets listed above and considers that 7 of these assets could be affected by the proposal as required by paragraph 128 of the NPPF. The impact on the setting of the identified heritage assets has also been evaluated within the townscape assessment above.

*Phillips Park (Grade II)* is a registered park and garden. Its significance is derived from being one of the first municipal public parks in Manchester. Many of the original features of the park remain including the serpentine paths and the amphitheatre (also known as tulip valley) although the bandstand, the glasshouses and two of the ponds are no longer in place. The setting of the park has evolved over time. Given the inward nature of the park's design, its wider setting makes a minimal contribution to its significance. Notwithstanding this, there are points where the park is close to the site. The current vacant nature of the site has a neutral contribution to the setting of the park.

*Phillips Park Cemetery (Grade II)* is a registered park and garden. Its significance derives from being the first municipal cemetery in Manchester. As with Phillips Park, the area around the cemetery has changed over the years. However, the mature

setting of trees and boundary walls, minimises the impact of the wider urban setting on the cemetery area and the current vacant status of the site has a neutral impact on the cemetery.

*Entrance Lodge to Main Entrance of Philips Park Cemetery (Grade II)* the significance of the Lodge principally relates to its connection to Philips Park Cemetery along with being of architectural merit. The lodges position on the junction of Alan Turing Way and Briscoe Lane results in the setting of the building being seen in the same context as the heavily trafficked Alan Turing Way, the buildings at the Etihad Stadium and the application site. The relevant distances of these features allows the listed building to remain fully legible in the street scene with only marginal impact on its overall setting.

*Ashton Canal Lock Number 6 (Immediately East of Forge Lane) (Grade II)* the significance of the asset relates to Ashton Canal which was built to supply coal from Oldham and Ashton under Lyne to Manchester and opened in 1796. Architecturally the use of pound locks were an example of the use of technologies employed at the time and which are still in use today. The Ashton Canal provides the main setting to the lock and from where the listed structure is best experienced. The wider setting has changed over time from the former industrial uses to the buildings and surface car parks associated with the Etihad Campus the latter of which, at best, has a neutral impact on the lock.

*Ashton Canal Lock Number 7 with Roving Bridge Immediately East of Mill Street Bridge (Grade II)* as with lock 6, the significance of asset is its relationship with the Ashton Canal and the mechanical operations of the lock. The urban environment around the lock has changed over time with high density residential accommodation now within its setting. The adjacent Lock Keepers Cottage (Grade II) is also seen within its setting and has group value. The site is situated within the background of the listed structure and its current vacant nature has a neutral impact on the setting of the lock.

*Ashton Canal Lock Keepers Cottage on South Side of Lock Number 7 of Ashton Canal (Grade II)* as with locks 6 and 7, the significance of the listed structure relates to its proximity and relationship with the Ashton Canal. The Lock Keepers Cottage was the home of the lock operator who was an integral part of lock safety. The principle facade of the cottage faces onto the canal which allows it to be appreciated when travelling in east/west directions. The cottage has been modified over the years which has diminished some of its architectural value. The setting has also been eroded with the development of the high density apartments which now form the backdrop to the cottage from within the canal corridor. The site has a neutral impact on the cottage from within the canal corridor due to its vacant nature.

*Victoria Mill (Grade II\*)* a former cotton mill and now in use as residential and offices. Although the building has been modified, its distinctive chimney and exterior remains largely intact. The setting of the mill has been altered over time with other mill buildings and infrastructure being demolished with the mill now being set adjacent to a children's playground and low rise residential context. The assets relationship with the Ashton Canal remains intact. The site is situated in the far background of the setting of the listed asset and due to this distance, and vacant nature, has a minimal impact on its setting.

The heritage assessment has considered the impact on the historic environment particularly within the key viewpoints that were identified as part of the townscape visual impact assessment.

The scale of the impact, together with the impact on the significance of the heritage asset, has been judged to result in a low level of harm to the setting and significance of the identified heritage assets (with this low level of harm being considered against the relevant tests within the NPPF). However, it is also acknowledged that there would also be some heritage benefits as a result of the scheme which principally derived from the removal of this vacant site from the setting of these heritage assets together with enhancements in the form of landscaping and improved setting as a result of the new building

The key conclusions and impact on the significance of the heritage assets, within the relevant viewpoints, are summarised as follows:

*Phillips Park (View 2)* the proposal would be visible when looking outwards from within the park due to the arena being present where there is currently an open vista.

Any impact on the setting and significance of the park should, however, be balanced against the evolution of development in this part of the city. The view examined within the heritage assessment represents one view amongst many from within the park. The setting of the park has been continually evolving from its industrial past to the most recent regeneration activity at the campus and surrounding area. The park's significance is also derived from providing an open, inward looking space for visitors to escape urban life. This significance would be retained with the development in situ with visitors being able to enjoy the key features of the space together with the arena representing another part of development evolution of this part of the city.

This overall effect is a low level of harm to the setting and significance of the heritage asset.

*Phillips Park Cemetery* there would be glimpsed views of the development from various points within the Cemetery. However, these would be limited, due to the distance and topography of the cemetery relative to the site, and depend on the time of year and resulting tree coverage. The impacts of the arena on the cemetery would be considered to be low level of impact with the arena representing the continuation of regeneration activity in the area.

*Entrance Lodge to Main Entrance of Phillips Park Cemetery (View 1)* the setting of the lodge would be materially affected by the proposal. The arena would form a visually dominant and modern addition to the street scene which would form the backdrop to the lodge. The arena would form a contrasting feature to the architecture of the lodge, and the historic setting of the cemetery. The long ranging views of the north stand of the Etihad Stadium would also be lost (which currently forms of the backdrop to the lodge albeit at a greater distance). This would result in a low level of harm to the setting of the lodge and cemetery from this view point,

however, it is considered that the historical and architectural significance of the lodge would remain legible and understood.

*Ashton Canal Lock Number 6 Immediately East of Forge Lane* would be seen in the same context as the proposed arena when viewed from the canal environment. This would result in a low level of harm to the overall setting of the lock and canal. The significance of the lock would not be materially impacted upon given its significance is derived from its mechanics and role within the Ashton Canal network which would remain understood and legible within this setting. The proposal would bring some heritage benefits to the lock and canal environment through the increase in surveillance to the area from footfall along the towpath, which would allow for an appreciation of the lock and canal, together with landscaping improvements on the southern side of the area which overlook the canal towpath.

*Ashton Canal Lock Number 7 with Roving Bridge Immediately East of Mill Street Bridge (View 6)* the lock significance is as a result of its relationship with the Ashton Canal and the mechanics and engineering of the lock. The proposal would be seen in the same context as the lock and canal, forming a large dominant background feature. This would result in a low level of harm to the overall setting of the lock and canal. The significance of the lock would remain legible and clearly understood both individually and as part of the wider canal network. As with lock number 6, it is considered that there would be some heritage benefits with greater public use of the canal network which would allow them to be appreciated.

*Ashton Canal Lock Keepers Cottage on South Side of Lock Number 7 of Ashton Canal (View 6)* the proposal is clearly visible forming a dominant feature alongside the cottage which would result in a low level of harm to its setting. The significance of the cottage is, however, derived from its association with the Ashton Canal and listed locks all which remain legible and understood as a result of the development. The vacant nature of the site an open backdrop to the listed cottage, has not always been the case given the industrial past of the site. The arena represents the next stage of development activity for this site and the regeneration of the area.

*Victoria Mill* the proposal would be slightly visible from Lower Vickers Street within Victoria Park resulting in some visibility whilst experiencing the setting of Victoria Mill. The relative distances between the proposal and the mill would therefore not result in a material impact on the setting of the listed building with the arena forming part of the varied buildings and forms in this part of East Manchester.

This major development would be seen in the same context of a number of heritage assets. It would, in most instances, result in a low level of *less than substantial harm*, as defined by paragraph 196 of the NPPF, to the setting and significance of the identified heritage assets. However, in each instance the heritage assets would remain legible and understood and outweighed by the substantial regeneration benefits that this development would bring. It is considered that this would provide the public benefits required by the paragraph 196 of the NPPF which outweighs any harm which arises. These public benefits will be considered in detail below.

## Assessment of Heritage Impact

The proposal would result in instances of low level of harm through changes to the setting of some listed buildings, listed locks and registered parks. These impacts are considered to result in a low level of harm to significance of some of the above assets and to fall within the category of less than substantial harm within the NPPF.

In these circumstances, it is necessary to assess whether the impact of the development suitably conserves the significance of the heritage assets, with great weight being given to the asset's conservation (and the important the asset, the greater the weight should be) (paragraph 193 NPPF). Any level of harm should be outweighed by the public benefits that would be delivered in accordance with the guidance provided in paragraph 196 of the NPPF.

The application site is a development site, as defined within policy EC7 of the Core Strategy and its current condition as a surface level car park at best has a neutral impact on the local area and the surrounding heritage assets as identified above. This proposal would regenerate this key site in line with Council policy and bring a new leisure and entertainment offer to the Etihad Campus. A high quality distinctive arena building would be developed and integrated into the existing infrastructure and public realm at the campus. It would be a complementary form alongside the other sporting buildings at the campus and would form a positive addition to the local area.

The development would result in £350 million of investment at the site and the creation of 3,350 full time equivalent jobs during the 3 year construction period. There would also be additional employment growth in the supply chain. Over 70 companies would be involved in the construction supply chain across Greater Manchester and the wider region together with approximately 700-800 companies across the North West and nationally. This would support up to 6,500 jobs as a result of the project.

Jobs would be targeted directly at Manchester residents. When the arena is operational there would be 47 full time and 1,038 part time positions created which equates to 585 full time equivalent jobs (directly) within a range of roles.

The building would also be designed with sustainability at its heart and would aim to be one of the best arena buildings in Europe and would comprise a high quality and innovative design.

Historic England have chosen to not comment on the development proposals for this site.

The visual and heritage assessments undertaken demonstrates that a low level of harm to the surrounding heritage assets would arise in most instances. This is as a result of the development being viewed in the same context as the listed buildings/structures and park/cemetery. The level of harm is considered to be low level as the significance of the heritage assets would remain legible and understood both individually and where there is group value. The development must also be understood in terms of evolution of the site and the change in built form which has

occurred over many years. Previous development would have had a similar relationship and impacts with these heritage assets.

Mitigation and public benefits are derived from the continued regeneration of East Manchester which would bring jobs and support supply chains both locally and regionally. The proposal would also be high quality in both its architecture and contribution to public realm, which would also bring its own heritage benefits. The building would also be one of the best arenas in Europe using the most up-to-date technologies to ensure it is highly sustainable and minimises its contribution to the climate in the form of carbon emission and the manner in which its energy usage is generated.

Whilst there would be some heritage impacts, this would be at the lower end of less than substantial harm with the significant public benefits associated with this development more than outweighing this low level of harm.

It is considered, therefore, that, notwithstanding the considerable weight that must be given to preserving the setting of the listed buildings as required by virtue of S66 of the Listed Buildings Act, and paragraph 193 of the NPPF, the harm caused would be less than substantial and would be outweighed by the public benefits of the scheme and meet the requirements set out in paragraph 196 of the NPPF.

### **Impact on Archaeology**

There are no archaeological investigations required as part of this planning application as this has been dealt with by previous schemes. Accordingly, GMAAS advise that no archaeological mitigation is necessary.

### **Impact on the highway network/transport/car parking issues/sustainable travel**

The site is highly accessible with tram and bus routes and walking and cycling routes that integrate the area and the Etihad Campus, to the city centre and beyond. The site is 200 metres from the Etihad Metrolink Station which provides tram services to the city centre. Manchester Piccadilly station is a 25 minute walk. There are bus stops on Alan Turing Way, Ashton New Road and Bradford Road/Briscoe Lane.

Newton Heath, Clayton, Openshaw, Ardwick, city centre and Miles Platting are all within 25 minutes walking distance. Cycle infrastructure on Alan Turing Way and the Ashton Canal towpath form part of the National Cycle Network. There are 272 cycle spaces at the Etihad Campus (in the form of Sheffield Stands) with further provision at the Tennis and Football centre entrance and Etihad Metrolink stop. The city centre is a 10 minute cycle ride with Ashton-Under-Lyne and Stockport being access within a 10-20 and 20-30 minute cycle ride respectively. Ashbury, Ardwick and Piccadilly Train Stations are all within a 10 minute cycle ride. The site would also benefit from any extension to the cycle and walking network through the bee network.

The arena would be the most sustainable in the UK and a travel plan would promote non car journeys. The location of the arena at the Etihad Campus, would comply with the NPPF which states that significant developments such as this should be

focused on locations which are sustainable, through limiting the need to travel and offering a genuine choice of transport modes (paragraph 103).

A transport assessment has been prepared as part of the Environment Statement which considers the transport implications of the development, which is to minimise the impacts of movements generated by development, and those at the campus, on the local area by promoting sustainable travel.

A typical arena event capacity would be between 16,000 and 20,000 (with maximum capacity of 23,500 on a limited number of occasions). This is significantly lower than a capacity event at the Etihad Stadium which currently has a capacity of 55,017 (rising to 62,170 with the expansion of the north stand). The arena would be operational all year round with approximately 120 events taking place with the potential to rise annually. Arena events would attract significantly lower crowds and movements than a football event at the stadium albeit on a more frequent basis.

There may be occasions where more than one event is held on a day, matinee and evening events (although these are expected to be lower capacity). In addition, there may be occasions where an arena event coincides with matches at the Etihad Campus. Where possible events would not be scheduled on the same day as stadium events in order to minimise impacts. In addition, should there be an event at both venues on the same day, it does not necessarily mean that arrivals or departures from the venues would be taking place concurrently. There are a range of potential event time combinations for the Stadium and the arena, the majority of which would result in little or no overlap between the arrival and departure of visitors to the two venues.

The worst case scenario represents around 10-15 events per year occurring at the same time. A third of coincided events are expected to take place on a weekday evening and thereby coinciding with rush hour traffic. The specific operational impacts of such events are considered in detail below.

A variety of transport initiatives are in place which support movements to and from the Etihad Stadium. This proposal would build upon these measures by providing enhancements which would support the operation of the arena, the campus and connections to the city centre as part of minimising the impact on the local area.

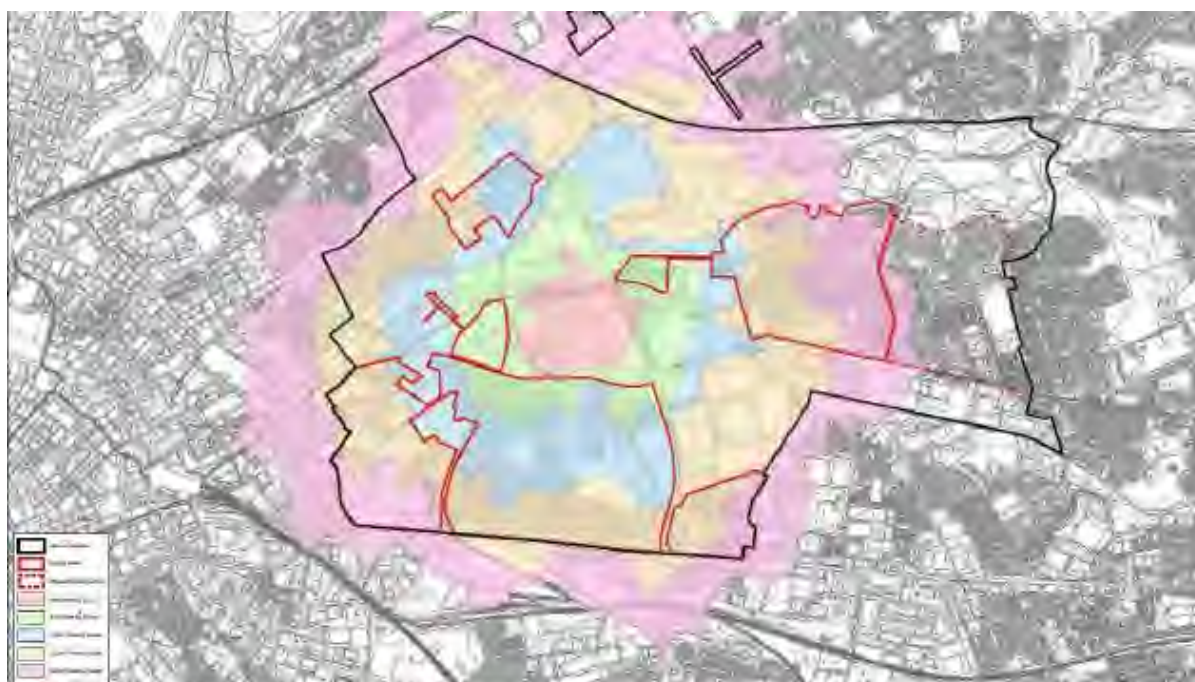
There would be no additional onsite parking and the development would result in the loss of an 500 space surface car park. Surface car parks are available to the north of the Etihad Campus which are utilised on match days but would also be available for use by the arena. 3,000 spaces would be available when only an arena event is taking place. This would reduce to 500 spaces when an arena event runs in parallel with an event at the Etihad Stadium. The travel plan would, however, aim to reduce car journeys to the site.

These car parking spaces would only be available on a pre-booked basis and only shortly before an event to prioritise the football events. At the point of sale, messaging would encourage spectators to use sustainable modes of travel.



These car parks are part of the wider development strategy for the campus and fall within the strategic area identified by policy EC7 of the Core Strategy. It has been demonstrated that the arena can operate successfully without any on site parking through a comprehensive package of measures that promote non car journeys to this highly accessible and well connected location.

There would be an increase in people at the area when an arena event takes place at the same time as a stadium event and it would be necessary to minimise the impact of this on surrounding communities. A Residents Parking Zone (RPZ) operates on stadium event days. In order to minimise the operational impacts of an arena and stadium coincided event, it is necessary to review and expand the RPZ. The enhanced RPZ would operate across a broader geographic area and seven days a week, at hours which include evening event times, to protect communities from on street parking.



### ***Indicative Residents Parking expansion***

A special event operational plan would be put in place. This would include a targeted communication strategy to encourage attendees to use sustainable transport. It would advise that there is a stadium and arena event on at the same day and provide details on the transport modes to the campus, that no onsite parking is available (unless pre-booked and would not be released for booking until shortly before an event to discourage use) and advising that an RPZ is in operation.

The operational management of such a scenario would minimise overlap between arrival and departures times and there would be flexibility to adjust arena event stage times to achieve this, with a strategy in place to advise attendees of these changes in advance in order to influence arrival times.

Where necessary and appropriate, there would be enhancements to the capacity of public transport from the city centre, delivered in collaboration with TfGM, including

ensuring that every possible Metrolink service was operated by a double unit together with shuttle buses between the city centre and park and ride sites (and potentially other public transport interchanges).

There is also potential to consider integrated ticket packages which promote sustainable travel. Enhanced marshalling would also take place on key walking and cycling routes.

The food and beverage offer at the site would also increase dwell time at the arena and manage crowd flows and staggering of arrival and departure times. Analysis predicts that on major event days, spectators are likely to start arriving 2-3 hours before the start of a concert in order to secure a position close to the stage. However, it is unlikely that all spectators would arrive early. For a 19:00 event, estimates predicts that 30% of arrivals would arrive between 17:00 -18:00, 30% 18:00 -19:00 and 40% 19:00-20:00 with assumed spectator departure times of 100% at 22:00 – 23:00.

This reflects the fact that there would be people who would want to arrive early to stand near the front and that there would be people who leave arrive nearer the start time after eating and drinking in the city centre. A similar effect occurs on match days at the stadium.

There are also be spectators who have made an arena event as part of day trip or weekend away, so are likely to arrive early and experience the city centre.

All these behaviours are already evident on match days and with the benefits being seen on city centre hotels, bars and restaurants. This in turn impacts on the travel peaks to and from the campus.

The proposals are also likely to increase usage of the nearby rail stations both as an interchange to tram services or to facilitate walking to the campus (for example from Ashbury Station). This increase footfall would have a positive impact on the stations through increase ticket sales allowing further investment in these stations where necessary and appropriate.

In conjunction with the RPZ and the operational management plan, there would also be a series of other transport mitigation measures to support sustainable travel to the arena with the sole aim of reducing car journeys to the site.

As different spectator demographics could affect the community in different ways, a community liaison team would be established to tailor operational responses. This would include monitoring, review and implementation of measures depending on outcome and experience once the arena becomes operational.

Technology and digital platforms would communicate travel options and inform spectators of their travel options and provide real time information about tram, rail, bus and shuttle bus services. This would advise spectators to arrive early and stay after events to reduce peak impacts on movements on the various mode networks.

Walking routes between the city centre (from Great Ancoats Street) to the Etihad Campus would be improved. This includes the Ashton New Road, City Link and Ashton Canal Towpath routes. 240 covered cycle spaces would be installed in close proximity to cycle routes to the campus.

Modifications are also required to the junction of Gate 1 and Alan Turing Way to allow left in left out traffic movements, improved cycle way, widening of the footway for crowd control thereby reducing Sportcity Way to 3 lanes and creation of a managed service vehicle route. There would also be a new emergency vehicle access from Alan Turing Way and provision of bollards (fixed and retractable) to protect crowds. The modifications would improve accessibility at the arena, and Campus, for servicing vehicles together with enhancing the pedestrian and cycling environment. These arrangements are acceptable to Highway Services.

Pick up and drop off arrangements would utilise the existing arrangements on Rowley Street and extend the area the full width of this road and along Phillips Park Road together with enhanced marshalling. The promotion of the pickup and drop off arrangements would also form part of the communication strategy, particularly for events which are targeted at younger audiences.

Modelling of the local highway network has been undertaken including in the worst case scenario (i.e. a full capacity arena event coincided with a full capacity stadium event). This has demonstrated, to the satisfaction of Highway Services, that there are no unduly harmful impacts on the network and all junctions continue to function.

The implementation of the enhanced RPZ, and other sustainable transport mitigation measures, would reduce car journeys. The modelling demonstrates that car journeys for arena events could be some 12-15% lower (depending on whether these are weekday or weekend events) than those recorded for the Etihad Stadium. It is also anticipated that this would be a downward change as further improvements are made to public transport, walking and cycling infrastructure in the city and the downward trends in car ownership and use.

Servicing would take place off Sportcity Way and directly into a servicing yard to the east of the arena. It would be large enough for storage and for eight vehicles to load directly onto the event floor and is suitable from a highways perspective.

### **Accessibility**

The arena would be inclusively designed to ensure it is an accessible environment for all users in line with the Equality Act. All internal and external areas have been designed with suitable gradients and ramps for level access. There would be escalators and lifts alongside the main staircases together with assistance dog recreational areas, multi-faith room, signage and wayfinding, sound reinforcement and hearing enhancement systems and accessible parking arrangements.

There would be 118 permanent wheelchair positions at level 1 of the auditorium and a further 8 at level 3 which are distributed throughout the arena. This follows relevant guidance for an arena capacity of 15,000.

For a maximum capacity event of 23,500 the number of wheelchair positions would increase to 154 would be accommodated within the event floor area. Additionally, each suite would be able to accommodate at least one wheelchair user and each of the 'lounge Clubs' would be able to accommodate at least two wheelchair users for each of the four clubs.

The arena would have 52 demarcated spaces for disabled people in the north car park close to the principal arena entrances. There would be 83 accessible parking spaces and 91 spaces for ambulant disabled people within the orange car park with direct access to the south side of the arena via Forge Lane Bridge. A portion of these space would be beyond 50 metres. All parking for the arena would be managed and on a pre-booked basis which would ensure that those which require assistance can be prioritised for those with the greatest need.

It is acknowledged that future development activity at the campus may result in the loss of these surface level car parking spaces. In order to ensure that parking provision for disabled people is not reduced, a condition would require ongoing review to ensure it is available for arena events.

## **Ecology**

An ecological mitigation report concludes that the development would not result in any significant or unduly harmful impacts to local ecology given the current condition of the site as car park. Greater Manchester Ecology Unit concurs with the findings.

Scrub vegetation and trees would be removed. No protected species or nesting birds were identified at the site and therefore provided the vegetation is not removed in bird nesting season there is no particular risks in this regard.

The report acknowledges the close proximity of the development to the Ashton Canal. Mitigation must ensure that there are no leaks or debris into the canal during the works or drainage or surface water run-off into the canal. Impact of lighting on the canal also requires consideration.

The loss of green infrastructure is mitigated by the landscaping which includes tree and shrub planting, with wildflower planting to the canal and green screens to Alan Turing Way. This would enhance the green infrastructure and biodiversity at the site in line with policy EN9 of the Core Strategy.

The canal would be protected from the effects of construction activities through a construction management plan which would be secured by planning condition. In addition, the drainage strategy would ensure that there is no run off or drainage into the canal area.

## **Trees**

There are 22 individual trees, 9 group trees and shrubs at the site. 16 trees would be removed (14 category B and 2 Category C) and 6 group of shrubs/small trees (category C). This would include the lime trees to Alan Turing Way.

This loss of green infrastructure can be mitigated through the enhanced landscaping proposals which include 1208 sqm of wildflower planting to the Ashton Canal, 681 sqm of shrub (ornamental and native) planting beneath the tree planting, 1916 sqm of green screen to the eastern, southern and western boundaries and 67 trees of native and non-native species and bird and bat boxes along the canal edges. These measure would increase biodiversity and would be agreed by planning condition.

### **Contribution to Improving Permeability, Public Spaces and Facilities and Provision of a Well Designed Environment**

The public realm and landscape strategy would provide spaces and the setting for the building and provide space for crowd management. It would improve connections with the wider Etihad Campus.

The main access to the arena would be from Joe Mercer Way. A podium would be created to the south and east of the arena, alongside Joe Mercer Way and the Ashton canal, which would provide level access. New hard standing, soft landscaping, seating and wayfinding would be included.

Wildflower planting would be incorporated into the embankment of the Ashton Canal and green screens and decking would enhance the interface with the canal and improve biodiversity. Seating would overlook the canal and this area would also provide an attractive space on non-event days as a result of a double sided food and beverage facilities along the south side of the arena which would open up and activate the canal and public realm. Two stream litter bins within the public realm podium would encourage recycling.



***South side of the arena with the new landscaping and wildflower planting to the canal and food and beverage kiosks***

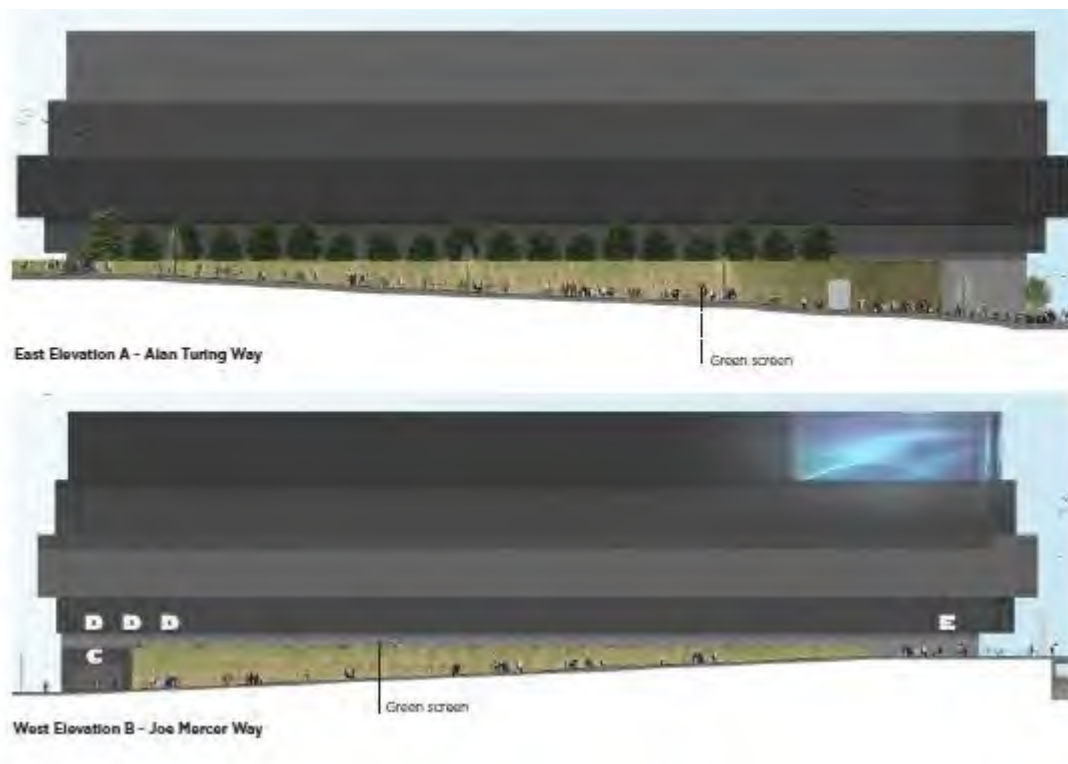


***Proposed landscaping scheme***

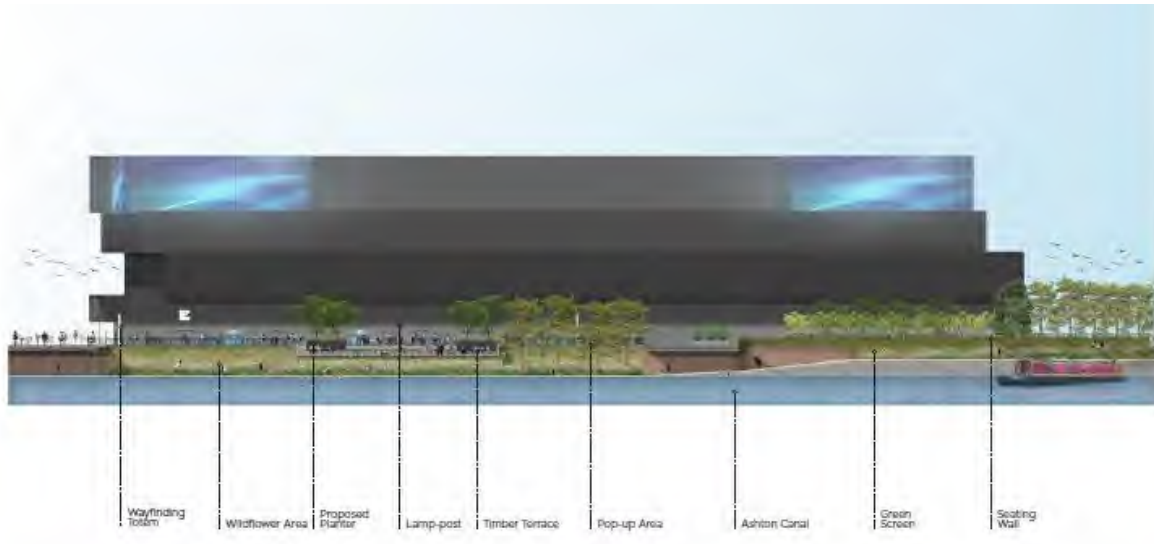
There would be a 'green ring' of infrastructure around the arena to improve the landscape and biodiversity. 67 trees would be planted and all boundaries would be softened by landscaping and green screens. The Joe Mercer Way boundary is treated with a green screen to provide soft landscape and address the level change.

Green screens on Alan Turing Way would provide a buffer to the podium and the heavily traffic road. This would improve the pedestrian footpath along Alan Turing Way and provide a screen to the compound behind.

The number of vehicle lanes on Sportcity Way would be reduced to create a widened footway adjacent to the arena. This would support crowd flow, create a VIP drop off area and provide a barrier between vehicles and pedestrians. It would be possible to close Sportcity Way to traffic when required. Raised planters and trees would complete the green ring around the building.



***Landscaping and green screens to Alan Turing Way and Joe Mercer Way***



### ***Landscaping and planting to Sportcity Way***

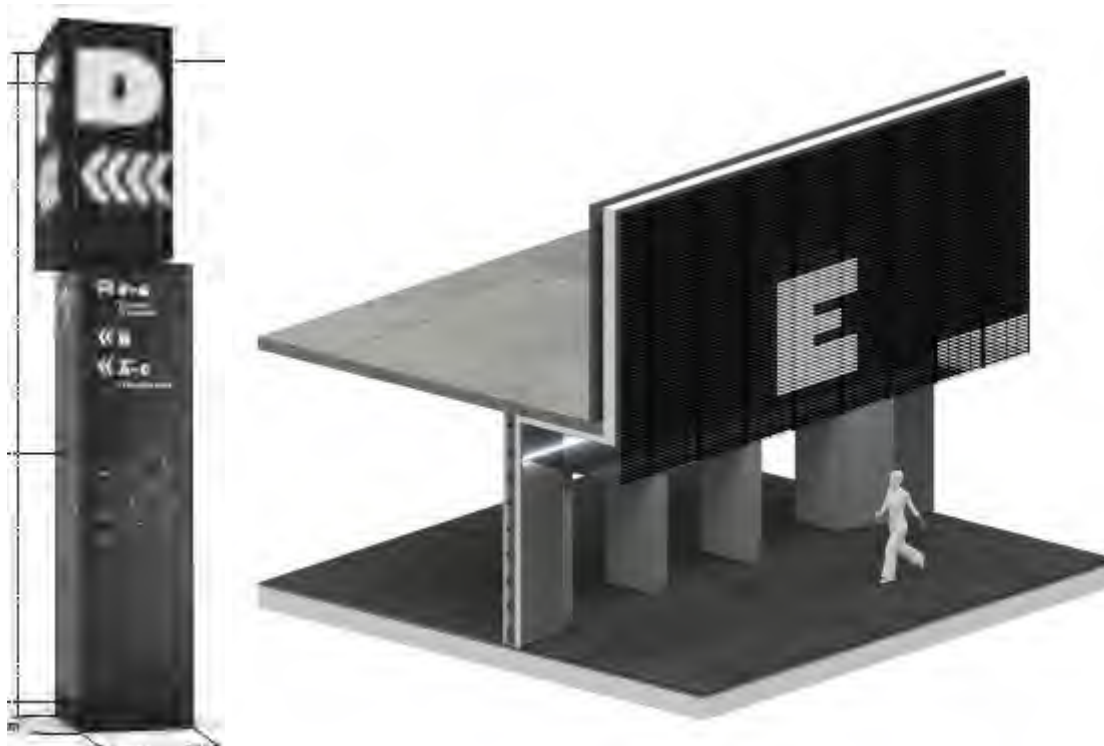
#### **Signage and wayfinding**

The arena building would be supported by a variety of wayfinding and building signage to help support crowd and pedestrian movements within the public realm.

All building entrances would be highlighted using high level signage which can be seen from a distance to help with navigation. These entrance signs would utilise the same technology as the upper levels of the building which provide continuity and allows the signs to be switched off when not in use. The entrances would also be supported with internally illuminated static door signage which would provide additional information on arrival. 6 totem signs that complement the architecture of the arena would be located within the public realm to guide visitors around the development.

Five of the totem signs would be digital with a screen located within the upper section and would measure approximately 4.5 metres in height. These screens would provide information about accessing the arena, and the Etihad Campus, as well as displaying information in an emergency. The illumination of the totems would be no greater than 600 cd/sqm. The totem would be four sided with a steel frame and powder coated black. These would be position on the junction of Joe Mercer Way and Sportcity Way with the remainder located within the podium area to the south the arena.





***Example of a digital totem sign and building entrance signage***

There would also be one static totem (approximately 3 metres in height) and this would be located on Sportcity Way. This would be similar in appearance to the digital totems and would provide wayfinding information.

There would also be some feature 3D lettering introduced to the podium area adjacent to the canal. This features also forms part of the wind mitigation measures. The lettering would be constructed of mirrored glass and polished steel and at night they would be lit with LED lighting.

It is also intended that the roof would feature some branding in the form of naming of a selected branding partner. It is anticipated that this would be flush to the roof and would not be visible from the ground level.

The operations of the arena would also take advantage of technology through smart wayfinding through the use of bespoke mobile applications. This would provide information on accessible wayfinding support, live queue information, together with live egress and transport information.

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

**(a) Sunlight, daylight, overshadowing and overlooking**

A daylight and sunlight report considers the impact of the arena on the daylight and sunlight availability to the Stuart Street apartment building, which is located on the opposite side of Alan Turing Way, and the impact on light on Philips Park and the outdoor playing surfaces of the Manchester Regional Tennis Centre.

The assessment shows that there would be no adverse effect on either light from the sky or direct sunlight at the Stuart Street apartments. There would be no shading on the south west corners Philips Park or the outdoor playing surfaces at the tennis centre and would therefore meet the recommended 2 hours of sunlight on at least 50% of their area.

There would be no overlooking from the arena to nearby residential accommodation.

(b) TV reception

A TV reception survey has concluded that there is likely to be minimal impact on digital television services or digital satellite television services but should any arise it could be mitigated through antenna upgrade or realignment of the transmitter. A condition would require of a post completion survey to be undertaken to verify that this is the case and that no additional mitigation is required.

(c) Air quality

The site is located adjacent to an Air Quality Management Area (AQMA), due to the proximity to Alan Turing Way, where air quality conditions are known to be poor as a result of vehicular emissions. An air quality report, which forms part of the Environmental Statement, considers the impact of the construction and operational phases of the development on local air quality conditions.

During the construction phases there could be impact from dust, earth works/construction and vehicle emissions which would be minimised through good practice which should remain in place for the duration of the works and should be a condition of the planning approval through a robust construction management plan.

The proposal would result in the loss of a 500 space car park from the Etihad Campus and the arena would have no dedicated on site car parking. The arena would be supported by a travel planning strategy and operational management plan which would discourage car journeys and promote walking, cycling, tram or rail. A package of measures has been agreed to enhance the attractiveness of these alternative travel modes which build upon the measures already in place to support alternative travel for football spectators. 240 covered cycle spaces would be created across the Etihad Campus.

Environmental Health concur with the conclusions and recommendations within the air quality report that the proposal would have a negligible impact on local air quality conditions as a result of the loss of the existing car park together with the mitigation measures would be secured by planning condition. The proposal would comply with policy EN1 6 of the Core Strategy, paragraph 8 of the PPG and paragraph 124 of the NPPF in that there will be no detrimental impact on existing air quality conditions as a result of the development.

#### (d) Wind environment

A wind assessment has assessed the potential effects of the arena on the wind environment and mitigation measures which would be required to minimise the impact on the wind microclimate.

The assessment shows that generally the development would result in the areas around the arena being suitable for sitting and standing with all the entrances being located in suitable positions. The surrounding roads would remain safe for their intended use as would the walk ways around Philips Park and Cemetery and the car parks to the north of the site.

During the winter months, some of these areas are more exposed to adverse weather conditions, particularly the podium areas, the areas at the southeast and southwestern corners of the podium (particularly near to the canal towpath) and on the opposite side of Alan Turing Way near to the Stuart Street apartments.

In order to improve the conditions within these areas landscaping is proposed within the southern edge and eastern side of the podium. The assessment demonstrates that with mitigation in place, the wind conditions at the site, and within the immediate area, improve considerably with the podium now suitable for use all year round.

The report concludes that there are no detrimental or harmful impacts and the wind conditions at all thoroughfares, entrances and amenity locations are all considered to be within acceptable limits for their required use.

#### (e) Lighting

A lighting assessment forms part of the Environmental Statement. This identifies a number of sensitive receptors which are within 500 metres of the site and could be affected by the lighting scheme for the development. These are, Philips Park Cemetery, Philips Park, the residential properties along Alan Turing Way, the Ashton Canal, Alan Turing Way and the immediate environs around the site.

The urban nature of the application site means the area is already well lit from existing street lighting and high intensity building lighting from existing buildings within the Etihad Campus.

There would be some low illuminance lighting to support the construction activities at the site with the effect being temporary for the duration of the construction activities.

The proposal would introduce lighting to the public realm together with façade lighting in the form of three media LED screens (south west and south east corners on the southern elevation and south west corner on the western elevation) with an illuminance level of 4000 cd/sqm and architectural lighting to the building facades.

The signs would be located to the top box façade only taking advantage too the key pedestrian walkways to the site. These signs would have multiple purposes displaying naming rights, commercial advertising and information of performances

and events. This signage is also the subject of a separate advertisement application (ref.126432/AO/2020).

The screens would be contain static and moving images and would be visible from Alan Turing Way and the surrounding area.

Phillips Park Cemetery and Park are both areas of low illuminance and high sensitivity. The lighting assessment demonstrates that there would a negligible impact on the park as a result of the lighting proposals for the arena.

The impact on Alan Turing Way would be negligible given it is a well-lit environment in order to be safe for traffic use.

The low rise residential properties off Stuart Street would have direct views of the site and may notice the lighting system functioning, but should not be unduly effected by light spill and glare. The Stuart Street residential apartment building, due to its more prominent position along Alan Turing Way, would be more sensitive to the new lighting installations. The wildlife corridor along the Ashton Canal would also be sensitive to any new lighting installations.

The lighting system may also be noticeable to the nearby tram network and in the interest of the safe working of the tram, it would be paramount that the functioning of the lighting system would not cause a distraction to the tram driver.

The lighting scheme is an integral part of the building design. When the lighting scheme is in operation, it's functioning, changing of images and level of illumination would be noticeable to those who live, work and pass through this area. The extent of this would vary depending on the time of day, weather conditions and time of year.

In order to minimise the effects of the lighting scheme, this would be the subject of a control system which would allow the lighting to be dimmed depending on the level of daylight together with the frequency of the movement of the images. This would minimise the overall effects of the illumination and control the amount of light spill and glare in the local environment in order to ensure that there would be no unduly harmful impacts in this regard. The lighting control system should be agreed by planning condition.

### **Fume extraction**

Fume extraction would be required for the commercial operations within the arena. It is considered that a suitable scheme can be put in place and integrated into the scheme. In this regard, it is recommended that a condition of the planning approval is that the fume extraction details are agreed.

### **Noise and disturbance**

A noise assessment formed part of the Environmental Statement. This identifies that the main sources of noise would be from construction activities and associated traffic during the construction phase of the development together with operational impacts from entertainment noise out break from the arena and external crowd noise

together with noise from plant. The noise assessment has considered the impact from these noise sources on the nearest residential properties which are located on Stuart Street, Gibbon Street, Broxton Street and Briscoe Lane

Noise levels from the construction phase would be acceptable provided that the strict operating and delivery hours are adhered to along with the provision of an acoustic site hoarding, equipment silencers and regular communication with nearby residents. This should be secured by a planning condition.

When the arena is operational, the impact of the entertainment noise from within the arena auditorium has been considered. The arena design means that the auditorium would enclose the main stage and performance areas. This structure would significantly reduce noise transmission into the internal concourse areas, which surround the auditorium, which in turn would prevent any noise outbreak and unduly harmful impacts on the residential streets identified.

Noise from within the concourse areas themselves has also been assessed and this also concluded that the acoustic performance of these areas prevents any harmful noise outbreak from the concourse to the nearby residential properties.

The impact of crowd noise, from the external walkways and podiums on the south and eastern boundaries of the arena, has also been considered. Modelling of raised voices from a 23,500 capacity event demonstrated that there would be a negligible impact on the nearby residential streets which are separate by Alan Turing Way and other road infrastructure.

The plant specification for the arena has not yet been selected, however, it is considered that suitable mitigation can be put in place to ensure that there is no unduly harmful impacts in this regard. The mitigation should be secured by planning condition.

Provided that construction activities are carefully controlled and the plant equipment and arena is appropriately insulated to prevent noise outbreak, the proposal would be in accordance with policy DM1 of the Core Strategy, extant policy DC26 of the UDP and the NPPF.

### **Waste strategy and management**

The waste generated by the development would be separated at source into waste streams. A large proportion of the arena's waste would be generated in the concourses. Litter bins would be regularly emptied in order to prevent them from overflowing with the waste being transferred to larger bin store areas.

Waste generated within the food and beverage concessions would be sorted within the units themselves. The hospitality areas waste would be stored within the kitchen areas on each level. Waste would be moved around the building using the service lifts.

For a maximum capacity event, approximately 7,300kg of waste would be generated (4502kg residual, 1307kg recyclable, 726kg organics and 726kg glass).

A fully enclosed service yard is proposed to the east of the arena and would be accessed from Sportcity Way and would include the waste storage area.

Waste removal would integrate as much as possible with the strategy already in place at the Etihad Campus thereby utilising existing infrastructure. However, there would be provision for 17 x 660 litre Eurobins for recyclable waste, 15 x 240 litre Eurobins for organics and 15 x 240 litre Eurobins for glass within the arena compound area.

A proportion of waste would be moved directly to the Etihad Campus waste compound for collection via the bin compound on level 1 podium. The remainder of the waste would be compacted on site within two skip compactors each with a capacity of 11m<sup>3</sup> and collected from the service yard by private contractor vehicles accessing and exiting the service yard via Sportcity Way to the north. Access to the service yard would be controlled and secure, with vehicles stopped at a point external to the building to allow them to be identified and checked before entering.

Mixed recyclables, glass and organics would be removed from the bin compound using 3.5t box vans.

There would also be a requirement for waste collections/street cleaning on the surrounding streets after events. A similar arrangement currently exists for stadium events.

The waste strategy would meet Council standards and will form part of the conditions of the planning approval together with the securing the street cleaning after events as part of the legal agreement.

### **Water quality, drainage and flood risk**

The site is located in flood zone 1 'low probability of flooding' and within a critical drainage area where there are complex surface water flooding problems from ordinary watercourses, culverts and from the sewer network. An increase in surface water run-off and/or volume from new developments may exacerbate local flooding problems.

A flood risk assessment and drainage strategy have been prepared as part of the Environmental Statement and considered by the Environment Agency and the Flood Risk Management Team. This demonstrates that the proposal would not create any unacceptable flood risk or create flooding elsewhere subject to the implementation of a surface water drainage strategy (which reduces flow rates) and waterproofing of the basement attenuation tank and plant roof to prevent ingress.

It would also be necessary to ensure that during the construction phase of the development there are no spillages or leaks into the Ashton Canal or ground water from piling activities. In addition, there shall be no infiltration or run off into this area during the operational phases. This is to ensure that the water quality is not affected during these phases.

In order to satisfy the provisions of policy EN14 of the Core Strategy, it is recommended that the approval, verification and monitoring of the drainage forms part of the conditions of the planning approval together with measures agreed in respect of piling and construction management to prevent harm to ground and canal water quality.

### **Designing out crime**

A Crime Impact Statement (CIS), prepared by Design for Security at Greater Manchester Police, recognises that the development would bring vitality to this area whilst also recognising that there needs to be a robust building facade and security strategy to minimise risks and threats to the building and its users. Counter Terrorist Advisors have also been involved in developing the security strategy for the building.

The site would be covered by an extensive CCTV and lighting system for the building and external areas which would remain operational on non-event days. The Etihad Campus also benefits from existing on site security arrangements which the arena would benefit from including on site security presence.

The public realm and the number of entrances and exits to the arena have been carefully designed in order to manage crowd flows and pedestrian movement together with mass entrance and exit to the building. Search and screening would be in operation at the arena together with the use of walk through metal detectors. The arena would operate a no bag policy with the exception of a small bag which would be the subject of a search. Crowd management and safety would be a key part of any future event management at the site.

Physical measures in the form of a separate and secure servicing yard in the north eastern part of the site together with careful consideration of the quality of the building facades/windows, landscaping and position of cycle provision would be designed to respond to safety and security considerations.

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

### **Ground conditions**

There is known contamination at the application site, from previous industrial uses, together with recorded and unrecorded shallow coal workings from previous mining activity.

A ground conditions report and a coal mining risk assessment have been submitted. It is also noted that a separate planning permission has been sought for the site investigations and remediation works including trial piling, grouting of coal seams and mineshaft capping and other associated works under 127534/FO/2020 which is still under consideration.

The works to the coal seams and mineshaft should be carried out and verified in accordance with planning permission 127534, where possible, before any works are carried out for the proposed area.

Further details are required in respect of gas monitoring together with a remediation strategy in order to ensure that the site is appropriately remediated of the contamination. A verification report should be provided once the remediation works have been completed.

The approach for the contamination and coal mining should form a condition of the planning approval in order to comply with policy EN18 of the Core Strategy.

### **Construction Management**

Measures would be put in place to help minimise the impact of the development on local residents such as dust suppression, machinery silencers and use of screenings to cover materials. Plant would also be turned off when not needed and no waste or material would be burned on site.

There is unlikely to be any cumulative impact from the construction elements of the development. There is a limited amount of construction activity within this part of the city and due to the close proximity to major roads, this would ensure such vehicular movements are able to quickly access the strategic road network.

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

### **Public opinion**

A variety of public opinion has been received in respect of this application. This opinion has expressed both support for the proposal, in terms of the social, economic and environmental benefits of the scheme, as well as objections in respect of the localised impacts on communities which live in close proximity to the site together with wider impacts on the Manchester Arena and the vitality of the city centre. Such opinion is only material where it raises land use and planning concerns which are detailed at the start of this report.

This report provides a detailed analysis of those comments and concerns. Whilst it acknowledged that there may be some localised impacts from comings and goings in the area when the arena is in operation, these would largely be confined to the campus itself and key routes to the site. An extended RPZ would protect surrounding roads together with other mitigation measures to encourage non car travel to the site.

The impacts on the Manchester Arena and the city centre are well documented in this report. The Manchester Arena is an important asset within the city's tourism



sector. There is a compelling and robust case for a second arena in Manchester, a model successfully adopted by other major cities both in the UK and globally. The regeneration benefits to East Manchester as a result are significant, particularly for local employment. Increased footfall and spend would occur in the city centre, particularly within the hospitality sector.

### **Aerodrome safeguarding**

Given the scale of the development, the proposal has been considered with regards to any potential impacts on aerodrome safeguarding. There are no safeguarding objections to the proposal subject to informative with regards to use of cranes.

### **Legal Agreement**

The proposal shall be subject to a legal agreement under section 106 of the Planning Act to secure the funding and delivery for a review and extension to the existing residents parking zone, an operational event management strategy, walking route improvement works, local labour commitments and waste management arrangements in mitigation of the various impacts outlined with the chapters of this report.

### **Conclusion**

The proposal conforms to the development plan taken as a whole as directed by section 38 (6) of the Planning and Compulsory Purchase Act 2004 and there are no material considerations which would indicate otherwise.

The proposal aspires to bring the best arena in Europe to Manchester, attracting the world's top events within a building which sets new standards in terms of design and environmental sustainability. This represents a £350 million of investment into the city and East Manchester.

Significant market analysis underpins the case for a second arena in Manchester – a model which has been adopted, and thrived, in other UK and global cities. A second arena would capture a growing market in live entertainment within concerts/music, family entertainment and sport (including Esports) driving this demand.

A growing population and highly successful tourism and economy make Manchester, and the Etihad Campus, an ideal location for the arena. The campus has an international profile for sporting events, which the arena would capitalise on, which would further drive forward the regeneration of East Manchester bringing jobs and economic growth to the area. This is wholly consistent with strategic planning policies for the site and the long term regeneration objectives for the area as outlined within the Manchester Core Strategy (policies EC1, EC3 and EC7) and significant weight should be given to this (paragraph 80 of the NPPF).

The investment to Manchester as a result of the arena development would be central to the 'levelling up' agenda and prevent more market share being lost to London and other cities.

Sequential testing has demonstrated that no other site is available or suitable and the out of centre location of the Etihad Campus provides a highly sustainable and well connected site with an international profile for sporting excellence with a long held planning policy priority to deliver a major leisure facility at the campus. There is a compelling case for the second arena which is robust and would not significantly impact on the Manchester Arena or the city centre (paragraphs 86, 87 and 89 of the NPPF) and a refusal based upon paragraph 90 of the NPPF is not warranted. Whilst there could be localised impacts upon parts of the City, and some diversion of trade from the existing arena, the City Centre overall would benefit from the proposals and the test under paragraph 89 is the effect upon centres as a whole. No other centre would be significantly adversely affected.

A comprehensive travel plan and extension to the RPZ would support non car journeys to the site and fully exploit the significant level of infrastructure at the site which would encourage walking, cycle, tram, rail and bus journeys to the arena (paragraphs 103, 105 and 111 of the NPPF).

An outstanding and innovatively designed building would be developed at the site which sets new standards for sustainability for UK arenas (paragraph 131 of the NPPF).

Careful consideration has been given to the impact of the development on the local area and it has been demonstrated that there would be no unacceptable impacts as a result of the development on noise, air quality, water management or wind conditions. Waste can be managed and integrated into the Etihad Campus system.

There would be some localised impacts on the historic environment with the level of harm being considered low, less than substantial and significantly outweighed by the public benefits which would be delivered as a consequence of the development socially, economically and environmentally: S66 of the Listed Buildings Act (paragraphs 193 and 196 of the NPPF).

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

Protocol 1 Article 1, and Article 8 where appropriate, confer(s) a right of respect for a person's home, other land and business assets. In taking account of all material considerations, including Council policy as set out in the Core Strategy and saved policies of the Unitary Development Plan, the Director 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 of the application is proportionate to the wider benefits of and that such a decision falls within the margin of discretion afforded to the Council under the Town and Country Planning Acts.

**Recommendation**      **Minded to Approve subject to the signing of a section 106 agreement with regards to the review and expansion of the existing Residents Parking Zone (RPZ), an operational event management strategy, walking route improvement works, local labour commitments and waste management arrangements**

### **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 matters such as the market case for two arenas in the City of Manchester, sustainability of the arena, noise and impact on the local highway network (including travel planning). 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:

#### Drawings

BRA-POP-XX-XX-DR-A-0600 Rev 00, BRA-POP-XX-01-DR-A-0632 Rev 00, BRA-POP-XX-01-DR-A-0633 Rev 00, BRA-POP-XX-XX-DR-A-0605 Rev 00, BRA-POP-XX-XX-DR-A-0606 Rev 00, BRA-POP-XX-XX-DR-YW-0660 Rev 00, BRA-POP-XX-DR-A-0623 Rev 00, BRA-POP-XX-ZZ-A-0624 Rev 00, BRA-POP-XX-ZZ-DR-A-0625 Rev 00, BRA-POP-XX-ZZ-DR-A-0626 Rev 00, BRA-POP-XX-ZZ-DR-A-0627 Rev 00, BRA-POP-XX-ZZ-DR-A-0628 Rev 00, BRA-POP-XX-ZZ-DR-A-0630 Rev 00, BRA-POP-XX-ZZ-DR-A-0631 Rev 00, BRA-POP-ZZ-01-DR-A-0613 Rev 00, BRA-POP-ZZ-DR-L-0652 Rev 00, BRA-POP-ZZ-01-DR-L-0654 Rev 00, BRA-POP-ZZ-01-DR-L-0656 Rev 00, BRA-POP-ZZ-02-DR-A-0614 Rev 00, BRA-POP-03-DR-A-0615 Rev 00, BRA-POP-ZZ-04-DR-A-0617 Rev 00, BRA-POP-ZZ-05-DR-A-0619 Rev 00, BRA-POP-ZZ-GF-DR-A-0611 Rev 00, BRA-POP-ZZ-GF-DR-L-0651 Rev 00, BRA-POP-ZZ-GF-DR-L-0653 Rev 00, BRA-POP-ZZ-M0-DR-A-0612 Rev 00, BRA-POP-ZZ-RF-DR-A-0620 Rev 00, BRA-POP-ZZ-ZZ-DR-A-0629 Rev 00 and BRA-POP-ZZ-ZZ-DR-L-0650 Rev 00

All stamped as received by the City Council, as Local Planning Authority, on the 6 March 2020

### Supporting information

Response to representations Volumes 1 and 2 prepared by Deloitte stamped as received by the City Council, as Local Planning Authority, on the 30 July 2020

Environmental Statement – Chapter 10 (Supplementary Noise Note) and Chapter 12 (Supplementary Transport Note) stamped as received by the City Council, as Local Planning Authority, on the 17 June 2020

Environmental Statement (main report) – Construction management and phasing, Air Quality and Dust, Ground Conditions, Townscape and Visual Impact, Noise and Vibration, Socio-Economic, Traffic and Transport, Water Quality, Drainage and Flood Risk, Wind Microclimate and Climate Change) stamped as received by the City Council, as Local Planning Authority, on the 29 April 2020.

Stage 1 Road Safety Audit – design team response prepared by Curtins stamped as received by the City Council, as Local Planning Authority, on the 30 March 2020

Design and Access Statement Ref. BRA-POP-ZZ-ZZ-RP-A-7061 Rev 000 prepared by Populous, Heritage statement prepared by Deloitte, Daylight and Sunlight report prepared by BuroHappold (ref. 0042841), Ventilation Strategy prepared by ME Engineers, Tv Reception Survey prepared by SCS (Ref: 157929), Sustainability Statement (Rev o07) plus appendices prepared by BuroHappold, Statement of Community Involvement, Sequential Test prepared by Deloitte, Planning Statement prepared by Deloitte, Operating Schedule and EMP prepared by Laudation, Crime Impact Statement Rev D (ref. 2019/0841/CIS/01) and Broadband Connectivity Report prepared by ME Engineers stamped as received by the City Council, as Local Planning Authority, on the 6 March 2020

Appendices to Environmental Statement (including construction management plan (5.1), construction assessment methodology (6.1), traffic data (6.2) receptor locations (6.3), construction traffic modelling results (6.4), model verification (6.5), operational modelling results (6.6), geo-environmental and geo technical desk study (7.1), coal mining assessment (7.2), ground engineering interpretive report (7.3), market case volume 1 and 2 (8.1), economic impact of two arena in Manchester (8.2), exterior lighting assessment (9.1), highway safety report (9.2), noise and vibration (noise survey results) (10.1), noise and vibration (construction traffic noise) (10.3), townscape baseline effects (11.1), townscape baseline figures (11.3), TVIA viewpoints (11.4), transport assessment and transport assessment addendum (12.1), framework travel plan (12.2), flood risk assessment (13.1), drainage strategy (13.2) and GHG emissions assessment (date inputs and assumptions) (15.1) stamped as received by the City Council, as Local Planning Authority, on the 30 March 2020

Reason - To ensure that the development is carried out in accordance with the approved plans pursuant to policies SP1 and DM1 of the Manchester Core Strategy (2012).

3) Prior to the commencement, a detailed construction management plan outlining working practices and highway management 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;
- Consultation with local residents/businesses;
- Measures to prevent leakages into the Ashton Canal, groundwater and culvert;
- Noise and vibration monitoring;
- Hoarding location and design;
- 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 to prevent any impact on tram infrastructure;
- Loading and unloading of plant and materials;
- Construction and demolition methods, including use of cranes, (which must not oversail the tramway)

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

Reason - To safeguard the amenities of nearby residents, highway safety, tram safety, air quality and water quality pursuant to policies SP1, EN17, EN16, EN19 and DM1 of the Manchester Core Strategy (2012).

4) Prior to the commencement of development, details of the method for piling, or any other foundation design using penetrative methods, shall be submitted for approval in writing by the City Council, as Local Planning Authority. The approved details shall then be implemented during the construction of the development.

Reason - Piling or any other foundation using penetrative methods can result in risks to potable supplies (pollution/turbidity, risk of mobilising contamination) drilling through different aquifers and creating preferential pathways. It is therefore necessary to demonstrate that piling will not result in contamination of groundwater pursuant to policies EN17 and EN18 of the Manchester Core Strategy (2012).

5) The development shall be carried out in accordance with the flood risk assessment prepared by BuroHappold (ref. BRA-BHE-XX-XX-RP-CW-0131) stamped as received by the City Council, as Local Planning Authority, on the 30 March 2020.

Reason – In the interest of managing the flood risk at the development pursuant to policy EN14 of the Manchester Core Strategy (2012).

6) Notwithstanding the drainage strategy prepared by BuroHappold (ref. BRA-BHE-XX-XX-RP-CI-0132 Dr) stamped as received by the City Council, as Local Planning Authority, on the 30 March 2020, (a) the development shall not commence until a

scheme for the drainage of surface water for the development has been submitted for approval in writing by the City Council as the Local Planning Authority. This shall include:

- 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 a Critical Drainage Area;
- No infiltration of surface water into the ground is permitted unless it can be demonstrated that there is no risk to ground water;
- 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. Hydraulic calculation of the proposed drainage system;
- Assessment of overland flow routes for extreme events that is diverted away from buildings (including basements) wherever possible. 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, and details of any mitigation measures provided where overland flow routes are unable to flow away from the building;
- Hydraulic calculation of the proposed drainage system;
- Construction details of flow control and SuDS elements.

(b) The development shall then be constructed in accordance with the approved details, within an agreed timescale.

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

7) a) Notwithstanding the Geo Environmental and Geo Technical Desk Study stamped as received by the City Council, as Local Planning Authority, on the 30 March 2020, prior to the commencement of development hereby approved, the following details shall be submitted for approval in writing by the City Council, as Local Planning Authority:

- Provision of the calibration certificate(s) for the gas monitoring equipment to cover the entire monitoring period;
- Submission of a remediation strategy.

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

b) A Completion/Verification Report shall be submitted to and approved in writing by the City Council as local planning authority, prior to the first use of the development.

In the event that ground contamination, groundwater contamination and/or ground gas, not previously identified, are found to be present on the site at any time before the development is occupied, then associated works 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 Manchester Core Strategy (2012).

8) Prior to the commencement of development, samples and specifications of all material to be used on all external elevations of the development shall be submitted for approval in writing by the City Council, as Local Planning Authority. The specification shall include the agreement of a materials panel which shall include samples and specifications of all materials to be used on all external elevations of the development along with reveals, jointing and fixing details, details of the drips to be used to prevent staining, soffits, ventilation/louvre details, air bricks and a strategy for quality control management.

The approved materials used shall then be implemented as part of the development.

Reason - To ensure that the appearance of the development is acceptable to the City Council as local planning authority in the interests of the visual amenity of the area within which the site is located, as specified in policies SP1 and DM1 of the Core Manchester Core Strategy (2012).

9) (a) Notwithstanding the Coal Mining Risk Assessment (31 January 2020) prepared by Buro Happold Engineering and Method Statement for Proposed Grouting Works (03 July 2020) stamped as received by the City Council, as Local Planning Authority, on the 22 July 2020, prior to the commencement of the development, further intrusive site investigations relating to previous coal mining activity shall be submitted for approval in writing by the City Council, as Local Planning Authority. This shall include a detailed remediation strategy should intrusive investigations identify that coal mining legacy on the site poses a risk to surface stability. These findings shall be supported by a plan which shows the location of all mine entries established as being present on the site and shall define the calculated zones of influence for these features.

The approved strategy shall be implemented in accordance with the approved details.

(b) prior to the first use of the development, a verification report shall be submitted for approval in writing by the City Council, as Local Planning Authority, in order to confirm completion of the remediation scheme in accordance with previously approved details.

Reason - To ensure that the coal mining legacy at the site is appropriately considered and remediation and mitigation is secured pursuant to policies EN18 and DM1 of the Manchester Core Strategy (2012).

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

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

11) 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 Manchester Core Strategy (2012).

12) Notwithstanding the provisions of The Town and Country Planning (Use Classes) Order 1987 (or any order revoking and re-enacting that Order with or without modification) the premises shall only be used as a multi-use arena (Use Class D2) (61082 sqm) with ancillary use of its facilities (Use Classes A1, A3 and A4) as specified in a strategy to be submitted and approved in accordance with Condition 15, and for no other purposes.

Reason - To ensure that the arena is used solely for the intended purpose to safeguard the character of the area pursuant to policies SP1, EC7 and DM1 of the Manchester Core Strategy (2012).

13) The arena capacity hereby approved shall not be used by more than 23,500 spectators at any time and there shall be no more than 15 arena events per year which take place day at the same time as events at the Etihad Stadium (of which no more than 5 would coincide with the evening peak).

Reason - For the avoidance of doubt and to ensure no unacceptable impacts with regards to noise and operational impacts on the residential amenity pursuant to policies SP1, T2 and DM1 of the Manchester Core Strategy (2012) and saved policy DC26 of the Unitary Development Plan for the City of Manchester (1995).

14) The arena shall be open for event and hospitality use in accordance with the days and hours as specified in the approved Operating Schedule and Event Management Plan v 1.3 prepared by Laudation stamped as received by the City Council, as Local Planning Authority, on the 6 March 2020, which shall include normal operation for events and hospitality between the hours of 0900 and 0000 Monday to Sunday.

In the event that there is a requirement to operate the arena or hospitality facilities beyond these hours, the hours of operation shall be agreed in advance in writing with the City Council as Local Planning Authority. Extended hours for a full arena event will only be acceptable on a maximum of 25 occasions per annum.



Reason - In the interest of residential amenity pursuant to policies SP1 and DM1 of the Manchester Core Strategy (2012) and saved policy DC26 of the Unitary Development Plan for the City of Manchester (1995).

15) Prior to the first use of the arena hereby approved, a strategy for use of the ancillary retail and commercial spaces on non-arena event days shall be submitted for approval in writing by the City Council, as Local Planning Authority. For the avoidance of doubt, this shall include details of which facilities would be available and operating hours. The use of the ancillary retail and commercial spaces on non-arena event days shall be carried out in accordance with this strategy for as long as the arena is in use.

Reason – To facilitate the use of the ancillary spaces on non-arena event days in the interest of natural surveillance and activity at the arena and Etihad Campus as part of supporting the vitality of the campus pursuant to policies SP1, EC7 and DM1 of the Manchester Core Strategy (2012).

16) Prior to the first use of the development, details of the implementation, maintenance and management of the sustainable drainage scheme shall be submitted for approval in writing by the City Council, as Local Planning Authority.

For the avoidance of doubt this shall include:

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

The management and maintenance plan shall be implemented upon first use of the development and thereafter retained and maintained.

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 pursuant to policies SP1, EN14 and DM1 of the Manchester Core Strategy (2012).

17) (a) Notwithstanding drawings BRA-POP-ZZ-ZZ-DR-L-0650 Rev 00, BRA-POP-ZZ-GF-DR-L-0651 Rev 00, BRA-POP-ZZ-GF-DR-L-0653 Rev 00 and BRA-POP-ZZ-01-DR-L-0656 Rev 00 stamped as received by the City Council, as Local Planning Authority, on the 30 March 2020, prior to the first use of the development hereby approved, details of hard and soft landscaping treatments (including tree planting, street tree planting, boundary treatments and appropriate samples of materials of hard landscaping) shall be submitted to and approved in writing by the City Council as local planning authority.

(b) The approved scheme shall be implemented prior to the first use of the development. 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 and to secure appropriate wind mitigation pursuant to policies SP1, EN9 and DM1 of the Manchester Core Strategy (2012).

18) Prior to the first use of the development hereby approved, a detailed landscaped management plan shall be submitted for approval in writing by the City Council, as Local Planning Authority. For the avoidance of doubt this shall include details of how the hard and soft landscaping areas will be maintained including maintenance schedules and repairs. The management plan shall then be implemented as part of the development and remain in place for as long as the development remains in use.

Reason - To ensure that the satisfactory landscaping scheme for the development is maintained in the interest of the character and visual amenities of the area, in accordance with policies SP1, EN9 and DM1 of the Manchester Core Strategy (2012).

19) Prior to the first use of the development hereby approved, full details of the specification and locations of bat and bird boxes, shall be submitted for approval in writing by the City Council, as Local Planning Authority. The bat and bird boxes shall be installed prior to the first use of the development and therefore be retained and remain in situ.

Reason - To ensure the creation of new habitats and biodiversity in order to comply with policy EN15 of the Manchester Core Strategy (2012).

20) The development hereby approved shall be carried out in accordance with the Sustainability statement and appendices stamped as received by the City Council, as Local Planning Authority, on the 30 March 2020. For the avoidance of doubt the arena shall achieve a minimum of 34% improvement over Part L 2013

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 Manchester Core Strategy (2012) and the National Planning Policy Framework.

21) The development hereby approved shall achieve a post-construction Building Research Establishment Environmental Assessment Method (BREEAM) rating of at least an 'Very Good' rating. 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 Manchester Core Strategy (2012) and the National Planning Policy Framework.

22) (a) Prior to the first use of the development hereby approved, details of any externally mounted ancillary plant, equipment and servicing shall be submitted for approval. For the avoidance of doubt, externally mounted 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 5 db (L<sub>aeq</sub>) below the typical background (L<sub>a90</sub>) level at the nearest noise sensitive location.

(b) The approved scheme shall be implemented and prior to the first use of the development, a verification report will be required to validate that the work undertaken conforms to the recommendations and requirements approved under part (a) of this planning condition. The verification report shall include post completion testing to confirm the noise criteria has been met. In instances of non conformity, these shall be detailed along with mitigation measures required to ensure compliance with the noise criteria. Any mitigation measures shall be implemented in accordance with a timescale to be agreed with the City Council, as Local Planning Authority, and thereafter retained and maintained in situ.

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

23) (a) The acoustic insulation of the arena building hereby approved shall be implemented in accordance with the following documents:

- Appendix 10 of the Environmental Statement (Noise survey results) stamped as received by the City Council, as Local Planning Authority, on the 30 March 2020;
- Acoustic response prepared by BuroHappold stamped as received by the City Council, as Local Planning Authority, on the 17 June 2020; and
- Technical Note 'Noise and Vibrations' stamped as received by the City Council, as Local Planning Authority, on the 3 July 2020

(b) Prior to the first use of the development, a verification report will be required to validate that the work undertaken conforms to the recommendations and requirements approved within part (a) of this planning condition. The verification report shall include post completion testing to confirm the noise criteria has been met. In instances of non conformity, these shall be detailed along with mitigation measures required to ensure compliance with the noise criteria. Any mitigation measures shall be implemented in accordance with a timescale to be agreed with the City Council, as Local Planning Authority, and thereafter retained and maintained in situ.

Reason - To ensure no unacceptable noise outbreak from the development in the interest of residential amenity pursuant to policies SP1 and DM1 of the Manchester Core Strategy (2012) and saved policy DC26 of the Unitary Development Plan for the City of Manchester (1995).

24) The development hereby approved shall be carried out in accordance with Operational Waste Management Strategy (within the Sustainability Statement) and drawing BRA-POP-ZZ-GF-DR-A-0611 Rev 00 stamped as received by the City

Council, as Local Planning Authority, on the 30 March 2020. The details shall be implemented prior to the first event at the development and thereafter retained and maintained in situ.

Reason - To ensure adequate refuse arrangement are put in place for the development pursuant to policies EN19 and DM1 of the Manchester Core Strategy (2012).

25) Prior to the first use of the development, details of a scheme to extract fumes, vapours and odours from the premises shall be submitted for approval in writing by the City Council, as Local Planning Authority. The approved scheme shall then be implemented prior to the first use of the development and thereafter retained and maintained in situ.

Reason – To ensure appropriate fume extraction is provided for the development pursuant to policies SP1 and DM1 of the Manchester Core Strategy (2012).

26) The development hereby approved shall include a building and site lighting scheme including details of illumination of external areas, potential impact on the tram line during the period between dusk and dawn and details of lighting being turned off when not in use. Full details of such a scheme shall be submitted for approval in writing by the City Council, as Local Planning Authority before the first use of the development hereby approved.

The approved scheme shall be implemented in full prior to the first use of development and shall remain in operation for so long as the development is occupied.

Reason - In the interests of amenity, crime reduction, personal safety and the safety of the tram lines in order to comply with the requirements of policies SP1 and DM1 of the Manchester Core Strategy (2012).

27) 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 Manchester Core Strategy (2012).

28) The development shall be carried out in accordance with the Crime Impact Statement (Rev D ref. 2019/0841/CIS/01) (within the Sustainability Statement) prepared by Design for Security at Greater Manchester Police stamped as received by the City Council, as Local Planning Authority, on the 30 March 2020. 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 Manchester Strategy (2012) and to reflect the guidance contained in the National Planning Policy Framework.

29) The arena hereby approved shall be carried out in accordance with the Framework Travel Plan (Appendix 12.2 of the Environmental Statement) stamped as received by the City Council, as Local Planning Authority, on the 30 March 2020.

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

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

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

30) Prior to the first use of the arena hereby approved, details of the location and specification of 240 covered cycle spaces within the Etihad Campus shall be submitted for approval in writing by the City Council, as Local Planning Authority. The approved details shall be implemented prior to the first use of the arena and thereafter 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 occupants in order to support modal shift measures pursuant to policies SP1, T1, T2 and DM1 of the Manchester Core Strategy (2012).

31) Prior to the first use of the arena hereby approved, details of a coach parking strategy shall be submitted for approval in writing by the City Council, as Local Planning Authority. The approved details shall be implemented prior to the first use of the arena and thereafter retained and maintained in situ for as long as the development remains in use.

Reason – To ensure there adequate provision for coach parking at the development pursuant to policies SP1, T1, T2 and DM1 of the Manchester Core Strategy (2012).

32) Prior to the first use of the development hereby approved, a scheme of highway works, as outlined within the Transport Assessment prepared by BuroHappold Engineering stamped as received by the City Council, as Local Planning Authority, 30 March 2020, 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:

- Modifications to the junction of Gate 1/Alan Turing Way including creation of left in/left out traffic movements, improved cycle facility, widened pedestrian provision, creation of servicing entrance and vehicle access/egress (Drawing BRA-BHE-XX-XX-DR-C-0230);
- Emergency vehicle access from Alan Turing Way including modification to pedestrian footway and access to the canal (Drawing BRA-BHE-XX-XX-DR-C-0240);
- Widening of footways along Sportcity Way including narrowing of carriage from 4 to 3 lanes (Drawing BRA-BHE-XX-XX-DR-C-0210);
- Installation of fixed bollards, retractable bollards and planters to Sportcity Way);
- Introduction of VIP drop off and U Turn facility;
- Extension of the existing taxi rank along the full length of Rowsley Street and Philips Park Road (including creation of a one-way system);
- Dropped kerbs and tactile paving to vehicle access points;
- Provision of additional Variable Message Boards (VMS) including agreed locations and timescale for implementation;

The approved scheme shall be implemented and be in place prior to the first use of the arena hereby approved and thereafter retained and maintained in situ.

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

33) Prior to the first event at the development hereby approved, details of a servicing and operational management plan shall be submitted for approval in writing by the City Council, as Local Planning Authority. For the avoidance of doubt this shall include how servicing arrangements will be managed at the development including ensuring the access road remains unrestricted. The approved plan shall be implemented upon the first use of the development and thereafter retained and maintained.

Reason – In the interest of highway and pedestrian safety pursuant to policies SP1, T2 and DM1 of the Manchester Core Strategy (2012).

34) Prior to the first event the development hereby approved, details of a car park management plan shall be submitted for approval in writing by the City Council, as Local Planning Authority. For the avoidance of doubt this shall include how the surface level car parks at the Etihad Campus would be made available to support the arena development and its operations, particularly on match days, together with how disabled parking would be made available, managed, monitored and reviewed to

ensure disabled parking is always available at the development (including suitable levels of match days).

The approved plan shall be implemented upon the first event at the development and thereafter retained and maintained.

A review of the car parking management plan shall be submitted to the City Council, as Local Planning Authority, on an annual basis (on a date to be agreed) which details the ongoing management arrangements and any appropriate modifications should they be necessary.

Reason – In the interest of highway and pedestrian safety pursuant to policies SP1, T2 and DM1 of the Manchester Core Strategy (2012).

35) Prior to the first event at the arena hereby approved, an Event Operations Management Plan for arena events and coincided arena and stadium events shall be submitted for approval in writing by the City Council, as Local Planning Authority. The strategy shall demonstrate how arena events will be managed particularly on stadium event days.

In this condition an Event Operations Management Plan means a document which includes:

- The measures proposed to be taken to discourage dependency on the private car by those visiting the arena;
- Evidence of a events coordination strategy with the Etihad Stadium and public transport providers;
- A minimum of 2 hours between matinee and evening arena events and maximum of no more than 15 coincided arena and stadium events (of which no more than 5 would coincide with the evening peak);
- A car parking strategy for managing existing car parking at the Etihad Campus including monitoring and a review mechanism;
- Pick up and drop off management arrangements along Rowsley Street including use of 'Geofence';
- A scheme for the management and dispersal of spectators to, and following events, from the Etihad Campus including the management/marshalling of key areas and routes including use of signage and adjustments of signal timings at key junctions;
- Measures to ensure the effective operational management of the Gibson Street/Asda junction;
- Monitoring of the use of public transport (including tram and buses);
- A messaging and communication strategy to promote public transport and other measures to the site (including walking and cycling routes, park and ride, tram, shuttle bus);
- A scheme for the collection, storage and disposal of litter on the surrounding road network; and
- Measures to monitor and review the effectiveness of the Event Operations Management Plan in achieving the objective of minimising the impact of an arena and an arena and stadium event including reducing dependency on the private car and promoting alternative travel options at the site.

Event Operations Management Plan which has been approved by the City Council, as Local Planning Authority, shall be implemented in full at all times when the arena hereby approved is in use.

Every 12 months from the first use arena event, an Event Operations Management Monitoring Review Document shall be submitted for approval in writing by the City Council, as Local Planning Authority. This review shall take account of the information gathered during events and coincided events and any changes/additional measures should this be necessary. Any amendments to the event management plan shall be thereafter implemented in full.

If any event when operating, causes any pedestrian or highway safety concerns which in the opinion of the City Council, as Local Planning Authority, are detrimental to adjoining and nearby residential properties or highway and/or pedestrian safety, within 1 month of a written request, a scheme for the mitigation against the impacts shall be submitted for approval in writing by the City Council, as Local Planning Authority and once approved, such mitigation measures shall be implemented, with a timescale previously agreed in writing with the City Council, as Local Planning Authority, and thereafter maintained.

Reason - In order to minimise the impact on the local highway network, promotion of public transport, the safe movement of pedestrians along with ensuring adequate arrangements are in place for the collection of litter and waste following events at the development pursuant to policies SP1, T1, T2 and DM1 of the Manchester Core Strategy (2012).

36) Prior to the first event at the arena hereby approved, a crowd management strategy for the Etihad Tram stop shall be submitted for approval in writing by the City Council, as Local Planning Authority. The approved strategy shall be implemented upon first use of the development and remain in use at all times when the development is operational (including with coincided events at the Etihad Stadium).

Reason – In the interest of public safety for users of the tram stop pursuant to policy DM1 of the Manchester Core Strategy (2012).

37) Excluding vehicle activity associated with the operation of events at the development, and movement of waste within the Etihad Campus between the development and the existing Etihad Waste Compound, deliveries, servicing and collections including waste collections shall not take place outside the following hours:

Monday to Sunday 07:30 to 20:00

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

38) Notwithstanding the TV reception survey prepared by ME Engineers stamped as received by the City Council, as Local Planning Authority, on the 30 March 2020, within one month of the practical completion or at any other time during the



construction of the development if requested in writing by the City Council as local planning authority in response to identified television signal reception problems within the potential impact area a study shall identify such measures necessary to maintain at least the pre-existing level and quality of signal reception identified in the survey carried out above. The measures identified must be carried out either before the building is first used or within one month of the study being submitted to the City Council as local planning authority, whichever is the earlier.

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

39) Prior to the first use of the development, details of any external roller shutters to the ground floor of the arena shall be submitted for approval in writing by the City Council, as Local Planning Authority. The approved details shall be implemented prior to the first use of the arena and thereafter retained and maintained in situ.

Reason – To ensure that the roller shutters are appropriate in visual amenity terms pursuant to policies SP1, EN1 and DM1 of the Manchester Core Strategy (2012).

40) Prior to the first use of the development, details of the siting, scale and appearance (including samples of materials) of the boundary treatments (and green screens) shall be submitted for approval in writing by the City Council, as Local Planning Authority. The approved scheme shall then be implemented and be in place prior to the first use of the development. The boundary treatment shall be retained and maintained in situ thereafter and notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 2015 (or any order revoking or re-enacting that Order with or without modification) no boundary treatment shall be erected on site, other than that shown on the approved plans.

Reason – To ensure that appropriate boundary treatment is put in place in the interest of visual amenity pursuant to policies SP1 and DM1 of the Manchester Core Strategy (2012).

41) Notwithstanding drawing BRA-POP-ZZ-RF-DR-A-0620 Rev 00 stamped as received by the City Council, as Local Planning Authority, on the 30 March 2020, prior to the first use of the arena hereby approved, details of the specification, siting, scale and appearance of the solar panels to the roof (including cross sections). The approved details shall then be implemented prior to the first use of the arena and thereafter retained and maintained in situ.

Reason – In the interest of ensuring the solar panels are of the appropriate specification and appearance in the interest of the overall sustainability of the building and visual amenity pursuant to policies SP1, EN1, EN6 and DM1 of the Manchester Core Strategy (2012).

42) Notwithstanding the information shown on drawing reference BRA-POP-ZZ-RF-DR-A-0620 Rev 00 stamped as received by the City Council, as Local Planning Authority, on the 6 March 2020, prior to the first event at the arena, final details of a signage strategy for the roof signage shall be submitted for approval in writing by the City Council, as Local Planning Authority. The approved details shall be used to inform future signage for the roof.

Reason – In the interest of achieving a suitable signage solution for the roof of the arena pursuant to policy DM1 of the Manchester Core Strategy (2012).

43) Prior to the first use of the development hereby approved, a scheme of improvements to the Aston Canal, as indicated within the planning statement prepared by Deloitte stamped as received by the City Council, as Local Planning Authority, on the 6 March 2020 shall be submitted for approval to the City Council as local planning authority, together with a programme for the implementation of the works. The approved details shall be implemented in accordance with the agreed programme.

Reason – In order to make necessary improvements to the Ashton Canal with the aim of improving the accessibility and attractiveness of this route as a key walking route pursuant to policies SP1, T2 and DM1 of the Manchester Core Strategy (2012).

44) Prior to the first use of the development hereby approved, details of the 3D public art installation shall be submitted for approval in writing by the City Council, as Local Planning Authority. This shall include details of sitng, scale and appearance. The approved details shall then be implemented prior to the first use of the development hereby approved.

Reason – In the interest of visual amenity and to secure appropriate wind mitigation measures pursuant to policies SP1 and DM1 of the Manchester Core Strategy (2012).

### Informatives

- 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. Email: control-of-works@magairports.com Tel: 0161 489 6114
- There is a high pressure pipe line in close proximity of the site. No works should be undertaken in the vicinity of the gas pipelines and that no heavy plant, machinery or vehicles cross the route of the pipeline until detailed consultation has taken place.
- Contact the landowner and ensure any proposed works in private land do not infringe Cadent and/or National Grid's legal rights (i.e. easements or

wayleaves). If the works are in the road or footpath the relevant local authority should be contacted. Ensure that all persons, including direct labour and contractors, working for you on or near Cadent and/or National Grid's apparatus follow the requirements of the HSE Guidance Notes HSG47 - 'Avoiding Danger from Underground Services' and GS6 – 'Avoidance of danger from overhead electric power lines'. This guidance can be downloaded free of charge at <http://www.hse.gov.uk> In line with the above guidance, verify and establish the actual position of mains, pipes, cables, services and other apparatus on site before any activities are undertaken.

- Works in close proximity to the Ashton Canal - The applicant/developer is advised to contact the Infrastructure Services Team on ((01782 779909)) in order to ensure that any necessary consents are obtained and that the works comply with the Canal & I & River Trust. 2) The Applicant should contact the Canal & River Trust directly to establish the position regarding the need the canal and carry out works along the Ashton Canal, including lighting, vegetation clearance and signage. The applicant is advised to contact the Trusts Estate Management Team on 0303 040 4040 or email [Matthew.Hart@canalrivertrust.org.uk](mailto:Matthew.Hart@canalrivertrust.org.uk).
- All gates should open inwards and not impact on the adopted highway.

### **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: 126431/FO/2020 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.

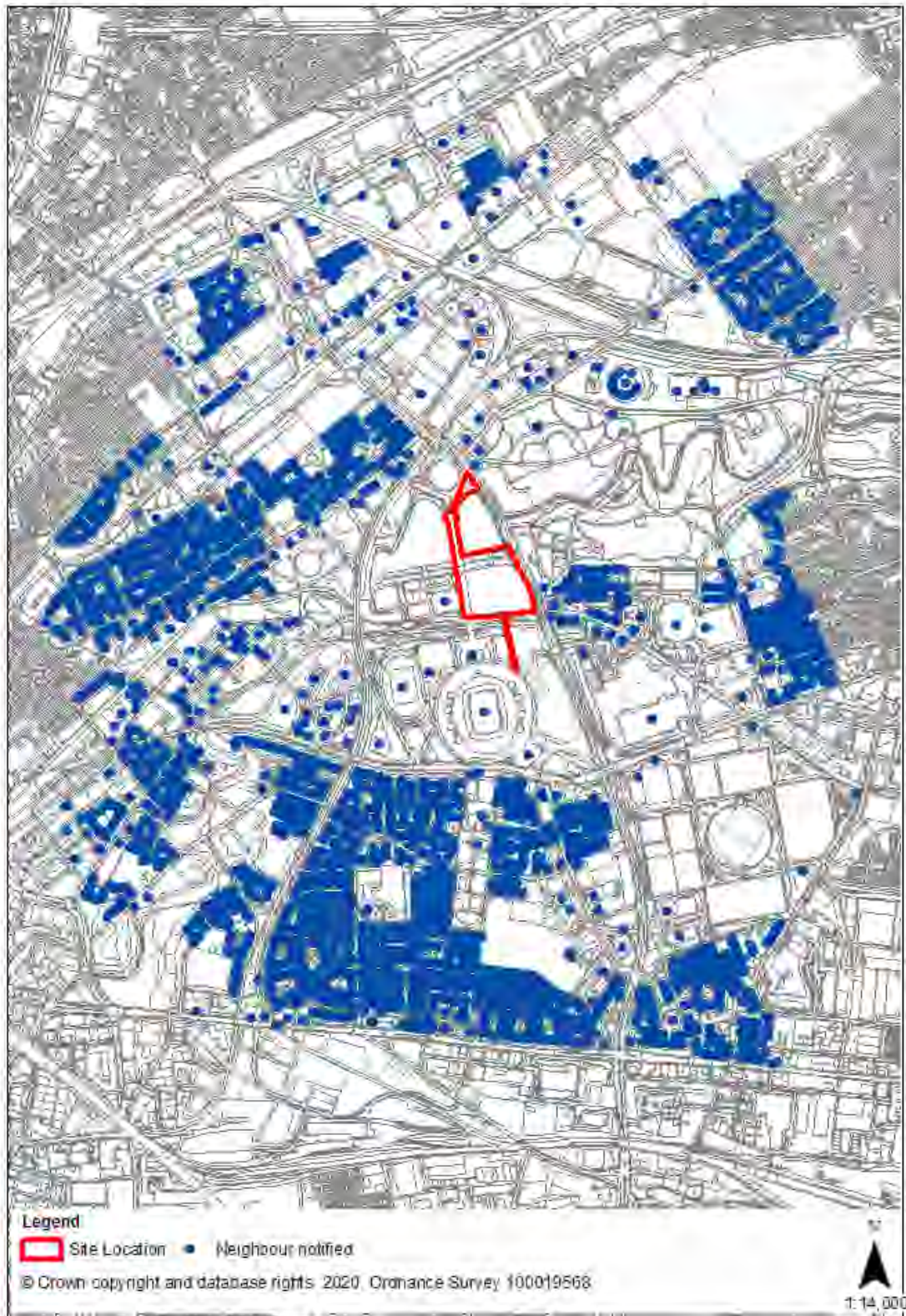
**The following residents, businesses and other third parties in the area were consulted/notified on the application:**

**Planning Casework Unit  
 Network Rail  
 Sport England  
 Oldham Metropolitan Borough Council  
 Tameside Metropolitan Borough Council  
 Greater Manchester Ecology Unit  
 The Coal Authority  
 Environment Agency  
 Greater Manchester Archaeological Advisory Service  
 Greater Manchester Police  
 Historic England (North West)  
 Manchester Airport Safeguarding Officer  
 National Amenity Societies  
 Natural England  
 Transport For Greater Manchester  
 United Utilities Water PLC**

**Canal & River Trust**

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

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



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<b>Application Number</b>	<b>Date of Appln</b>	<b>Committee Date</b>	<b>Ward</b>
126944/FO/2020	19th May 2020	24th Sep 2020	Cheetham Ward

**Proposal** Erection of a residential-led mixed use development comprising 3 no. towers (37, 26 and 18 storeys) and podium levels (6 storey) to form 634 residential apartments and townhouse accommodation (Use Class C3) together with commercial accommodation (1222 sqm) (Use Classes A1,A2,A3,A4,B1, D1 and D2)); with associated residential amenity areas, refuse storage, plant (including substation), car parking, cycle storage, landscaping and new public realm including the re-instatement of Bromley Street and other associated works

**Location** Land Bound By Dantzie Street, Gould Street, Williamson Street And Bromley Street , (Known As Victoria Riverside), Manchester

**Applicant** Far East Consortium International Ltd, C/o Agent

**Agent** Mr Paul Nellist, Avison Young, Norfolk House, 7 Norfolk Street, Manchester, M2 1DW

### Description

This 0.97 hectares vacant site is bounded by Dantzie Street, Gould Street, a railway viaduct and a warehouse unit. It is bisected by Bromley Street which lies in a northwest-southeast orientation. Bromley Street is closed.



### Application site

The site comprises hardstanding and is secured by a hoarding after all previous buildings and uses were cleared. The topography of the site is relatively flat with a fall in levels from east to west across the site of approximately 3 metres.

The surrounding area is dominated by the railway bridge and arches which are occupied by car garages and microbreweries. A traveller's site is on the opposite side of Dantzic Street.

The site is part of the 'Northern Gateway Strategic Regeneration Framework' area which will be transformed over the next decade through the delivery of new homes, place making and infrastructure to support the City's population growth.

A first phase of development is taking place around Angel Meadow delivering 756 homes (124120/JO/2019). Planning permission also exists for the development of the site to the east, known as North View, for 415 new homes (114860/FO/2016).

The area is highly sustainable. The Northern Quarter, Ancoats and NOMA are a short distance from the site and provide access to a wide range of retail, amenities and services along with a vibrant evening economy. Victoria Station is nearby and provides access to trains, trams and bus services.

## **Proposal**

The proposal comprises 3 residential tower buildings of 37, 18 and 26 storeys above two 6 storey podiums on Dantzic Street to form 634 homes. 611 would be apartments with 13 townhouses and 10 maisonettes. 35% would be one bedroom, 55% two bedroom and 10% 3 bedroom offering a range of choice and accommodation would be attractive to families as well as smaller households.

The tower A, at 37 storeys, is at the junction of Gould Street and Dantzic Street followed by the tower B at 18 storey tower and the tower C at 26 storey tower. The distances between the towers has been maximised for privacy and to maximise views. A lower level block, 6 storey block on Dantzic Street and Bromley Street would include townhouses, maisonettes and commercial uses creating front doors onto the street.

Shared indoor and outdoor amenity spaces would be created on two podiums with private and semi-private amenity space and balconies. Podium A is the south of Bromley Street adjacent to Tower A. Podium B is located to the east of Bromley Street between towers B and C.





***Layout showing towers A, B and C and podiums A and B together with the relationship with the proposed North View development***

A public square would be created at the junction of Dantzig Street and Gould Street. Public realm improvements would also be undertaken along Dantzig Street with new paving, street trees and planting.

Grey brick work would be used at the lower levels with a two storey grid framing the curtain wall to Dantzig Street. Stack-bonded soldier course brickwork provides an interface with the tower above.

At the base of tower A exposed concrete feature columns would visually support the tower and create a dramatic three storey cut back that opens up views and pedestrian routes to the River Irk.

Bromley Street would be a pedestrian priority street with public realm and landscaping. The facades of the building comprise a mixture of projecting and Juliet balconies and balconies to the podium areas.

The upper levels of the building would be formed from anodised metal cladding and perforated spandrel panels. Picture windows would be formed within the facades, with metal frame windows and secondary infill panels coloured to complement the main façade and give each tower its own identity.



***View of the proposed development looking towards the city centre***

The main vehicular entrance would be via Dantzig Street which leads to a 43 space car park under podium B (including 4 bays for disabled people). The 8 townhouses on Bromley Street would have dedicated parking space in the building. Pedestrian entrances for towers A and C would be from Gould Street and Dantzig Street. Tower B entrance would be south of Bromley Street.

There would be 634 space cycle spaces (100% provision) with tower A having 293 spaces, tower B 134 and tower C 214. There would also be an additional 20 spaces within podium A.

**The planning submission**

This planning application has been supported by the following information:

- Design and access statement;
- Consultation Statement;
- Crime Impact Statement;
- Site investigation report (phase 1 and 2);
- Environmental Standards Statement;
- Ventilation Strategy;
- Ecological Appraisal;
- TV survey.

## Planning History

Various planning permissions have been granted at the application site as follows:

- 073851/OO/2004/N1: erection of a 12-storey mixed development, comprising 178 one and two bedroom residential apartments, with commercial space at ground floor, and 169 car parking spaces **Approved October 2005**
- 
- 082674/MO/2007/N1: Reserved Matters Application for appearance and landscaping for a maximum 12 storey mixed-use development comprising 178 no. one and two bedroom apartments, with commercial space at ground and upper 174 car parking spaces at ground and upper ground levels **Approved December 2008**
- 103382/FO/2013/N1: Erection of a mixed use development comprising of two buildings, each a maximum of fourteen storeys, comprising a total of 344 residential apartments (Class C3), 810 sq m of commercial accommodation (Class A1 Retail, Class A2 Financial and Professional Services, Class A3 Restaurant /Cafe, Class B1a (offices) and Class D1 non-residential accommodation or use as a Launderette (Sui Generis use) ) with associated servicing, car parking, private residential courtyards and landscaping, and access from Bromley Street **Approved December 2013**

## Consultations

### Local residents/public opinion

The proposal has been advertised as a major development and of being of public interest together with affecting the setting of a conservation area and listed buildings. A site notice was displayed at the site and local residents and businesses were notified.

One letter of support was received and the comments can be summarised as follows:

- Please press ahead with this development without delay. The tower blocks would impact on views into the City, but it is a price worth paying if the 400 metres into the City Centre along Dantzic Street is tidied up. Dantzic Street is currently in a poorer condition than a war zone or the dark side of the moon.

**Highway Services** no objection subject to the provision of a robust travel plan, appropriate cycle storage and agreement of various off site highways works. A construction management plan should be agreed.

**Transport for Greater Manchester (Metrolink)** no objection

**Network Rail** matters relating to work in close proximity to a train line need to be agreed together with ensuring that the buildings are appropriately insulated from rail noise and minimise solar glare to train drivers.

**Environmental Health** further details are required in respect of the acoustic insulation of the apartments together with details of any plant. Further details are required in respect of ground conditions remediation. The waste management arrangements are acceptable in principle subject to collection timetable.

**Flood Risk Management Team** the drainage strategy should be agreed which maximise blue and green infrastructure. A verification report shall be submitted on completion of the works.

**Greater Manchester Ecology Unit** there are no ecology constraints at the site. Biodiversity improvements should be made within the landscaping scheme. Vegetation clearance should avoid bird nesting season and invasive species should not be cleared from the site until a methodology is agreed.

**Greater Manchester Archaeology Unit** there are outstanding archaeological requirements at the site associated with the previous site investigations. A final area excavation report should be produced, submitted for approval.

**Design for Security at Greater Manchester Police** the Crime Impact Statement submitted with the application should be implemented.

**Environment Agency** no objections. The proposal would not be at an unacceptable risk of flooding or exacerbate flood risk elsewhere provided it is carried out in accordance with the flood risk assessment. The design has adopted a sequential approach i.e. residential habitable rooms have been set above design flood levels with the commercial/retail elements in the higher risk parts of the site to include flood resistance/resilience measures.

The previous use of the site as a Rubber works presents a 'Medium Risk' of contamination that could be mobilised during construction. Controlled waters are particularly sensitive in this area since the site is located upon a principal aquifer and is adjacent to the River Irk a potential receptor. Ground conditions works, including risk to groundwater, and piling methods shall be agreed.

**Aerodrome Safeguarding** there are no safeguarding objections to the proposal subject to a tall crane permit.

**NATS safeguarding** no objection.

**Historic England** no comment

**Natural England** no objection on the basis the proposal would not have significant adverse impacts on statutorily protected nature conservation sites and landscapes.

**Friends of Angel Meadows** no comments at the time writing this report.

**Policy**

**The Development Plan**

The Development Plan consists of:

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

The Core Strategy Development Plan Document 2012 -2027 is the key document in Manchester's Local Development Framework. It sets out the long term strategic planning policies for Manchester's future development.

A number of UDP policies have been saved until replaced by further development plan documents to accompany the Core Strategy. Planning applications in Manchester must be decided in accordance with the Core Strategy, saved UDP policies and other Local Development Documents as directed by section 38 (6) of the Planning and Compulsory Purchase Act 2004 unless material considerations indicate otherwise.

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

The relevant policies within the Core Strategy are as follows:

**SO1. Spatial Principles** – This is a strategic site regeneration area. The proposal would deliver high quality homes within a highly sustainable location.

**SO2. Economy** – High quality homes in this sustainable location would support the economic growth of the city. The development would support local employment during the construction phases.

**S06. Environment** – The development would be low carbon and highly sustainable using up to date energy efficiency measures in the fabric and construction. The development is supported by a travel plan and 100% cycle provision. Street trees and planting would form part of the landscaping proposals.

**Policy SP1 'Spatial Principles** – The proposal would have a positive impact on visual amenity and the character of Dantzic Street within this strategic regeneration area. The building would provide a high quality addition to the street scene and complement existing and recent developments in the area.

**Policy EC3 'The Regional Centre', Primary Economic Development Focus (City Centre and Fringe and Policy CC8 Change and Renewal**– - The proposal would provide residential accommodation close to all forms of sustainable transport.

**Policy CC9 Design and Heritage** – The proposal provides a high quality buildings and fills a gap site on a strategic route.

**Policy CC10 A Place for Everyone** – The proposal would complement the ongoing regeneration of the Northern Gateway and Lower Irk Valley. It would be fully accessible with secure parking space for disabled people. On site car parking would be provided with a proportion of those being adapted for electric car charging.

**Policy T1 ‘Sustainable Transport’** - The site has access to a range of public transport modes.

**Policy T2 ‘Accessible areas of opportunity and needs’** - A transport assessment and travel plan demonstrates that the proposal would have minimal impact on the local highway network and would encourage the use of sustainable forms of transport.

**Policy H1 ‘Overall Housing Provision’** – The proposal is a high density development on a previously developed site in a highly sustainable location. A range of accommodation would be provided and the larger apartments and townhouses would be particularly attractive to families. High quality amenity spaces would be provided on the podiums with adequate cycle and waste management arrangements which would support on site recycling objectives.

**Policy H2 ‘Strategic Housing Location’** – The proposal would see a strategic site redeveloped in the Northern Gateway. It would add to the supply of good quality accommodation in a highly sustainable part of the city. The fabric would be efficient with other sustainable features such as photovoltaics and sustainable drainage principles.

**Policy H3 ‘North Manchester’** – The proposal would provide high density accommodation with 65% being two and three bedroom accommodation which would be available to families.

**Policy EN1 ‘Design principles and strategic character areas’** - This high quality scheme would enhance the regeneration of the area.

**Policy EN3 ‘Heritage’** - The impact on the historic environment would be acceptable and this is considered in further detail within the report.

**EN4 ‘Reducing CO<sub>2</sub> emissions by enabling low and zero carbon development’** –The proposal would have energy efficient fabric. A travel plan and cycle provision is proposed along with electric car charging point. The proposal includes renewable technologies to ensure energy demands are sustainable and low carbon.

**Policy EN5 ‘Strategic areas for low and zero carbon decentralised energy infrastructure’** - The building would be energy efficient and travel planning would promote sustainable travel patterns.

**Policy EN6 ‘Target framework for CO<sub>2</sub> reductions from low or zero carbon energy supplies’** - The buildings functions would seek to reduce overall energy demands. The building fabric is considered to be high quality and energy costs should remain low. Renewable energy would be used on site to ensure sustainable energy is used.

**Policy EN9 ‘Green Infrastructure’** – The development would provide street tree planting and landscaping. Green infrastructure to the podium and areas of public realm would improve biodiversity.

**Policy EN14 ‘Flood Risk’**- A scheme to minimise surface water runoff would be agreed. The design would not exacerbate existing flood risk and the risk to residents has been minimised.

**Policy EN15, ‘Biodiversity and Geological Conservation’** - The site has limited ecological value and the planting proposed would represent a significant biodiversity enhancement. No clearance of the limited vegetation at the site should take place during bird nesting season.

**Policy EN16 ‘Air Quality’** The impact on air quality would be minimised through careful control of activities during construction and measures to minimise the impact on air quality during the sites operation through the travel plan, cycle provision and use of electric car charging points.

**Policy EN17 ‘Water Quality’** - Water saving measures would minimise surface water runoff.

**Policy EN18, ‘Contaminated Land’** – The ground conditions at the site are not complex and can be adequately dealt with.

**EN19 ‘Waste’** – Recycling principles are incorporated in the waste management strategy.

**Policy DM1 ‘Development Management’** - Careful consideration has been given to the design, scale and layout of the building.

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

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

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

**Saved Policy DC7 ‘New Housing Developments’** – The proposal represents a high quality accessible development.

**Saved policy DC26, Development and Noise** - The impact from noise sources would be minimised and further mitigation would be secured by planning condition.

**Saved policy DC19 ‘Listed Buildings’** - The proposal would have minimal impact on the setting of nearby listed buildings.

**Saved policy E3.3-** The proposal will provide a high quality building along Dantzic Street and would enhance the appearance of this main radial route.

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

### **Other material policy considerations**

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

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

- Chapter 2 'Design' – outlines the City Council's expectations that all new developments should have a high standard of design making a positive contribution to the City's environment;
- Paragraph 2.7 states that encouragement for "the most appropriate form of development to enliven neighbourhoods and sustain local facilities. The layout of the scheme and the design, scale, massing and orientation of its buildings should achieve a unified form which blends in with, and links to, adjacent areas.
- Paragraph 2.8 suggests that in areas of significant change or regeneration, the future role of the area will determine the character and design of both new development and open spaces. It will be important to ensure that the development of new buildings and surrounding landscape relates well to, and helps to enhance, areas that are likely to be retained and contribute to the creation of a positive identity.
- Paragraph 2.14 advises that new development should have an appropriate height having regard to the location, character of the area and specific site circumstances. Although a street can successfully accommodate buildings of differing heights, extremes should be avoided unless they provide landmarks of the highest quality and are in appropriate locations.
- Paragraph 2.17 states that vistas enable people to locate key buildings and to move confidently between different parts of the neighbourhood or from one area to another. The primary face of buildings should lead the eye along important vistas. Views to important buildings, spaces and landmarks, should be promoted in new developments and enhanced by alterations to existing buildings where the opportunity arises.
- Chapter 8 'Community Safety and Crime Prevention' – The aim of this chapter is to ensure that developments design out crime and adopt the standards of Secured by Design;



– Chapter 11 ‘The City’s Character Areas’ – the aim of this chapter is to ensure that new developments fit comfortably into, and enhance the character of an area of the City, particularly adding to and enhancing the sense of place.

### **Manchester Residential Quality Guidance (2016)**

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

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

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

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

### **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.

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

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

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

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

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

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

### **Manchester Strategy (January 2016)**

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

### **Manchester Northern Gateway Strategic Regeneration Framework (2019)**

The Northern Gateway SRF was endorsed by MCC at the City Council's Executive on 13 February 2019 and is a material consideration in the determination of this planning application.

The SRF proposes seven interconnected neighbourhoods which comprise: Collyhurst; New Cross; New Town; Red Bank; South Collyhurst; Vauxhall Gardens; and, Eggington Street and Smedley Dip.

The regeneration of the Northern Gateway will need to effectively integrate these neighbourhoods, providing critical connections and achieving high-quality place making, to ensure comprehensive regeneration in the north and east of the city. The SRF sets out a vision to deliver approximately 15,000 homes supported by social and physical infrastructure including a new City River Park which will connect Queens Park and Angel Meadow.

The application site is located within the proposed New Town neighbourhood. The vision for the area is a residential led neighbourhood with an opportunity to establish a range of higher density housing types and tenures and non-residential active frontages at ground level on key routes such as Dantzig Street. Whilst developments would be predominately apartment led, the SRF outlines that there would be opportunities for townhouses and accommodation suitable for families.

The SRF outlines that there would be an opportunity for a tall landmark building to the west together with an opportunity for greater linkages through the viaduct and a green link to the west of the site between Gould Street and Roger Street. The SRF goes on to state that the location of landmark buildings should reinforce key gateways such as the junction of Gould Street and Dantzig Street. Where pedestrian and cyclist viaduct passages are envisaged, landmark buildings should also be explored to help define the sense of arrival on each side of the viaduct.

Public realm and place-making potential that needs to be addressed including providing amenity open space, green links, activating the railway arches and enhancing the public realm around heritage assets including Marble Arch Square and Union Square.

### **Lower Irk Valley – Neighbourhood Development Framework (January 2016)**

The development framework, which has now been superseded by the Northern Gateway SRF, sought to guide future development in the area as part of establishing

new developments and supporting public realm, highways and other infrastructure as part of a residential led neighbourhood.

The framework established core principles that sought to complement adjoining regeneration areas and coordinate with the principles established within the frameworks of these areas. The idea of connectivity from the City Centre and NOMA to areas and existing communities of Collyhurst in the north together with New Cross to the east and Angel Meadow to the south was seen as vitally important as part of improving connections, new development and high quality public realm.

### **North Manchester Strategic Regeneration Framework (SRF) (October 2012)**

This document was prepared to guide the future regeneration and development of north Manchester. Within this document, the application site is located between the City Centre fringe and the inner core.

For developments within the City fringe area, the SRF states that developments should contribute to the growth of the City and be high density, accommodating a mix of uses.

The priority for North Manchester is to support to the growth of the City Centre by ensuring a coordinated approach and making the most of land available for high density developments. Furthermore, the document states that there should be a mix of uses with offices, residential located alongside leisure and retail uses.

With regards to the inner core, this is an area of housing led transformation. This will focus on utilising underused land and connect areas such as Collyhurst and Lower Irk Valley to the advantages of the City Centre. The document also outlines that over 2000 new homes will be delivered in this area as well as complementing proposals within the NOMA area and other northern gateway proposals

### **National Planning Policy Framework (2019)**

The revised NPPF was adopted in July 2018 and re-issued in February 2019. 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 *a sufficient amount and variety of land should 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).

Para 64 states that at least 10% of housing is 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: the identified need for different types of housing and other forms of development, and the availability of land suitable for accommodating it; local market conditions and viability; 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; the desirability of maintaining an area's prevailing character and setting (including residential gardens), or of promoting regeneration and change; and 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).

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.

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 (paragraph 131).

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 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 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.

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).

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 and where the development is absent or relevant policies are out-of-date, to grant planning permission unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits when assessed against the NPPF.

### **Planning Policy Guidance (PPG)**

The relevant sections of the PPG are as follows:

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

Examples of mitigation include:

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

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

- whether or not a significant adverse effect is occurring or likely to occur;
- whether or not an adverse effect is occurring or likely to occur; and
- whether or not a good standard of amenity can be achieved.

Mitigating the noise impacts of a development will depend on the type of development being considered and the character of the proposed location. In general, for noise making developments, there are four broad types of mitigation:

- engineering: reducing the noise generated at source and/or containing the noise generated;
- layout: where possible, optimising the distance between the source and noise-sensitive receptors and/or incorporating good design to minimise noise transmission through the use of screening by natural or purpose built barriers, or other buildings;
- using planning conditions/obligations to restrict activities allowed on the site at certain times and/or specifying permissible noise levels differentiating as appropriate between different times of day, such as evenings and late at night, and;
- mitigating the impact on areas likely to be affected by noise including through noise insulation when the impact is on a building.

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

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

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



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

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

### **Other legislative requirements**

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

### **Environmental Impact Assessment**

The applicant has submitted an Environmental Statement in accordance with the Town and Country Planning (Environmental Impact Assessment) (England and Wales) Regulations 2017 and has considered the following topic areas:

- Townscape and visual;
- Heritage;
- Drainage and flood risk;
- Transport and access;
- Air quality;
- Noise and Vibration;
- Daylight, sunlight and overshadowing;
- Wind microclimate;
- Socio-economics;
- Human health; and
- Climate Change.

The Proposed Development is an “Infrastructure Project” (Schedule 2, 10 (b)) as described in the EIA Regulations. The Site covers an area of approximately 4.46 hectares and exceeds the threshold of 1 hectares of development which is not a dwellinghouse. An EIA has been undertaken covering the topic areas above as there are judged to be significant environmental impacts as a result of the development and its change from the current use of the site as a car park.

The EIA has been carried out on the basis that the proposal could give rise to significant environmental effects.

In accordance with the EIA Regulations, this ES sets out the following information:

- A description of the proposal comprising information about its nature, size and scale;
- The data necessary to identify and assess the main effects that the proposal is likely to have on the environment;
- A description of the likely significant effects, direct and indirect on the environment, explained by reference to the proposals possible impact on human beings, water, air, climate, cultural heritage, townscape and the interaction between any of the foregoing material assets;
- Where significant adverse effects are identified with respect to any of the foregoing, mitigation measures have been proposed in order to avoid, reduce or remedy those effects; and
- Summary, in non-technical language, of the information specified above.

It is considered that the environmental statement has provided the Local Planning Authority with sufficient information to understand the likely environmental effects of the proposals and any required mitigation.

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

Regeneration is an important planning consideration. The City Centre is the primary economic driver in the City Region and is crucial to its longer term economic success. There is a crucial link between economic growth, regeneration and the provision of residential development and, as the City moves into its next phase of economic growth, further housing provision is required to fuel and complement it.

Manchester is the fastest growing city in the UK, having increased its population by 19% since 2001, with the city centre increasing its population from a few thousand in the late 1990s to circa 24,000 by 2011. The population is expected to increase considerably by 2030, and this, together with trends and changes in household formation, requires additional housing. Around 3,000 new homes are required per each year and the proposal would contribute to this need. Providing the right quality and diversity of new housing for the increasing population would be critical to maintaining continued growth and success.

The Northern Gateway SRF has been identified for high density housing and this development would deliver a variety of housing types and be attractive to families. The proposal would be one of the first key proposals in this area and would build on what has commenced around Angel Meadows.

The transformation of this vacant, previously developed brownfield site would provide new homes in a highly sustainable, well-connected location with new linkages and enhanced public realm. The new homes and commercial activities would bring significant new footfall and activity and complement NOMA and other nearby residential neighbourhoods.

634 homes would be provided in one, two and three-bed apartments and townhouses and would be suitable for and attractive to families. The sizes would be consistent with the City's space standards with all of the one bedroom apartments in particular being suitable for 2 people.

The proposal would also provide onsite affordable housing equating to 5% of the new homes. These would be managed by a Registered Provider on behalf of the applicant. The tenure of these new homes is yet to be determined.

Tower A at 37 storeys, would form a landmark building at the junction of Dantzic Street and Gould Street and would include Gateway Square. Active ground floor uses and public realm would animate and enhance Dantzic Street. Bromley Street would be reinstated, having been temporarily stopped up for many years, and activated with townhouses and public realm. This would also provide an enhanced link with the viaduct and through to New Cross.

The railway arches do not form part of this application but the proposal does seek to introduce public realm which would allow for enhanced footfall and use of this area in the future.

The development would form an important catalyst in the regeneration of the Northern Gateway and the Lower Irk Valley connecting residential areas such as Collyhurst, and underutilised parts of the Lower Irk Valley, to the City Centre. This would help realise the visions set out in the various development frameworks for the area as underpinned by policy SP1 of the Core Strategy.

The development would also deliver significant economic and social benefits including the creation of approximately 254 construction jobs for the 3 year construction period and 298 indirect jobs through supply chains. The GVA associated with these jobs would be £24.7 million per year. There would also be employment associated with the operations of the development and 35 jobs would be created in the commercial units. The GVA associated with these jobs would be £1.25 million per year. A local labour agreement should be a condition of any planning approval in order that detailed discussions can take place with the applicant in regard in order to fully realise the benefits of the proposal.

The new households are predicted to spend £18.8 million per year. On the assumption that 60% of this household spend is with Manchester, this is a direct benefit of £11.3 million to the local economy. 634 new homes would create additional Council Tax revenue of £1.03 million per annum.

It is considered that the development would be consistent with the regeneration frameworks for this area including the City Centre Strategic Plan and would complement and build upon the City Council's current and planned regeneration initiatives. The proposal is therefore considered to be consistent with sections 1 and 2 of the National Planning Policy Framework, and Core Strategy policies H1, SP1, EC3, CC1, CC3, CC4, CC7, CC8, CC10, EN1 and DM1. As such, it is necessary to consider the potential impact of the development.

### **Affordable Housing**

Policy H8 establishes that new development should contribute to the City-wide target for 20% of new housing being affordable and 20% should be used as a starting point for calculating affordable housing provision. Developers should provide new homes that are available for social or affordable rent or affordable home ownership, or provide an equivalent financial contribution.

The amount of affordable housing should reflect the type and size of development as a whole and should take into account factors such as an assessment of local need, any requirement to diversify housing mix and the need to deliver other key outcomes, particularly regeneration objectives.

An applicant may be able to seek an exemption from providing affordable housing, or a lower proportion of affordable housing, a variation in the mix of affordable housing, or a lower commuted sum, should a viability assessment demonstrate that a scheme could only deliver a proportion of the 20% target; or where material considerations indicate that intermediate or social rented housing would be inappropriate. Examples of these circumstances are set out in part 4 of Policy H8.

The application proposes 634 homes predominately for open market sale. The delivery of homes and the regeneration of the Northern Gateway area is a key priority for the Council. The proposal would develop a brownfield site, that currently makes little contribution to the area, and create active street frontages and new public realm. It would be a high quality scheme in terms of its appearance and would comply with the Residential Quality Guidance. All these matters have an impact on the scheme's overall viability.

A viability report, which has been made publicly available through the Council's public access system, has been submitted for consideration. This has been independently assessed on behalf of the Council. This has concluded that 5% of the new homes at the development would be affordable.

A benchmark land value of £4.6 million is within the expected range based on comparable evidence. The Gross Development Value would be £184,871,456 which would give a profit of 16.9% on cost, 14.4% on GDV.

On this basis, the scheme could not support a contribution greater than 5%. This would ensure that the scheme is viable and can be delivered to the quality proposed. The contribution would be secured via a legal agreement together with an agreement on the tenure of the new homes. The viability would also be subject to review at an agreed date in the future to determine any future uplift in market conditions which may increase the level on affordable housing.

### **Climate change, sustainability and energy efficiency**

The proposal would be a low carbon building in a highly sustainable location with excellent access to public transport.

Sustainability principles would be incorporated into the construction process to minimise and recycle waste, ensure efficiency in vehicle movements and sourcing and use of materials.

There would be 8% on site car parking which would limit vehicle emissions ensuring the building does not contribute to local air quality conditions.

A travel plan would encourage residents to take advantage of the excellent public transport and ensure vehicle trips are low. A secure cycle store would provide 100% provision.

The building fabric would be highly efficient and incorporate energy saving measures such as LED lighting and highly efficient heating and cooling systems. This would enable the development to achieve a 13% to 16% improvement on Part L (2013). Whilst formal changes to Building Regulations has not been published, it the most up-to-date format for calculating grid carbon efficiency is factored in and the development achieves ongoing carbon reductions delivered by grid-scale infrastructure, it could achieve a 25% to 28% improvement on Part L (2013).

This reduction is in line with the requirements of policy EN6 which seeks to achieve a 15% reduction in CO<sub>2</sub> on Part L (2010) Building Regulations. The change in Building Regulations requirements between 2010 and 2013 together with the minimum reduction of 13% reduction in CO<sub>2</sub> of the proposed building over the 2013 regulations, means the building is compliant and achieves the 22% reduction in overall CO<sub>2</sub>. A post construction review will form part of the planning conditions to verify that this reduction has been achieved.

New green infrastructure includes landscaping to the podiums and trees, including street trees.

### **Townscape Assessment**

A computer modelling process has provided accurate images that illustrate the impact on the townscape from agreed views on a 360 degree basis. This allows the full impact of the scheme to be understood.

A Visual Impact Assessment (VIA), which forms part of the Environmental Statement, has assessed where the proposal could be visible from, its potential visual impact on the streetscape and the setting of designated listed buildings. The assessment utilises the guidance and evaluation criteria set out in the *Guidelines for Landscape and Visual Impact Assessment (3<sup>rd</sup> Edition) 2013*,

Key viewpoints have been identified and 16 were assessed. The Assessment provides a comparison of the impact of the scheme against the current situation, including the setting of listed buildings and conservation areas.

Consideration has also been given to the impact of the construction works on the views, however, the impacts are considered to be negligible overall given the construction phase is temporary and for the duration of the build period.

*View 1* is from Queens Road Bridge and the entrance to the Queens Road Tram Stop and provides long-range view towards Manchester's city skyline. The view is characterised by contemporary buildings which dominant the skyline. Construction cranes highlight the developing nature of the City Centre when viewed across the

Lower Irk Valley. A number of heritage buildings are visible, including City Police Courts, and the listed tower of the Hallé (former Church of St. Peter) although the Grade II CIS tower is the most apparent. Manchester Town Hall is not visible.



***Viewpoint 1: View from Queens Road Bridge facing southwest. 1.26km north-east from the site***

The proposal would be a noticeable addition to the cluster of tall buildings in the city skyline. Tower A would be the dominant feature and its distinctive high quality architecture would differentiate it from others in the view. The proposal would be a positive addition and the city skyline and deliver upon the objectives of the SRF.

View 2 is from the entrance gates of Queens Park, and looks across the main Queens Road carriageway, to the parapet of the Queens Road bridge and to the tree canopy beyond this. Some taller built form and construction cranes are visible between the tree canopy. The view is framed by taller dense foliage to the left and the distinctive (but unlisted) curved brick façade on the right



***Viewpoint 2: View from Park view/ entrance to Queens Park - facing south. 1.1km north from the site***

The proposal would not be readily appreciated due to the significant tree canopy. The top of tower A is just perceptible in the cluster of other tall buildings and overall the effect is considered to be neutral.

View 3 is from High Street to the south-western corner of Smithfield Conservation Area close to the Grade II Listed Rylands Building. The view includes a mix of architectural styles, materiality, tram infrastructure and uses that form a diverse street scene. In the background, the street curves the left. The Grade II Listed CIS tower is visible just above foreground buildings to the top right.



***Viewpoint 3: View from Fountain/ High Street facing northeast. 950m south-west from the site***

There is a minor change to this view with the top of tower A just about perceptible within the tight cluster of buildings on High Street. The CIS tower remains the tallest building in the view and is not materially affected.

View 4 is from a major arrival route into Manchester from the north-west. The view is urban in character with road infrastructure dominating the foreground and mid-ground, with contemporary architecture lining the roadway. Heritage buildings include the red brick Listed Parcel Office and CIS tower buildings which are visible to the right hand side. The 16 storey Peninsula building draws the eye mature vegetation to the left gives a suggestion of the sunken river course of the Irwell.





**Viewpoint 4: View from Trinity Way bridge facing east. 975m west from the site**

The development is not readily noticeable given the character and dominance of other buildings. The development would blend into the background and sit amongst the varying heights and scale of buildings.

View 5 is from the south-western corner of Cathedral Gardens and is a likely wayfinding and/or appreciation point of the City within a significant area of public realm. The view is within the vicinity of Grade I Listed Manchester Cathedral and the Corn Exchange, at the centre of Cathedral Conservation Area. The view highlights the mix of architectural styles in this area. Cheetham's School of Music frames the far left and Victoria Station terminates the back of the view. These are juxtaposed against the glazed CIS tower, New Century House and Urbis – creating a post-modern/ historic split across the view. The foreground is dominated by the public realm associated with Cathedral Gardens.

/



**Viewpoint 5: View from the centre of Cathedral Gardens facing north-east. 775m south-west from the site**

The proposal would not have a noticeable impact on this highly sensitive view. The high quality design and massing mitigates any harm and contributes to the contemporary city skyline.

View 6 is from the junction of a key movement route through the City Centre. The grade II listed Parkers Hotel competes against the newly constructed One Angel Square for dominance and reflects the changing nature of this area of the City. The view does not provide the best location to view the listed building. The site is located between the two buildings, therefore any new development will be framed by the mixed townscape. One Angel Square is particularly visible. Surface car parking is visible beyond the road infrastructure reflecting the development plots waiting to be brought forward. In the background, the grade II listed Ashton House on the right draws the eye towards the tree planting highlighting the edge of Angel Meadow.



**Viewpoint 6: View from the junction of Corporation Street/ Miller Street, facing north-east. 425m south-west from the site**

The towers would be highly visible forming a distinctive focal point in the gap between the buildings. This would be in keeping with the urban character, and high quality architecture and materiality would be evident providing a focal point for developments within the Northern Gateway. Further consents at NOMA would add to the cluster of modern buildings in the view. The setting of the listed hotel would be affected but its significance would remain legible and understood and any harm would be outweighed by the significant regeneration benefits of this scheme.

View 7 is from Sherratt Street within the Ancoats conservation area and is framed by the Grade II Listed Victoria Square and the terraces around Anita Street. Contemporary architecture has emerged at the back of the view, reflecting the changing townscape within the vicinity of the heritage townscape. Separation between these townscape characters is provided in the view by Oldham Road.



***Viewpoint 7: View from Sherratt Street facing north. 625m south-east from the site***

The proposal would form a noticeable change with the addition of a tall element. This would not have a perceptible impact on the listed building or the conservation area which would remain legible and understood in their immediate context. The proposal would add to the city views and the regeneration of the Northern Gateway.

View 8 is from Sand Street Park, a small elevated green space. The foreground is parkland but the backdrop and setting are urban, with a city skyline. It provides an open long-range view towards Manchester's skyline above the trees. The view provides a range of architectural forms, materiality and massing including One Angel Square, the listed CIS tower and the Emmeline residential tower.



***Viewpoint 8: View from Sand Street Park view point – facing south-west. 575m north-east from the site***

The proposal would be a positive addition to an emerging context of taller buildings.

View 9 is from the bridge overlooking the old railway sidings to the northern edge of St. Catherine forest and provides a view the city scape at close range rising. Key built form includes One Angel Square, the CIS tower, the New Century House, the Cooperative Wholesale Society Building. The Grade I listed Town Hall clock tower is visible on the skyline to the left of the CIS tower, but is not a dominant feature due to the variety of more modern architectural form and height in the middle ground. Access to the bridge is limited which restricts views.



***Viewpoint 9: View from the junction of Cheetham Hill Road/ Lord Street, facing east.  
575m north-east from the site***

The proposal would be noticeable and create a prominent feature altering the composition of the view and blocking the Coop building. The high quality architecture and materiality would help to mitigate this impact. The stepped profile of the towers would be legible and understood and would mark a clear representation of the growth in this part of the city centre meeting the aspirations of the SRF.

*View 10* is taken from the edge of Manchester Fort shopping centre, along the northern approach into Manchester (Cheetham Hill Road). Manchester's contemporary skyline, including the CIS Tower, is visible above the cluttered industrial mid-ground, with road infrastructure characterising the foreground.



**Viewpoint 10: View from Cheetham Hill Road approach, facing south-east. 700m north from the site**

The development would form a cohesive design and form part of a cluster of emerging tall buildings. The foreground would remain intact and the development would provide long range views of the city centre.

View 11 is from the footway of a key arrival route of Cheetham Hill Road, facing down St Chads Street and would be glimpsed on route into the city centre. It looks across the Lower Irk Valley with existing towers on the horizon as the land rises back up the opposite hillside. The distinctive form and architecture of St Chads church to the right is a local landmark along the Cheetham Hill Road corridor.



**Viewpoint 11: View from the junction of Cheetham Hill Road/ St Chads street, facing east. 425m north-west from the site**

The proposal would be highly visible and would change the backdrop of the listed church. The environs to the listed church are currently poor and the proposal would be a high quality addition to the view through and would demonstrate the expansion of the city centre. The setting of the church would be legible and understood.

View 12 is from the eastern entrance to Roger Street and represents the connection to the area across the former railway arches from the north. Despite its role, Roger Street appears like a secondary route with on-street parking on its southern edge. It is surrounded by poor quality and low defined spaces such as large car parking, body shops and warehouses. The perspective is marked by the railway arches.







**Viewpoint 13: View from junction of Angel Street/ Style Street facing north. 275m south-west from the site**

The proposal would be viewed against the backdrop of Angel Meadow which has historic local significance. There is significant tree coverage within the park area which would provide glimpse views of tower A which would be more visible within the winter months. The proposed development would be seen within the cluster of other buildings which are currently under construction around Angel Meadows. Angel Meadows would still be readily understood within the context of the local area given the distance between the application and the park.

View 14 is along Rochdale Road, facing down Gould Street towards the Lower Irk Valley. The grade II listed Marble Arch Inn is to the right and adds architectural interest. To the left are more modern residential buildings. The two edges of the street respond to each other in a different way, combining a dense development to the west with some tree planting screening the car park on the right.



**Viewpoint 14: View from the junction of Rochdale Road/ Gould Street facing north-west. 325m south-east from the site**

The height and massing of the proposal would clearly be evident and in the setting of the listed building. The contemporary nature of the building, and its materiality, would contrast with the listed building ensuring that the significance of the building remains legible and clearly understood.

View 15 is from the northern edge of Dantzic Road, a route connecting the city centre to the River Irk and is enclosed to the north by a building. A fence separates piles of soil enhancing the poor-quality character of the view, partially covering the appearance of One Angel Square and the CIS tower. The skyline is characterised by a series of cranes at building sites and reflecting the changing nature of the area around Manchester Victoria and the city centre.



**Viewpoint 15: View from Dantzig Street/ entrance to St Catherine's Park, facing south-west. 200m north-east from the site**

The proposal would be a noticeable addition and improve the street scene along Dantzig Street. The stepped nature of the towers would clearly be legible as would the high quality architecture and use of materials. Public realm would improve the street environment and improve developments setting.

View 16 is close to the railway arches, at the junction of Dantzig Street and Irk Street acting as the main access point across the arches for those arriving from Angel Square. It is dominated by the large building at the centre, whilst the railway arches and Dantzig Street, with its low-quality buildings and on-street parking frame the view. The background is dominated by tree planting around River Irk river



**Viewpoint 16: View from Dantzic Street, facing east. 50m north-east from the site**

The height and massing of tower A would clearly be legible and understood. The entrance and public realm would activate Dantzic Street. The proposal would be seen in the same context as the railway arches and viaduct but their scale would ensure they remain legible with the view. The high quality architecture would be understood and mark a positive addition to the regeneration of the area.

The development would be significant in these views but in most cases would improve the skyline through its architecture, scale, massing and materiality. There are instances where it would change the setting of listed buildings and non designated heritage assets. However, this would be mitigated by the benefits of the proposal through the addition of new homes, place making and high quality architecture at a poor quality site within an underutilised part of the city centre.

**Impact of the historic environment and cultural heritage**

The site is not within a Conservation Area but there are Listed Buildings nearby that could be affected by the development. The urban grain around the site is a mixture of low quality car parking, cleared sites and industrial buildings, dominated by the railway arches. The nearest homes are under construction around Angel Meadows and in the immediate vicinity to New Mount Street. The site was formerly occupied by residential and industrial buildings from the mid-19<sup>th</sup> century including a paint and dye works and later a rubber works.

An assessment of the impact of the development has considered a 300m and 1500m radius around the site. This identified 360 listed buildings principally located within the city centre which had no direct or indirect connection with the development site.

or important views. The 16 views identified within the townscape assessment has considered any wider implications for listed buildings within these identified views.

A Heritage assessment within the Environmental Statement focused on the listed buildings found within 300 metres of the site. 3 listed buildings and 1 designated heritage asset which would be immediately affected and consideration of the impact on the proposal on these assets is required by paragraph 128 of the NPPF. The impact on the setting of these heritage assets, including those within the wider search area, was evaluated within the townscape assessment above.

*Union Bridge (Grade II)* is a former public road bridge spanning the River Irk and is situated on the opposite side of Dantzig Street. It comprises a single, low segmental arch constructed from sandstone ashlar and creates a pedestrian link to the site from the car parking at Roger Street. Historically the bridge was an important link across the Irk connecting the industrial sites which once dominated this area. Whilst the condition of the bridge is poor, its heritage significance remains high architectural, function and of local historic interest.

*Charter Street Mission (former Charter Street Ragged School and working girls home) (Grade II)* is a rare surviving example of a purpose built institutional building and contains original detailing. The building is best appreciated from Angel Meadows. The viaduct screens and separates it from the application site.

*Sharp Street Ragged School (Grade II)* is a former school and mission building to the south east, separated by the viaduct and Angel Meadows. The building is enclosed by former commercial buildings and has no physical relationship with this site.

*Lancashire and Yorkshire Railway Viaduct (non designated heritage asset)* carries the railway across the area and is a dominant feature within the local area. The structure is of simple and standard design and is not considered to be of any significant architectural merit.

*Angel Meadows* is a local green space located beyond the viaduct. It has no heritage designation but is of local historic interest having been created from the cleared site of the late 18<sup>th</sup> century St Michaels Church and churchyard and the mid-19<sup>th</sup> century 'new burying ground'. The area was also the subject of a L.S.Lowry painting.

The heritage assessment has considered the impact on the historic environment particularly within the key viewpoints that were identified as part of the townscape visual impact assessment.

The scale of the impact and the impact on the significance of the heritage asset has been judged to result in a low level of harm to the setting and significance of the heritage assets. This has been considered against the relevant tests within the NPPF. There would also be some heritage benefits from the removal of this vacant site from the setting of these heritage assets together with enhancements through landscaping and place making.

The key conclusions and impact on the significance of the heritage assets, within the relevant viewpoints, is summarised as follows:

*Union Bridge (Grade II)* the proposal would be visible within the immediate environs of the bridge and the open vista provided across the site would be lost. The significance of the bridge would remain legible and understood and perhaps better appreciated because of increased footfall. The significance of the bridge derives from its role as a pedestrian link across the Irk which would remain intact.

The proposal would reinstate development along Dantzig Street and enhance the public realm. The significance of the bridge would be retained with visitors being able to enjoy its features and cross the river Irk.

*Charter Street Mission (former Charter Street Ragged School and working girls home) (Grade II)* and *Sharp Street Ragged School (Grade II)* are separated from the site by the railway viaduct. As such, the proposal would not readily interfere with the setting of these listed buildings which would remain understood and legible from their main vantage points in and around Angel Meadows.

*Lancashire and Yorkshire Railway Viaduct (non designated heritage asset)* is a substantial structure. Given its scale and dominance, it would remain understood as a piece of rail infrastructure within the area. Tower A would be higher than the viaduct, as the SRF requires, to create a gateway building into the area. The high quality architecture and place making would minimise any impact on the viaduct.

*Angel Meadows* there would be no direct impact on Angel Meadows. The residents of the development would benefit from the close proximity to this green area and enjoy and appreciate its local historical value.

This major development would be seen in the same context of a number of heritage assets. It would, in most instances, result in a low level of *less than substantial harm*, as defined by paragraph 196 of the NPPF, to the setting and significance of the identified heritage assets. However, in each instance the heritage assets would remain legible and understood and outweighed by the substantial regeneration benefits that this development would bring. It is considered that this would provide the public benefits required by the paragraph 196 of the NPPF which outweighs any harm which arises. These public benefits will be considered in detail below.

## **Impact Assessment**

The proposal would result in instances of very low level harm through changes to the setting of the Union Bridge with the other listed buildings in the area being seen in the same context as the development on a wider city scale. These impacts are considered to result in a very low level of less than substantial harm.

In these circumstances, it is necessary to assess whether the impact suitably conserves the significance of the heritage assets, with great weight being given to the asset's conservation (and the important the asset, the greater the weight should be) (paragraph 193 NPPF). Any level of harm should be outweighed by the public benefits that would be delivered in accordance with the guidance provided in paragraph 196 of the NPPF.

This is a development site, as defined by policy SP1 of the Core Strategy, and is in one of the City's key regeneration areas. Its vacant condition has, at best, a neutral impact on the local area and the surrounding heritage assets. This proposal would regenerate this key site in line with Council policy and bring new homes to a neglected part of the city centre in order to create a new residential neighbourhood.

The architecture and place making would enhance the area and provide 634 new homes in a variety of sizes, including affordable homes. Construction jobs would be created along with Council Tax revenue when the new homes are occupied. The development would also meet sustainability objective and offer a highly efficient building fabric meeting low carbon objectives.

The visual and heritage assessments show a low level of harm to the heritage assets in most instances as the development would be viewed in the same context as them. The level of harm would be low level as the significance of the heritage assets would remain legible and understood both individually and where there is group value.

Mitigation and public benefits are derived from the creation of a component of the Northern Gateway. The heritage impacts would be at the lower end of less than substantial harm with the significant public benefits associated with this development more than outweighing this low level of harm.

It is considered, therefore, that, notwithstanding the considerable weight that must be given to preserving the setting of the listed buildings as required by virtue of S66 of the Listed Buildings Act, and paragraph 193 of the NPPF, the harm caused would be less than substantial and would be outweighed by the public benefits of the scheme and meet the requirements set out in paragraph 196 of the NPPF.

### **Impact on Archaeology**

Archaeological investigations were carried out as part of a condition of planning permission 103382/FO/2013/N1. The analysis of the archaeology findings was not completed. GMAAS have therefore recommended that this work is finalised and agreed. A condition should be imposed to this affect to satisfy the requirements of policy EN3 of the Core Strategy and saved policy DC20 of the UDP.

### **Layout, scale, external appearance and visual amenity**

Double height commercial uses and concierge facilities would form the base of each tower and podium fronting Dantzic Street. A 43 space car park, refuse and cycle store would be located at the base of towers C and podium B. The cycle store for tower B would also be located in the base of podium B.

Bromley Street would be lined with 10 townhouses with vehicular access to integrated car parking spaces for 8 homes. Access controls would restrict vehicular access for residents only. The entrance to the homes within podium A would be located at the southern end of Bromley Street.





***Ground floor layout of the development***

Each tower and podium has access to shared external amenity. Mezzanines with the commercial units would further increase the activity to Dantzig Street.



***Image of the proposed podium***

Tower C residential amenity space is located above the car park entrance. Homes with a south facing aspect in tower C have direct access into private terraces within the shared amenity with the remainder of residents access the spaces from the circulation cores. The first floor of the townhouses have direct access into the podium with private terraces.

For tower A, access to the podium is from the circulation cores with the duplex maisonnettes accessed from a shared corridor. Tower B is accessed by residents from the southern end of Bromley Street.



***Level 1 should the landscaping and private terraces to the podium areas and extent of new public realm around the site***

Public realm would be created opposite the railway arches with access to service vehicles required to access the base of tower B. A secure gate line extends from tower B to restrict access to the shared podium for non residents.



***Public realm adjacent to the railway arches***

Each tower has a maximum of 8 homes at each level around a central core. The layout would see two bedroom homes at each corner with each being dual aspect.

Tower A, on the corner of Dantzic Street and Gould Street would be the tallest at 37 storeys and would be a gateway building. Tower B would be 18 storeys and tower C 26 storeys together with the low rise built form along Bromley Street. The tower layouts have been staggered to maximise the distance between the towers together with maximising views across the River Irk and Irk Valley.



***Base of tower A and view along Dantzic Street***

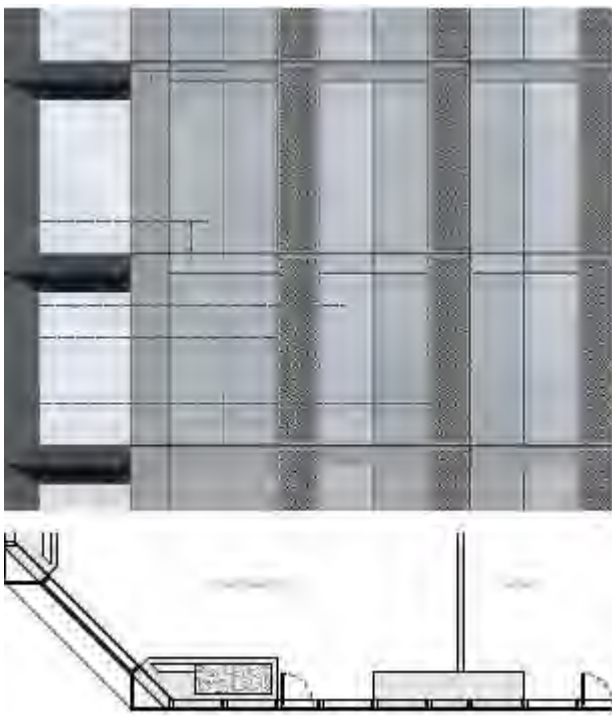
The scale responds to the design principles in the SRF which specifically requires a building of scale together with low rise active frontages to Dantzic Street.

The facades of the towers have been designed to express a 'picture window' within each new apartment. Each picture window has a coloured framed aluminium reveal to give form, depth and texture to the façade. A different colour would be applied to each tower to give them their own identity.



***Picture windows and colour treatment to the picture window reveals***

Between the windows, the facades express a simple two storey grid within the unitised curtain wall. The gridded façade creates a unified approach across the three towers. The grid is composed of large format anodised aluminium panels and vertical perforated panels which provide natural ventilation to the apartments. Glazing is a combination of clear and obscured panels.



***Example of the façade grid including picture window and reveal***

Prominence would be given to tower A to distinguish it from the other two towers. The façade grid would be extended and an open 3 metre high screen would be created around the top of the building to create a 'crown'.



***Crown of tower A***

The base of tower A and podium A along Dantzic Street would be expressed by double height commercial units with residential above. The double height curtain wall of the commercial units would be wrapped within a grey tone masonry which would provide texture and complement the grey aluminium cladding of the upper aspects of the tower. The transition between the base of the buildings and the upper tower would be expressed with an aluminium cladding band and stack-bonded soldier course brickwork.



***Interface between the base of the building and upper levels of the tower***

The base of tower A has been expressed with concrete feature columns which have been sized to support the tower and create a dramatic three storey back.



***Entrance to tower A and the commercial frontage to podium A fronting Dantzic Street***

A similar arrangement for the base of towers B and C is proposed with a solid masonry base forming the towers.



***Base of tower C to Dantzic Street***

Bromley Street is given a more residential scale with three storey townhouses flanking each side of the road. The facades incorporate a mixture of projecting and Juliet balconies at the lower levels and inset terraces to the upper levels providing depth to the elevations.



### ***Bromley Street town houses***

Balconies have been designed to feel integrated with the podium, with a solid base, with open metal railings. All the townhouses can be accessed from the street and from the podium.





***Image of Bromley Street looking towards the railway arches***

The homes to the upper levels of the podiums are accessed from external walkways that face out onto the shared external amenity spaces

Overall the design is considered to be high quality offering an individual and distinctive piece of architecture. The scale of the buildings are appropriate in this location and the materials deliver a simple and effective façade treatment. Conditions of the planning approval will ensure that the materials are appropriate and undertaken to the highest standard.

### **Contribution to Improving Permeability, Public Spaces and Facilities and Provision of a Well Designed Environment**

The proposal would provide significant areas of public realm and shared amenity areas. The reinstatement of Bromley Street would open access through the site from the railway arches and public realm would be provided between the development and the railway arches. The applicant does not have control of all the land within this area therefore the public realm would need to be delivered in phases and temporary arrangements would allow connections to this part of the site.

The carriageway on Dantzig Street would be reduced and street trees, planting and street furniture would be installed. At the junction of Gould Street and Dantzig Street a new public square would provide the setting to tower A.

The landscaped podiums would provide communal gardens for the residents. These would include furniture, planting and high quality hard landscaping which would improve biodiversity across the site.

81 trees would be planted in the site of which 48 would be planted within the street along Dantzig Street and within the new areas of public realm.



### ***Indicative landscaping proposals***

#### **Impact on Ecology**

An ecological appraisal concludes that the development would not result in any significant or unduly harmful impacts to local ecology given the current condition of the site. Greater Manchester Ecology Unit concur with the findings. The landscaping and street trees would enhance green infrastructure and biodiversity. In order to maximise the schemes contribution in this regard, a condition would agree final details in order to comply with policy EN9 of the Core Strategy.

#### **Effects on the Local Environment/ Amenity**

- (a) Sunlight, daylight, overshadowing and overlooking

An assessment has been undertaken to establish the likely significant effects of the proposal on the amount of daylight and sun light received by developments which are near to this site. Consideration has also been given to any instances of overlooking which would result in a loss of privacy.

To assess the surrounding existing properties, the BRE guidelines have been used to provide a method for assessing daylight – Vertical Sky Component (VSC) and No sky Line (NSL) methods. For the assessment of sunlight, the approach considers the Annual Probable Sunlight Hours (APSH) for a reference point on a window (i.e. if a window point can receive at least 25% APSH, then the room should still receive enough sunlight).

The only residential development which was considered was the North View development (ref. 114860/FO/2016) (not yet commenced) which was granted planning permission in October 2019 and lies to the immediately to the east. The assessment considered windows and rooms which may be affected, the magnitude of the change and levels of light which would be retained.

452 windows serving 344 rooms were assessed for VSC and NSL for daylight and 170 for APSH for sunlight.

273 of the 452 windows (60%) met the BRE guidelines for VSC. 98 would experience alterations between 20-30%, 49 would experience alteration between 30-40% and the remaining 32 would experience alteration in excess of 40%.

For NSL, 304 of the 344 rooms (88%) met the BRE guidelines. 16 would experience alterations between 20-30%. 11 would experience alterations between 30-40% with the remainder experiencing alterations in excess of 40%. 24 of the rooms affected are bedrooms which require less daylight with the remaining 16 being kitchens.

Whilst it is acknowledged that there would be some degree of impact on the North View development, it is not considered to be unduly harmful in a city centre context.

170 windows were assessed for sunlight with 149 (88%) meeting the BRE criteria for both winter and annual APSH. 4 windows would experience an alteration of between 30-40% and 7 would experience reductions in excess of 40%. 9 would experience alterations in winter APSH in excess of 40%.

Overall it is considered that the windows assessed in the North View development for sunlight would retain a good summer sunlight potential with lower levels received in the winter months which is not uncommon in urban locations such as this.

Consideration has also been given to the impact of proposal on the amenity areas within the North View development. 5 out of 8 (63%) amenity areas would meet the BRE criteria with the 3 amenity areas all experiencing an alteration in excess of 40%. It should be noted that these amenity areas are located within a central courtyard, or pedestrian walkways, and would not in any event meet the BRE guidelines.

The proposal would give rise to an overlooking to the North View development. The development would be separated by a significant area of public realm which is

located on the North View development. The layout and orientation of both schemes maximises the privacy distances to prevent any undue loss of privacy.

(b) TV reception

A TV reception survey has concluded that there is likely to be minimal impact on digital television services or digital satellite television services. This would be closely monitored during the works and a condition would require of a post completion survey to be undertaken to verify that this is the case and that no additional mitigation is required.

(c) Air Quality

The site is not within an Air Quality Management Area (AQMA), where air quality conditions are known to be poor as a result of vehicular emissions, however, the AQMA is located close to the site at the junction of Gould Street and Dantzic Street.

An air quality report notes that during the construction phases there could be impact from dust, earth works/construction and vehicle emissions. This would be minimised through good practice which should remain in place for the duration of the works and should be a condition.

There would be 51 onsite car parking space which is limited in comparison to the number of new homes at the development. 5 would be fitted with a fast charging electric car charging point. This would allow residents to take advantage of the highly sustainable location and access to public transport which is within a short walk of the site and therefore not exacerbate local air quality conditions.

634 secure cycle spaces would be provided and an 80 space secure cycle store would be created on site.

A mechanical ventilation system would ensure that air intake to the apartments would be fresh and free from pollutants.

Environmental Health concur with the conclusions and recommendations within the air quality report. The proposed mitigation measures would be secured by planning condition and the proposal would comply with policy EN16 of the Core Strategy, paragraph 8 of the PPG and paragraph 124 of the NPPF in that there will be no detrimental impact on existing air quality conditions as a result of the development.

(d) Wind environment

A wind assessment has assessed the potential effects of the arena on the wind environment and mitigation measures which would be required to minimise the impact on the wind microclimate.

The assessment shows that generally the development would result in the areas around the development being suitable for walking, sitting and standing with all the entrances being located in suitable positions.

The south western corner and northern parts of tower A, the eastern boundary of the site and the entrances around towers B and C maybe more exposed to adverse wind conditions, particularly during the winter months. In addition, the recreational spaces on the podiums may also experience slightly more windy conditions in the autumn.

In order to ensure these areas are safe landscaping, particularly tree planting, is proposed around the south western corner of tower A and within the landscaping areas on the podiums. There would be a recessed entrance at the base of tower C.

The assessment demonstrates that with mitigation in place, the wind conditions at the site, and within the immediate area, improve considerably with all location in and around the site being suitable in terms of pedestrian safety and comfort for their intended use all year round.

The report concludes that there are no detrimental or harmful impacts and the wind conditions at all thoroughfares, entrances and amenity locations are all considered to be within acceptable limits for their required use.

### **Noise and vibration**

A noise assessment identifies the main sources of noise would be from: plant and construction activities. The acoustic specification would limit noise ingress from external noise, particularly from nearby roads and the adjacent rail/tram lines.

Noise levels from the construction would be acceptable provided that the strict operating and delivery hours are adhered to along with the provision of an acoustic site hoarding, equipment silencers and regular communication with nearby residents. This should be secured by a planning condition.

The main source of noise to the apartments would be from traffic on the surrounding roads and noise from the adjacent rail/tram line. A mechanical ventilation system and appropriate glazing would ensure that noise levels within the apartments are acceptable. This would also be the subject of verification prior to occupation.

Provided that construction activities are carefully controlled and the plant equipment and residential and commercial accommodation are appropriately insulated the proposal would be in accordance with policy DM1 of the Core Strategy, extant policy DC26 of the UDP and the NPPF.

### **Waste management**

Each apartment would have separate storage areas for refuse, recyclable and compostable materials. Residents would take their waste to a refuse chute, with a tri-separator to encourage recycling. Residents within the homes within the podium would take their refuse and recycling directly to the refuse stores located adjacent to the circulation cores at ground level.

The refuse stores would be managed by facilities staff and residents would not be permitted to enter the refuse stores that are fed by chutes.

The refuse requirements for the towers and podiums are as follows:

Tower A (275 properties) general waste; 28 x1100 litre Eurobins; Paper 14 x1100 litre Eurobins; Co-mingled – 14 x1100 litre Eurobins. Podium A (18 properties) General waste – 21 x1100 litre Eurobins; Paper – 1 x1100 litre Eurobins; Co-mingled 1 x1100 litre Eurobins.

Podium B (20 properties) General waste 21 x1100 litre Eurobins; Paper 1 x1100 litre Eurobins; Co-mingled 1 x1100 litre Eurobins. Tower B (228 properties) General waste 13 x1100 litre Eurobins; Paper 7 x1100 litre Eurobins; Co-mingled 7 x1100 litre Eurobins

Tower C (193 properties) General waste 20 x1100 litre Eurobins; Paper 10 x1100 litre Eurobins; Co-mingled 10x1100 litre Eurobins

The waste and servicing areas would be located away from Dantzig Street and Bromley Street to ensure commercial and residential active frontages are uninterrupted. Tower A and podium A would be serviced from a layby on Gould Street and podium B and Tower C would be serviced from a layby on Dantzig Street. Tower B would be serviced from Dantzig Street via a service ramp. Bins would be manoeuvred to this location for emptying and then returned to stores.

Tower A and podiums A and B would be collected on a weekly basis with the more restricted stores for towers B and C collected twice a week. The refuse arrangements are considered to be acceptable.

The commercial units would have their own refuse stores internal to the premises. Final details are to be agreed once the end users are known.

### **Accessibility**

All main entrances would have level access. The residential entrances avoid pinch points with a low level reception desk and other measures to help wheel chair users. All upper floors are accessible by lifts and internal corridors would be a minimum of 1500mm. All apartments have been designed to space standards allow adequate circulation space. There would be 4 dedicated parking space for disabled people created within the car park.

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

The south eastern part the site is in Flood Zone 1, indicating a less than 1 in 1,000 annual probability of flooding. Flood risk increases to Flood Zone 2 in the central areas of the site, indicating between a 1 in 100 and 1 in 1,000 annual probability of flooding. The north western area of the site is located within Flood Zone 3, indicating a greater than 1 in 100 annual probability of flooding.

The site is also within a critical drainage area where there are complex surface water flooding problems from ordinary watercourses, culverts and flooding from the sewer network. These areas are sensitive to an increase in surface water run off and/or volume from new developments which may exasperate local flooding problems.

Due to the sites location in flood zone 2 and 3, the proposal has to satisfy the requirements of the Sequential Test and where applicable the Exception test as outlined in the NPPF and NPPG.

The site was assessed as part of the Greater Manchester Strategic Flood Risk Assessment (SFRA) (2011) as an area for residential development and therefore the sequential test need not be applied as part of this application. The majority of the site is at very low risk of surface water flooding. There are isolated areas of low risk across the northern and eastern extents of the site. The site is at low risk with regards to reservoir flooding and tidal flooding. There is a low to medium risk of flooding from groundwater.

The application has been assessed by Flood Risk Management Team and the Environment Agency. Finished floor levels, flood resilient design, flood compensation storage and low flow fittings and appliances have formed part of the developments design in order to minimise the impact in the event of flooding. In addition, the development would sit entirely outside of the Flood Zone 3 that is present on the Dantzic Street border of the site.

In order to satisfy the provisions of policy EN14 of the Core Strategy, it is recommended that the drainage plan and floor levels forms part of the conditions of the planning approval.

### **Impact on the highway network/car/cycle parking and servicing**

A transport statement notes that all sustainable transport modes are nearby with Victoria train station and Shudehill Metrolink station within 10-minute walk. The transport assessment indicates that the proposal would have a minimal impact on the surrounding highway network.

There would be no limited on site car parking in the form of 53 spaces (including 4 disabled bays). 5 of the bays would be fitted with a fast charging electric car charging point.

There would be 634 cycle spaces within dedicated secure cycle stores. A travel plan would support the ongoing travel needs of residents including whether any offsite parking is required. A condition should ensure that the travel plan is monitored and that residents are supported to find a parking space should they require one.

A loading bays would be provided created on Gould Street and Dantzic Street dedicated to the servicing of the development.

The proposal therefore accords with policies SP1, T1, T2 and DM1 of the Core Strategy.

### **Designing out crime**

A Crime Impact Statement (CIS), prepared by Design for Security at Greater Manchester Police, recognises that the development would bring vitality to this area

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

### **Ground conditions**

A ground conditions report provides notes that further gas monitoring is required to inform the final remediation strategy. A verification report should confirm that the agreed remediation has been carried out. This approach should form a condition of the planning approval in order to comply with policy EN18 of the Core Strategy.

### **Legal Agreement**

The proposal would be subject to a legal agreement under section 106 of the Planning Act to secure the provision of onsite affordable housing as explained in the paragraph with heading "Affordable housing".

### **Conclusion**

The proposal would have a positive impact on the regeneration of this part of the City Centre and would contribute to the supply of high quality housing. Active frontages and high quality façades would make a positive contribution to the city scape. The building would be of a high level of sustainability and high quality materials thereby reducing CO2 emissions.

There would be a modest impacts on the setting of adjacent listed buildings and non-designated heritage assets. These are low level impacts that are outweighed by the public benefits that the scheme would deliver in terms of removing this low quality site and providing new homes.

There would be minimal impact on the surrounding buildings in terms of daylight and overlooking distances are reasonable and will not result in a loss of privacy.

**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 Director 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 of the application is proportionate to the wider benefits



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

**Recommendation      Minded to Approve subject to the signing of a section 106 agreement in relation to affordable housing**

### **Article 35 Declaration**

Officers have worked with the applicant in a positive and proactive manner based on seeking solutions to problems arising in relation to dealing with the planning application. Pre application advice has been sought in respect of this matter where early discussions took place regarding the siting/layout, scale, design and appearance of the development along with noise and traffic impacts. Further work and discussion have taken place with the applicant through the course of the application, particularly in respect of the appearance of the building along with other matters arising from the consultation and notification. 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) Prior to the commencement of development, a detailed phasing plan (including enabling phase and indicative timescales for implementation) for the development shall be submitted for approval in writing by the City Council, as Local Planning Authority. The development shall then be carried out in accordance with the phasing plan and timescales agreed.

Reason – The development is to be carried out on a phased basis and details must therefore be agreed in this regard to ensure that a comprehensive development provided at this site pursuant to policies SP1 and DM1 of the Manchester Core Strategy (2012).

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

#### Drawings

DAST-HBA-00-XX-DR-APL20\_0001, DAST-HBA-00-XX-DR-APL20\_0002, DAST-HBA-00-00-DR-APL20\_0100, DAST-HBA-00-02-DR-APL20\_0102, DAST-HBA-00-03-DR-APL20\_0103, DAST-HBA-00-04-DR-APL20\_0104, DAST-HBA-00-05-DR-APL20\_0105, DAST-HBA-00-06-DR-APL20\_0106, DAST-HBA-00-12-DR-APL20\_0112, DAST-HBA-00-18-DR-APL20\_0118, DAST-HBA-00-23-DR-APL20\_0123, DAST-HBA-00-26-DR-APL20\_0126, DAST-HBA-00-36-DR-

APL20\_0137, DAST-HBA-00-ZZ-DR-APL20\_0200, DAST-HBA-00-ZZ-DR-APL20\_0201, DAST-HBA-00-ZZ-DR-APL20\_0202, DAST-HBA-00-ZZ-DR-APL20\_0203, DAST-HBA-00-ZZ-DR-APL20\_0204, DAST-HBA-00-ZZ-DR-APL20\_0205, DAST-HBA-00-ZZ-DR-APL20\_0206, DAST-HBA-00-ZZ-DR-APL20\_0207, DAST-HBA-00-ZZ-DR-APL20\_0208, DAST-HBA-00-ZZ-DR-APL20\_0209, DAST-HBA-00-ZZ-DR-APL20\_0210, DAST-HBA-00-ZZ-DR-APL20\_0211, DAST-HBA-00-ZZ-DR-APL20\_0212, DAST-HBA-00-ZZ-DR-APL20\_0300, DAST-HBA-00-ZZ-DR-APL20\_0301, DAST-HBA-00-ZZ-DR-APL20\_0302, DAST-HBA-00-ZZ-DR-APL20\_0500, DAST-HBA-00-ZZ-DR-APL20\_0501, DAST-HBA-00-ZZ-DR-APL20\_0502, DAST-HBA-00-ZZ-DR-APL20\_0503, DAST-HBA-00-ZZ-DR-APL20\_0504, DAST-HBA-00-ZZ-DR-APL20\_0505, DAST-HBA-00-ZZ-DR-APL20\_0506, , DAST-HBA-00-ZZ-DR-APL20\_0508, DAST-HBA-00-ZZ-DR-APL20\_0509, DAST-HBA-00-ZZ-DR-APL20\_0510, 1768.1-PLA-XX-XX-DR-L-0001 P06, 1768.1-PLA-XX-XX-DR-L-0002 P04, 1768.1-PLA-XX-XX-DR-L-0003 P05, 1768.1-PLA-XX-XX-DR-L-0004 P05, 1768.1-PLA-XX-XX-DR-L-0005 P06, 1768.1-PLA-XX-XX-DR-L-1000 P06, 1768.1-PLA-XX-XX-DR-L-1001 P08, 1768.1-PLA-XX-XX-DR-L-1005 P06, 1768.1-PLA-XX-XX-DR-L-2000 P04, 1768.1-PLA-XX-XX-DR-L-2001 P05 and 1768.1-PLA-XX-XX-DR-L-6000 P04

All stamped as received by the City Council, as Local Planning Authority, on the 19 May 2020

Drawings DAST-HBA-00-ZZ-DR-A-PL20\_0507 P3 and DAST-HBA-00-ZZ-DR-A-PL20\_0550 Rev 1 stamped as received by the City Council, as Local Planning Authority, on the 10 August 2020

#### Supporting Information

DAS (including Landscaping, Refuse Management Strategy and Public Realm Statement) prepared by Hawkins Brown and Planit-IE, Tall Building Statement prepared by Avison Young, Consultation Statement prepared by Counter Context, Crime Impact Statement prepared by Greater Manchester Police, Site Investigation Report (Phase 1) prepared by LK Consulting, Site Investigation Report (Phase 2), prepared by LK Consulting, Environmental Standards Statement (including ventilation strategy), prepared by ARUP, Ecological Appraisal, prepared by Paul Chester & Associates Ltd, TV Reception Survey prepared by SCS Technologies Ltd; Detailed Fire Strategies prepared by BB7, Environmental Statement comprising:

ES Volume 1: Non-Technical Summary, prepared by Avison Young;

ES Volume 2: Main Text:

- Chapter 1 – Introduction, prepared by Avison Young;
- Chapter 2 – Approach, prepared by Avison Young;
- Chapter 3 – Site Description, prepared by Avison Young;
- Chapter 4 – Alternatives, prepared by Avison Young;
- Chapter 5 – The Proposed Development, prepared by Avison Young;
- Chapter 6 – Planning Policy Context, prepared by Avison Young;
- Chapter 7 – Townscape and Visual Impact, prepared by Planit-IE;
- Chapter 8 – Heritage, prepared by Stephen Levant Heritage Architecture;
- Chapter 9 – Flood Risk and Drainage, prepared by Civic Engineers;

- Chapter 10 – Transport and Access, prepared by Civic Engineers;
- Chapter 11 – Air Quality and Dust (including fumes), prepared by BWB Consulting;
- Chapter 12 – Noise and Vibration, prepared by ARUP;
- Chapter 13 – Sunlight, Daylight and Overshadowing, prepared by GIA;
- Chapter 14 – Wind Microclimate (including Pedestrian Level Wind Microclimate Assessment), prepared by BMT (wind assessment) and ArcAero (ES Chapter);
- Chapter 15 – Socioeconomic (including local labour), prepared by Brookdale;
- Chapter 16 – Human Health – Enfusion
- Chapter 17 – Climate Change – Wardell Armstrong
- Chapter 18 – Cumulative Impacts, prepared by Avison Young;
- Chapter 19 – Summary of Mitigation and Residual Effects, prepared by Avison Young.

ES Volume 3: Appendices.

All stamped as received by the City Council, as Local Planning Authority, on the 19 May 2020

ES addendum including updated Flood Risk Assessment stamped as received by the City Council, as Local Planning Authority, on the 17 August 2020

Sustainability statement and ESS addendum stamped as received by the City Council, as Local Planning Authority, on the 14 September 2020

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) A phase of the development (save for the enabling works phase) shall not commence until details of the method for piling, or any other foundation design using penetrative methods, for that phase shall be submitted for approval in writing by the City Council, as Local Planning Authority. The approved details shall then be implemented during the construction of the development.

Reason - Piling or any other foundation using penetrative methods can result in risks to potable supplies (pollution/turbidity, risk of mobilising contamination) drilling through different aquifers and creating preferential pathways. It is therefore necessary to demonstrate that piling will not result in contamination of groundwater. In addition, piling can affect the adjacent railway network which also requires consideration pursuant to policies SP1, EN17 and EN18 of the Manchester Core Strategy (2012).

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

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

6) A phase of development shall be carried out in accordance with the flood risk and drainage assessment with the ES prepared by Civic Engineers stamped as received by the City Council, as Local Planning Authority, on the 19 May 2020.

The development shall be carried out in accordance with this information and prior to the first occupation of a phase (save for the enabling works phase), a verification report for that phase shall be submitted for approval in writing to the City Council, as Local Planning to confirm that the works in that phase have been undertaken in accordance with the previously approved reports.

Reason – In the interest of managing the flood risk at the development pursuant to policy EN14 of the Manchester Core Strategy (2012).

7) Notwithstanding the flood risk and drainage assessment with the ES prepared by Civic Engineers stamped as received by the City Council, as Local Planning Authority, on the 19 May 2020, (a) A phase of the development (save for the enabling works phase) shall not commence until a scheme for the drainage of surface water from that phase of the new development shall be submitted for approval in writing by the City Council as the Local Planning Authority. This shall include:

- Consideration of alternative green SuDs solution if practicable;
- Details of surface water attenuation that offers a reduction in surface water run off rate in line with the Manchester Trafford and Salford Strategic Flood Risk Assessment i.e at least a 50% reduction in run off rate compared to the existing rates, as the site is located within a critical drainage area.
- Runoff volume in the 1 in 100 year, 6 hours rainfall shall be constrained to a value as close as is reasonable practicable to the greenfield runoff volume for the same event, but never to exceed the runoff volume from the development site prior to redevelopment.
- Evidence that the drainage system has been designed (unless an area is designed 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.
- Hydraulic calculation of the proposed drainage system
- construction details of flow control and SuDs elements.

(b) The phase (save for the enabling works phase) shall then be constructed in accordance with the approved details, within an agreed timescale.

(c) Prior to the first occupation of a phase (save for the enabling works phase) a verification report for that phase shall be submitted, including relevant photographic evidence, that the scheme has been implemented in accordance with the previously approved details.

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

8) No development groundworks shall take place until the applicant or their agents or their successors in title have secured the implementation of a programme of archaeological works to be undertaken in accordance with a Written Scheme of Investigation (WSI) submitted to and approved in writing by the local planning authority. The WSI shall cover the following:

1. A programme for post investigation assessment, research and re-interment to include: - analysis of the finds and site investigation records - production of a final report on the significance of the archaeological and historical interest represented;
2. Provision for publication and dissemination of the analysis and report on the site investigation - including publication as part of the 'Greater Manchester's Past Revealed' series.
3. Provision for archive deposition of the report, finds and records of the site investigation

Reason - To record and advance understanding of heritage assets impacted on by the development and to make information about the archaeological heritage interest publicly accessible pursuant to policy EN3 of the Manchester Core Strategy.

9) a) Notwithstanding the Site Investigation Report (Phase 1) prepared by LK Consulting, Site Investigation Report (Phase 2) stamped as received by the City Council, as Local Planning Authority, on the 19 May 2020, a phase of the development shall not commence until the following information for that phase has been submitted for approval in writing by the City Council, as Local Planning Authority, to identify and evaluate all potential sources and impacts of any ground contamination, groundwater contamination and/or ground gas relevant to the site

- details of the initial gas monitoring investigation including a copy of any report used and also details of atmospheric pressure during monitoring to ensure assessment included periods of low and falling atmospheric pressure;
- If any of the current boundary land is to remain or reused, or areas of soft landscaping are not being removed as part of the surface dig then an updated risk assessment and potentially remediation report will be required to confirm the details of any necessary remediation in these areas.

- A water supplier risk assessment to confirm the type of water supply pipe to be installed

b) When the phase 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.

10) A phase of the development shall not commence until a detailed construction management plan outlining working practices during construction for that phase of the 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;
- Consultation with local residents;
- Location, removal and recycling of waste;
- Routing strategy and swept path analysis;
- Parking of construction vehicles and staff; and
- Sheeting over of construction vehicles.

A phase 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).

11) Prior to the commencement of each phase of development, full details of ground levels, earthworks and excavations to be carried out near to the railway boundary shall be submitted for approval in writing by the City Council, as Local Planning Authority . The development shall be implemented in accordance with the approved details.

Reason: To protect the adjacent railway, pursuant to SP1 , T1and DM1 of the Core Strategy for Manchester (1995).

12) Prior to the commencement of development (including demolition, ground works, vegetation clearance), an invasive non-native species protocol shall be submitted for approval by the City Council, as Local Planning Authority. For the avoidance of doubt this shall detail the containment, control and removal of Himalayan balsam and giant hogweed on site. The development shall be carried out in accordance with the approved protocol.

Reason - In order to deal with the invasive non-native species at the application site pursuant to policy EN15 of the Manchester Core Strategy (2012).

13) Prior to the commencement of the development within each phase (save for the enabling works phase), all material to be used on all external elevations of the development shall be submitted for approval in writing by the City Council, as Local Planning Authority. This shall include the submission of samples (including a panel) and specifications of all materials to be used on all external elevations of the development along with jointing and fixing details, details of the drips to be used to prevent staining in, ventilation/air brick and a strategy for quality control management.

The approved materials shall then be implemented as part of the development.

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

14) The window reveals and soffits for the development shall be carried out in accordance with drawings DAST-HBA-00-ZZ-DR-A-PL20\_0507 P2 and DAST-HBA-00-ZZ-DR-A-PL20\_0550 Rev 1 stamped as received by the City Council, as Local Planning Authority, on the 10 August 2020

For the avoidance of doubt the extent of the window reveals and detailing will be as follows:

- Minimum window reveal 200mm (300mm to commercial units);
- Brickwork to Soffits of all windows where applicable.

Reason – In the interest of preserving the architectural detailing on the scheme pursuant to policies EN1 and DM1 of the Manchester Core Strategy (2012).

15) a) Prior to the commencement of a phase of development (save for the enabling works phase), details of a Local Benefit Proposal, in order to demonstrate commitment to recruit local labour for the duration of the construction that phase 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 associated with each phase 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).

16) Prior to any above ground works of a phase (save for the enabling works phase), details of the boundary treatment shall for that phase be submitted for approval in writing by the Council, as Local Planning Authority. The approved details shall then be implemented as part of the phase and be in place prior to the first occupation of that phase of the development.

The boundary treatment shall be retained and maintained in situ thereafter and notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 2015 (or any order revoking or re-enacting that Order with or without modification) no boundary treatment shall be erected on site, other than that shown on the approved plans.

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.

17) Prior to the first occupation of a phase hereby approved (save for the enabling works phase), details of the implementation, maintenance and management of the sustainable drainage scheme for that phase shall be submitted for approval in writing by the City Council, as Local Planning Authority.

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

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

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



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

18) The development hereby approved shall be carried out in accordance with the Sustainability statement and ES addendum stamped as received by the City Council, as Local Planning Authority, on the 14 September 2020. A post construction review certificate/statement for each phase (save for the enabling works phase) shall be submitted for approval, within a timescale that has been previously agreed in writing, to the City Council as Local Planning Authority for each phase.

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.

19) Notwithstanding drawings 1768.1-PLA-XX-XX-DR-L-0001 P06, 1768.1-PLA-XX-XX-DR-L-0002 P04, 1768.1-PLA-XX-XX-DR-L-0003 P05, 1768.1-PLA-XX-XX-DR-L-0004 P05, 1768.1-PLA-XX-XX-DR-L-0005 P06, 1768.1-PLA-XX-XX-DR-L-1000 P06, 1768.1-PLA-XX-XX-DR-L-1001 P08, 1768.1-PLA-XX-XX-DR-L-1005 P06, 1768.1-PLA-XX-XX-DR-L-2000 P04, 1768.1-PLA-XX-XX-DR-L-2001 P05 and 1768.1-PLA-XX-XX-DR-L-6000 P04 stamped as received by the City Council, as Local Planning Authority, on the 19 May 2020, (a) prior to the first occupation of each phase (save for the enabling works phase) details of a hard and soft landscaping scheme (including appropriate materials, specifications) for that phase shall be submitted for approval in writing by the City Council as Local Planning Authority.

(b) The approved scheme for each phase shall be implemented prior to the first occupation of the residential element of each 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.

20) Prior to the first occupation of the residential element of each phase (save for the enabling works phase), a detailed landscaped management plan for that phase shall be submitted for approval in writing by the City Council, as Local Planning Authority. For the avoidance of doubt this shall include details of how the hard and soft landscaping areas will be maintained including maintenance schedules and repairs. The management plan shall then be implemented as part of the development and remain in place for as long as the development remains in use.

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

21) Notwithstanding the Chapter 12 Noise and Vibration, prepared by ARUP of the ES stamped as received by the City Council, as Local Planning Authority, on the 17 May 2020, (a) Prior to the first occupation of each phase of the development hereby approved (save for the enabling works phase), details of any externally mounted ancillary plant, equipment and servicing shall be submitted for approval in writing by the City Council, as Local Planning Authority. For the avoidance of doubt, externally mounted 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 5 dB (L<sub>aeq</sub>) below the typical background (LA<sub>90</sub>) level at the nearest noise sensitive location.

(b) Prior to the first occupation of each phase of the development (save for the enabling works phase), a verification report will be required to validate that the work undertaken conforms to the recommendations and requirements approved as part of part (a) of this planning condition. The verification report shall include post completion testing to confirm the noise criteria has been met. In instances of non conformity, these shall be detailed along with mitigation measures required to ensure compliance with the noise criteria. Any mitigation measures shall be implemented in accordance with a timescale to be agreed with the City Council, as Local Planning Authority, and thereafter retained and maintained in situ.

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

22) (a) Notwithstanding the Chapter 12 Noise and Vibration, prepared by ARUP of the ES stamped as received by the City Council, as Local Planning Authority, on the 19 May 2020, prior to the first use of each the commercial units as indicated on drawing DAST-HBA-00-00-DR-A-PL20\_0100 Rev P1 stamped as received by the City Council, as Local Planning Authority, on the 19 May 2020, a scheme of acoustic insulation for that commercial unit shall be submitted for approval in writing by the City Council, as Local Planning Authority.

(b) Prior to the first use of the commercial units within each phase, a verification report will be required to validate that the work undertaken conforms to the recommendations and requirements approved as part of part (a) of this planning condition. The verification report shall include post completion testing to confirm the noise criteria has been met. In instances of non conformity, these shall be detailed along with mitigation measures required to ensure compliance with the noise criteria. Any mitigation measures shall be implemented in accordance with a timescale to be agreed with the City Council, as Local Planning Authority, and thereafter retained and maintained in situ.

Reason - In order to limit the outbreak of noise from the commercial premises pursuant to policies SP1 and DM1 of the Core Strategy (2007) and saved policy DC26 of the Unitary Development Plan for the City of Manchester (1995).

23) Notwithstanding the Chapter 12 Noise and Vibration, prepared by ARUP of the ES stamped as received by the City Council, as Local Planning Authority, on the 19 May 2020, (a) prior to the first occupation of each phase of the development (save for the enabling works phase), a scheme for acoustically insulating the proposed residential accommodation within that phase of the development against noise from Dantzic Street, local traffic network and the adjacent railway/tram line shall be submitted for approval in writing by the City Council, as Local Planning Authority. The approved noise insulation scheme shall be completed before the first occupation of the phase of development.

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 L Aeq (individual noise events shall not exceed 45 dB L Amax,F by more than 15 times)

Living Rooms (daytime - 07.00 - 23.00) 35 dB L Aeq

Gardens and terraces (daytime) 55 dB L Aeq (where practically possible)

(b) Prior to the first occupation of each phase of the development, a verification report for that phase of development will be required to validate that the work undertaken conforms to the recommendations and requirements approved as part of part (a) of this planning condition. The verification report shall include post completion testing to confirm the noise criteria has been met. In instances of non conformity, these shall be detailed along with mitigation measures required to ensure compliance with the noise criteria. Any mitigation measures shall be implemented in accordance with a timescale to be agreed with the City Council, as Local Planning Authority, and thereafter retained and maintained in situ.

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

24) Notwithstanding the Waste and Servicing strategy within the Design and Access statement prepared by Hawkins Brown stamped as received by the City Council, as Local Planning Authority, on the 19 May 202, prior to the first occupation/use of each phase of the development (save for the enabling works phase), a scheme for the storage (including segregated waste recycling) and disposal of refuse for the residential and commercial elements within that phase of the development shall be submitted for approval in writing by the City Council, as Local Planning Authority. The details of the approved scheme shall be implemented as part of each phase and shall remain in situ whilst the use or development is in operation.

Reason - To ensure adequate refuse arrangements are put in place for the residential element of the scheme pursuant to policies EN19 and DM1 of the Manchester Core Strategy.

25) Prior to the first use of each of the commercial units, drawing DAST-HBA-00-00-DR-A-PL20\_0100 Rev P1 stamped as received by the City Council, as Local

Planning Authority, on the 19 May 2020, details of a scheme to extract fumes, vapours and odours from that commercial unit shall be submitted for approval in writing by the City Council, as Local Planning Authority. The approved scheme shall then be implemented prior to the first occupation of each of the commercial units and thereafter retained and maintained in situ.

Reason - To ensure appropriate fume extraction is provided for the commercial units pursuant to policies SP1 and DM1 of the Manchester Core Strategy and saved policy DC10 of the Unitary Development Plan for the City of Manchester (1995).

26) Prior to the first use of each commercial unit as indicated drawing DAST-HBA-00-00-DR-A-PL20\_0100 Rev P1 stamped as received by the City Council, as Local Planning Authority, on the 19 May 2020, details of any roller shutters to the ground floor of that commercial unit shall be submitted for approval in writing by the City Council, as Local Planning Authority. For the avoidance of doubt the shutters shall be fitted internally to the premises. The approved details shall be implemented prior to the first occupation of each commercial units and thereafter retained and maintained in situ.

Reason - To ensure that the roller shutters are appropriate in visual amenity terms pursuant to policies SP1, EN1 and DM1 of the Manchester Core Strategy (2012).

27) 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 each phase (save for the enabling works phase), full details of such a scheme for that phase 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 occupation of each phase 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 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.

28) 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.

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

Monday to Saturday 07:30 to 20:00  
Sundays (and Bank Holidays): No deliveries/waste collections

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

30) The commercial units hereby approved, as indicated on drawing DAST-HBA-00-00-DR-A-PL20\_0100 Rev P1 stamped as received by the City Council, as Local Planning Authority, on the 19 May 2020, shall not be open outside the following hours:-

Monday to Saturday	08.00hrs - 23.00hrs
Sundays	09.00hrs - 23.00hrs

There shall be no amplified sound or any amplified music at any time within the units.

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.

31) The commercial units as shown on drawing DAST-HBA-00-00-DR-A-PL20\_0100 Rev P1 stamped as received by the City Council, as Local Planning Authority, on the 19 May 2020, shall remain as separate units and shall not be sub divided or amalgamated without the benefit of planning permission being secured.

Reason- In the interests of residential amenity and to ensure the future viability and vitality of the commercial units pursuant to saved policy DC26 of the Unitary Development Plan for the City of Manchester and policies DM1, C5 and SP1 of the Manchester Core Strategy.

32) The commercial units, as indicated on DAST-HBA-00-00-DR-A-PL20\_0100 Rev P1 stamped as received by the City Council, as Local Planning Authority, on the 19 May 2020, can be occupied as A1, A2, A3 or A4 and D1 (excluding a place of worship). and for no other purpose of The Town and Country Planning (Use Classes) Order 1987 (or any order revoking and re-enacting that Order with or without modification). The first use of the commercial unit to be implemented shall thereafter be the permitted use of that unit

Reason - For the avoidance of doubt and in order to secure a satisfactory form of development due to the particular circumstance of the application site, ensuring the vitality of the units and in the interest of residential amenity, pursuant policy DM1 of the Core Strategy for Manchester .

33) In the event that any of the commercial units, as indicated on drawing DAST-HBA-00-00-DR-A-PL20\_0100 Rev P1 stamped as received by the City Council, as Local Planning Authority, on the 19 May 2020 are occupied as Use Class A3 or A4, prior to their first use the following details must be submitted and agreed in writing by the City Council, as Local Planning Authority. These details are as follows:

- Management of patrons and control of external areas. For the avoidance of doubt this shall include:
  - o Dispersal policy;
  - o Mechanism for ensuring windows and doors remain closed after 9pm

The approved scheme shall be implemented upon first use of the premises and thereafter retained and maintained.

Reason - To safeguard the amenities of nearby residential occupiers as the site is located in a residential area, pursuant to policies SP1, DM1 and C10 of the Manchester Core Strategy and to saved policy DC26 of the Unitary Development Plan for Manchester.

34) Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 1995 as amended by The Town and Country Planning (General Permitted Development) (Amendment) (England) Order 2015 (or any order revoking and re-enacting that Order with or without modification) no part of the residential element of the building shall be used for any other purpose (including any other purpose in Class C3 of the Schedule to the Town and Country Planning (Use Classes) Order 1987 as amended by The Town and Country Planning (Use Classes) (Amendment) (England) Order 2015, or in any provision equivalent to that Class in any statutory instrument revoking and re-enacting that Order with or without modification) other than the purpose(s) of C3(a). For the avoidance of doubt, this does not preclude two unrelated people sharing a property.

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

35) Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 2015 as amended by The Town and Country Planning (General Permitted Development) (Amendment) (England) Order 2010 (or any order revoking and re-enacting that Order with or without modification) the apartments hereby approved shall be used only as private dwellings (which description shall not include serviced apartments/apart hotels or similar uses where sleeping accommodation (with or without other services) is provided by way of trade for money or money's worth and occupied by the same person for less than ninety consecutive nights) and for no other purpose (including any other purpose in Class C3(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 - To safeguard the amenities of the neighbourhood by ensuring that other uses which could cause a loss of amenity such as serviced apartments/apart hotels do not commence without prior approval; 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.

36) The development shall be carried out in accordance with the Crime Impact Statement prepared by Design for Security at Greater Manchester Police stamped as received by the City Council, as Local Planning Authority, on the 19 May 2020. The development shall only be carried out in accordance with these approved details. Prior to the first occupation of each phase of the development (save for the enabling works phase) the Council as Local Planning Authority must acknowledge 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.

37) The development hereby approved shall be carried out in accordance with the Framework Travel Plan stamped as received by the City Council, as Local Planning Authority, on the 19 May 2020.

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 occupation of each phase (save for the enabling works phase), a Travel Plan for that phase 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).

38) Prior to the first occupation of the residential element within each phase of the development (save for the enabling works phase) details of the cycle provision for that phase, shall be submitted for approval in writing by the City Council, as Local Planning Authority.

The approved details for that phase shall then be implemented prior to the first occupation of the residential element within that phase and thereafter retained and maintained in situ.

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).

39) Prior to the first occupation of the residential element within each phase of the development hereby approved (save for the enabling works phase), details of disabled car parking provision for that phase shall be submitted for approval in writing. The approved details shall then be implemented prior to the first occupation of the residential element within each phase and remain in situ for as long as the development remains in use.

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

40) Prior to the first occupation of the residential element of each phase (save for the enabling works phase) the car parking layout for that phase as indicated on drawing DAST-HBA-00-00-DR-A-PL20\_0100 Rev P1 stamped as received by the City Council, as Local Planning Authority, on the 19 May 2020 shall be implemented and made available. The car parking shall remain available for as long as the residential element remains in use.

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

41) Prior to the first occupation of the residential element of each phase (save for the enabling works phase), a scheme of highway works and details of footpaths reinstatement/public realm for that phase 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:

- Narrowing of footway along Dantzig Street;
- Amendments to on street parking controls to Dantzig Street and Gould Street;
- Introduction of speed restrictions and traffic calming measures to Dantzig Street and Gould Street;
- Introduction of on street disabled car parking and car club bay,
- Creation of means of access, tactile paving, kerb upstands and other improvement and alterations to the public realm;
- Vehicular controls to Bromley Street;
- Footway improvement and reinstatement works;
- Installation of street trees; and
- Cycle provision within Dantzig Street.

The approved scheme for each phase shall be implemented and be in place prior to the first occupation of the residential element of each phase 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).

42) Notwithstanding the TV Reception Survey, stamped as received by the City Council, as Local Planning Authority, on the 19 May 2020, within one month of the practical completion of each phase (save for the enabling works phase), and at any other time during the construction of the development if requested in writing by the City Council as Local Planning Authority, in response to identified television signal reception problems within the potential impact area a study to identify such measures necessary to maintain at least the pre-existing level and quality of signal reception identified in the survey carried out above for that phase shall be submitted for approval in writing by the City Council, as Local Planning Authority. The measures identified must be carried out either before each phase is first occupied or within one month of the study being submitted for approval in writing to the City Council as Local Planning Authority, whichever is the earlier.

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

43) Prior to the first occupation of the residential element, the installation 5 7kw fast charging electric car charging points, as shown on drawing DAST-HBA-00-00-DR-A-PL20\_0100 Rev P1 stamped as received by the City Council, as Local Planning Authority, on the 19 May 2020, shall be implemented and remain available for as long as the development is in.

Reason – In the interest of air quality pursuant to policies SP1 and EN16 of the Manchester Core Strategy (2012).

44) Prior to the first occupation of each phase (save for the enabling works phase), details of bird and bat boxes to be provided (including location and specification) in that phase shall be submitted for approval in writing by the City Council, as Local Planning Authority. 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).

45) Notwithstanding the General Permitted Development Order 2015 as amended by the Town and Country Planning (Permitted Development and Miscellaneous Amendments) (England) (Coronavirus) Regulations 2020 or any legislation amending or replacing the same, no further development in the form of upward extensions to the building shall be undertaken other than that expressly authorised by the granting of planning permission.

Reason - In the interests of protecting residential amenity and visual amenity of the area in which the development is located pursuant to policies DM1 and SP1 of the Manchester Core Strategy.

46) Prior to the first occupation of each phase of the development (save for the enabling works phase) a signage strategy for the entire buildings within that phase shall be submitted for approval in writing by the City Council, as Local Planning Authority. The signage strategy will include timescales for implementation. The approved strategy shall then be implemented for that phase and used to inform any future advertisement applications for the building.

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

47) All windows at ground level, unless shown otherwise on the approved drawings detailed in condition 2, shall be retained as a clear glazed window opening at all times and views into the premises shall not be screened or obscured in any way.

Reason - The clear glazed window(s) is an integral and important element in design of the ground level elevations and are important in maintaining a visually interesting street-scene consistent with the use of such areas by members of the public, and so as to be consistent with saved policy DC14 of the Unitary Development Plan for the City of Manchester and policies SP1 and DM1 of the Core Strategy.

48) The development hereby approved shall include for full disabled access to be provided to the internal courtyard and communal walkways and via the main entrances and to the floors above.

Reason - To ensure that satisfactory disabled access is provided by reference to the provisions Core Strategy policy DM1.

49) Prior to the first occupation of each phase of the development (save for the enabling works phase), a strategy to minimise solar glare to the adjacent railway for that phase shall be submitted for approval in writing by the City Council, as Local Planning Authority. The approved strategy shall be implemented upon first occupation of that phase of the development and remain in use at all times.

Reason – In the interest of public safety for users of the adjacent railway pursuant to policy DM1 of the Manchester Core Strategy (2012).

### **Informatives**

- The developer or crane operator must contact Manchester Airports Control of Works Office at least 21 days in advent 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 restriction that are subsequently imposed by Manchester Airport must be fully complied with.

- With a development of a certain height that may/will require use of a tower crane, the developer must bear in mind the following. Tower crane usage adjacent to railway infrastructure is subject to stipulations on size, capacity etc. which needs to be agreed by Network Rail's Asset Protection prior to implementation. Tower cranes have the potential to topple over onto the railway; the arms of the cranes could over-sail onto Network Rail air-space and potentially impact any over-head lines, or drop materials accidentally onto the existing infrastructure. Crane working diagrams, specification and method of working must be submitted for review and agreement prior to work(s) commencing on site.
  
- Network Rail will need to review and agree all excavation and earthworks to determine if the works impact upon the support zone of our land and infrastructure as well as determining relative levels in relation to the railway. Network Rail would need to agree to the following:
  - Alterations to ground levels
  - De-watering works
  - Ground stabilisation works

Network Rail would need to review and agree the methods of construction works on site to ensure that there is no impact upon critical railway infrastructure. No excavation works are to commence without agreement from Network Rail.

Alterations in loading within proximity of the railway boundary must be agreed with Network Rail.

- Soakaways, as a means of storm/surface water disposal must not be constructed near / within 20 metres of Network Rail's boundary or at any point which could adversely affect the stability of Network Rail's property. Once water enters a pipe it becomes a controlled source and as such no water should be discharged in the direction of the railway.
  - Storm/surface water must not be discharged onto Network Rail's property or into Network Rail's culverts or drains.
  - Suitable drainage or other works must be provided and maintained by the developer to prevent surface water flows or run-off onto Network Rail's property.
  - Proper provision must be made to accept and continue drainage discharging from Network Rail's property.
  - Suitable foul drainage must be provided separate from Network Rail's existing drainage.
  - Drainage works could also impact upon culverts on developers land.

Water discharged into the soil from the applicant's drainage system and land could seep onto Network Rail land causing flooding, water and soil run off onto lineside safety critical equipment / infrastructure; or lead to de-stabilisation of land through water saturation.

- To note are:

- The current level of railway usage may be subject to change at any time without prior notification including increased frequency of trains, night time train running, heavy freight trains, trains run at weekends /bank holidays.
  - Maintenance works to trains could be undertaken at night and may mean leaving the trains' motors running which can lead to increased levels of noise and vibration.
  - Network Rail also often carry out works at night on the operational railway when normal rail traffic is suspended and often these works can be noisy and cause vibration.
  - Network Rail may need to conduct emergency works on the existing operational railway line and equipment which may not be notified to residents in advance due to their safety critical nature, and may occur at any time of the day or night, during bank holidays and at weekends.
  - Works to the existing operational railway may include the presence of plant and machinery as well as vehicles and personnel for project or emergency works.
  - The proposal should not prevent Network Rail from its statutory undertaking. Network Rail is a track authority. It may authorise the use of the track by train operating companies or independent railway operators, and may be compelled to give such authorisation. Its ability to respond to any enquiries regarding intended future use is therefore limited.
- The scope and duration of any Noise and Vibration Assessments may only reflect the levels of railway usage at the time of the survey.
- Any assessments required as a part of CDM (Construction Design Management) or local planning authority planning applications validations process are between the developer and their appointed contractor.
  - Network Rail cannot advise third parties on specific noise and vibration mitigation measures. Such measures will need to be agreed between the developer, their approved acoustic contractor and the local planning authority.
  - Design and layout of proposals should take into consideration and mitigate against existing usage of the operational railway and any future increase in usage of the said existing operational railway.
- The developer is to submit directly to Network Rail, a Risk Assessment and Method Statement (RAMS) for all works to be undertaken in proximity of the operational railway under Construction (Design and Management) Regulations, and this is in addition to any planning consent. Network Rail would need to be re-assured the works on site follow safe methods of working and have also taken into consideration any potential impact on Network Rail land and the existing operational railway infrastructure. Review and agreement of the RAMS will be undertaken between Network Rail and the applicant/developer. The applicant /developer should submit the RAMs directly to:
- As the proposal includes works which may impact the existing operational railway and in order to facilitate the above, a **BAPA** (Basic Asset Protection Agreement) will need to be agreed between the developer

and Network Rail. The developer will be liable for all costs incurred by Network Rail in facilitating this proposal, including any railway site safety costs, possession costs, asset protection costs / presence, site visits, review and agreement of proposal documents and any buried services searches. The BAPA will be in addition to any planning consent.

The applicant / developer should liaise directly with Asset Protection to set up the BAPA.

For major works / large scale developments an Asset Protection Agreement will be required with further specific requirements.

[AssetProtectionLNWNorth@networkrail.co.uk](mailto:AssetProtectionLNWNorth@networkrail.co.uk)

### **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: 126944/FO/2020 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:**

**Planning Casework Unit  
Network Rail  
Environmental Health  
MCC Flood Risk Management  
Highway Services  
Neighbourhood Team Leader (Arboriculture)  
Work & Skills Team  
Greater Manchester Ecology Unit  
Friends Of Angel Meadow**

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



<b>Application Number</b>	<b>Date of Appln</b>	<b>Ward</b>
125596/FO/2019	29th Nov 2019	Miles Platting & Newton Heath Ward

**Proposal** Planning Application for housing-led mixed use development comprising: a maximum of 410 new dwellings (Class C3); and , comprising Class E (Commercial, business and service) use , (maximum floorspace 744 sq.m GIA in total); recreation open space and landscaping; and associated access off Hulme Hall Lane, Varley Street and Iron Street, infrastructure provision and car parking

**Location** Land Bounded By Hulme Hall Lane, Varley Street, Iron Street, Coleshill Street And Rochdale Canal, Manchester, M40 8HH

**Applicant** ENGIE Services Ltd & Landcare (East Manchester) Ltd, C/o Agent,

**Agent** Mrs Rhian Smith, Avison Young, Norfolk House, 7 Norfolk Street, Manchester, M2 1DW

### Site Description

The application site covers an area of approximately 6.4 hectares and includes the former Manox site (chemical dye factory). It is bounded by the Rochdale Canal (and associated tow path) grassed brownfield land and commercial /industrial uses to the north. To the south is Iron Street; this area to the south is largely residential and includes a play area. There are further residential properties to the west across Varley Street is Victoria Mill (Grade II \* listed Building ) which has been converted to residential use. To the east across Alan Turing Way there are commercial /industrial uses.

The topography of the site is predominantly flat but it does have some areas of mounding due to previous earthworks. It is regular in shape and is currently vacant industrial land, a former playing pitch and informal open space. This is grassed, with some trees in its corners and along the boundary with Iron Street. The former industrial element of site is secured by a mixture of boundary treatments including brick walls and piers and palisade fencing set above the wall between the piers, concrete post and panel fencing and palisade security fencing.

Access is currently provided from a number of points from Varley Street, Iron Street, Coleshill Street and Hulme Hall Lane. Primary access to the proposed development is to be provided via the existing A6010/Coleshill Street/Lord North Street signalised junction to the north-east and via Holland Street/Varley Street to the south-west. A spine road would run through the site connecting the two primary access junctions, and the alignment of the spine road has been designed to discourage through vehicle movements, with traffic calming measures to also be provided. The existing Coleshill Street connection with the A6010/Lord North Street signalised junction is to be amended as part of the proposals and controlled pedestrian crossing facilities are to be provided. The main spine road would connect with the existing alignment of Holland Street to the south-west of the site, which in turn connects with Varley Street

at an existing priority T-junction. The Danson Street/Holland Street junction would be amended so that Danson Street becomes the minor arm, giving way to movements on Holland Street.

Vehicular access is also to be provided via a number of connections with Iron Street to the south-east of the site, which would link through to the main spine road. A number of minor routes are to be provided to connect to the north-west of the spine road to provide access to the remainder of dwellings within the site.

The application site can be seen below:



The site is not located within a Conservation Area. The nearest listed building is Victoria Mill which lies approx.72m to the north west of the site , with the Corpus Christie Basilica ( Grade II ) on Varley Street 255m to the north.

### **Description**

The proposal seeks consent for a housing-led mixed use development. It involves 410 new dwellings (Class C3) and 744sq.m of commercial floorspace comprising Class A1 (retail), Class A3 (restaurant/cafe) Class B1 (business/office use) , together with recreation open space and landscaping, infrastructure provision and car parking. Following recent changes to planning legislation, the Class A1 , A3 and B1 uses now fall within use Class E and the title of the application has been changed accordingly.



There would be a variety of house types ranging in size and design (2 bedroom 4 person, three bedroom 4 person, three bedroom five person and three bedroom six person houses) along with 107 apartments. All would meet the Council's approved space standards.

The development would include two blocks of apartments located along the south western boundary of the site adjacent to Varley Street, close to the junction with Holland Street, with a further two blocks fronting onto Hulme Hall Lane in proximity to Coleshill Street. The apartment blocks would be part four, part five, and five storeys in height. The rest of the site would then include the dwellinghouses, which would be either 2 or 3 storeys in height.

The layout would be in the form of a grid iron pattern of buildings with the majority of houses facing onto the street (some terraces facing the canal would face onto pedestrian routes which link to the proposed highways). Each would have a small rear garden and access to larger shared courtyard areas which would include some off street parking provision. These areas would be secured,

On street parking controlled by the use of permits is also proposed.

A range of different tenures are included, build to rent and affordable housing being delivered through a registered provider (One Manchester). Overall there would be 36 Shared Ownership, 34 Affordable Rent, 44 rent to buy and 296 Build to Rent

The proposed commercial floorspace would primarily be located at ground floor level within the apartment block fronting onto Hulme Hall, the café element of the scheme would be located at ground level facing onto the canal with a flat above.

As noted there would be a new highway network into and around the site, which would connect Hulme Hall Lane in an east west direction to Varley Street. Car parking has been provided at a provision of 310 parking spaces, 438 cycles spaces and 22 parking spaces for disabled users which are all included within the proposed development. Parking for the most part is in the form of on street bays and would be managed through a residents permit scheme.

Associated landscaping, boundary treatments, new highways with street trees, and significant site remediation is also proposed. The layout of the site incorporates seven key areas of open space each with its own distinct character but which would create a chain of practical and useable space for future and existing residents.

The scheme would also necessitate the provision of a number of substations within the overall site.

## **Consultations**

This application was advertised on site on 17<sup>th</sup> December 2019, and in the press on 24<sup>th</sup> December 2019.

Community Consultation Event regarding the proposal held on July 2019, and a subsequent events held on the 10<sup>th</sup> and 12<sup>th</sup> October 2019.

Local residents – 9 emails raising objections have been received from 7 properties in the local area on Bradford Road, Holland Street, Brookhill Street, and Padstowe Street on the following grounds.

Loss of Open Space – the scheme would involve the loss of:

- The 100 year old Iron Street Park (not Saxon Saint Park). There is very little in terms of quantum of open space within the new proposals. Concerns were also expressed that the Council's estates team had not consulted separately on the disposal of the land as part of a wider exercise .
- An objection has been expressed in regard to houses being built on the football field. The resident is of the view that the field has been Covenanted and it was agreed with Manchester City Council that no houses would be built on it. The covenant states that this land should remain public open space.
- What happened to this land being gifted to the local people by the Pendlebury family who owned the tripe colony?
- How is the applicant and the city council (owner of this public space) making specific reference to the loss of this space?

Can these documents be clarified to specifically state that this open space is being lost?

If a council-owned community asset which is covenanted is being sold off, there should be a discussion around this with local residents? Shouldn't this consultation be separate from the developer-led consultation which will be pro-development? Why does the Open Space Assessment not refer to the additional Open Space requirement coming from the number of new residents from 400+ households who will need open space?

- Open space is needed for the health and wellbeing of the community.
- This is one of the last green spaces in Miles Platting and should be saved for children, dog walkers and footballers.
- Green spaces provide a vital service for the environment by absorbing air pollutants.
- This recreation area has been used for nearly a century for various activities and still in use today.

A resident has been in contact with Field In Trust , and is of the view this further reinforces the argument that the planning application's removal of existing open space, as well as the assumed, reduced open space provision will lead to an even smaller open space provision and is of the view that the development is against NPPF and Local Plan polices around Open Space provision.

Consultations timeframe

- Concerns were expressed that the original consultation period started on 17<sup>th</sup> December 2019 and as such fell over the Christmas period.

Ecology

- There will be lots of disruption to the wildlife and environment.
- Efforts need to be made to save as many trees as possible.
- This will destroy a lot of natural habitat and displace a wide variety of insects , birds and animals.
- The scheme will lead to the loss of trees.

#### Ground conditions

- The land is contaminated, the chemical companies who historically operated close to the development site Hardman & Holden, Manox and Degussa, so how can it be justified to build homes on the area.
- Concerns have been expressed in relation to the site investigation works and what toxins have been released to the environment in the vicinity, and what measures/testing have been implemented prior to excavation.

#### Traffic /parking

- Every part of Miles Platting is seeing houses being built , residents are struggling with traffic, more roads are not required.
- There will be 324 car parking spaces and access from Iron Street inappropriate as there are lot of children frequenting the park.

#### Scale of development

- The development is far too large for the site and will have a negative impact on the health of residents.

#### Air Quality /Noise

- The area is already subject to an unacceptable level of pollution and noise nuisance from previous developments at the Etihad and the Vermillion.
- The volume of traffic and associated levels of pollution is dangerous to the health of the community.
- Concerns are expressed that the construction will lead to significant noise which would adversely affect local residents working night shifts.
- A resident has expressed concerns over the safety of pets ( e.g. cats) who wander around out doors, during the construction phase of the development, and what measures would be taken to ensure their safety.

#### Residential Amenity

- The resident feels that the proposed plan includes one house which would adversely affect the privacy of their home. Their issues are in relation to 'daylight, sunlight and overshadowing, 'overlooking or loss of privacy' and 'noise and disturbance'.

The height, positioning and the addition of a balcony on this type of house in line with their property will completely overlook the garden and diminish the privacy. There is also a high risk of this blocking daylight, sunlight and overshadowing the property. They request the three storey property be reduced in height..

The resident also seeks assurances from the council that there will be proper measures put in place for the management of 'buy-to-rent' scheme, as they have previously experienced trouble with some individuals in rented housing in the area.. Marking such land specifically as buy-to-rent could lead to investors not caring about who is living in the neighbourhood. They request that the developer considers more affordable housing to allow more people to purchase in the neighbourhood that is developing.

One resident advises they have no objection to build on the brown field land of Holland Street school and the old dye works area

Re-consultation responses from local residents

Following a further consultation with residents 2 letters of objection were received which reiterated their earlier concerns.

Local Businesses – an email has been received raising concerns about the potential impacts to a local manufacturing business, and seeking clarity in regard to how close the proposed houses would be located to their family manufacturing business.

Highways Services -07.01.2020- Have advised that based upon the transport assessments provided, they consider that the proposed development would not have a severe impact on the operation of the local highway network and therefore does not raise any network capacity concerns.

The existing Coleshill Street connection with the A6010/Lord North Street signalised junction is to be amended as part of the proposals and controlled pedestrian crossing

facilities are to be provided which is supported by Highways. Advice in relation to highway specifications for roads which are to be adopted has been provided, including materials .

They have further advised that the proposed highway layout would necessitate the stopping up of part of the existing highway and have provided advice relating to the legislation to be followed and also in regard to undertaking works to existing highways .

The site is adjacent to a 20mph speed limit area and it would be necessary to incorporate the new estate roads into this zone thereby requiring a change to the traffic regulation order and street signs, and that traffic calming is incorporated within the scheme. The proposed traffic calming measures are acceptable to highways in principle.

Vehicle tracking was assessed to ensure that a suitably sized refuse vehicle can utilise the highway alignment to enter and exit the site in a forward gear . Highways Services have noted the level of parking provision and recommend spaces on adopted streets ( which include provision for four car club bays and four spaces for commercial use) are subject to weekday and Etihad event day permit parking controls, and this is funded through the development. Furthermore, a commuted sum is required to finance the future administration, enforcement and maintenance of this permit parking scheme.

They also recommend the introduction of double yellow line parking restrictions at junctions and on those areas of adopted road which are unprotected and would be susceptible to unwanted parking.

They have noted the number of proposed electric vehicle charging points (which equates to 30% provision) and advised this acceptable.

Given the extent of car ownership within this area coupled with a drive to reduce future dependency on motor vehicles, they consider the level of parking provision to be acceptable.

They have further advised that the level of cycle storage and the access for pedestrian and cyclists to the Rochdale Canal towpath. Communal waste storage is provided for all properties and each is located with consideration for ease of collection which is acceptable. The submitted travel plan is acceptable from a highway perspective.

A condition to require a construction management plan is requested. In terms of gated courtyard entrances, Highways are satisfied with the proposed operational methodology.

It has been confirmed that any tree pit proposed on the adopted highway can be controlled via a suitably worded planning condition.

The applicant confirms the proposal to use PCC paving for adopted footways which is a non-standard (bituminous material) specification and would require a commuted sum for their future maintenance addressed through a S278 for non-standard material commuted sum.

Transport for Greater Manchester 28.04.2020- There are no comments required from TfGM in regards to the amendments.

The Canal and Rivers Trust – 20.01.2020 – Have made the following comments :-

Design& Layout – The grain and scale of the proposed development is considered to be generally appropriate in this canalside location. The use of gabled elevations to the canal is a positive detail and the approach to the corners is especially welcomed avoiding blank elevations towards the canal frontage. Landscape proposals are also broadly acceptable.

The change in level between the towpath and the proposed development is generally considered to be beneficial, potentially providing a heightened sense of defensible space for occupiers of waterside homes and providing an element of segregation between secondary roads and the waterway environment. The treatment of the mediating space between the two levels is critical to provide a positive interface between the canal and the development with arrangements for ongoing management and maintenance of this public realm needing to be confirmed. They note the proposed use of sheet piling retaining structures and reference to their finish and detailing being agreed with the Trust. They have no objection in principle to such an approach, but would ask for the submission of the detailed design and finish of all boundary treatments, including retaining structures and any necessary foundation details are secure by an appropriately worded condition. In particular they would wish to see full details of measures to prevent parking along the line of the towpath in order to protect and enhance the character of the waterway corridor, and amenity of its users. They request that full details and finishes of measures intended to protect the canal corridor and its users from vehicles are secure by an appropriately worded condition.

Pollution

Given the sites known contamination and proximity to the canal, appropriate measures to prevent inadvertent pollution of the canal both during construction and post construction will be important. The submitted framework Construction Management Plan appears to indicate that the main pollution issues will be addressed through dust management, waste management and construction management plans ..

**Structural Integrity** – In order to safeguard the structural integrity of the canal the detail of the proposed foundations outlined in the Phase 2 Ground Investigation should be conditioned, and should include cross section of the proposed works relative to the canal.

**Drainage** - The Trust is not a statutory drainage authority and as such would need to agree any surface water discharge into the canal. The submitted FRA and Drainage Strategy indicates that soakaways are not considered to be viable due to high levels of contamination and that surface water discharge is proposed into Shooters Brook. They have no specific concerns regarding such an approach but would ask that full drainage details are secured by means of a suitably worded planning condition.

**Ecology** - They note that the applicant has submitted a report to support a Habitat Regulations Assessment which concludes that the development will have no significant adverse effect on statutory or non-statutory designated sites for nature conservation.

They advise that careful consideration will need to be given to lighting to avoid excessive light spill onto the canal corridor.

They note reference in the Design & Access Statement to Japanese Knotweed having been removed from the site.

**Towpath Access** - Access to the towpath from the site is currently restricted and the proposed creation of an improved access to the towpath from the site is

**Canal Towpath Improvements** – The Trust welcome the positive reference to an improved canal frontage and pedestrian and cycle priority route along the towpath set out in the masterplan. The canal towpath adjacent to the site forms part of Sustrans Cycle Route 66.

The Trust advise they are working with the City Council on the delivery of a towpath improvement scheme in the Ancoats area through the Mayors Challenge Fund. Works are currently due to be undertaken in Autumn 2020 and include the stretch of towpath adjacent to this site where a contribution towards improvements may otherwise have been necessary to mitigate the direct impact of increased usage arising from the proposed development. They would therefore welcome provision of or a contribution towards improved signage in and within the vicinity of the site to encourage the use of the towpath by future occupiers of the development and would welcome the opportunity to discuss this matter further.

**Environmental Health** - Have considered the application and recommend that in respect of the commercial uses, conditions relating to opening hours, delivery hours, fume extraction, and acoustic insulation be attached to any approval

In relation to the proposed residential element of the scheme, conditions are recommended in relation to acoustic insulation from noise from Duo Plastics, and traffic noise Hulme Hall Road and Varley Street.

In relation to the overall development conditions are recommended in relation to the submission of a construction management plan, external lighting details, refuse storage, air quality, acoustic insulation of external equipment.

#### Contaminated land matters

The site is the former Manox Chemical Works and surrounding land which is currently used as public open space. Previous land uses on and adjacent to the site have included a chemical works, a tar distillery, an aluminium works and textile manufacturing. The site does not lie within 250 metres of any known landfill sites, but is in close proximity to the Rochdale Canal and Shooters Brook and lies above the Upper Pennine Coal Measures.

The submitted desk study information has been examined and found to be adequate.

The site investigation and final risk assessment for this development have identified levels of contamination that will require remediation prior to the site being suitable for its intended use. A remediation strategy is required to be submitted for approval before the commencement of any remedial works on site. The remediation strategy also needs to consider the control of dust and odours from the remediation works as the site is bordered by some sensitive receptors (a primary school and houses)

Before any above ground works can commence on this site a supplementary Site Investigation and Risk Assessment Report (including a Human Health Detailed Quantitative Risk Assessment), together with a detailed Remediation Strategy, and Gas monitoring data needs to be submitted for consideration. After completion of site works, a verification report is required to validate that the work undertaken conforms to the remediation proposals received and agreed by this Section. These matters need to be conditioned.

A set of bespoke conditions to deal with the complex nature of the ground conditions at the site will be reported as a late representation.

The Coal Authority – Originally advised that they had substantive concerns in relation to the proposed development. The Coal Authority have now confirmed that the applicant had addressed their concerns and they have advised they have noted the further correspondence from the applicant's agent confirming their intention of undertaking further investigations to inform any necessary remedial measures, specific to recorded shallow mine workings. On account of the above the Coal Authority is now able to withdraw its objection, subject to the imposition of appropriate conditions relating to requiring site investigation works prior to commencement of development.

Furthermore, that in the event that the site investigations confirm the need for remedial works to treat the areas of shallow mine workings to ensure the safety and stability of the proposed development, this should also be conditioned to ensure that any remedial works identified are undertaken prior to commencement of the development.

A condition should therefore require prior to the commencement of development:

- \* The undertaking of an appropriate scheme of intrusive site investigations;
- \* The submission of a report of findings arising from the intrusive site investigations;
- \* The submission of a scheme of remedial works for approval; and
- \* Implementation of those remedial works.

In regard to Mine Shaft a condition should therefore require prior to the commencement of development:

- \* The submission of a scheme of remedial works for the mine entry considered necessary for approval; to include a remediation strategy for the mine entry, including any foundation designs which may be required for building within influencing distance of the mine entry;
- \* Implementation of those remedial works.

#### Flood Risk Management Team – 19.12.2020

Recommend that a condition relating to surface water drainage works, designed in accordance with Non-Statutory Technical Standards for Sustainable Drainage Systems (March 2015) or any subsequent replacement national standards, to be attached to any approval. Furthermore, if there is no clear adoption policy in place to take over the proposed drainage system after construction, they recommend a further condition relating to the construction works and on-going maintenance also be conditioned.

United Utilities - Recommend conditions in relation to surface water drainage based on a Sustainable drainage scheme; the management and maintenance of Sustainable Drainage Systems; and that surface and foul water be drained on separate systems, are attached to any approval. In the event of surface water draining to the combined public sewer, they advise that flows must be restricted to 6 l/s.

Although water supply in the area is compliant with current regulatory standards, they recommend the applicant provides water storage of 24 hours capacity to guarantee an adequate and constant supply.

Furthermore they advise that a water main crosses the site, to which they need unrestricted access for operating and maintaining it.

They have also requested a further condition that 'No development shall take place until a Construction Risk Assessment Method Statement (RAMS) for construction of the proposed development, is submitted to and approved by the Local Planning Authority. The statement shall outline the potential impacts from all construction activities on infrastructure that crosses the site and identify mitigation measures to protect and prevent any damage to this infrastructure.

Greater Manchester Ecology Unit - Have advised that the site does not have substantive nature conservation value, but the regenerating tree over is relatively extensive, and the site is adjacent to the Rochdale Canal Site of Biological Importance (SBI). The Canal is designated because it supports important populations of aquatic vegetation.



They advise there are landscape plans in place with extensive new tree and shrub planting which ought to go some way to compensate for the tree losses. Conditions are recommended to be attached to any planning approval to ensure that removal of or works to any hedgerows, trees or shrubs should not take place between 1st March and 31st August inclusive, unless a competent ecologist has undertaken a careful, detailed check of vegetation for active birds' nests; that any Construction Environmental Management Plan prepared for the development must include specific measures to prevent pollution of the adjacent Canal; and that an invasive non-native species protocol shall be submitted to and approved by the local planning authority, detailing the containment, control and removal of invasive plant species on site prior to the commencement of development (including ground works and vegetation clearance).

GMAAS – Advise that the application is supported by an historic environment desk based assessment (DBA) , and this assessment meets the requirements for such a study as set-out in the National Planning Policy Framework 2019 (189) and GMAAS accepts the report as submitted. The DBA concludes that whilst the site retains a distinct archaeological potential in selected areas the levels of contamination are sufficiently high to raise serious health concerns regarding intrusive investigation and recording.

Instead, it is proposed that an archaeological watching brief be maintained during the decontamination works targeting the areas with an identified archaeological interest. Within such an approach it is assumed that any remains exposed would be subject to a basic level of archaeological recording.

GMAAS agrees with the DBA's conclusions and recommendations. GMAAS recommends that a condition is placed upon the planning consent requiring that arrangements are made for an archaeological watching brief to be maintained during groundworks. Furthermore, before any groundworks commence the appointed archaeological contractor should produce a Written Scheme of Investigation for the watching brief for agreement with GMAAS. It should detail how the watching brief will be undertaken including agreed protocols for the protection of the archaeological staff. It should identify discuss the arrangements for the investigation and recording of archaeological remains. It should also identify which areas of the site will be subject to the watching brief.

GMAAS advise that they will monitor the implementation of the archaeological works on behalf of Manchester Planning Authority.

Aboricultural Officer - Any significant comments will be reported to committee.

Design for Security –tThe content of the Crime Impact Report does go some way to address the potential crime and antisocial behaviour issues that are associated with a development of this nature and they have said that the report is satisfactory in this regard.

The current submitted report does lack detailed information around proposed safeguarding measures to be included such as suitable security rated doors, windows, boundary treatments etc, which should be included to display the physical security specifications required for a development of this nature.

If the report is to be approved a condition should be added to require the submission of the physical security specifications required for a development of this nature, when they are available.

Greater Manchester Pedestrians Society – Any comments will be reported to committee.

Sport England – Several sets of comments have been received. Sport England originally advised that the occupiers of new development, especially residential, will generate demand for sporting provision, and that the existing provision within an area may not be able to accommodate this increased demand without exacerbating existing and/or predicted future deficiencies. Sport England therefore consider that new developments should contribute towards meeting the demand that they generate through the provision of on-site facilities and/or providing additional capacity off-site.

Sport England wishes to support the Council's intention to continue working with the applicant in order to address the issue of accommodating the additional demand for sport arising from the development. They understand the contribution may be reduced, or worst case eliminated completely, based on the outcome of a revised Viability Assessment. To aid discussions for an appropriate contribution they have forwarded costing for the provision of outdoor sports provision (for both a natural turf pitch and an artificial grassed pitch) , and indicative contribution costs for indoor sports based on visits to sports halls and swimming pools as a starting point and reviewed in accordance with the Viability Report:

If the Viability Report concludes a sports contribution can be made, then once the applicant, after consultation with the LPA and MCRActive, has established how best to provide the additional capacity, a more accurate cost analysis should be undertaken based on works required at specific sites. The cost analysis can inform the requirement for a commuted sum.

Environment Agency – Interim response

Upon review of initial reports formally submitted in regard to this development by the applicant/agent it was deemed by the Environment Agency (EA) and Manchester City Council's (MCC) Environmental Health Department that, given the extensive significant contamination identified on-site, further key information would be required prior to any subsequent conditional planning approval being considered possible. This was to provide, as a minimum, confidence and assurance that the development site can be safely remediated and re-developed.

In parallel with this planning application, the EA have been providing advice to the developer's planning team and their environmental consultants to explore further, the site investigation and remedial requirements for the protection of controlled waters associated with the proposed development.

As part of the separate pre-planning submission work noted above, the applicant and their environmental consultants have produced the following report which has been reviewed by the Agency.

- Contaminated Land Site Characterisation Assessment – Former Manox Works – Report Ref: 13-887-R4-1 - Prepared by e3p on the behalf of Engie Ltd – Dated 31/07/2020

In line with their planning remit, they have reviewed the report noted above to understand the risks (and their significance) to controlled waters as a result of the known historic site legacy and the development proposal, and recommend that the position of MCC's Environmental Health Department is sought separately.

Having reviewed the characterisation report noted above, the Environment Agency are satisfied that sufficient work has been undertaken to enable the strict conditional approval of 125596/FO/2019, for matters associated with the protection of controlled waters. These conditions are to be determined and will be issued under separate cover.

Through their review of the report, the Environment Agency observed and noted that additional work would still be needed to develop a technically detailed and robust remediation strategy, and that this may also require, further additional ground investigation, detailed risk assessment and validation to be undertaken.

Cadent - Have advised there is apparatus that has been identified as being in the vicinity of the proposed works :

High or Intermediate pressure (above 2 bar) Gas Pipelines and associated equipment at Bradford Road which has a building proximity distance of 8m

Low or Medium pressure (below 2 bar) gas pipes and associated equipment. As a result it is highly likely that there are gas services and associated apparatus in the vicinity, which has a building proximity distance of 3m.

This information has been forwarded to the planning agent .

## **Policy Context**

### National Planning Policy Framework (2019)

The revised NPPF was adopted in early 2019. It represents key up to date national policy and is an important material consideration in determining the current application. A number of key aspects of the NPPF that impact on the considerations that need to be given to the current application are identified below.

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 home ownership, 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). This section states that existing open space, sports and recreational buildings and land, including playing fields, should not be built on unless: an assessment has been undertaken which has clearly shown the open space, buildings or land to be surplus to requirements; or the loss resulting from the proposed development would be replaced by equivalent or better provision in terms of quantity and quality in a suitable location; or the development is for alternative sports and recreational provision, the benefits of which clearly outweigh the loss of the current or former use (paragraph 97).

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).

Within this context, applications for development should:

- a) give priority first to pedestrian and cycle movements, both within the scheme and with neighbouring areas; and second – so far as possible – to facilitating access to high quality public transport, with layouts that maximise the catchment area for bus or other public transport services, and appropriate facilities that encourage public transport use;
- b) address the needs of people with disabilities and reduced mobility in relation to all modes of transport;
- c) create places that are safe, secure and attractive – which minimise the scope for conflicts between pedestrians, cyclists and vehicles, avoid unnecessary street clutter, and respond to local character and design standards;
- d) allow for the efficient delivery of goods, and access by service and emergency vehicles; and
- e) be designed to enable charging of plug-in and other ultra-low emission vehicles in safe, accessible and convenient locations (paragraph 110).

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).

Planning decisions should ensure that developments:

a) 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;

b) are visually attractive as a result of good architecture, layout and appropriate and effective landscaping.

The NPPF is clear that planning permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions, taking into account any local design standards or style guides in plans or supplementary planning documents.

Conversely, where the design of a development accords with clear expectations in plan policies, design should not be used by the decision-maker as a valid reason to object to development. Local planning authorities should also seek to ensure that the quality of approved development is not materially diminished between permission and completion, as a result of changes being made to the permitted scheme (for example through changes to approved details such as the materials used). (paragraph 130).

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 (paragraph 131).

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, 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 (paragraph 195).

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.

NPPF defines designated heritage assets as: 'A World Heritage Site, Scheduled Monument, Listed Building, Protected Wreck Site, Registered Park and Garden, Registered Battlefield or Conservation Area designated under the relevant legislation'.

The proposal lies approximately 72m from a Grade II\* listed building (Victoria Mill), and is separated from it by a highway and car park associated with the mill. Reference is made to the above as context to the proportionate consideration of the issues concerning consideration of a designated heritage asset.

NPPF adds 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 197).

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 and where the development is absent or relevant policies are out-of-date, to grant planning permission unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits when assessed against the NPPF.

### Planning Practice Guidance (PPG)

The relevant sections of the PPG are as follows:

#### *Noise*

This section 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*

This section states that where appropriate the following should be considered:

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

#### *Health and Well Being*

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

#### *Travel Plans, Transport Assessments in Decision Taking*

This section states that applications can positively contribute to:

- encouraging sustainable travel;
- lessening traffic generation and its detrimental impacts;



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

### 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).

Section 38(6) of the 2004 Act requires planning applications to be determined in accordance with the provisions of the Development Plan unless material considerations indicate otherwise. The NPPF also refers to this requirement.

The relevant policies within the Core Strategy are as follows:

Policy SP1 'Spatial Principles' - one of the key spatial principles is the emphasis on the creation of neighbourhoods where people choose to live, providing high quality and diverse housing, in a distinct environment. New development should maximise the use of the City's transport infrastructure, in particular promoting walking, cycling and the use of public transport.

The proposal would contribute towards meeting housing growth in the City and creating a high quality neighbourhood for residents to live in. Consideration has been given to minimising the impact on local residents along with promoting a high quality design and new public realm and linkages.

Policy T1 'Sustainable Transport' seeks to deliver a sustainable, high quality, integrated transport system to encourage modal shift away from car travel to public transport, cycling and walking. The proposal is located in an area where there is access to a range of public transport modes, including regular bus services. The scheme incorporates the provision of cycle storage and electric charging points, with the infrastructure to enable the provision of further electric charging points in the rear courtyards in the future. It is considered that the scheme would accord with the aspirations set out in policy T1.

Policy T2 'Accessible areas of opportunity and needs'. It is considered that the proposed development is in a sustainable location and is close to forms of public transport and would have a minimal impact on the local highway network and encourage the use of other forms of transport.

Policy H1 'Overall Housing Provision' states that the proportionate distribution of new housing, and the mix within each area, will depend on a number of factors, in particular, the need to diversify housing stock in mono tenure areas by increasing the availability of family housing. Policy H1 prioritises residential development on previously developed land, in particular through the re-use of vacant housing or other existing buildings. The redevelopment of this brownfield site would accord with policy H1.

The development will form a medium density residential scheme within an area of East Manchester that is expected to accommodate housing growth. Consideration has been given to the design, siting and scale of the apartment buildings on the main road frontages and family housing along with prioritising the re-use of these previously developed sites. In addition, the proposal will also provide accommodation which will be attractive to a diverse range of housing needs through varying accommodation size. The proposed accommodation would comprise a mix of 2&3 bed houses (303 in total), and 1,2 &3 bed flats ( 97 in total). There would also be 10, 1 bedroom 2 person flats above 10 of the proposed houses. These have been designed to comply with the guidance within the Manchester Residential Quality Guidance in regard floorspace requirements.

Policy H2 'Strategic Housing Location' states that the key location for new residential development throughout the plan period will be within the area to the east and north of Manchester City Centre, identified as a strategic location for new housing. Land assembly will be supported in this area to encourage the creation of large development sites or clusters of sites providing the potential for significant regeneration benefits. This site is a strategic housing location and the delivery of development will help the delivery of the adopted core strategy objective. This site is allocated as a SHLAA site (ref: Iron Street Anco\_Cap\_028) with a suggested capacity of 400 dwellings.

Policy H4 'East Manchester' will be the focus for 30% of new residential development over the plan period, with priority given to high quality development and provision of family housing. Higher density housing will be permitted in certain areas of East Manchester, including Gorton district centre when part of a mixed-use scheme. The proposed development would accord with policy H4 by facilitating the delivery of a wide range of new affordable accommodation consisting of good quality family houses and 1, 2 and 3 bedroom apartments, 4 studio apartments, along with 2, and 3 bedroom family houses as part of a wider regeneration of the Miles Platting area.

Policy H8 'Affordable Housing' states affordable housing contributions will be considered of 0.3 hectares and 15 units or more. The proposed housing will be of an affordable tenure, providing a mix of build to rent, and shared ownership and rent to buy properties increasing access to new affordable homes in the East Manchester area. Further details will be provided in the main body of the report in this regard.

Policy EN1 'Design principles and strategic character areas'. The proposed development is considered to be a good quality scheme in terms of its design and appearance that would enhance the regeneration of this area of the City. The matter of design quality will be discussed in more detail in the Issues section of the report below.

Policy EN3 'Heritage' states that proposals for development must preserve or enhance the historic environment, the character, setting and accessibility of areas and buildings of acknowledged importance, including scheduled ancient monuments, listed buildings, registered parks and gardens, conservation areas and archaeological remains. The proposed development site contains no heritage assets and is not located within a Conservation Area. However, Victoria Mill (Grade II\*) listed building lies on the opposite side of Varley Street approximately 72m from the site at its closest point, and an assessment on the setting of this building forms part of this application and will be considered in detail below.

EN4 'Reducing CO2 emissions by enabling low and zero carbon development' the Council will seek to reduce fuel poverty and decouple growth in the economy, growth in CO 2 emissions and rising fossil fuel prices. All development must follow the principles of the energy hierarchy being designed to reduce the need for energy through design and the use of energy efficient features and through the use of low or zero carbon energy generating technologies.

Policy EN5 'Strategic areas for low and zero carbon decentralised energy infrastructure' the regional centre has a major role to play in achieving an increase in the level of decentralised, low and zero carbon energy supplies.

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

The application has been submitted with an Energy Statement which outlines that consideration has been given to how the buildings functions would reduce overall energy demands and the building fabric is considered to be high quality and would allow energy costs to remain low. The scheme would also include the incorporation of Air Source Heat Pumps and Photovoltaic panels to further reduce carbon emissions from the proposed development.

Policy EN9 'Green Infrastructure' states that development should maintain green infrastructure in terms of its quantity, quality and function. Developers should 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. Due to the existing use of the site, there is existing green infrastructure currently at the site, however this overlies contaminated land. The proposed development would involve the remediation of the site, and enable opportunities to create improved areas of green infrastructure as part of the development proposals in the form of well sized amenity spaces, and landscaping.

Policy EN10 'Safeguarding Open Space, Sport and Recreation Facilities' outlines that the Council will seek to retain and improve existing open spaces, sport and

recreation facilities. Proposals on existing open spaces and sport and recreation facilities will only be permitted where equivalent or better replacement open space, sport or recreation facilities will be provided in the local area; or the site has been demonstrated to be surplus for its current open space, sport or recreation function or the development will be ancillary to the open space, sport or recreation facility and complement the use or character. The parts of the southern section of the site to the south of Coleshill Street fall within the City Council's Open Spaces Audit of 2009, and are referenced as Amenity Greenspace. The issue of the loss of the former pitch and open space is covered at length in the report below.

Policy EN11 'Quantity of Open Space, Sport and Recreation' is also of relevance in that the Council will seek the provision of new open space, sport and recreation facilities, in particular where there is a quantitative shortage of a particular use per head of population, including any increase of population created by the new development is identified in the area; or significant levels of development are proposed including within the Strategic Housing Location. The assessment of the scheme in relation to this policy is discussed in detail within the Issues section of the report below.

Policy EN14 'Flood Risk' development should minimise surface water runoff, and a Flood Risk Assessment (FRA) is required for proposals on sites greater than 0.5ha within critical drainage areas. Consideration has been given to the surface water runoff and a scheme will be agreed which minimises the impact from surface water runoff.

Policy EN15, 'Biodiversity and Geological Conservation', requires developers to identify and implement reasonable opportunities to enhance, restore or create new biodiversity, either on site or adjacent to the site contributing to linkages between valuable or potentially valuable habitat areas where appropriate. The application site is not considered to be of high value in ecology terms and appropriately worded conditions have been recommended to protect any nesting birds and provide ecological enhancement through the development.

Policy EN16 'Air Quality' The proposal would not compromise air quality and would incorporate measures to minimise dust from the construction process and car usage during the operational phases. It is also proposed to install electric vehicle charging points at the development for the future occupants to use.

Policy EN18 'Contaminated Land' states that the Council will prioritise remediation of contaminated land. The applicant has provided details relating to ground conditions and further investigative work would be needed to confirm the findings of the provisional details and determine the levels of mitigation required.

EN19 'Waste' states proposals must be consistent with the principles of the waste hierarchy (prevention, reduction, re-use, recycling, energy recovery, and disposal). The applicant has a clear waste management strategy for the site which will ensure that residents adhered to recycling principles. Compliance with this strategy will form part of the conditions of the planning approval.

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

- Appropriate siting, layout, scale, form, massing, materials and detail;
- Impact on the surrounding areas in terms of the design, scale and appearance of the proposed development. Development should have regard to the character of the surrounding area;
- Effects on amenity, including privacy, light, noise, vibration, air quality, odours, litter, vermin, birds, road safety and traffic generation. This could also include proposals which would be sensitive to existing environmental conditions, such as noise;
- Community safety and crime prevention;
- Design for health;
- Adequacy of internal accommodation and external amenity space;
- Refuse storage and collection;
- Vehicular access and car parking;
- Effect on biodiversity, archaeological or built heritage;
- Green infrastructure;
- Flood risk and drainage.

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

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

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

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

The proposal meets City Council spaces standards and will be accessible for all residents of Manchester. A total of 41 homes are shown as being able to be occupied by wheelchair users. This is 10% of the total number of dwellings in the scheme.

Saved policy DC26, Development and Noise, states that the Council intends to use the development control process to reduce the impact of noise on people living and working in the City. In particular, consideration will be given to the effect of new development proposals which are likely to be generators of noise. Conditions will be used to control the impacts of developments. The proposal has been designed to

minimise the impact on future residents from existing noise sources adjacent to the application site and further mitigation will be secured by planning condition.

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

#### Other material policy considerations

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

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

Chapter 2 'Design' – outlines the City Council's expectations that all new developments should have a high standard of design making a positive contribution to the City's environment;

Paragraph 2.7 states that encouragement for "the most appropriate form of development to enliven neighbourhoods and sustain local facilities. The layout of the scheme and the design, scale, massing and orientation of its buildings should achieve a unified form which blends in with, and links to, adjacent areas.

Paragraph 2.8 suggests that in areas of significant change or regeneration, the future role of the area will determine the character and design of both new development and open spaces. It will be important to ensure that the development of new buildings and surrounding landscape relates well to, and helps to enhance, areas that are likely to be retained and contribute to the creation of a positive identity.

Paragraph 2.14 advises that new development should have an appropriate height having regard to the location, character of the area and specific site circumstances. Although a street can successfully accommodate buildings of differing heights, extremes should be avoided unless they provide landmarks of the highest quality and are in appropriate locations.

Paragraph 2.17 states that vistas enable people to locate key buildings and to move confidently between different parts of the neighbourhood or from one area to another. The primary face of buildings should lead the eye along important vistas. Views to important buildings, spaces and landmarks, should be promoted in new developments and enhanced by alterations to existing buildings where the opportunity arises.

Chapter 8 'Community Safety and Crime Prevention' – The aim of this chapter is to ensure that developments design out crime and adopt the standards of Secured by Design;

Chapter 11 'The City's Character Areas' – the aim of this chapter is to ensure that new developments fit comfortably into, and enhance the character of an area of the City, particularly adding to and enhancing the sense of place.

#### Manchester Residential Quality Guidance (2016)

This is 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.

#### Providing for Housing Choice - Supplementary Planning Document & Planning Guidance

This document provides guidance about the mix of new housing required in Manchester, and seeks to deliver affordable housing provision. Paragraph 5.58 outlines where there may be exceptions to providing affordable housing within a proposed development. This criteria includes where the financial impact of the provision of affordable housing, combined with other planning obligations would affect scheme viability. The applicant has submitted a viability assessment in order to demonstrate that whilst the proposed development would not be viable if affordable housing is a requirement as part of the proposed development, 28% affordable housing would be delivered through a registered provider ( housing association ) through grant funding. This has been assessed by appropriate officers who have subsequently advised that on the basis of the figures supplied by applicant at the present time, it would be difficult to substantiate affordable housing for this scheme.

#### Manchester's Great Outdoors – a Green and Blue Infrastructure Strategy for Manchester (2015)

Adopted in 2015, the vision for the strategy is that 'by 2025 high quality, well maintained green and blue spaces will be an integral part of all neighbourhoods. There are four objectives in order to achieve this vision:

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.

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

The SRF sets out a number of strategic objectives and frameworks for East Manchester, which covers Miles Platting. The site is identified within the SRF as a mixed residential commercial area and mixed residential retail area.

#### Eastlands Regeneration Framework (March 2019)

The framework builds on the East Manchester SRF and identifies Miles Platting as an area for residential growth to broaden the area's housing offer as well as increase the provision of affordable housing.

#### Other legislative requirements

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 149 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.

Section 17 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

### Publicity

The proposal, by virtue of the number of residential units, has been classified as a large scale major development. As such, the proposal has been advertised in the local press (Manchester Evening News). Site notices were displayed at various locations around the application site. In addition, notification letters have been sent to an extensive area of local residents and businesses on 17<sup>th</sup> December 2019, and 15<sup>th</sup> April 2020.

### Environmental Impact Assessment

The Town and Country Planning (Environmental Impact Assessment) Regulations 2011 specifies that certain types of development require an Environmental Impact Assessment (EIA) to be undertaken. The proposed development is of a type listed in Schedule 2. The EIA Regulations state that the proposed development may be considered to be Schedule 2 development under Category 10, 'Infrastructure Projects', of the EIA Regulations. Sub-section (b) relates to 'Urban development projects', where the area of development exceeds 5 hectares. The Site is 6.4 ha and exceeds the 5 hectare threshold set out in Schedule 2 10 (b) of the EIA Regulations.

Furthermore, the proposal type is listed in category 10 (b) Urban Development Projects of Schedule 2 of the Town and Country Planning (Environmental Impact Assessment) (England) Regulations 2017. At an overall area of 6.4 ha and the proposed creation of 410 residential units, the development exceeds the threshold of 1 hectare of urban development and the threshold of 150 units (i) and exceeds the 5 hectare in overall development area as specified by part (iii). Therefore, this planning application was accompanied by a Screening Request for the City Council to respond to.

A Screening Opinion was therefore, issued by the City Council on the 30<sup>th</sup> December 2019. In coming to a formal opinion on whether an Environmental Impact Assessment (EIA) was required to support the proposed development, Manchester City Council, as Local Planning Authority, took into account all of the information contained within the planning application including the site location plan, accompanying plans and all the supporting information.

It was considered that the potential impacts from a development of this nature that required assessment were Visual; Ecology; Traffic; Air quality; Daylight and sunlight; Surface Water Drainage; Land contamination; and Noise/dust/emissions from construction and operations of the development. A full assessment of all of these potential impacts was completed and it was concluded that this development would have some impact on the surrounding area. However, it was judged that these would not be significant and so would not warrant a formal Environmental Impact Assessment. Therefore, the opinion of the City Council, as Local Planning Authority, was that an Environmental Impact Assessment was not required in this instance.

### Climate Change

Climate change is a key factor in the consideration of the proposed development, and key issues, including air quality, flooding and environment standards are considered in detail in the following sections.

### Principle of Development

The application site is located within the Miles Platting & Newton Heath ward of the City, as allocated on the Proposals Map contained within the Manchester Core Strategy (2012). Policy SP1 states that the emphasis should be placed on the creation of neighbourhoods where people choose to live, providing high quality and diverse housing, in a distinct environment. New development should maximise the use of the City's transport infrastructure, in particular promoting walking, cycling and the use of public transport. This area of the City is a focus for the provision of new residential accommodation on areas of previously developed land.

It is considered that the most important policies for determining this planning application relate to the delivery of housing, the safeguarding of open space, sport and recreational facilities and heritage.

The provision of an additional 410 units of accommodation, including a proportion of affordable housing, would further boost the supply of much needed new homes in the City in a location, where new housing remains a priority for the City Council.

The application site comprises the site of a former chemical dye works, a playing pitch and informal open space. Therefore, the application site is classed as a part brownfield site and as such, the development does accord with the principles of Policies SP1, H1 and H4.

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

### Proposed Residential Accommodation

There is an identified need for housing in Manchester to meet the growing population and workforce. In line with the requirements in the NPPF, the mix of housing has been designed to take into consideration existing and future housing needs in this area of City.

The proposal includes a mix of house types and sizes and a mix of tenures which would support the Councils residential growth strategy in addition to meeting the NPPF requirements.

The homes have been designed to meet the Council's clear design aspirations and requirements as set out in the Residential Quality Guide. This includes the provision of gardens, balconies, apartment amenity spaces to support place making.

### Affordable Housing

Policy H8 sets out how developments should respond to the 20% contribution of affordable housing across the City. Using 20% as a starting point, developers should look to provide new houses that will be for social or affordable rent with a focus on affordable home ownership options. Any requirement or not for affordable housing will be based upon an assessment of a particular local need, a requirement to diversify the existing housing mix and the delivery of regeneration objectives.

An applicant may be able to seek an exemption from providing affordable housing, or a lower proportion of affordable housing, a variation in the mix of affordable housing, or a lower commuted sum, should a viability assessment demonstrate that a scheme could only deliver a proportion of the 20% target; or where material considerations indicate that intermediate or social rented housing would be inappropriate. Examples of these circumstances are set out in part 4 of Policy H8.

The application has been accompanied by an Affordable Housing Statement, which outlines that the viability of the scheme has been considered in line with best practice and as such a Viability Assessment is submitted for consideration. There are complex ground conditions which impact on viability and it has been demonstrated that in itself the development could not support affordable housing.

The applicant has, however, been able to agree the provision of affordable housing with One Manchester Housing Association. This would deliver 114 (28%) affordable housing units to comprise 36 Shared Ownership properties, 34 Affordable Rent properties and 44 Rent to Buy properties.

Rent levels for the affordable rent units would be set at up to 80% of market rent, but no higher than local housing allowance. Shared Ownership dwellings would be disposed of to purchasers who meet the Homes England eligibility criteria as set out in the Capital Funding Guide. Purchasers would be able to purchase between 25% and 75% of the full market value of the property.

The applicant would deliver the homes on behalf of One Manchester. They would then be transferred to the housing association at a discounted rate of market value.

The design of the overall proposal is such that it would be tenure blind both in terms of the house type design and the style and quality of boundary treatments and soft / hard landscaping proposed. To support One Manchester's future management of the new homes the units would be largely co-located.

A condition is recommended to ensure the delivery of the affordable homes. A degree of flexibility in relation to the final ratios of shared ownership, affordable rent and rent to buy would be factored in if housing needs over the implementation of the permission

A legal agreement with the Local Planning Authority would also be entered into, for retesting/reconciliation in future.

The delivery of new homes, the mix of tenures and the partnership with One Manchester is welcomed.

## Siting / Layout

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



As noted the main pedestrian entrance to the apartment buildings would be from Hulme Hall Lane, and from the new spine road in relation to the blocks which would front onto Varley Street to provide open and active ground and upper floors, achieved through large window openings and balconies. The apartment blocks are close to the western and eastern edges of the site to create the focal points at junctions. The apartment blocks fronting onto Hulme Hall Lane have retained green spaces at the front and around the buildings that would provide amenity space for the future occupants, with some secure car parking to the rear, along with spaces for refuse stores and secure cycle storage within the buildings.

The majority of the properties have a street frontage; there are a variety of treatments to the front of the properties throughout the scheme which will add character. There are three blocks of terraces which would front the landscape pedestrian route adjacent to the canal which will maintain active frontages and surveillance along its length.

The proposed development would comprise four character areas:

- The Canal Frontage: an area characterised by the existing canal towpath
- The Industrial Mews: taking themes from the former industrial character of the area. The area covers the proposed mews and the homes along this pedestrian route.
- Holland Street: the main route through the site which is flanked by green space.
- Iron Street: the character of this area responds to the existing buildings to the south, creating a traditional, residential street.

In line with the Residential Quality Guidance and the Guide to Development in Manchester, the new buildings and their key architectural features along with the proposed landscaping dominate the street scene. There would also be the provision of on street parking in the form of bays which would be subject to control by a permit scheme for the future occupiers to ensure that the space would not be used particularly by visitors to the Etihad Stadium (which is in walking distance). This matter is dealt with in more detail later in this report.

Existing housing is to the south - Holland Street and Iron Street and to the west of Danson Street. The potential impacts on residential amenity are discussed in more detail below, however in relation to the siting and layout of these properties, the positioning and orientation of the new properties are considered to be acceptable. The development would also successfully integrate with the wider area.

The siting and layout of the development maximises the relationship with the surrounding road network and is fully in keeping and integrated with the area.

### Scale / Massing

Where buildings are of different scale to their surroundings they should be of the highest quality and be of landmark status. The scale of existing buildings in the immediate surroundings consists of a mixture of 2 storey housing, Victoria Mill ( 6 storeys ), a 12 storey tower block of flats on Wardle Street ( Queensbury Court ) , and single and double height industrial /commercial buildings in the vicinity of Hulme Hall Lane. Taking account of this context and the urban design objectives of providing appropriate scale frontages onto the surrounding streets, the proposed family houses would be two and three storeys in height to compliment the scale of the existing houses around the application site (the recently constructed housing to the south west comprising a mix of 2 and 3 storeys) and the apartment buildings would be part 4, part 5 , and 5 storeys in height to form the frontages to Hulme Hall Lane and Varley Street to the edges of the development.

Clusters of three storey houses have been located around the perimeter of the larger green spaces to frame the space or are located on key corners to highlight entrances into the site.

This successfully enhances the feeling of the blocks stepping up to mark the Varley Street and Holland Street intersection, and the new spine road and Hulme Hall Lane junction and produce a varied and interesting design.

The proposal responds appropriately to its context fronting two main roads where buildings of height are considered to be more acceptable. The taller elements of the scheme have been placed towards the main road frontage and kept away from the lower neighbouring buildings wherever possible to reduce the impact on these properties.

Overall, the scale of the development responds appropriately to the scale of the existing developments in the area along with a good quality design that will activate this site frontage along a main radial route in the City.

### Design Quality and Appearance

The properties have been designed to complement and enhance the existing environment. A simple, traditional elevational theme is proposed using a variety of high quality materials which, when used in conjunction with variations in building height, provides the scheme with a distinctive character of its own. The predominant materials used in the existing houses in the area around the site are red brick with blue and white render with grey roof tiles. The proposed materials take themes from this.

The frontage to Hulme Hall Lane, Varley Street, Holland Street and Iron Street would look to compliment this existing character in regard to the development. For the most part properties would comprise brickwork with tiled roofs, but within the site, cladding is also proposed to give an impression of an industrial mews. The final detail of the materials is recommended to be subject to a condition.

The appearance of the development would be a good quality façade to the surrounding streets and this main radial route in the City. The simple arrangements of the elevations along with the quality and use of materials, position of the building on the site and its scale, will enhance the setting of the site and contribute to the ongoing regeneration of the area.

A number of CGI's are set out below:





### Residential Amenity

The site lies within an established residential area and consideration has been given to any potential impacts. It is inevitable given the current nature of the site there would be a demonstrable change, however, it is not considered this would be such to cause harm.

Visually as noted above this is a well-designed scheme which is fully in keeping with the wider area. Some concern has been raised about height (2 and 3 storeys), positioning of the properties, the addition of a balcony on a particular house type and the potential for loss of daylight, sunlight and overshadowing of properties. The relationship between the proposed and existing development is such that these issues would not arise.

There would be some increase in traffic but again this would not be such that it would cause harm.

It is possible there would be some impact from the work to de-contaminate the site and through construction. These phases would be managed and would be short term.

### Commercial floorspace

The proposal includes a modest amount of commercial floorspace to support local needs. The majority of this would be located at ground level in the proposed apartment block facing onto Hulme Hall Lane, this is shown as forming 2 individual units. In addition there would be office accommodation at ground floor level to form the Build To Rent hub which is located with a block facing the spine road centrally located within the wider estate, and a small cafe/restaurant facing onto the canal.

Due to the amount of commercial development and its functions this would have no impact on existing provision in the wider area and is a welcomed component of the scheme.

### Highway Related Matters and Car Parking

The development includes the provision of 332 car parking spaces, spread across the site, in the form of secure spaces within courtyards and layby parking on streets.

A number of streets adjacent to the site including Holland Street and Iron Street are located within Controlled Parking Zone E8, which is operational on event days at the Etihad Campus. The spaces on adopted streets within the site could form part of a new CPZ, with the exact timings subject to agreement with the City Council. Enforcement in relation to the spaces provided on un-adopted streets, would be managed privately.

A commuted sum would need to be agreed as part of a section 106 legal agreement to finance the future administration, enforcement and maintenance of this permit parking scheme. A condition is also proposed regarding the proposed highway works.

The level of parking proposed is considered to be acceptable particularly given the access to public transport and the site's sustainable location. 42 private parking spaces within courtyards would be supplied with an electric charging point, with the remaining courtyard spaces benefitting from imbedded ducting to enable electricity supply for installation of additional chargers in the future. It is proposed to attach a condition reacting to the delivery of electric charging points.

107 cycle spaces are proposed for the apartments, 303 spaces for houses and 28 spaces for visitors giving an overall provision of 428 spaces across the development as a whole. It is recommended that this aspect of the scheme is conditioned.



Furthermore, a number of measures to encourage travel to and from the site by sustainable modes are contained within the site Travel Plan. It is anticipated that this would also help to reduce car parking demand.

Primary access to the proposed development is to be provided via the existing adjacent highways. A spine road would run through the site connecting the two primary access junctions, and the alignment of the spine road has been designed to discourage through vehicle movements, with traffic calming measures to also be provided. The existing Coleshill Street connection with Hulme Hall Lane is to be amended as part of the proposals and include a controlled pedestrian crossing, and the new estate roads will need to be traffic calmed to link into adjacent sites. It is proposed that these aspects of the scheme are conditioned.

In relation to traffic flows it is expected that the proposed commercial uses would generate a negligible number of vehicle trips, and that the scheme as a whole would not give rise to significant traffic issues.

There are a number of proposed highways, and footways within the site which the applicant does not want to seek to be adopted. The on-going maintenance of these is considered in more detail later in this report.

The estate layout has been designed to accommodate the larger refuse vehicles used in Manchester.

Furthermore, it is proposed that the finalised design of any tree pit proposed on the adopted highway be controlled via a suitably worded planning condition.

Overall, it is considered that the development would have an impact on the local highway network, however this is not considered to be significant. There would be adequate car and cycle provision to serve the needs of the development. Travel planning will help take advantage of the sustainable location of the application site in order to further reduce the reliance on the car to the site. Servicing and construction requirements can also adequately met at the site. The proposal therefore accords with policies SP1, T1, T2 and DM1 of the Core Strategy.

### Ground Conditions

Factual Ground Investigation reports, Interpretative Phase 2 Ground Investigation reports, a preliminary remediation strategy and a Remediation Method Statement have been submitted in support of the planning application, together with a Preliminary Controlled Water Risk Assessment.

The complex ground conditions at the site, in particular the site of the former chemical dye works, have been the subject of detailed discussions with the Environment Agency and Environmental Health officers. Following earlier discussions additional reports to support the application, in respect to land contamination and associated remediation have been received

- Remediation & Enabling Earthworks Strategy (including Human Health Risk Assessment)
- Controlled Waters Risk Assessment

The site investigation and final risk assessment for this development have identified levels of contamination that will require remediation prior to the site being suitable for its intended use. A remediation strategy is required to be submitted for approval before the commencement of any remedial works on site. The remediation strategy also needs to consider the control of dust and odours from the remediation works as the site is bordered by some sensitive receptors (a primary school and houses).

Before any above ground works can commence on this site, a supplementary Site Investigation and Risk Assessment Report, together with a detailed Remediation Strategy, and Gas monitoring data needs to be submitted for consideration. After completion of site works, a verification report would also be required to validate that the work undertaken conforms to the remediation proposals received. These matters need to be conditioned.

In relation to impacts to Controlled Waters, impacted groundwater has the potential to migrate laterally in a downwards gradient towards nearby controlled water receptors including the Rochdale Canal and Shooters Brook. Moreover, onsite drains may provide a potential pathway for contaminants to migrate. Controlled water receptors are therefore deemed to be at a high risk to onsite contamination. Surface water samples collected upstream and downstream of the Rochdale Canal, which were shown to contain contaminants, which may indicate that the canal has been impacted by contaminants laterally migrating from the site. The presence of cyanide is indicative of potential for a hazardous substance entering a protected surface water feature necessitating remedial action. Given the close proximity to Rochdale Canal and Shooters Brook, the report recommends that a detailed quantitative risk assessment will be required. This would need to be assessed by the Environment Agency and would need to form part of any bespoke planning conditions relating to controlled waters at the site.

The current ground conditions have the potential to impact on controlled waters and it is clear the submitted documentation demonstrates an understanding of what may be present below ground. It is recommended, however, that detailed bespoke planning conditions are attached to any approval to require further works to be undertaken in regard to impacts to controlled waters, before the commencement of any house building on the site, and the submission of final verification assessments, in order to comply with policy EN18 of the Core Strategy.

These conditions are currently being finalised and will be circulated as a late representation.

#### Mine workings

The site has a mine entry and areas of shallow coal workings. The intention is further investigations to inform any necessary remedial measures, specific to the recorded shallow mine workings is to be carried out. On the basis of these intentions, the Coal Authority raises no objection subject to the attachment of appropriate conditions.

The conditions relate to requiring site investigation works prior to commencement of development, and that in the event that the site investigations confirm the need for

remedial works to treat the areas of shallow mine workings to ensure the safety and stability of the proposed development, this should also be conditioned to ensure that any remedial works identified are undertaken prior to commencement of the development. Furthermore in relation to the Mine Shaft a condition is recommended to require the submission of a scheme of remedial works for the mine entry. It is recommended that these conditions are attached to any approval.

#### Additional Sports Provision

Initial comments from Sport England were based on the potential need for additional sport facilities to support the development. This is a standard response from Sport England on many new developments although there is no specific policy basis for requiring such. Further discussions have led to Sport England withdrawing their original non statutory comments.

It is acknowledged that the development would lead to the loss of a former playing pitch. However, this has not been used for in excess of 10 years, and was impacted by the underlying contaminated ground conditions. Furthermore, the former pitch site is not referenced in the Open spaces Audit 2009 as an open sports field, but as Amenity Green Space, which reflects that it was not in use as a sport field/pitch at that time.

A proportion of any land receipt received for the disposal of the site in Council ownership would be ring fenced for spending on other appropriately identified sport and leisure facilities within the wider area. This aspect of the scheme would be dealt with by the development agreement rather than by forming part of a section 106 agreement.

#### Loss of open space

Part of the site to the south of Coleshill Street has been designated as Amenity Greenspace.

Although this would be removed, the proposal would create five new spaces with their own distinctive character in association with their location within the wider site. Each of the proposed areas has been designed as a high quality green space, and includes play spaces, woodland planting, swale depressions, and water attenuation basins, which contribute to the SuDs strategy, and would provide a diverse range of habitats and ecozones, together with planting beds to allow for community participation and horticultural education. The proposals also include improvements to the towpath which will enhance this area as an amenity area and will encourage the use of the canal for active transport and recreation.

It is acknowledged the quantum of public open space would be reduced, but in mitigation the quality and usability of the space would be significantly enhanced with a varied and high quality play and public open space across the site.

Furthermore, the site sits near multiple outdoor green amenity spaces, mainly to the north and west and there are also play and sport facilities within a ten-minute walk from the site such as Victoria Mill Park's MUGA and play area, Saxon Saint Park's play area and Phillips Park's MUGA and play area. There are also green spaces in

the wider area at Victoria Mill Park, Phillips Park and Village Park, within 800 metres from the site.

It is considered in the context of the above and also the significant benefits of the scheme, that any harm is clearly outweighed by the public benefits of the scheme.

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

In addition to the above, the proposal would lead to the provision of a variety of green outdoor amenity spaces across the site to ensure outdoor amenity is located close to the proposed houses and apartments.

Where possible the existing mature trees along Iron Street and Hulme Hall Lane would be retained to create a buffer from the busy road; to create a north-south green connection linking Saxon Saint Park with Rochdale Canal ; to provide outdoor green spaces in key locations across the site, and to undertake improvements to the Rochdale Canal towpath. The proposed landscaping would incorporate swales and attenuation basins to contribute to SUDs strategy.

The Landscape Masterplan submitted shows how the scheme would provide compensatory planting and an overall net gain in the number and quality of trees on the site. This can be seen on the plan below:



The landscape design includes tree lined streets and planting to define the private and public spaces.

All houses would be provided with usable rear gardens, or first floor roof gardens in regard to the properties fronting onto the industrial mews that would allow future residents to augment the public realm landscaping. All of the public realm

landscaping and areas of amenity space for the apartment blocks would be managed and maintained by a management company.

Whilst all the residential units in the scheme are being acquired by either the build to rent investor or the registered provider, there are a number of common parts to the estate and shared infrastructure that both parties will require rights over, including non-adopted roads, footpaths and public open spaces. These areas would be managed by an Estate Management Company, that would be controlled by the build to rent investor and the registered provider, who are collectively acquiring all 410 residential dwellings and the commercial units between them.

The hard landscaping proposals for the site also include the provision of varied boundary treatments around the site to ensure that the clear and well defined public and private spaces. The plans show mix of boundary treatments consisting of brick walls, or brick planters along road frontages, with taller boundaries to rear gardens.

Indicative landscape proposals have been submitted due to the potential for pre-existing ground conditions in some areas to have an impact the final planting designs. It is therefore recommended that all soft and hard landscaping treatment proposed for the development are subject to conditions, requiring their submission for consideration and including on –going maintenance.

### Trees

There are 75 individual trees, 6 groups of trees and one ‘woodland’ on the site 56 individual trees and 5 groups of trees have been identified for removal together with 0.65 hectares (1.61 acres) of woodland (W1).

The proposed development, however, would enable the retention of 20 trees This development proposal as noted would also include new areas of Public Open Space (POS) equalling approx. 0.45 ha (1.1 acres), which provides an opportunity for new tree planting, in addition to street and garden tree planting. In accordance with the design/layout the development incorporates a significant amount of new tree planting, a net gain of approx. 507 individual trees (depending on ground conditions).

### Habitat Regulations and Ecology

The results of the ecological survey indicate that the proposal would have no significant adverse effect on statutory or non-statutory designated sites for nature conservation either on the basis of the proposed development or in combination with other developments in the local area.

The site lies adjacent to the Rochdale Canal Site of Biological Interest (SBI) and the Rochdale Canal Special Area of Conservation (SAC) lies approximately 3 kilometres north-east of the site. Both these sites hold their designation for the presence of Floating Water-plantain (a European Protected Species) and diversity of other aquatic vegetation. In addition, canals and Floating Water-plantain are listed on the Greater Manchester BAP. However, no Floating Water-plantain was detected at the surveyed section of the canal adjacent to the site. Consideration however, must be given to the potential for any development to overshadow the Rochdale Canal and potential adverse effects on the canal vegetation. It is considered that the scale and massing of the properties which lie to the south of the Rochdale Canal, which are

primarily two storey, with a small number of three storey dwellings and the gable ends to the apartment blocks, together with the distance that they would be located from the Canal would not give rise to significantly detrimental levels of overshadowing.

The semi-mature and mature trees which line Coleshill Street and the eastern and southern boundaries provide habitat connectivity and structural diversity in a landscape dominated by urban development. The trees, shrubs and scrub are suitable habitat for nesting and foraging birds. Furthermore, the trees, dense scrub adjacent to the Rochdale Canal corridor are suitable habitat for foraging bats.

The development presents an opportunity to enhance the habitats available to wildlife on site and provide a betterment to the low ecological value of the existing site through a net gain.

The retention of trees in these areas would help to maintain some biodiversity at the site, but it is recommended that conditions are attached to any approval to require that any works to trees are undertaken outside the bird nesting season, and that a condition to ensure further biodiversity measures are incorporated in the scheme in accordance with the recommendations as set out in the Ecology Survey and Assessment report.

Four invasive plant species are present on the site (Japanese Knotweed, Indian Balsam, Wall Cotoneaster and Japanese Rose). It is recommended that the treatment to eradicate the presence of these on the site is conditioned.

In relation to measures to protect the Canal, the Canals and Rivers Trust have noted the proposed use of sheet piling retaining structures, and whilst they have no objection in principle to this approach, they have requested that the finish and detailing be agreed with them. It is recommended that a condition the submission of the detailed design and finish of all boundary treatments, including retaining structures and any necessary foundation details attached to any approval.

### Heritage Impacts

This site does not contain any designated heritage assets. However, Victoria Mill (Grade II\*) listed building lies on the opposite side of Varley Street approximately 72m from the site at its closest. The development would result in a change within its setting, that change would not adversely impact on the surrounding area, nor the Listed Building's significance.

In view of the distance of the mill from the site, and that the development would have a limited impact in terms of obscuring views of the mill from further afield, with no direct impact on views of Victoria Mill from Varley Street, or to the south of Victoria Mill from the canal, it is considered that any impacts to the setting of the listed building would be of less than substantial harm to its significance.

### Archaeological Impacts

The site is likely to contain the remains of a former chemical works, a school, dwellings, and other buildings, as well as evidence of quarrying/mining, of late 19th- and 20th-century date.

Apart from these exceptions, the site is assessed to have a negligible potential for significant archaeological remains of all other dates.

Of those exceptions, only the remains of the chemical works are indicated as being of any archaeological interest. In view of the views expressed by Greater Manchester Archaeology Advisory Service (GMAAS), it is recommended that an appropriately worded condition is attached to any approval to require that arrangements are made for an archaeological watching brief to be maintained during groundworks. Furthermore, that before any groundworks commence a Written Scheme of Investigation for the watching brief shall be produced for agreement with GMAAS.

### Noise

In relation to the potential impact of the development on the surrounding existing residential properties, it is acknowledged that there are existing residents living within neighbouring buildings adjacent to the application site, and there would be a significant increase in the amount of built development and occupation on the site compared to the existing vacant site. However, any noise generated would only be from the comings and goings from occupants, and in connection with the small commercial units fronting onto Hulme Hall Lane (which sit at ground floor level below apartments above), and the proposed café/restaurant and Hub facilities. The levels of footfall to the site should be significantly less than the comings and goings and noise generated from the chemical dye works which was operating from site some years ago. It is therefore considered that the proposed development should not have any significant effect on the residential amenity currently enjoyed by the surrounding occupants.

In relation to the impact of existing noise sources within this area on the new residential accommodation being proposed, there are two main sources of noise that needed to be assessed and mitigated. These are traffic noise from the nearby main roads, the noise generated by the industrial /commercial uses in the locality. In relation to the proposed development, it is considered that the internal noise level requirements can be achieved with appropriate noise mitigation measures. As the external plant area would consist on multiple air source heat pumps (serving the apartments) located on the roof level of their correspondent block. This area is open to the sky. but has been designed in such a way that the equipment is screened from the noise sensitive receptors (NSRs) by the surrounding solid façade. For houses, an individual air source heat pump will be located externally on the back courtyard. All plant items will be installed with appropriate noise reduction measures. It is recommended that this aspect of the scheme is conditioned. Furthermore, in order to safeguard residential from potential noise arising from the commercial units , it is proposed to attach a condition restricting the hours of servicing to those units , and to require the submission of the hours of operation of those units before they are occupied.

### Flood Risk / Surface Water Drainage

The site is not known to flood historically, but the surrounding streets and canal may experience localised surface water flooding in small areas to the south along Iron Street and to the west along Varley Street. The proposed development is located in Flood Zone 1 and residential and commercial uses are considered appropriate in this area.

Soakaways are not considered to be viable on this site due high levels of contamination. Through consultation, two drainage connections have been agreed, the first at the junction Brookhill Street and Penzance Street, the second at the intersection Danson Street and Sandal Street.

Furthermore, due to the topography of the site finalised details of overland flow routes are required, to provide assurance that measures proposed by the applicant in relation to surface water run-off will deliver appropriate flow rates on the proposed highways. In view of the content of the report, and the need for finalised details of overland flow routes, it is recommended that conditions are attached to any planning approval that details of surface water drainage are considered prior to the commencement of the development and that the system that is put in place is managed and maintained thereafter.

### Sustainability and Energy Efficiency

The scheme has been designed with high levels of fabric performance and efficiency. The combination of homes with high building fabric efficiency and a 100% electric heating and hot water system (driven by air source heat pumps to both houses and apartments and small areas of photovoltaic panels to the roof of the proposed apartments) means that when coupled with a renewable energy supply, the proposed development should be able to achieve zero carbon emissions during the operational stage. Where not coupled with renewable energy supplier, the scheme should be able to achieve an average reduction of circa 25% in CO<sub>2</sub> compared to current building regulations Part L 2013 during the operational stage. The architecture of the apartment blocks with large, flat roof sections with parapets, would enable photovoltaic equipment shielded from view and give ample space for the proposed panels.

In relation to an increase in the level of decentralised, low and zero carbon energy supplies available required by EN5, the use of air source heat pumps and photovoltaic panels would ensure that a residual supply of renewable energy is available. The proposals will therefore provide for an increase in the amount of zero carbon energy supplies available in accordance with the Core Strategy.

All lighting will be specified to be high efficiency LED. Low flow water fixtures, and any pre-fitted appliances will also be specified to be energy efficient.

### Designing out Crime

The proposed development would help to provide natural surveillance along Holland Street, Iron Street, Hulme Hall Lane, and along the towpath of the Rochdale Canal



which provides the opportunity to include security features to make the future residents safe and secure and reduce the fear of crime. This would not be a gated community although the internal courtyards and yards are to be gated, with access to the residents of the plot only. Any furniture, walls and planting beds would be low in height, so providing users with good visibility. Access to courtyards would be limited to two points. These gates will be fob operated.

Furthermore the proposed site layout and proposed dwelling designs have been designed to minimise the potential to gain access to the upper floors of properties by the use of climbing aids.

As no detailed design specification for windows and doors have been provided and given the comments made by Design for Security officers it is proposed that this aspect of the scheme is recommended to be conditioned, and that the development is required to achieve Secure by Design Accreditation.

### Waste

The proposed refuse strategy provides communal refuse storage for all dwellings, houses and apartments. Due to the layout of the scheme and constrained nature of the site the use of communal bin storage, ( used in some terraced housing areas of Manchester ), is provided and would be managed as part of the proposed Estate Management Company's responsibility. ,

The refuse calculation has been calculated to comply with Council guidance providing communal bins for general waste, pulvable recycling, mixed recycling and garden waste.

The communal bin stores within the apartment blocks range in size from 10m<sup>2</sup> to 50m<sup>2</sup> , depending on the number of apartments in the individual block , two internal bin storage areas as proposed in relation to plot E apartments. Waste storage for the proposed apartment has also been calculated in accordance with Council guidance.

A condition is proposed to be attached to any approval in regard to the implementation of a refuse storage arrangements within the scheme

The bin stores in the rear courtyards are located close to the kerbside for ease of collection but are located within close proximity of the rear of the dwellings. The design of the bin stores has not been finalised and it is recommended that this aspect of the scheme is condition are timber clad for easy maintenance and it is confirmed that they would be maintained and cleaned by the management company as required.

The Estate Management Company would be responsible for all estate assets , including the regular cleaning of the bin stores, and returning bins back to the stores after the refuse has been collected. Tracking details for bin wagons collecting from the location of the proposed bin stores has been submitted to demonstrate that this can be achieved.

The proposal therefore accords with policies DM1 and EN19 of the Core Strategy in this regard.

### Air Quality

The application site is partially located within Manchester's Air Quality Management Area (AQMA). The area has been designated on the basis of known areas where air quality conditions poor as a result of vehicular emissions.

In relation to the construction and operations phases of the development there is the potential to impact on the air quality. With the implementation of the appropriate measures significant impacts are not anticipated during the construction phase.

Such measures would form part of an agreed construction management plan that would be subject to a condition of the planning approval. It is considered that the impacts on air quality during construction would be temporary and predictable and could be appropriately mitigated through the measures identified above.

The main potential air quality impact once the proposed development is occupied is likely to be emissions from road traffic associated with the proposed development

Environmental Health officers concur with the conclusions of the Air Quality report although would ask for further information which is possible through the imposition of a condition. . This would ensure no detrimental impact on existing air quality conditions as a result of the development.

### Other Matters Raised

The issue of a covenant affecting the open space has been raised by a local resident. This is a separate legal matter that would need addressing by any developer if planning permission is granted. Similarly, any decision by the Council to dispose of open space would need to go through a separate procedure outside of the planning process.

### Permitted Development

The National Planning Policy Guidance states that only in exceptional circumstances should conditions be imposed which restrict permitted development rights otherwise such conditions are deemed to be unreasonable. In order to protect the nature of the accommodation being proposed it is considered there is a case for ensuring the dwellings are not converted into multiple occupation without proper consideration. It is recommended that a condition should therefore clearly define the approved residential units under the C3(a) use and to remove the permitted development rights that would normally allow the change of use of a property to a House of Multiple Occupation (HMO) without the requirement for formal planning permission. . A further condition to prevent the proposed apartments being used as serviced apartments/apart hotels or similar uses where sleeping accommodation (with or without other services) is provided by way of trade for money and occupied by the same person for less than ninety consecutive nights) is also proposed.

### Inclusive Access

The housing types have been designed with a flexible approach to varying lifestyle choices and providing a sound base for future adaptation.

All main entrances to both the houses and the apartments would have level access. All upper floors within the apartment blocks are accessible by lifts. All apartments and houses have been designed to space standards to allow adequate circulation space. There would also be parking spaces for disabled people within the apartment car parks, which would ensure the entire development is accessible and inclusive.

Homes for occupation by wheelchair users have been distributed throughout the scheme and a mix of apartments, maisonettes and houses are proposed. A total of 41 homes are shown for occupation by wheelchair users. This is 10% of the total number of dwellings in the scheme

### Legal Agreement

To secure the delivery of the 28% on site affordable housing provision a bespoke condition is recommended. A section 106 agreement is required to enable the re-testing of the viability of the scheme should there be a delay in the implementation of the planning permission, together with a further review prior to the occupation of the development in regard to the provision of affordable housing. In addition a commuted sum will need to be agreed as part of a section 106 legal agreement to finance the future administration, enforcement and maintenance of the residents permit parking scheme.

### Statement of Community Involvement

A Community Consultation Event regarding the proposal was held on 17<sup>th</sup> July 2019, and 30 local people attended the event and two people were visited at their home. Eighteen feedback forms were submitted. In addition, there were 10 post-it notes with views on particular aspects of the scheme.

A project website was set up for the Former Manox Dyeworks at the time of the first consultation event. It included information about the scheme and core members of the project team, along with a feedback/contact form. The display material used for the consultation event was loaded onto the project website on 18<sup>th</sup> July 2019. The consultation boards were downloaded 32 times in July 2019.

Subsequent events held on Thursday 10<sup>th</sup> and Saturday 12<sup>th</sup> October 2019. The venue for both events was the Church of the Apostles, Ridgway Street, Miles Platting. Flyers were again delivered to over 1,000 local households, and also letters with a flyer were hand-delivered by the ENGIE Development Manager and Stakeholder Manager to 180 homes closest to the development. Posters were printed and sent to local organisations including Sycamore Court Sheltered Scheme, Sandal Street, the local primary school and GP practice. 69 people attended the Consultation Events in October. The second event coincided with an Autumn Fair in the Church Hall, and the consultation team were able to encourage visitors to the Fair to also visit the Manox exhibition. Twenty-six feedback forms were submitted, with some very detailed comments and suggestions, as well as comments on 20 post-it notes.

A range of comments from the above were provided. . Key points were:

- Concern to keep the trees on the site
- Concern about losing the Recreation Ground , and loss of green space
- Positive feedback about the vision and canal tow path area , and opening up the canal
- Support for a local café
- local people should be able to access the new homes.
- Would like new homes designed sympathetically in keeping with existing terraces.
- The flowering shrubs and apple trees by the exhibition were planted by a local resident, who also planted and maintains a community garden nearby. The landscaping could be planned to compliment the 'Forget Me Not' Community Garden.
- Nursery and community facilities would be really useful, and it would be good to have small shops
- The need to provide opportunities for local people to have a house, rent or buy.
- The site should be designed to avoid cut through.
- Are there any plans for the future of the terraced houses adjacent to the site
- A number of people did not receive the flyer.
- There are two local Facebook groups that could promote the next exhibitions - Ancoats Forever and Miles Platting Forever
- Think it's a great design with a good mix of property types
- Interesting, nice to see space being used up and all the waste ground being put to good use.
- It fits in well with already-built houses.
- I would like play parks for children and new trees planted.
- We need more shops
- I am concerned that the homes will not be affordable or available for local residents.
- You should ensure plenty of spaces and room for disabled drivers' cars.
- I agree to slowing down traffic in the area with 'sleeping policemen' and shaping of footpaths and roadway.
- concern about the noise from construction.
- concern about safety in the area.

#### Other matters raised by local residents

There were some initial comments that the first notification by the local planning authority took place on 17th December 2019 and therefore fell over the Christmas period, these are noted but this did not prevent comments from being raised.

.Furthermore, an additional notification was undertaken on 15<sup>th</sup> April 2020. As part of each notification process letters were sent to 1041 local residents and local businesses.

#### Conclusion

The proposed scheme would bring forward a sustainable development of well designed family housing and affordable homes with the associated remediation of a highly contaminated site. The loss of open space would be mitigated through the

provision of new high quality landscaped managed pockets of open space which is welcomed.

All issues have been set out in the report and addressed and this includes where necessary mitigation to ensure the delivery of a much needed proposal for new homes.

**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 Chief Executive 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 Director 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 of the application is proportionate to the wider benefits of and that such a decision falls within the margin of discretion afforded to the Council under the Town and Country Planning Acts.

**Recommendation** Minded to Approve - subject to a section 106 legal agreement relating to a mechanism to re-test the viability of the development in relation to the delivery of affordable housing, should there be a delay in the implementation of the planning permission, together with a further review prior to the occupation of the development, and to finance the future administration, enforcement and maintenance of the residents permit parking scheme.

### **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 were sought in respect of this development where early discussions took place regarding the layout, scale, design and appearance of the development, accommodation type and mix along with highway impacts. Further work and discussions have taken place with the applicant through the course of the application, particularly in respect of ground contamination ,highway impacts, refuse storage , affordable housing along with other matters arising from the consultation and notification process. The proposal is now considered to be acceptable, and been conditioned accordingly.

### **Conditions**

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 Phasing plan ref: rev.01 received on 11<sup>th</sup> September 2020 .

Reason - Required to be imposed pursuant to Section 92 of the Town and Country Planning Act 1990 and to reflect the likely time period for the implications of the proposed development.

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

Site Location Plan (LEV-00-GF-DR-A-1000 Rev P1)

Existing Site Plan (LEV-00-GF-DR-A-1050 Rev P2);

Plots L & M Proposed Ground floor plan ( LEV-00-GF-DR-A-1470 rev.P2)

Plot A – Proposed Perimeter Elevations ( LEV-00-XX-DR-A-1600 rev. P2)

Plot A – Proposed Courtyard Sections ( LEV-00-XX-DR-A-1601 rev. P3)

Plot B – Proposed Perimeter Elevations ( LEV-00-XX-DR-A-1610 rev. P2)

Plot B – Proposed Courtyard Sections ( LEV-00-XX-DR-A-1611 rev. P3)

Plot C – Proposed Perimeter Elevations ( LEV-00-XX-DR-A-1620 rev. P3)

Plot C – Proposed Courtyard Sections ( LEV-00-XX-DR-A-1621 rev. P2)

Plot D – Proposed Perimeter Elevations ( LEV-00-XX-DR-A-1630 rev. P2)

Plot D – Proposed Courtyard Sections ( LEV-00-XX-DR-A-1631 rev. P2)

Plot E – Proposed Perimeter Elevations ( LEV-00-XX-DR-A-1640 rev. P3)

Plot E – Proposed Courtyard Sections ( LEV-00-XX-DR-A-1641 rev. P2)

Plot F – Proposed Perimeter Elevations ( LEV-00-XX-DR-A-1650 rev. P2)

Plot G – Proposed Perimeter Elevations ( LEV-00-XX-DR-A-1660 rev. P2)

Plot G – Proposed Courtyard Sections ( LEV-00-XX-DR-A-1661 rev. P3)

Plot H – Proposed Perimeter Elevations ( LEV-00-XX-DR-A-1670 rev. P2)

Plot H – Proposed Courtyard Sections ( LEV-00-XX-DR-A-1671 rev. P2)

Plot J – Proposed Perimeter Elevations ( LEV-00-XX-DR-A-1690 rev. P3)

Plot J – Proposed Courtyard Sections ( LEV-00-XX-DR-A-1691 rev. P2)

Plot K – Proposed Perimeter Elevations ( LEV-00-XX-DR-A-1700 rev. P2)

Plot K – Proposed Courtyard Sections ( LEV-00-XX-DR-A-1701 rev. P3)

GA Landscape Sections- 01 ( LEV-00-GF-DR-L-1800 rev.P4)

Building A – Elevation Study ( LEV-00-XX-DR-A-2300 rev.P1)

Building E – Elevation Study ( LEV-00-XX-DR-A-2301 rev.P2)

Air Quality Assessment Project No. 443593/AQ01 (03);Crime Impact Statement November 2019 GM 10776 001 v2.0;Framework Construction and Management Plan; Heritage Environmental Desk Based Assessment; Noise Impact Assessment rev.B dated 26.11.2019; Statement of Community Involvement; Supporting Planning Statement; Financial Viability Statement ; Waste Management Strategy Proforma; Energy Statement rev.B;

Interpretative Phase 2 Ground Investigation report R01 ; Composite site summary ground works Strategy; Interpretative Phase 2 ground investigation report Zone

5W; Interpretative Phase 2 ground investigation report Zone 7; Factual Ground Investigation report; Factual ground investigation report zone 7; Factual ground investigation report zone 5W; Preliminary Remediation strategy.

Stamped as received 29<sup>th</sup> November 2019

Report to support a Habitat Regulations Assessment ref: 2019-176b dated August 2019 received 13<sup>th</sup> December 2019

Flood Risk Assessment and Drainage Strategy report ; received by email on 13<sup>th</sup> December 2019;

Letter dated 18<sup>th</sup> February 2020 from planning agent regarding Open space provision;

Ecology Survey and Assessment dated July 2019 ref 2019 -176 received 2<sup>nd</sup> January 2020;

Viability Appraisal letter 14<sup>th</sup> February 2020;

Fire Strategy in email dated 25<sup>th</sup> February 2020 from the planning agent , and attached Fire Engineering Stage 3 report – Fire Strategy revision 3 – 14 February 2020 by Hoare Lea;

Letter dated 25<sup>th</sup> February 2020 from Wardell Armstrong relating to Secure by Design matters;

Open Space Assessment dated February 2020 received by email 6<sup>th</sup> March 2020;

Supporting plans and letter from planning agent dated 8<sup>th</sup> April 2020;

Sitewide Landscape plan – Illustrative ( LEV-00-GF-DR- L- 1250 rev.P3)

Sitewide Landscape plan – Hardscape ( LEV-00-GF-DR- L- 1251 rev.P10)

Sitewide Landscape plan – Softscape ( LEV-00-GF-DR- L- 1252 rev.P6)

Plots A& F Proposed Ground floor plan ( LEV-00-GF-DR-A-1400 rev.P5)

Plots A& F Proposed First floor plan ( LEV-00-GF-DR-A-1401 rev.P5)

Plots A& F Proposed Second floor plan ( LEV-00-GF-DR-A-1402 rev.P4)

Plots A& F Proposed Third floor plan ( LEV-00-GF-DR-A-1403 rev.P4)

Plots A& F Proposed Fourth floor plan ( LEV-00-GF-DR-A-1404 rev.P5)

Plots A& F Proposed Roof plan ( LEV-00-GF-DR-A-1405 rev.P3)

Plots B& G Proposed Ground floor plan ( LEV-00-GF-DR-A-1410 rev.P5)

Plots B& G Proposed First floor plan ( LEV-00-GF-DR-A-1411 rev.P5)

Plots B& G Proposed Second floor plan ( LEV-00-GF-DR-A-1412 rev.P5)

Plots B& G Proposed Roof plan ( LEV-00-GF-DR-A-1413 rev.P5)

Plots C& H Proposed Ground floor plan ( LEV-00-GF-DR-A-1420 rev.P4)

Plots C& H Proposed First floor plan ( LEV-00-GF-DR-A-1421 rev.P4)

Plots C& H Proposed Second floor plan ( LEV-00-GF-DR-A-1422 rev.P4)

Plots C& H Proposed Roof plan ( LEV-00-GF-DR-A-1423 rev.P4)

Plot D Proposed Ground floor plan ( LEV-00-GF-DR-A-1430 rev.P4)

Plot D Proposed First floor plan ( LEV-00-GF-DR-A-1431 rev.P4)

Plot D Proposed Second floor plan ( LEV-00-GF-DR-A-1432 rev.P4)

Plot D Proposed Roof plan ( LEV-00-GF-DR-A-1433 rev.P4)

Plot E Proposed Ground floor plan ( LEV-00-GF-DR-A-1440 rev.P4)

Plot E Proposed First floor plan ( LEV-00-GF-DR-A-1441 rev.P4)

Plot E Proposed Second floor plan ( LEV-00-GF-DR-A-1442 rev.P3)

Plot E Proposed Third floor plan ( LEV-00-GF-DR-A-1443 rev.P3)

Plot E Proposed Fourth floor plan ( LEV-00-GF-DR-A-1444 rev.P5)

Plot E Proposed Roof plan ( LEV-00-GF-DR-A-1445 rev.P3)

Plots I & J Proposed Ground floor plan ( LEV-00-GF-DR-A-1450 rev.P8)  
 Plot K Proposed Ground floor plan ( LEV-00-GF-DR-A-1460 rev.P4)  
 Plot K Proposed First floor plan ( LEV-00-GF-DR-A-1461 rev.P4)  
 Plot K Proposed Roof plan ( LEV-00-GF-DR-A-1462 rev.P4)  
 Plot N Proposed Ground floor plan ( LEV-00-GF-DR-A-1480 rev.P5)  
 Western Gateway – Proposed Landscape Plan (LEV-00-GF-DR-L-1500 rev.P5)  
 Canal Green – Proposed Landscape Plan (LEV-00-GF-DR-L-1501 rev.P5)  
 Holland Gardens – Proposed Landscape Plan (LEV-00-GF-DR-L-1502 rev.P4)  
 Neighbourhood Green – Proposed Landscape Plan (LEV-00-GF-DR-L-1503 rev.P5)  
 Eastern Gateway – Proposed Landscape Plan (LEV-00-GF-DR-L-1504 rev.P4)  
 Plot F – Proposed Courtyard Sections ( LEV-00-XX-DR-A-1651 rev. P2)  
 GA Landscape Sections- 02 ( LEV-00-GF-DR-L-1801 rev.P5)  
 GA Landscape Sections- 03 ( LEV-00-GF-DR-L-1802 rev.P4)  
 Building F – Elevation Study ( LEV-00-XX-DR-A-2302 rev.P2)  
 Building F – Elevation Study ( LEV-00-XX-DR-A-2303 rev.P2)  
 External Substations – Elevation Study ( LEV-00-XX-DR-A-2400 rev.P1)  
 Vehicle Tracking – Fire Appliance ( JR00755\_WES\_00\_XX\_DR\_D\_024 rev.P2)  
 Design and Access Statement rev.E –April 2020  
 Schedule 1- Car Parking Management Plan April 2020  
 Travel Plan rev.B – April 2020  
 Transport Assessment rev.B – April 2020  
 Preliminary Controlled Water Risk Assessment ( 13-887 R1 –1 February 2020)  
 Remediation Method Statement by McAuliffe received by email 21<sup>st</sup> April 2020;  
 Coal Mining Features and Mitigation plan (LEV - 00 - GF - DR - A – 1206 rev. P2)  
 received 6<sup>th</sup> July 2020  
 Viability Appraisal 14<sup>th</sup> August 2020  
 Change to mix of accommodation 25<sup>th</sup> August 2020.  
 Schedule 1 site plan and schedule 2 –affordable housing plots plan received 14<sup>th</sup>  
 August 2020  
 Sitewide Landscape General Arrangement ) LEV-00-GF-DR-L-1254 rev.P1)  
 Site wide Street Elevations ( LEV-00-XX-DR-A-1300 rev.P2);  
 Sitewide Street elevations - Sheet 2 ( LEV-00-XX-DR- A- 1301 rev.P3)  
 Plots I & J Proposed First floor plan ( LEV-00-GF-DR-A-1451 rev.P9);  
 Plots I & J Proposed Second floor plan ( LEV-00-GF-DR-A-1452 rev.P7)  
 Plots I & J Proposed Third floor plan ( LEV-00-GF-DR-A-1453 rev.P7)  
 Plots I & J Proposed Roof plan ( LEV-00-GF-DR-A-1454 rev.P6)  
 Plots L& M Proposed First floor Plan (( LEV-00-GF-DR-A-1471 rev.P3);  
 Plots L& M Proposed Second floor Plan (( LEV-00-GF-DR-A-1472 rev.P3);  
 Plots L& M Proposed Roof Plan (LEV-00-GF-DR-A-1473 rev.P3);  
 Plot N Proposed First floor plan ( LEV-00-GF-DR-A-1481 rev.P6)  
 Plot N Proposed Second floor plan ( LEV-00-GF-DR-A-1482 rev.P5)  
 Plot N Proposed Third floor plan ( LEV-00-GF-DR-A-1483 rev.P5)  
 Plot N Proposed Fourth floor plan ( LEV-00-GF-DR-A-1484 rev.P6)  
 Plot N Proposed Roof plan ( LEV-00-GF-DR-A-1485 rev.P5);  
 Plot I – Proposed Perimeter Elevations ( LEV-00-XX-DR-A-1680 rev. P3)  
 Plot I – Proposed Courtyard Sections ( LEV-00-XX-DR-A-1681 rev. P5)  
 Plot L – Proposed Perimeter Elevations ( LEV-00-XX-DR-A-1710 rev. P3)  
 Plot L – Proposed Courtyard Sections ( LEV-00-XX-DR-A-1711 rev. P3)  
 Plot M – Proposed Perimeter Elevations ( LEV-00-XX-DR-A-1720 rev. P3)  
 Plot M – Proposed Courtyard Sections ( LEV-00-XX-DR-A-1721 rev. P4)



Plot N – Proposed Perimeter Elevations ( LEV-00-XX-DR-A-1730 rev. P3)  
 Plot N – Proposed Courtyard Sections ( LEV-00-XX-DR-A-1731 rev. P4)  
 Building N – Elevation Study ( LEV-00-XX-DR-A-2304 rev.P2)  
 Arboricultural Impact Assessment rev.3 and Arboricultural Method Statement and  
 Sitewide Landscape plan – Tree Removal ( LEV-00-GF-DR- L- 1253 rev.P5) ;  
 received by email 21<sup>st</sup> August 2020;  
 076298-CUR-00-XX-DR-C-95700 rev.P3 Vehicle Tracking –large refuse vehicle site  
 layout received by email 4<sup>th</sup> September 2020.  
 Sitewide Masterplan – Ground Floor ( LEV-00-GF-DR-A- 1200 rev.P11)  
 Sitewide Masterplan – First Floor ( LEV-00-GF-DR-A- 1201 rev.P10)  
 Sitewide Masterplan – Second Floor ( LEV-00-GF-DR-A- 1202 rev.P10)  
 Sitewide Masterplan – Third Floor ( LEV-00-GF-DR-A- 1203 rev.P10)  
 Sitewide Masterplan – Fourth Floor ( LEV-00-GF-DR-A- 1204 rev.P10)  
 Sitewide Masterplan – Roof ( LEV-00-GF-DR-A- 1205 rev.P8)  
 Sitewide Landscape General Arrangement Plan (Dwg no. LEV-00-GF-DR-L-1254  
 Rev P2)  
 Updated Estate Management Plan  
 received by email 8<sup>th</sup> September 2020.

Contaminated Land Site Characterisation Report ref:13-887-R4-1 July 2020 received  
 by email dated 9<sup>th</sup> September 2020.

Revised phasing plan received 11.09.2020 together with email dated 11.09.200 from  
 the planning agent stating that this plan relates purely to the phased completion of  
 building works and as such does not relate to the remediation phasing.

Reason - To ensure that the development is carried out in accordance with the  
 approved plans, pursuant to policies SP1 and DM1 of the Manchester Core Strategy  
 (2012).

4) Notwithstanding the materials annotated on the submitted plans ,prior to the  
 commencement of each phase of development (excluding site clearance, site  
 investigations, remediation and ground works), samples and specifications of all  
 materials to be used on all external elevations of the phase of development shall be  
 submitted to and approved in writing by the City Council as local planning authority.  
 The phase of development shall be carried out in accordance with the agreed  
 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, pursuant to policies SP1 and DM1 of the  
 Manchester Core Strategy (2012).

5) Prior to the commencement of each phase of development (excluding vegetation  
 clearance, site set up or works relating to details of the measures to be  
 incorporated into the development (or phase thereof) to demonstrate how secure by  
 design accreditation will be achieved have been submitted to and approved in writing  
 by the City Council as local planning authority. The development shall only be  
 carried out in accordance with these approved details for that phase . The  
 development ( or phase thereof) 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 for that phase of development.

Reason - To reduce the risk of crime pursuant to policies SP1 and DM1 of the Manchester Core Strategy (2012) and to reflect the guidance contained in the National Planning Policy Framework.

6) Prior to the commencement of each phase 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 for that phase, which for the avoidance of doubt should 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 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 - To safeguard the amenities of nearby residents and highway safety pursuant to policies SP1, EN9, EN19 and DM1 of the Manchester Core Strategy (2012).

7) Prior to above ground works commencing for any phase of development, full detailed designs (including specifications) of all on site and off site highways works (including any Traffic Regulation Orders, the incorporation of a pedestrian phase to the signalisation of the existing Coleshill Street junction, measures to prevent parking along the line of the towpath, and traffic calming) relating to that phase, 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 approved details, and all the agreed works shall be completed prior to the proposed accommodation within that phase being brought into use.

Reason - In the interests of highway safety, pursuant to policy T1 of the Manchester Core Strategy (2012).

8) Prior to above ground works commencing for any phase of development, full details of a parking management strategy for on street parking on non-adopted highways relating to that phase, 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 approved details, and all the agreed works shall be completed prior to the proposed accommodation within that phase being brought into use.

Reason - In the interests of highway safety, pursuant to policy T1 of the Manchester Core Strategy (2012).

9) The car parking indicated on the approved plans for each phase of development shall be surfaced, demarcated and made available for use prior to the new dwellings hereby approved within that phase being occupied. The car parking shall then be available at all times whilst the site is occupied.

Reason - To ensure that there is adequate car parking for the development proposed when the building is occupied, pursuant to Policies T2, SP1 and DM1 of the Manchester Core Strategy (2012).

10) Prior to above ground works commencing for any phase of development, finalised detailed designs and provision of space for cycle storage 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 approved details, and all the agreed works shall be completed prior to the proposed accommodation within that phase being brought into use.

Reason - To ensure that adequate provision is made for bicycle parking so that persons occupying or visiting the development have a range of options in relation to mode of transport in order to comply with Policies SP1, T1, T2, EN6 and DM1 of the Manchester Core Strategy (2012) and the guidance provided within the National Planning Policy Framework and the Guide to Development in Manchester Supplementary Planning Document and Planning Guidance.

11) Prior to the occupation of any phase of development details of a way finding scheme (together with on-going maintenance arrangements), within the site to reference the location of the Rochdale Canal and associated cycleway shall be submitted to and approved by the local planning authority. The development shall be implemented in accordance with the approved details, and all the agreed works shall be completed prior to the proposed accommodation within that phase being brought into use, and thereafter managed and maintained in accordance with the approved details.

Reason – To improve wayfinding within the site, and assist promoting the use of sustainable forms of travel to the development, pursuant to policies SP1, T2 and DM1 of the Manchester Core Strategy (2012) and the Guide to Development in Manchester SPD (2007).

12) Before the development of any phase of development hereby approved is first occupied, a Full 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

b) Within six months of the first occupation of each phase of development (or an alternative timescale to be agreed in writing with the Local Planning Authority), 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 for that phase of development. Any Travel Plan which has been approved by the City Council as local planning authority shall be implemented in full for that phase of development at all times when the development hereby approved is in use.

Reason - To assist promoting the use of sustainable forms of travel to the development, pursuant to policies SP1, T2 and DM1 of the Manchester Core Strategy (2012) and the Guide to Development in Manchester SPD (2007).

13) Prior to the occupation of any phase of development, finalised details of the number, location and specifications of the provision of electric vehicle charging points at both the apartments and houses hereby approved within that phase of development, shall be submitted to and approved by the local planning authority. The development shall be implemented in accordance with the approved details, and all the agreed works shall be completed prior to the proposed accommodation within that phase being occupied, and thereafter managed and maintained in accordance with the approved details.

Reason - In the interest of the residential amenity of the occupants of the development due to the air quality surrounding the development and to secure a reduction in air pollution from traffic or other sources in order to safeguard the amenity of nearby residents from air pollution, pursuant policies SP1, EN16 and DM1 of the Manchester Core Strategy (2012), and Greater Manchester Air Quality action plan 2016.

14) Prior to the occupation of any phase of development, finalised details of the location and specifications of tree pit within footpaths, together with a management and maintenance strategy, shall be submitted to and approved by the local planning authority. The development shall be implemented in accordance with the approved details, and all the agreed works shall be completed prior to the proposed accommodation within that phase being occupied, and thereafter managed and maintained in accordance with the approved details.

Reason - In the interest of the residential amenity of the occupants of the development due to the air quality surrounding the development and to secure a reduction in air pollution from traffic or other sources in order to safeguard the

amenity of nearby residents from air pollution, pursuant policies SP1, EN16 and DM1 of the Manchester Core Strategy (2012), and Greater Manchester Air Quality action plan 2016.

15) Prior to the occupation of any phase of development, details of the strategy for all external lighting, including lighting on the buildings, within the building's curtilage, and lighting units within the public realm works within that phase, shall be submitted to, and approved in writing by, the City Council as local planning authority. The development of that phase shall be implemented in accordance with the approved details.

Reason - To ensure adequate lighting within the development and to ensure full accessibility within the public realm works, and would not adverse impact on protected species pursuant to policies SP1 and policy DM1 of the Manchester Core Strategy (2012).

16) If, when the lighting units are illuminated, they cause glare or light spillage which is in the opinion of the City Council as Local Planning Authority to the detriment of adjoining and nearby residential properties, such measures as the Council as Local Planning Authority confirm in writing that they consider necessary including baffles and/or cut-offs shall be installed on the units and adjustments shall be made to the angle of the lighting units and the direction of illumination, which shall thereafter be retained in accordance with details which have received the prior written approval of the Local Planning Authority.

Reason - In order to minimise the impact of the illumination of the lights on the occupiers of existing and proposed nearby residential accommodation, pursuant to policies SP1 and policy DM1 of the Manchester Core Strategy (2012).

17) a) Before the development hereby approved commences (excluding site set up or works relating to site investigation), a scheme for the investigation of all the shallow mine workings on the site and the identification of remediation measures (the Site Investigation Proposal) shall be 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 development commences (excluding site set up or works relating to site investigation) and a report prepared outlining what measures, if any, are required to remediate the areas of shallow mine workings (the Site Investigation Report and/or Remediation Strategy) shall be submitted to and approved in writing by the City Council as local planning authority.

b) When the development, the development shall be carried out in accordance with the previously agreed Remediation Strategy for the shallow mine workings 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 shallow mine workings 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 areas of shallow mine workings (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. Upon completion of the revised remedial works, a Completion/Verification Report shall be submitted to and approved in writing by the City Council as local planning authority.

Reason - To ensure that the presence of areas of shallow mine workings is detected and appropriate remedial action is taken in the interests of public safety, and to ensure the stability of the proposed development pursuant to policies DM1 and EN18 of the Manchester Core Strategy (2012).

18) a) Before the development hereby approved commences (excluding site set up or works relating to site investigation), a report outlining what measures (remedial works), if any, that are required to be undertaken to the mine entry (including foundation), together with any specific designs which may be required for any buildings within influencing distance of the mine entry (the Site Investigation Report and/or Remediation Strategy) 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 for the mine entry, and approved specific designs required for any buildings within influencing distance of the mine entry, and a Completion/Verification Report shall be submitted to and approved in writing by the City Council as local planning authority.

Reason - To ensure that mine entry is assessed and appropriate remedial action is taken in the interests of public safety, and to ensure the stability of the proposed development pursuant to policies DM1 and EN18 of the Manchester Core Strategy (2012).

19) Prior to the construction of above ground structures in phases 2,3 and 4 on phasing plan, full details of the proposed sheet piling retaining structures to the Rochdale Canal boundary including their location, finish and detailing, within that phase of development shall be submitted to and approved in writing by the City Council as local planning authority. The approved scheme shall be implemented prior to first occupancy within that phase of development and shall remain operational thereafter.

Reason: To ensure a satisfactory form of development and to afford appropriate protection of the Rochdale Canal that adjoins the site pursuant to policies EN8, EN14, EN15 and DM1 of the Manchester Core Strategy (2012).

20) Prior to the proposed foundations outlined in the Phase 2 Ground Investigation report in relation to development in Phases 2,3, and 4 in proximity to the canal being implemented, detailed cross sections of the proposed foundations relative to the Rochdale Canal within that phase of development shall be submitted to and approved in writing by the City Council as local planning authority. The development shall be implemented in full accordance with the approved foundation detail, prior to first occupancy within that phase of development.

Reason - To ensure the protection of a Site of Biological Importance and wildlife habitats in the locality , pursuant to policy EN15 and EN17 of the Core Strategy for Manchester.

21) Prior to the construction of above ground structures of any phase of development, a finalised scheme for the storage (including segregated waste recycling) and disposal of refuse within that phase of development ( including external bin store design )shall be submitted to and approved in writing by the City Council as local planning authority. The approved scheme shall be implemented prior to first occupancy within that phase of development and shall remain operational thereafter.

Reason - To protect the amenity of the occupants of the residential and commercial accommodation once the development hereby approved is occupied, pursuant to policies SP1 and DM1 of the Manchester Core Strategy (2012).

22) Prior to commencement of the development mitigation measures to safeguard local air quality shall be submitted to and approved in writing by the City Council as local planning authority. Any agreed mitigation measures shall be implemented as part of the development and shall remain in situ whilst the use or development is in operation.

Reason- 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 EN16, SP1 and DM1 of the Manchester Core Strategy(2012).

23)Before any Class E or C3a uses hereby approved commence, 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 for each phase of development 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 prior to occupation of that phase of development. The approved scheme shall be completed before the premises is occupied.

Upon completion of each phase of development a verification report will be required to validate that the work undertaken throughout the development conforms to the recommendations and requirements in the approved acoustic consultant's report. The report shall also undertake post completion testing to confirm that the noise criteria has been met. Any instances of non-conformity with the recommendations in the report shall be detailed along with any measures required to ensure compliance with the agreed noise criteria.

Reason - To minimise the impact of the development and to prevent a general increase in pre-existing background noise levels around the site, and to safeguard the amenities of the occupiers of nearby residential accommodation, pursuant to policies SP1, H1 and DM1 of the Manchester Core Strategy (2012).

24) Deliveries, servicing and collections, including waste collections shall not take place to the Class E uses, outside the following hours: 07:30 to 20:00, Mondays to Saturdays, and 10:00 to 18:00 Sundays/Bank Holidays.

Reason - In the interests of residential amenity, pursuant to saved policy DC26 of the Unitary Development Plan for the City of Manchester, policies SP1 and DM1 of the Manchester Core Strategy (2012).

25) Before any above ground works relating development falling within Class E ( in any phase of development), a scheme for the extraction of any fumes, vapours and odours for that use and Phase shall be submitted to, and approved in writing by, the City Council as local planning authority. The approved scheme shall be implemented prior to occupancy in that use and Phase, and shall remain operational thereafter.

Mixed use schemes shall ensure provision for internal ducting in risers that terminate at roof level. Schemes that are outside the scope of such developments shall ensure that flues terminate at least 1m above the eave level and/or any openable windows/ventilation intakes of nearby properties.

Reason - In the interests of the amenities of the occupiers nearby properties in order to comply with policies SP1 and DM1 of the Manchester Core Strategy (2012).

26) The hours of use of the Class E units in any phase of development, are to be submitted to and agreed in writing by the City Council as Local Planning Authority, prior to the first occupation of the buildings for those uses in that phase. The development shall only be carried out in accordance with the approved hours of opening.

Reason - To safeguard the amenities of the occupiers of nearby residential accommodation when the development is complete, pursuant to saved policy DC26 of the Unitary Development Plan for the City of Manchester and policies SP1 and DM1 of the Manchester Core Strategy (2012).

27) Before commencement of development falling within Class E, in any Phase of development, the building(s) within that Phase shall be acoustically insulated and treated to limit the break out of noise in accordance with a noise study of the building(s), and a scheme of acoustic treatment relating to that phase of development, shall be submitted to and approved in writing by the City Council as local planning authority, prior to first occupation of that Phase. The scheme shall be implemented in full before the use commences in the building(s) in that phase of development.

Where entertainment noise is proposed the LAeq (entertainment noise) shall be controlled to 10dB below the LA90 (without entertainment noise) in each octave band at the facade of the nearest noise sensitive location

Upon completion of each phase of development a verification report will be required to validate that the work undertaken throughout the development conforms to the recommendations and requirements in the approved acoustic consultant's report in



respect of that phase. The report shall also undertake post completion testing to confirm that acceptable criteria has been met. Any instances of non-conformity with the recommendations in the report shall be detailed along with any measures required to ensure compliance with the agreed noise criteria.

Reason - To safeguard the amenities of the occupiers of the building and occupiers of nearby properties, pursuant to policies SP1 and DM1 of the Manchester Core Strategy (2012).

28) No part of the site outside of the building falling within Class E, in any phase, shall be used other than in accordance with a schedule of days and hours of operation submitted to and approved in writing by the City Council as local planning authority. No amplified sound or any music shall be produced or played in any part of the site outside of the building in any phase .

Reason - To safeguard the amenities of the occupiers of nearby properties, pursuant to policies SP1 and DM1 of the Manchester Core Strategy (2012), and saved UDP policy DC26.

29) a) Before commencement of development falling within Class C3, in any Phase of development, the dwellings within that Phase shall be acoustically insulated against noise from traffic noise from Hulme Hall Road and Varley Street, and industrial/commercial uses in the vicinity with a scheme to be submitted to and approved in writing by the City Council as local planning authority. The approved noise insulation scheme for that phase shall be completed before any of the dwelling units within that phase are occupied. Noise survey data must include measurements taken during a rush-hour period and night time to determine the appropriate sound insulation measures necessary.

b) Upon completion of the development and before first occupation of the residential units in that phase , a verification report will be required to validate that the work undertaken throughout the development conforms to the recommendations and requirements in the approved acoustic consultant's report. The report shall also undertake post completion testing to confirm that the internal noise criteria has been met. Any instances of non-conformity with the recommendations in the report shall be detailed along with any measures required to ensure compliance with the internal noise criteria.

Reason: To secure a reduction in noise from traffic or other sources in order to protect future residents from noise disturbance, pursuant to policies SP1 and DM1 of the Manchester Core Strategy (2012), and saved UDP policy DC26.

30) No removal of or works to any hedgerows, trees or shrubs should take place between 1st March and 31st August 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 - In order to provide protection to nesting birds, pursuant to Policy EN15 of the Manchester Core Strategy (2012).

31) Prior to the development hereby approved commencing on site development, a method statement giving details of specific measures to be taken to prevent any pollution of the Rochdale Canal (include the provision of a suitable canal protection buffer such as a geotextile membrane) during the construction period, shall be submitted to and approved in writing by the City Council as local planning authority. Any excavated materials stored in temporary stockpiles should be located away from the canal to prevent contaminated water run-off and the amount of exposed ground and stockpiles minimised. The specific measures to prevent any pollution of the Rochdale Canal during the construction period, hereby approved shall be implemented in full before the development commences.

Reason - To ensure the protection of a Site of Biological Importance and wildlife habitats in the locality, pursuant to policy EN15 and EN17 of the Manchester Core Strategy (2012).

32) Prior to the commencement of development (including ground works and vegetation clearance), an invasive non-native species protocol shall be submitted to and approved by the local planning authority, detailing the containment, control and removal of invasive plant species on site. The measures shall be carried out strictly in accordance with the approved scheme.

Reason - To prevent the spread of invasive species in accordance with the Wildlife and Countryside Act 1981, and in accordance with policies EN9 and EN15 of the Manchester Core Strategy (2012)

33) Notwithstanding the landscaping plans specified in condition no.3, prior to the any above ground works of any phase of development a hard and soft landscaping treatment scheme (including a replacement tree strategy, and a management and maintenance strategy,) for that phase of development 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 the buildings within that phase 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 in that phase of development, another tree or shrub of the same species and size as that originally planted shall be planted at the same place within that phase of development.

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 Manchester Core Strategy (2012).

34) 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 Manchester Core Strategy (2012).

35) In this condition "retained tree" means an existing tree, shrub or hedge which is to be as shown as retained on the approved plans specified in condition no.3 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 Manchester Core Strategy (2012).

3) Prior to any above ground works in each phase of the development hereby approved, a scheme for delivering biodiversity enhancement at the site within that phase, shall be submitted to and approved in writing by the City Council as the local planning authority. The biodiversity enhancement measures for that phase shall be implemented in accordance with the approved scheme, prior to the occupation of the buildings within that phase.

Reason - To ensure that landscape and ecology management is adequately in place and to ensure the longevity of new planting in different areas of the site and to comply with policy EN15 of the Manchester Core Strategy (2012).

37a) The development hereby approved shall be carried out in accordance with the document titled 'Energy Statement rev.B' stamped as received by the City Council, as Local Planning Authority, on the 29<sup>th</sup> November 2019. For the avoidance of doubt each phase of the development shall seek achieve a minimum of 25% average reduction of CO2 emissions for all dwelling and apartments over that set out in Building Regulations Part L 2013 and MCC planning policy.

b) A post construction review certificate/statement shall be submitted for approval for that phase of development, within a timescale that has been previously agreed in writing for that phase of development , 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 Manchester Core Strategy (2012) and the principles contained within The Guide to Development in Manchester SPD (2007) and the National Planning Policy Framework.

38) The development shall be carried out in accordance with the Estate Management Plan received on 8<sup>th</sup> September in relation to non-adopted roads, footpaths, lighting and public open spaces, including play areas and the wider public realm for all phases of the development.

Reason - To ensure that the areas not within the curtilage of dwellings are appropriately managed and maintained development to safeguard the character and visual amenities of the area, in accordance with policies SP1, EN9 and DM1 of the Manchester Core Strategy (2012).

39) No development or development-related groundworks 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 a Written Scheme of Investigation (WSI) submitted to and approved in writing by Manchester Planning Authority. The WSI shall cover the following:

1. A phased programme and methodology of investigation and recording to include:
  - i) archaeological watching brief and recording
2. A programme for post investigation assessment to include: i) post-fieldwork analysis of watching brief records and finds ii) production of a final report on the watching brief including a statement on the significance of the below-ground archaeological interest.
3. Deposition of the final report with the Greater Manchester Historic Environment Record.
4. Dissemination of the results of the archaeological investigations commensurate with their significance.
5. Provision for archive deposition of the report and records of the site investigation.
6. Nomination of a competent person or persons/organisation to undertake the works set out within the approved WSI.

Reason- In accordance with NPPF Section 12, Paragraph 199 - To record and advance understanding of heritage assets impacted on by the development and to make information about the heritage interest publicly accessible, and pursuant to saved UDP policy DC20.1 .

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

Reason - To prevent the increased risk of flooding, promote sustainable development, secure proper drainage and ensure future maintenance of the surface water drainage system pursuant to policies within the NPPF and NPPG, and policies EN8, EN14, EN17 and DM1 of the Manchester Core Strategy (2012).

41) No phase of development hereby permitted shall be occupied until details of the implementation, maintenance and management of the sustainable drainage scheme for that phase have been submitted to and approved by the local planning authority. The approved scheme shall be implemented and thereafter managed and maintained in accordance with the approved details for that phase. 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 manage flooding and pollution and ensure future maintenance of the surface water drainage system pursuant to policies EN8, EN14, EN17 and DM1 of the Manchester Core Strategy (2012).

42) No development shall take place until a Construction Risk Assessment Method Statement (RAMS) for construction of the proposed development, is submitted to and approved by the Local Planning Authority. The statement shall outline the potential impacts from all construction activities on infrastructure that crosses the site and identify mitigation measures to protect and prevent any damage to this infrastructure. The development shall be undertaken in accordance with the approved RAMS.

Reason- To ensure a satisfactory form of development and to afford appropriate protection of infrastructure that crosses the site pursuant to policies EN8, EN14, EN17 and DM1 of the Manchester Core Strategy (2012).

43) Prior to the commencement of the development, a scheme for the provision of affordable housing as part of the development shall be submitted for approval in writing by the City Council, as Local Planning Authority. The affordable housing shall be provided in accordance with the approved scheme, or any amended scheme in relation to the tenure mix subsequently approved in writing by the City Council as local planning authority, and shall meet the definition of affordable housing in Annex 2 of the NPPF (or any future guidance that replaces it). The scheme shall include:

- i. the numbers, type, tenure and location on the site of the affordable housing provision to be made which shall consist of not less than 28% of the dwellinghouses in accordance with the submitted Affordable Housing Statement;
- ii. the timing of the construction of the affordable housing;
- iii. the arrangements to ensure that such provision is affordable for both first and subsequent occupiers of the affordable housing; and

iv. the occupancy criteria to be used for determining the identity of occupiers of the affordable housing and the means by which such occupancy criteria shall be enforced

The affordable housing scheme shall be implemented as part of the development and thereafter retained in perpetuity.

Reason - In order to provide affordable housing at the site in accordance with policy H8 of the Manchester Core Strategy (2012) and the National Planning Policy Framework.

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

Reason - In the interests of residential amenity, to safeguard the character of the area and to maintain the sustainability of the local community through provision of accommodation that is suitable for people living as families pursuant to policies DM1 and H11 of the Manchester Core Strategy (2012) and the guidance contained within the National Planning Policy Framework.

45) Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 2015 as amended by The Town and Country Planning (General Permitted Development) (Amendment) (England) Order 2010 (or any order revoking and re-enacting that Order with or without modification) the apartments hereby approved shall be used only as private dwellings (which description shall not include serviced apartments/apart hotels or similar uses where sleeping accommodation (with or without other services) is provided by way of trade for money or money's worth and occupied by the same person for less than ninety consecutive nights) and for no other purpose (including any other purpose in Class C3(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 - To safeguard the amenities of the neighbourhood by ensuring that other uses which could cause a loss of amenity such as serviced apartments/apart hotels do not commence without prior approval; 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 Manchester Core Strategy (2012) and the guidance contained within the National Planning Policy Framework.

46) 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) no garages, extensions, porches, roof alterations or outbuildings shall be erected onto the new build properties within the development hereby approved other than those expressly authorised by this permission.

Reason - To safeguard the amenities of the occupiers of nearby residential accommodation, pursuant to policies SP1 and DM1 of the Manchester Core Strategy (2012).

47) 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) no windows shall be inserted into the elevations of the dwellinghouses hereby approved other than those shown on the approved drawings specified in condition 3.

Reason - In the interests of residential amenity pursuant to policy SP1 and DM1 of the Manchester Core Strategy (2012).

48) Prior to any above ground works, in each phase of development, the finalised details of the positions, heights, and type of boundary treatment (including gates) within that phase of development, shall be submitted to and approved in writing by the City Council as local planning authority. The approved scheme for that phase shall be implemented in full before any property within that phase is first occupied and retained as such thereafter.

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 in order to comply with Policies SP1, EN1 and DM1 of the Manchester Core Strategy (2012), and the guidance provided within the Guide to Development in Manchester Supplementary Planning Document and Planning Guidance.

49) Prior to any above ground works, in each phase of development, the finalised design of balcony balustrade details (including the location of privacy screens) within that phase of development, shall be submitted to and approved in writing by the City Council as local planning authority. The approved scheme for that phase shall be implemented in full before any property within that phase is first occupied and retained as such thereafter.

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 in order to comply with Policies SP1, EN1 and DM1 of the Manchester Core Strategy (2012), and the guidance provided within the Guide to Development in Manchester Supplementary Planning Document and Planning Guidance.

50) The two commercial units hereby approved at ground floor level in Plot E, as indicated on drawing LEV-00-GF-DR-A-1440 rev.P4 stamped as received by the City Council, as Local Planning Authority, on the 8 April 2020, shall each remain as one

unit ( total no. 2 Units) and shall not be sub divided or amalgamated without the benefit of planning permission being secured.

Reason- In the interests of residential amenity and to ensure the future viability and vitality of the commercial units pursuant to saved policy DC26 of the Unitary Development Plan for the City of Manchester and policies DM1, and SP1 of the Manchester Core Strategy (2012).

51) The two commercial units hereby approved at ground floor level in Plot E, as indicated on drawing LEV-00-GF-DR-A-1440 rev.P4 stamped as received by the City Council, as Local Planning Authority, on the 8 April 2020, be occupied as either retail use, restaurant /café use or business/ office use and for no other purpose in the Town and Country Planning (Use Classes) (Amendment) (England) Regulations 2020, or in any provision equivalent to that Class in any statutory instrument revoking and re-enacting that Order with or without modification. The first use of the commercial unit to be implemented shall thereafter be the permitted use of that unit.

Reason - For the avoidance of doubt and in order to secure a satisfactory form of development due to the particular circumstance of the application site, ensuring the vitality of the units and in the interest of residential amenity, pursuant policy DM1 of the Core Strategy for Manchester.

52 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).

5) Notwithstanding the General Permitted Development Order 2015 as amended by the Town and Country Planning (Permitted Development and Miscellaneous Amendments) (England) (Coronavirus) Regulations 2020 or any legislation amending or replacing the same, no further development in the form of upward extensions to the building shall be undertaken other than that expressly authorised by the granting of planning permission.



Reason - In the interests of protecting residential amenity and visual amenity of the area in which the development is located pursuant to policies DM1 and SP1 of the Manchester Core Strategy.

### **Informatives**

1. Under the Coal Industry Act 1994 any intrusive activities, including initial site investigation boreholes, and/or any subsequent treatment of coal mine workings/coal mine entries for ground stability purposes require the prior written permission of The Coal Authority, since such activities can have serious public health and safety implications. Failure to obtain permission will result in trespass, with the potential for court action. It is recommended that you check with the Coal Authority prior to commencing any works. Application forms for Coal Authority permission and further guidance can be obtained from The Coal Authority's website at:

<https://www.gov.uk/get-a-permit-to-deal-with-a-coal-mine-on-your-property>

2. Building over or within the influencing distance of a mine entry (shaft or adit) can be dangerous and has the potential for significant risks to both the development and the occupiers if not undertaken appropriately. The Coal Authority would draw your attention to their adopted policy regarding new development and mine entries: <https://www.gov.uk/government/publications/building-on-or-within-the-influencing-distance-of-mine-entries>

3. The applicant is advised that any requirements for licensing, hoarding / scaffolding, building maintenance and any associated temporary traffic management arrangements will need discussion and agreement with the council's Highways Applications and Network Resilience teams via Contact Manchester (Tel. 0161 234 5004).

4. If the applicant wishes to explore the potential for surface water discharge to the canal, they are advised to contact the utilities section at [utilitiesenquiry@canalrivertrust.org.uk](mailto:utilitiesenquiry@canalrivertrust.org.uk) or on 01926 626158.

5. Works affecting the Canals and Rivers Trust's land ownership may need to comply with the Trust's Code of Practice for works affecting the Canal & Rivers Trust, details of which are to be found at

<https://canalrivertrust.org.uk/business-and-trade/undertaking-works-on-our-property-and-our-code-of-practice>. The applicant is strongly advised to discuss this further with their Works Engineering team on 0303 040 4040.

### **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: 125596/FO/2019 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:

**Sport England**  
**Corporate Property**  
**Environmental Health**  
**MCC Flood Risk Management**  
**Highway Services**  
**Neighbourhood Team Leader (Arboriculture)**  
**Greater Manchester Ecology Unit**  
**Wildlife Trust**  
**The Coal Authority**  
**Environment Agency**  
**Greater Manchester Archaeological Advisory Service**  
**Greater Manchester Police**  
**Transport For Greater Manchester**  
**United Utilities Water PLC**  
**Canal & River Trust**  
**Greater Manchester Pedestrians Society**  
**Highway Services**  
**Environmental Health**  
**Neighbourhood Team Leader (Arboriculture)**  
**MCC Flood Risk Management**  
**Corporate Property**  
**Greater Manchester Police**  
**Environment Agency**  
**Transport For Greater Manchester**  
**Greater Manchester Archaeological Advisory Service**  
**The Coal Authority**  
**Greater Manchester Ecology Unit**  
**Greater Manchester Pedestrians Society**  
**United Utilities Water PLC**  
**Canal & River Trust**  
**Wildlife Trust**  
**Sport England**

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 :** Sue Wills  
**Telephone number :** 0161 234 4524  
**Email :** s.wills@manchester.gov.uk



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<b>Application Number</b>	<b>Date of Appln</b>	<b>Committee Date</b>	<b>Ward</b>
127053/FO/2020	7th Jul 2020	24th Sep 2020	Moss Side Ward

**Proposal** Erection of 4no. two storey houses with associated car parking and landscaping

**Location** Vacant Land On The Corner Of Victory Street And Claremont Road, Manchester, M14 5AE

**Applicant** Mr Robbie Mannion, One Manchester, Lovell House, Archway 6, Manchester, M15 5RN

**Agent** Mr Corin Yarrow, Bowker Sadler Architecture, Hatherlow House, Hatherlow, Romiley, Stockport, SK6 3DY

### Description

The application site comprises vacant land (previously used to accommodate residential housing until between 1961 and 1979) measuring 923m<sup>2</sup> in size.

The land is currently in an unkempt condition, it currently features a number of trees and a significant area of dense vegetation undergrowth, it is located on the west side of Victory Street near to its junction with Claremont Road. The site is located in Moss Side Ward.



One Manchester propose to erect 4 No. three bed four person two storey houses with associated car parking and landscaping.



Objections have been received from 9 residents from 8 separate addresses on the basis that:

- On the opposite corner of the proposed site, there is already an unfinished building site that seems to have ground to a halt. The residents on Victory Street have already had to put up with building contractors for 2 years. During this time we have had to endure the noise and disruption which comes with building sites, including at anti-social hours.

- This is already a very busy street. Regularly have large construction vehicles pulling in and out of the current building site (often at anti-social hours). Heald Place was closed in 2013 and this, as well as the no right turn at the top of Claremont Road and Wilmslow Road, has resulted in Victory Street having to deal with a high stream of traffic, which would have usually used those routes. As a result, Victory Street is a busy bypass night and day. This is not fair on the residents and it should not be ignored particularly as this is a very narrow street. The closing of Heald Place and the negative affect it would have on Victory Street was never fully considered by the council. Victory Street should have also been closed to prevent the issues we are facing.

- There are double yellow lines on Victory Street as well and ongoing parking issues due to the number of visitors who come to visit Wilmslow Road in the evening and during the night leaving nowhere to park.

- What is happening with the trees and the conservation of wildlife? Green space and trees should be retained as it serves a function for drainage and for ecology. Do not want development that encourages more cars and doesn't enhance people's lives. People walk their dogs there, the community use this space. There are a limited number of green spaces in Rusholme, they promote better mental health and well-being and help global warming. Failure to maintain open spaces should not be justification to lose them, residents were unaware that the land was not allocated as open space. Residents know that homes are desperately needed but the council should protect open space.

- The scheme will provide overlooking to neighbouring property.

- The land should be a play area for children.

- Construction would cause noise disturbance to pets living in the community.

Comments from one property objected on the basis they were now allowed to purchase part of the land.

### **Highway Services**

CONTEXT - The site is located adjacent to the junction of the adopted highways Victory Street and Claremont Road, both of which restrict waiting at any time. There is an unadopted footpath which currently dissects the northern portion of the site and acts as a right of way. (This is shown to be retained)

**SITE ACCESSIBILITY** - The site is considered to be suitably accessible by sustainable modes and is in close proximity to a range of public transport facilities. It is anticipated that the proposals are unlikely to generate a significant increase in the level of vehicular trips therefore they do not raise any network capacity concerns.

**PARKING** – The level of parking provision is accepted by Highways. Electric vehicle charging points should be required for each property. In order to facilitate access onto each of the driveways, dropped kerbs will be required and footway made good for pedestrians. Secure and sheltered cycle parking should be made available.

**REFUSE AND SERVICING** - All bins will be stored with the perimeter of each of the dwelling and transferred to collection from the kerbside along Victory Street, in line with neighbouring residential properties.

**BOUNDARY TREATMENTS** - Boundary treatments will comprise 900mm metal railings to the Victory Street elevation which is considered appropriate in maintaining suitable lines of sight onto the adopted highway. It is understood that no gating to driveways are proposed.

**OFF-SITE HIGHWAYS AMENDMENTS** - In order to facilitate driveway access, a Section 278 Agreement will be required with MCC Highways prior to any works beginning.

**CONSTRUCTION MANAGEMENT** - A Construction Management Plan should be provided by the applicant prior to any construction works beginning.

### **Environmental Health**

Recommended conditions relating to Construction Management, acoustic insulation, external equipment insulation (none is proposed), submission of a waste management pro-forma and contaminated land.

### **Neighbourhood Team Leader (Arboriculture)**

There are a large number of trees proposed for removal from this site, however, the trees proposed for removal are predominantly low quality self set specimens. The applicants design has allowed them to retain a large proportion of this sites tree stock and for that reason we would have no objection to the proposed removal. We would not recommend any mitigation planting for this site due to limited space.

### **MCC Flood Risk Management**

Recommended the imposition of a condition to set out drainage as submitted.

### **Parks & Events**

Any comments received will be reported to Committee

### **Greater Manchester Police**



Should the Local Planning Authority be minded to approve the application then a condition requiring the development to achieve Secured by Design accreditation should be included.

### **Greater Manchester Ecology Unit**

No significant ecological issues were identified by the developer's ecological consultant. There are no protected species associated with the site. Issues relating to nesting birds and biodiversity enhancement measures can be resolved via condition.

### **United Utilities**

Made comment that the drainage should be as set out in the submitted documentation.

### **Policies**

**The National Planning Policy Framework (February 2019)** – The National Planning Policy Framework (NPPF) sets out the Government's planning policies for England and how these should be applied. It provides a framework within which locally-prepared plans for housing and other development can be produced. Planning law requires that applications for planning permission be determined in accordance with the development plan, i.e. the Core Strategy Development Plan Document and accompanying policies, unless material considerations indicate otherwise. The NPPF is a material consideration in planning decisions.

Paragraph 11 states that plans and decisions should apply a presumption in favour of sustainable development which for decision-taking this means:

- approving development proposals that accord with an up-to-date development plan without delay; or
- where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, granting permission unless:
  - i. the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or
  - ii. 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.

Paragraph 59 states that 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.

Paragraph 68 states that small and medium sized sites can make an important contribution to meeting the housing requirement of an area, and are often built-out relatively quickly. To promote the development of a good mix of sites local planning authorities should support the development of windfall sites through their policies and

decisions, giving great weight to the benefits of using suitable sites within existing settlements for homes.

Paragraph 102 states that transport issues should be considered from the earliest stages of plan-making and development proposals, so that opportunities to promote walking, cycling and public transport use are identified and pursued.

Paragraph 105 states that if setting local parking standards for residential and non-residential development, policies should take into account the accessibility of the development; the type, mix and use of development; the availability of and opportunities for public transport; local car ownership levels; and the need to ensure an adequate provision of spaces for charging plug-in and other ultra-low emission vehicles.

**Core Strategy Development Plan Document** – The Core Strategy Development Plan Document 2012 -2027 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 following policies within the Core Strategy are considered relevant:

Policy SP1, Spatial Principles – Development in all parts of the City should make a positive contribution to neighbourhoods of choice including creating well designed places that enhance or create character and protect and enhance the built and natural environment.

Policy T2, Accessible areas of opportunity and need – Seeks to ensure that new development is easily accessible by walking/cycling/public transport; provided with an appropriate level of car parking; and, should have regard to the need for disabled and cycle parking.

Policy H1, Overall Housing Provision – States that the proportionate distribution of new housing, and the mix within each area, will depend on a number of factors and goes on to state that new residential development should take account of the need to:

- Contribute to creating mixed communities by providing house types to meet the needs of a diverse and growing Manchester population
- Reflect the spatial distribution set out above which supports growth on previously developed sites in sustainable locations and which takes account of the availability of developable sites in these areas;
- Contribute to the design principles of Manchester LDF including in environmental terms. The design and density of a scheme should contribute to the character of the

local area. All proposals should make provision for appropriate usable amenity space. schemes should make provision for parking cars and bicycles (in line with policy T2) and the need for appropriate sound insulation;

- Prioritise sites which are in close proximity to centres of high frequency public transport routes;
- Be designed to give privacy to both its residents and neighbours.
- Character, setting and accessibility of areas and buildings (including conservation areas).

#### Policy H5 - 'Central Manchester'

Central Manchester, over the lifetime of the Core Strategy, will accommodate 14% of new residential development. Priority will be given to family housing and other high value, high quality development where this can be sustained.

Policy EN1, Design Principles and Strategic Character Areas – This policy states that all development in Manchester will be expected to follow the seven principles of urban design, as identified in national planning guidance 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.

Policy EN 4, Reducing CO2 Emissions by Enabling Low and Zero Carbon Development – This policy states that all developments must follow the principle of the Energy Hierarchy; to reduce the need for energy through energy efficient design and features; and, meet residual energy requirements through the use of low or zero carbon energy generating technologies.

Policy EN 8, Adaption to Climate Change – This policy requires that developments are adaptable to climate change in terms of design, layout, siting and function of buildings and external spaces.

Policy EN 16, 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.

Policy DM1, Development Management – This policy states that all development should have regard to the following specific issues for which more detailed guidance may be given within a supplementary planning document:-

- Appropriate siting, layout, scale, form, massing, materials and detail.
- Impact on the surrounding areas in terms of the design, scale and appearance of the proposed development. Development should have regard to the character of the surrounding area.
- Effects on amenity, including privacy, light, noise, vibration, air quality, odours, litter, vermin, birds, road safety and traffic generation. This could also include proposals which would be sensitive to existing environmental conditions, such as noise.

- Accessibility: buildings and neighbourhoods fully accessible to disabled people, access to new development by sustainable transport modes.
- Community safety and crime prevention.
- Design for health.
- Adequacy of internal accommodation and external amenity space.
- Refuse storage and collection.
- Vehicular access and car parking.
- Effects relating to biodiversity, landscape, archaeological or built heritage.
- Green Infrastructure including open space, both public and private.
- The use of alternatives to peat-based products in landscaping/gardens within development schemes.
- Flood risk and drainage.
- Existing or proposed hazardous installations.
- Subject to scheme viability, developers will be required to demonstrate that new development incorporates sustainable construction techniques as follows (In terms of energy targets this policy should be read alongside policy EN6 and the higher target will apply):-

**Saved UDP Policies** – Policy DC26, Development and Noise, states that the Council

intends to use the development control process to reduce the impact of noise on people living and working in the City. In particular, consideration will be given to the effect of new development proposals which are likely to be generators of noise.

**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 Supplementary Planning Guidance –**

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

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

**Manchester Residential Quality Guidance 2016** – 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. 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. The document includes standards for internal space within new dwellings and is suitable for applications across all tenures. It adopts the nationally described space standards and this has been applied to an assessment of the size and quality of the proposed houses.

**Issues**

**Principle of the Proposal**

The land on Victory Street was historically in use for residential development. The land has no allocation and does not constitute protected open space. The land is not well maintained and supports poor quality trees with no protected species on site. The proposal includes for replacement tree planting off site and management of the retained open space to the corner of Claremont Road and Victory Street.

The construction of four three bed four person family dwellings on the site is considered to be acceptable given the size of the site itself, the historic use and the residential character of neighbourhood in which the site sits. In addition, policies SP1, H1 and H5 of the Core Strategy and the guidance within the NPPF underline the requirement for new family housing both nationally and locally and this proposal meets those strategic requirements for housing growth.

### **Affordable Housing**

One Manchester would manage the housing proposed. The level of existing social housing within One Manchester's existing stock base, is significant. This proposal would accord with affordable housing policy H8.

Notwithstanding the above, there are detailed matters that need to be considered. This includes impact of the proposal on the existing levels of residential/visual amenity within the vicinity of the site and any potential impact on pedestrian/highway safety along Victory Street.

These have been assessed thoroughly as set out below.

### **Scale, Massing, Siting, Layout and Design**

The 4 no. houses would be two storey, constructed utilising Red and Blue brickwork with slate type roof tiles with UPVC windows and doors in anthracite grey. The houses would be secured by boundary treatment, with a mix of 1 metre steel railing to the frontage with hedging behind and 1.8m and 2.1 high timber fencing panels to the private gardens.

The housing stock in this location is two storey in height and the scheme proposals would be appropriate and contextual in the street scene. The materials selected for construction are appropriate and the design of the properties matches other housing in the immediate vicinity.

The properties would be aligned so that they would follow the building line on the western side of Victory Street. Overall, the scale, massing, siting, layout and design of the proposal is considered to be acceptable.

The gable end of the unit to the north most part of the site has been designed to provide overlooking towards the maintained space for trees.



### Space Standards

The City Council adopted the Manchester Residential Quality Guidance in December 2016 and within that document reference is made to the use of a combination of the Nationally Described Space Standards and the London Housing Design Guide space standards to form Manchester's space standards (SS) for residential developments.

The amount of floor space proposed for the four units is 87.3m<sup>2</sup>. As the space standards require 87m<sup>2</sup> for the units, it is considered that sufficient living space for the future residents of these dwellings would be provided.

### Accessibility

The drawings submitted show a level threshold to provide access to the dwelling from Victory Street. In addition to the level access, the interior layout of the proposed dwellings is considered acceptable and offers spacious circulation space.

### Trees and Landscaping

The application is accompanied by an Arboricultural Impact Assessment and Arboricultural Method Statement that shows specifically that Category C trees will be lost as a result of this development being accommodated.

Group G1 (Cherry, Maple and Alder) would be part retained and part removed (fell 1 x Maple with extensive stem decay), Group G2 (2 X Hawthorn and 1 x Cherry) would be lost due to development.

An assessment has been made by the Arboricultural Section that the trees to be lost are not worthy of retention and the most part of the trees are to be retained and a comment was made that there would not be adequate space remaining on site to accommodate replacement planting. On that basis there was no objection raised.

It is considered that the loss of green infrastructure is regrettable, but the proposed public benefits of providing family housing outweighs any harm. One Manchester are willing to accept a condition that would require either the planting of street trees or trees within the local park to mitigate the loss of green infrastructure. They are also retaining an area where trees are located on the junction of Victory Street and Claremont Road, which they have provided a landscape management strategy for.

### **Ecology**

The site does not support any protected species. Greater Manchester Ecological Unit are satisfied subject to the imposition of two conditions, one relating to the protection of breeding birds and one requiring enhancement of the retained open space. These trees are too closely spaced and due a thin. If non-native species are removed and native retained this would be beneficial ecologically, with further enhancement including native bulb planting such as bluebell and lesser celandine, with three bird boxes attached to retained trees/new build. A condition to this effect is attached.

### **Car Parking and Cycle Parking**

8 No. car parking spaces would be provided for the 4no. houses, located to the side of the dwellings, providing 200% car parking. This is appropriate in an area that suffers from parking on pressure need, due to its proximity to the District Centre and the nearby Mosque.

A condition is recommended to secure Electronic Vehicle charging for each property.

Cycle Parking is capable of being accommodated both within the proposed residential units and within their private gardens.

### **Pedestrian and Highway Safety**

It is not believed that four additional dwellings would generate such significant levels of traffic or concentrated traffic movements so as to prove detrimental to the levels of pedestrian and highway safety along Victory Street. It is also noted each dwelling would have its own car parking spaces which will alleviate pressure on Victory Street. The right of way to the north of the application site would be retained.

### **Waste Management**

Space is available within the rear gardens of each of the proposed dwellings for refuse and recycling bins. These would be moved by individual households to the back of pavement for collection by the city council. However, the applicant must provide a waste management pro-forma to set out that the correct number of bins will be provided, a condition is recommended.



## Climate Change

One Manchester are taking a fabric first approach to reduce emissions that is set out in their submitted Energy Statement. This scheme would achieve an improvement over 2013 building regulations by 11% and an improvement in fabric energy efficiency of 15%, which is mainly due to enhanced sustainability design, construction methodology and enhanced U-Values and exceeds the 9% required by policy. A condition is recommended that the scheme follows the approach set out in the submitted Energy Statement.

## Amenity Space

The amenity space is functional and satisfies the tests of the Guide to Development in Manchester SPD which includes space for outdoor play, recreation and drying of clothes and also provides a landscaped setting for the proposed dwellings. Platt Field are 200m to the south of the application site.

## Residential Amenity

The impact on residential amenity has been assessed in terms of the proposal's impact on privacy, overshadowing and noise resulting from increased activity.

The gable of the southernmost unit would be located c. 4.6m to the north of the nearest neighbouring property on Victory Street which presents a blank gable to the north elevation. There would be one window at first floor to the southern elevation to a bathroom, which would be obscurely glazed. The windows to the ground floor would be screened by a 2.1m fence to the boundary. Windows to the rear elevation which sits c.3.15m further back than the neighbouring rear building line, would not offer any views towards the rear of neighbouring property, any views towards the backmost part of gardens would be at an oblique angle.

The development sitting to the north of the existing housing to the western side by c. 4.6m would mean that there could not be any overshadowing.



The properties proposed would sit opposite a new development to the other side of Victory Street which is still under construction (reference 120891/FO/2018 – erection of 7 two storey houses with rear dormers with associated car parking and landscaping).



Victory Street Elevation (with boundary walls)

### **Approved plans for site opposite reference 120891/FO/2018**

The distances between the front elevations of both sets of properties across the road width, with pavements and frontages, reflect the pattern of development on Victory Street. It is not considered that the dwellings would adversely impact the residential amenities of the future occupants of the development to the eastern side of Victory Street.

The development would not result in a large increase in comings and goings to and from the site, as a result it is not considered that the proposal would cause such levels of noise that would be harmful to residential amenity or that would reduce the levels of pedestrian and highway safety enjoyed along Victory Street.

A condition is recommended to put in place a Construction Management Plan to limit the impacts and disturbance associated with the development of the site upon residential amenity.

### **Visual Amenity**

Given the design, scale and massing of the proposal, along with the front boundary treatment, it is considered the proposal would complement and not adversely impact the visual amenity of the area.

### **Air Quality**

The provision of four additional dwellings on the site would not have an unduly detrimental impact upon the air quality experienced in the vicinity of the site. A construction management plan condition would be attached to any consent granted to ensure that dust suppression measures are implemented while the development is being built. In terms of the running of four additional households in this location, it is not considered that the comings and goings associated with the dwellings would have an unduly detrimental impact upon air quality.

Sufficient space exists within the curtilage of all four plots to allow for the storage of

cycles and to accommodate vehicle charging points all four dwellings. Both of these measures would help reduce the reliance on the traditional motor vehicle.

### **Drainage**

The applicant has submitted a design for drainage which is acceptable to the Floor Risk Management Team and to United Utilities. To ensure compliance with the submitted design an appropriately worded condition is suggested.

### **Crime and Security**

As requested by GMP, a condition requiring the development to achieve Secured by Design accreditation would be attached to any approval granted.

### **Conclusion**

Whilst the loss of trees on the site is regrettable, the regeneration benefits of the scheme proposed are clear. Sustainable housing would be provided and mitigation is offered for the loss of the poor quality trees that do not support ecology, through the provision of offsite tree planting and management and biodiversity improvements for the retained area of trees to the junction of Victory Street and Claremont Road. The scale and massing of the development responds to the site specific context and has regard to its relationship to neighbouring properties. The development would not result in a large increase in traffic movements to and from the site, as a result it is not considered that the proposal would reduce the levels of pedestrian and highway safety enjoyed along Victory Street.

**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 Director 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 to resolve any problems arising in relation to dealing with the planning application.

**Conditions to be attached to the decision**

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

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

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

1005 - Proposed Street Views  
 1010 - 3B4P Floor Plans  
 1011 - 3B4P Elevations  
 30669-615-P1 EXTERNAL WORKS REV P3  
 30669-620-P1 DRAINAGE LAYOUT REV P2  
 30669-650-P1 FOOTPATH WORKS LAYOUT REV P1  
 30669-665-P1 TYPICAL DRAINAGE DETAILS 1 OF 2 REV P1  
 30669-666-P1 TYPICAL DRAINAGE DETAILS 2 OF 2 REV P1  
 30669-680-P1 EXTERNAL WORKS DETAILS REV P1  
 Arboricultural Impact Assessment  
 Arboricultural Method Statement  
 Extended Phase 1 Habitat Survey of Land at Victory Street, Rusholme, Greater Manchester 2020  
 M619.01. Victory Street, Rusholme - Landscape Management Plan- V2  
 SUT-ZZ-00-RP-G-701-0001  
 Victory Street - Transport Statement 300320

Received 2<sup>nd</sup> June 2020

Energy Statement prepared by Anderson Goddard Ltd reference AG-73547-LZCR-Rev A dated 15<sup>th</sup> April 2020

Received 9<sup>th</sup> June 2020

1004 REV D BOUNDARY TREATMENT  
 1001 REV D Location Plan  
 LETTER RE OPEN SPACE ASSESSMENT  
 1003 REV D Site Plan  
 1002 REV D TOPOGRAPHICAL SURVEY

Received 7<sup>th</sup> July 2020

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) Above-ground construction works shall not commence until samples and specifications of all materials, including window frames, to be used in the external elevations have been submitted to and approved in writing by the City Council as local planning authority. Thereafter the development shall be carried out in accordance with those 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 Manchester Core Strategy (2012).

4) 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) no part of any dwelling shall be used for any other purpose (including any other purpose in Class C3 of the Schedule to the Town and Country Planning (Use Classes) Order 1987 as amended by The Town and Country Planning (Use Classes) (Amendment) (England) Order 2010, or in any provision equivalent to that Class in any statutory instrument revoking and re-enacting that Order with or without modification) other than the purpose(s) of C3(a).

Reason - In the exceptional circumstances of a proliferation of HMO's restricting housing choice and adversely affecting sustainability and 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 policy 7.4 of the Guide to Development in Manchester: Supplementary Planning Document and Planning Guidance, the National Planning Policy Framework and policies SP1, H7,H8 and DM1 of the Manchester Core Strategy (2012).

5) Above-ground construction works shall not commence until details of the measures to be incorporated into the development (or phase thereof) to demonstrate how Secured by Design accreditation will be achieved have been submitted to and approved in writing by the City Council as local planning authority. The development shall only be carried out in accordance with these approved details. The development hereby approved shall not be occupied or used until the Council as local planning authority has acknowledged in writing that it has received written confirmation of a Secured by Design accreditation.

Reason - To reduce the risk of crime pursuant to policies SP1 and DM1 of the Manchester Core Strategy (2012) and to reflect the guidance contained in the National Planning Policy Framework.

6) Before the development commences a scheme for acoustically insulating the proposed residential accommodation against noise from the Claremont Road and Victory Street 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.

Upon completion of the development and before first occupation of the residential units, a verification report will be required to validate that the work undertaken throughout the development conforms to the recommendations and requirements in the approved acoustic consultant's report. The report shall also undertake post completion testing to confirm that the internal noise criteria has been met. Any instances of non-conformity with the recommendations in the report shall be detailed along with any measures required to ensure compliance with the internal noise criteria.

Reason - To secure a reduction in noise from traffic or other sources in order to protect future residents from noise disturbance, pursuant to Policy DM1 in the Manchester Core Strategy.

7) 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 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.

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 in each phase 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 Manchester Core Strategy.

8) Prior to the occupation of the development hereby approved, a Contaminated Land Verification Report shall be submitted to the City Council as local planning authority.

Reason - To confirm that appropriate remedial action has been taken in the interests of public safety, pursuant to policies DM1 and EN18 of the Manchester Core Strategy.

9) Prior to the commencement of above ground development, details for the external storage of waste, including segregated recyclable waste (including details of a secure and ventilated bin store and details of the waste management contractor),

shall be submitted to and approved in writing by the City Council as local planning authority. The approved bin store shall be retained in situ whilst the development is occupied and at all times thereafter.

Reason - In the interests of residential and visual amenity and public health pursuant to policy DM1 of the Manchester Core Strategy Development Plan Document.

10) The car parking spaces hereby approved shall be laid out and made available for use before first occupation of the dwellinghouses. The car parking spaces shall remain in-situ for the duration of the development

Reason - In the interests of residential amenity and pedestrian and highway safety, pursuant to Policy DM1 in the Manchester Core Strategy.

11) No 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 in order to comply with policy EN15 of the Core Strategy.

12) Notwithstanding the details of the hard and soft landscaping treatment scheme as set out within the approved drawing references: 1003 REV D - Site Plan and M619.01. Victory Street, Rusholme - Landscape Management Plan- V2, a further plan indicating biodiversity enhancement to be made shall be submitted within one month of the grant of consent. Landscaping and biodiversity enhancements 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.

13) The development hereby approved shall not be occupied unless and until surface water management has been implemented in accordance with the Drainage Layout, Drawing No.: 30669-SUT-ZZ-XX-DR-C-620-0001, Sutcliffe, February 2020.

Reason: To prevent the increased risk of flooding, to improve and protect water quality and ensure future maintenance of the surface water drainage system pursuant to policy EN17 of the Core Strategy.

14) The development hereby approved shall be implemented in full accordance with the measures as set out within the Energy Statement, received by the City Council as local planning authority on 09 June 2020. Within 3 months of the completion of the construction of the authorised development a verification statement shall be submitted to and approved in writing, by the City Council as local planning authority, confirming the incorporation of the specified measures at each phase of the construction of the development, including dated photographic documentary evidence of the implementation and completion of required works.

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 for the City of Manchester and the principles contained within The Guide to Development in Manchester SPD (2007) and the National Planning Policy Framework.

15) Before first occupation of the development hereby approved a strategy for the planting of trees within Moss Side Ward including details of overall numbers, size and species, planting specification and maintenance, shall be submitted to and approved in writing by the City Council as local planning authority.

Any approved tree planting shall be implemented not later than 12 months from the date the proposed building is first occupied.

Reason - Pursuant to Core Strategy policies EN9, EN15 and DM1.

16) Prior to the commencement of 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. The Plan shall include:

- The routing of construction traffic;
- 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 and mud on the surrounding public highway including: details of how the wheels of contractor's vehicles are to be cleaned;
- Specify the working hours for the site;
- Identify advisory routes to and from the site for staff and HGVs;
- Dust management statement;
- Noise management statement.

Reason - In the interest of pedestrian and highway safety, and to ensure that construction works are not prejudicial or a nuisance to adjacent dwellings and properties pursuant to policy DM1 of the Core Strategy.

17) Development of the hereby approved housing development shall not commence until details of the measures to be incorporated into the development to allow for the provision of electric vehicle charging points have been submitted to and approved by the City Council as Local Planning Authority.



Reason - To promote sustainable development and in the interests of residential amenity, pursuant to Policies DM1 and EN16 in the Manchester Core Strategy (2012).

18) Prior to the occupation of the development, a scheme of highway works, in order to provide an adequate pedestrian and vehicular environment in the vicinity of 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:

- Facilitate driveway access

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).

19) Prior to occupation of the development hereby approved the first floor window to the south elevation of the dwelling to the south most part of the site shall be obscurely glazed to a specification of no less than level 5 of the Pilkington Glass Scale or such other alternative equivalent and shall remain so in perpetuity.

Reason - To protect the amenity and living conditions of adjacent residential property from overlooking or perceived overlooking and in accordance with 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: 127053/FO/2020 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  
Corporate Property  
Parks & Events  
Greater Manchester Police  
Greater Manchester Ecology Unit**

**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



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<b>Application Number</b>	<b>Date of Appln</b>	<b>Committee Date</b>	<b>Ward</b>
126435/FO/2020	1 <sup>st</sup> Apr 2020	24 <sup>th</sup> Sept 2020	Woodhouse Park Ward

**Proposal** Conversion of the existing dwelling to create 2 no. three bedroom dwellings; and the erection of 2 x 4 bedroom dwellings with associated car parking and landscaping

**Location** 27 Trenchard Drive, Manchester, M22 5LZ

**Applicant** Mr Kanwarpreet Singh, 17 Wood Road, Sale, M33 3RS,

**Agent** Mr DK Seddon, Howard & Seddon ARIBA, 64 Washway Road, M33 7RE

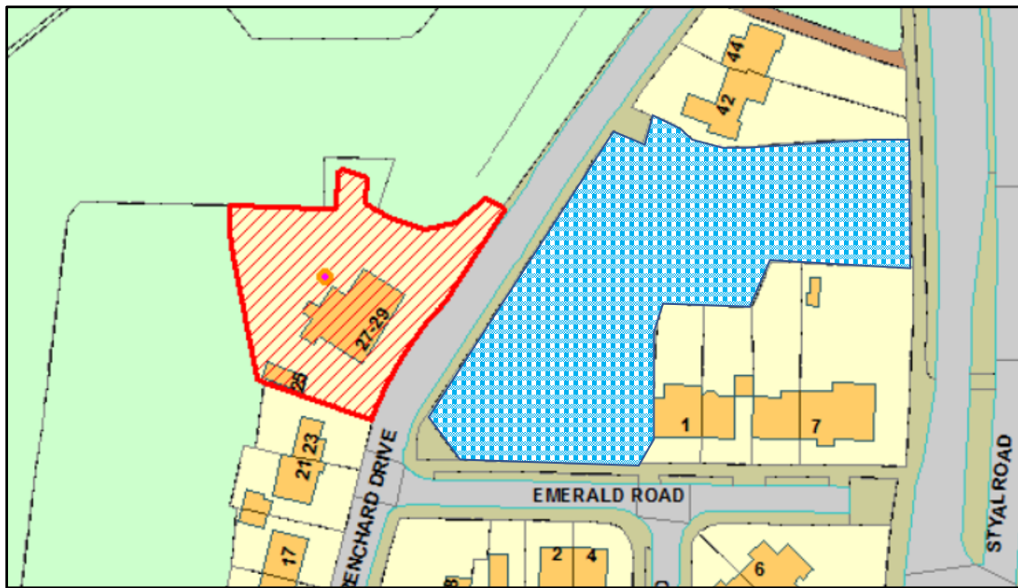
### Description

This application was placed before the Planning and Highways Committee on 27<sup>th</sup> August 2020 and at that meeting the committee deferred deliberation in order to allow Members to undertake a site visit due to concerns about overdevelopment and the impact on the community from construction vehicles.

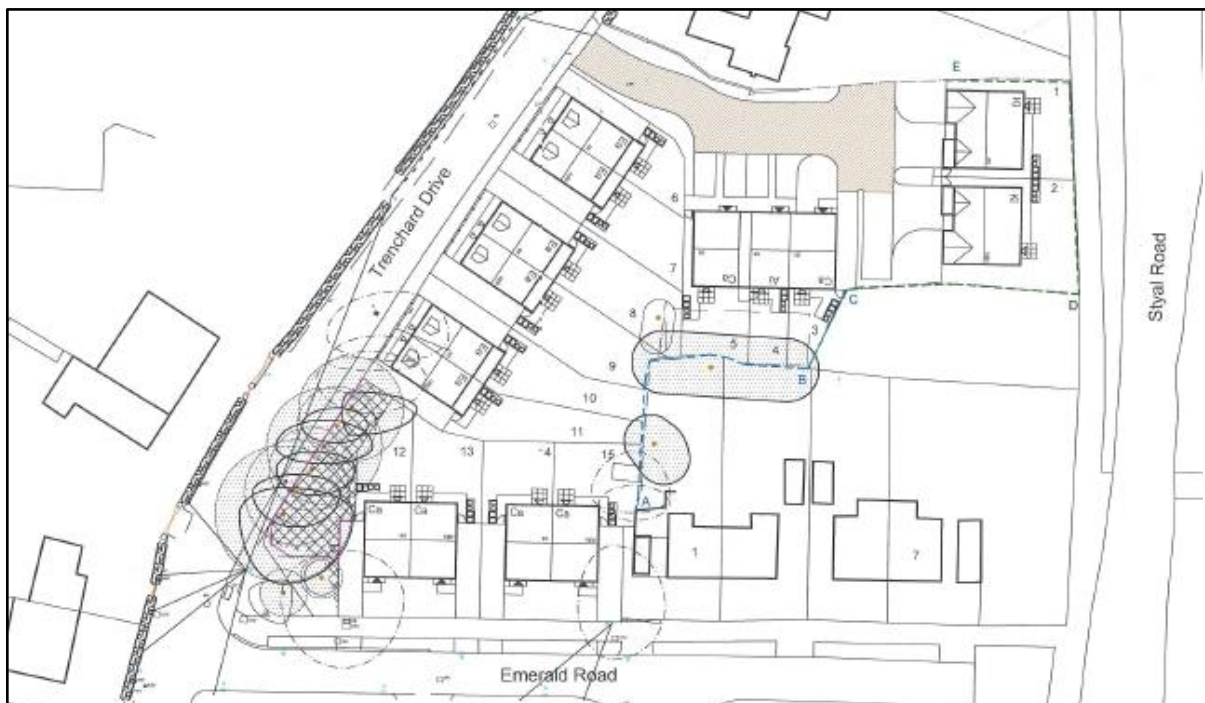
The application site measures 1,421m<sup>2</sup> in size and is located on the western side of Trenchard Drive. It is irregular in shape and consists of nos. 25 and 27/29 Trenchard Drive. No. 25 Trenchard Drive was a former garage that was converted into a dwellinghouse, albeit without the benefit of planning permission, while nos. 27/29 Trenchard Drive, was originally a pair of semi-detached dwellings that was last used as a single residence (now vacant following a fire). No.27/29 Trenchard Drive is shown below and no. 25 Trenchard Drive (white dormer building) can be seen on the extreme left:



The site is shown edged red on the plan below.



To the north of the site lies the landscaped buffer associated with a Manchester Airport operated long stay car park and to the west is an enclosed grass paddock associated with The Tatton Arms PH which is located further south at the junction of Trenchard Drive and Ringway Road. To the south of the site stands a pair of semi-detached dwellings. To the east of the site, on the opposite side of Trenchard Drive, there is a cleared plot of land (nos. 30-40 Trenchard Drive) which benefits from a planning permission for 15 dwellings (ref. 118924/JO/2018). That site is shown hatched blue on the plan above and the approved layout is shown below:



The neighbourhood consists predominantly of two storey semi and terraced dwellings, though several commercial properties are located close to the junction of Trenchard Drive and Ringway Road, namely The Tatton Arms PH, the Moss Nook Restaurant (currently vacant) and a detached two storey office premises called Moss Nook House.

The applicant is proposing the following:

- Conversion of nos. 27/29 Trenchard Drive into a pair of 3 bed semi-detached dwellings.
- Erection of a rear dormer extension to nos. 27/29 Trenchard Drive.
- Erection of a 3 storey pair of 4 bed semi-detached dwellings to the side of nos. 27/29 Trenchard Drive.
- Provision of 8 car parking spaces, 2 per dwelling.
- To facilitate the proposal the existing conservatory and no. 25 Trenchard Drive (the converted garage) would be demolished.

Originally the applicant has proposed to erect a terrace of 3 dwellings and provide a substantial amount of parking/hardsurfacing. However, this was considered overdevelopment and the applicant was requested to amend the proposal. The proposed layout is shown on the left alongside the original superseded scheme.



## Consultations

**Local Residents** – Thirteen letters have been received from local residents and businesses, the comments are summarised as follows:

- The revised plans are much better as semi-detached houses are in keeping with the rest of the houses on that side of the road.
- A pair of semi-detached houses would be more appropriate than a terrace of three.

- The proposal exacerbates further the overdevelopment in the area alongside the 30 Trenchard Drive development facing it.
- Taking the current application for 27/29 Trenchard Drive and the previously passed application for 30/40 Trenchard Drive would more than double the present population and vehicles in this small community and cause gridlock on the narrow roads during and after construction of both sites. This is clearly over development in a small community area.
- The proposed new buildings are totally out of place and out of character to the existing street scene in terms of style, size and features and its window features are completely different. The buildings will be three storeys high with balconies overlooking most of the area.
- Should the Committee be mindful of Approving the application the style, windows, doors, and roofing etc. should match the existing 27/29 Trenchard Drive and a construction management plan condition should be imposed.
- Construction vehicles would be parked all along Trenchard Drive if the proposal was approved.
- The land to which the application is subject is located at the north westerly corner of the land owned by our company and currently traded as the Tatton Arm. The car park for the public house and hotel extends up to the boundary with the proposed new dwelling. The car park is used 24 hours a day due to the pub's proximity to Manchester airport. The proximity to the boundary may raise the potential for future noise complaints around the use of the car park.

**Ward Members** – Correspondence has been received from Cllr Newman, the comments are summarised below:

- If planning permission is granted for 27-29 Trenchard Drive, it is important that a Section 106 agreement is imposed to ensure that there is some benefit to the local community in the Trenchard Drive area. There would also need to be a construction plan agreed with the local residents.
- Notwithstanding this, there is concern about the size of the proposed development. It is reasonable to refurbish and modernise the current semi-detached houses, but it would be an overdevelopment to build further.
- Apart from the potential transformation of this small locality, the problems of access for construction vehicles and the access and parking difficulties for existing residents would be a nightmare during simultaneous construction of this scheme and the one opposite.

**Highway Services** – Have made the following comments:

- The levels of parking proposed, i.e. two spaces per unit, is considered acceptable.
- Consideration should be given to vehicle charging points.
- The provision of dropped kerbs and proposed relocation of a street lighting column along Trenchard Drive will require the applicant to seek agreement in due course from the appropriate Highways section.
- Any proposed boundary treatment adjacent to the adopted highway should comply with the requirement to be visually permeable upwards of 600mm.



**Environmental Health** – Suggests the imposition of acoustic insulation, refuse storage and contaminated land conditions.

**Greater Manchester Police** – The proposed development should be designed and constructed to Secured by Design standards including laminated glazing; security-certified windows and doors. Developments that are built to this standard are less likely to be susceptible to crime.

**Greater Manchester Ecology Unit** – GMEU have made the following comments:

- No significant ecological issues were identified by the developer's ecological consultant. Issues relating to bats, nesting birds and landscaping can be resolved via condition and or informative.
- The existing building has been fire damaged and is empty but generally the exterior is in good condition. As individual bats can turn up in unexpected locations it is recommend an informative regarding the Habitat Regulations is attached to any permission granted.
- A condition limiting vegetation clearance to outside the bird nesting season is recommended.
- Requests the submission of a landscaping/bio-enhancement plan.

**United Utilities Water PLC** – In accordance with the National Planning Policy Framework (NPPF) and the National Planning Practice Guidance (NPPG), the site should be drained on a separate system with foul water draining to the public sewer and surface water draining in the most sustainable way. The NPPG clearly outlines the hierarchy to be investigated by the developer when considering a surface water drainage strategy.

Accordingly, it is requested that the developer to consider the following drainage options in the following order of priority:

1. into the ground (infiltration);
2. to a surface water body;
3. to a surface water sewer, highway drain, or another drainage system;
4. to a combined sewer.

**Manchester Airport Safeguarding Officer** – No objections and requests the imposition of an informative about the use of cranes in the construction of the proposal.

## **Policies**

**The National Planning Policy Framework (February 2019)** – The National Planning Policy Framework (NPPF) sets out the Government's planning policies for England and how these should be applied. It provides a framework within which locally-prepared plans for housing and other development can be produced. Planning law requires that applications for planning permission be determined in accordance with the development plan, i.e. the Core Strategy Development Plan Document and accompanying policies, unless material considerations indicate otherwise. The NPPF is a material consideration in planning decisions.

Paragraph 11 states that plans and decisions should apply a presumption in favour of sustainable development which for decision-taking this means:

- approving development proposals that accord with an up-to-date development plan without delay; or
- where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, granting permission unless:

- i. the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or
- ii. 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.

Paragraph 59 states that 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.

Paragraph 68 states that small and medium sized sites can make an important contribution to meeting the housing requirement of an area, and are often built-out relatively quickly. To promote the development of a good mix of sites local planning authorities should support the development of windfall sites through their policies and decisions, giving great weight to the benefits of using suitable sites within existing settlements for homes.

Paragraph 102 states that transport issues should be considered from the earliest stages of plan-making and development proposals, so that opportunities to promote walking, cycling and public transport use are identified and pursued.

Paragraph 105 states that if setting local parking standards for residential and non-residential development, policies should take into account the accessibility of the development; the type, mix and use of development; the availability of and opportunities for public transport; local car ownership levels; and the need to ensure an adequate provision of spaces for charging plug-in and other ultra-low emission vehicles.

**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.

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 following policies within the Core Strategy are considered relevant:

Policy SP1, *Spatial Principles* – Development in all parts of the City should make a positive contribution to neighbourhoods of choice including creating well designed places that enhance or create character and protect and enhance the built and natural environment.

Policy T2, *Accessible areas of opportunity and need* – Seeks to ensure that new development is easily accessible by walking/cycling/public transport; provided with an appropriate level of car parking; and, should have regard to the need for disabled and cycle parking.

Policy H1, *Overall Housing Provision* – States that the proportionate distribution of new housing, and the mix within each area, will depend on a number of factors and goes on to state that new residential development should take account of the need to:

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

Policy H7, *Wythenshawe* – states that the Council expects Wythenshawe will accommodate only around 3% of new residential development over the lifetime of the Core Strategy. New high quality high density development will be encouraged within the district centres of Northenden, Baguley and Wythenshawe and upon small infill sites where it contributes to the stock of affordable housing and where it complements Wythenshawe's garden city character. There is also the potential for additional family housing for sale.

Policy EN1, *Design Principles and Strategic Character Areas* – This policy states that all development in Manchester will be expected to follow the seven principles of urban design, as identified in national planning guidance 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.

Policy EN 4, *Reducing CO2 Emissions by Enabling Low and Zero Carbon Development* – This policy states that all developments must follow the principle of the Energy Hierarchy; to reduce the need for energy through energy efficient design and features; and, meet residual energy requirements through the use of low or zero carbon energy generating technologies.

Policy EN 8, *Adaption to Climate Change* – This policy requires that developments are adaptable to climate change in terms of design, layout, siting and function of buildings and external spaces.

Policy EN 16, *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.

Policy DM1, *Development Management* – This policy states that all development should have regard to the following specific issues for which more detailed guidance may be given within a supplementary planning document:-

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

- Subject to scheme viability, developers will be required to demonstrate that new development incorporates sustainable construction techniques as follows (In terms of energy targets this policy should be read alongside policy EN6 and the higher target will apply):-

**Saved UDP Policies** – Policy DC26, *Development and Noise*, states that the Council intends to use the development control process to reduce the impact of noise on people living and working in the City. In particular, consideration will be given to the effect of new development proposals which are likely to be generators of noise.

**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 Supplementary Planning Guidance –**

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

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

**Manchester Residential Quality Guidance 2016 –** 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. 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. The document includes standards for internal space within new dwellings and is suitable for applications across all tenures. It adopts the nationally described space standards and this has been applied to an assessment of the size and quality of the proposed houses.

As will be demonstrated in the report it is considered the proposal complies with all relevant policies.

**Issues**

**Principle of the Proposal –** No. 27/29 Trenchard Drive was historically in use as two dwellings and its conversion back into two is acceptable in principle. The construction of two additional dwellings on the site (a net increase of two following the demolition of no. 25 Trenchard Drive) is also considered to be acceptable given the size of the site itself, the existing use, the residential character of neighbourhood and the density and sizes of the existing plots, all of which can be seen below:



In addition, policies SP1, H1 and H7 of the Core Strategy and the guidance within the NPPF underline the requirement for new family housing both nationally and locally and this proposal meets those strategic requirements for housing growth.

Notwithstanding the above, there are detailed matters that need to be considered. This includes impact of the proposal on the existing levels of residential/visual amenity within the vicinity of the site and any potential impact on pedestrian/highway safety along Trenchard Drive and Emerald Road.

These have been assessed thoroughly as set out below.

**Design** – The front elevation and one side elevation of the existing dwelling remain unaltered. The other side elevation, apart from the demolition of the existing single storey side extension, sees only the introduction of an additional door and window. The proposed rear dormer is the only addition to the rear elevation and its traditional design is considered acceptable.

The new build dwellings would be of traditional brickwork and tile construction, though would be more contemporary in design incorporating feature gable windows to the front elevation, which is a feature seen on several of the 1930s dwellings in the surrounding neighbourhood. The new dwellings have been designed to reflect the existing dwelling in terms of proportion and scale with similar window features. The proposed dwellings are slightly taller than no. 27/29 Trenchard Drive, but given that the dwellings on the western side of Trenchard Drive do vary in height along its whole length this is considered acceptable. The existing and proposed streetscene is shown below:



Overall, the design of the proposal is considered acceptable.

**Siting** – The new build element would be sited to the north of the existing dwelling in the location indicated by the white star.



The main front elevation of the new build element (indicated by the red arrow) lines up with no. 27/29 Trenchard Drive and the car parking spaces have been sited to the side of the dwellings. Given this, the siting of the proposal is considered acceptable.





It is recognised that two of the parking spaces are sited forward of the building line but as they would be screened by hedging their location would not have a detrimental impact on the street scene. It must also be noted that the overall scheme has been reduced from five to four proposed dwellings and the proposed layout would retain the sense of space and openness around the dwellings and to the boundaries of the overall application site.

**Space Standards** – The City Council adopted the Manchester Residential Quality Guidance in December 2016 and within that document reference is made to the use of a combination of the Nationally Described Space Standards and the London Housing Design Guide space standards to form Manchester’s space standards (SS) for residential developments.

The amount of floor space proposed for the four units is as follows:

- Unit 1 – 125.9m<sup>2</sup> (conversion unit)
- Unit 2 – 121.8m<sup>2</sup> (conversion unit)
- Units 3 and 4 – 190.9m<sup>2</sup> (new build units)

As the space standards require between 84 to 102m<sup>2</sup> for units 1 and 2 and between 97 to 124m<sup>2</sup> for units 3 and 4, it is considered that sufficient living space for the future residents of these dwellings would be provided.

**Accessibility** – The site is nominally flat and wheelchair access from Trenchard Drive would be unobstructed. In addition to the level access, the interior layout of the proposed dwellings is considered acceptable and offers spacious circulation space. The development has also been designed in accordance with Part M of the Building Regulations.

**Scale and Massing** – The proposed new semi-detached dwellings are approximately 70cm higher than no. 27/29 Trenchard Drive which would not be perceptible when viewed from outside the site. Given this and acknowledging the existing dwellings on the western side of Trenchard Drive do vary in height along its whole length, the scale of the proposed semi-detached dwellings is considered to be acceptable. The use of large amounts of glazing at second floor level and the inclusion of a two storey bay helps to break up the overall massing of these dwellings and add interest.

**Landscaping** – To mirror the existing boundary treatment along Trenchard Drive the applicant is proposing to plant hedging along the front perimeter. This also has the added benefit of screening the two car parking spaces that are sited in front of the building line. In front of the hedging would be 0.9 metre high iron railings. The side and rear perimeters would be enclosed by timber fencing.

A planning condition is suggested which would require the applicant to submit details of the hedge species and trees, the indicative location of which is shown on the proposed layout drawing. Given the close proximity of the final approach to Manchester Airport careful consideration would need to be given to the species and number of trees to be planted in order to prevent any reduction in aerodrome safeguarding.

**Ecology** – GMEU have acknowledged that there are no significant ecological impacts resulting from the proposal. Notwithstanding this, they have requested the imposition of conditions controlling when vegetation can be removed and seeking the introduction of bat and/or bird boxes. While these conditions would be attached to any approval granted it might be the case that only bat boxes can be installed as the presence of bird boxes might conflict with aerodrome safeguarding.

**Residential Amenity** – The impact on residential amenity has been assessed in terms of the proposal's impact on privacy, overshadowing and noise resulting from increased activity.

Privacy - The southernmost elevation of the proposal, i.e. the side elevation of the existing dwellinghouse, is located approximately between 9.2 to 10½ metres away from the boundary with no. 23 Trenchard Drive and approximately 12.7 to 14 metres away from the property itself. As no new windows are to be installed in this elevation it is not considered that this element of the proposal would lead to additional overlooking and subsequent loss of privacy.

The northern elevation of the new build element and the western elevations of the existing dwelling and new build element all face the landscaped buffer associated with the long-stay car park, accordingly these elevations would not give rise to overlooking.

The front elevation (eastern elevation) of both the existing dwellinghouse and the new build element face the site of no. 30-40 Trenchard Drive, the site on which consent has been granted to build 15 dwellings. These elevations, which would be approximately 16 metres away from the front boundary of that site, consist of a mix of habitable and non-habitable rooms and two small balconies at second floor level on the flat roof of the bays. The distance between the two sites together with the presence of a belt of mature trees (protected by a Tree Preservation Order) and the fact that both sites are separated by the public realm, it is not considered that the windows and balconies in the front elevations would lead to a reduction in privacy. The streetscene of the approved development on the site of nos, 30 to 40 Trenchard Drive is shown below for information.



To conclude, it is considered that the siting of the dwellings in the location proposed, along with the type and number of windows in all of the elevations, would ensure that there is no undue loss to the levels of privacy enjoyed by the residents of properties that adjoin the site.

**Overshadowing** – Given the siting of the new build element and the distance between this and the nearest dwellings on the opposite side of Trenchard Drive with the protected trees, it is not considered that the proposal would contribute to any problems of overshadowing that already exist.

**Increased Activity** – The existing properties are currently vacant following a fire, however, they have been occupied by two households, one at no. 25 Trenchard Drive, with the other at no. 27/29 Trenchard Drive. With the proposed demolition of no. 25 Trenchard Drive and the conversion of no. 27/29 Trenchard Drive back into two separate households, the building of the proposed semi-detached dwellings would see a net increase of two units on the site.

Given this small increase of new homes, it is not considered that any additional activity would have a detrimental impact on existing levels of residential amenity.

**Impact on the Residential Amenity of Future Residents** – The Tatton Arms PH have raise concerns about the proximity of the development to their premises and car parking facilities, particularly that the activities associated with the public house might give rise to complaints about noise from future residents. While a valid concern it should be noted that the public house and its car parking facilities are approximately 105 and 115 metres away from the new build element. Given these distances, and the fact that Environmental Health have requested the imposition of an acoustic insulation condition, it is not considered that the future residents of the proposal would be unduly impacted upon by the activities associated with the public house.

**Visual Amenity** – Given the design, scale and massing of the proposal, along with the front boundary treatment, it is considered the proposal would complement and not adversely impact the visual amenity of the area.

**Pedestrian and Highway Safety** – At present two properties occupy the site, albeit one does so without the benefit of planning permission. It is not believed two additional dwellings would generate such significant levels of traffic or concentrated traffic movements so as to prove detrimental to the levels of pedestrian and highway safety along Trenchard Drive.

It is also noted each dwelling would have its own car parking spaces which will alleviate pressure on Trenchard Drive.

**Energy Efficiency and Climate.** The energy efficiency rating of the proposed development would comply with Building Regulations Part L which is the equivalent of Code level 4 in the Code for Sustainable Homes.

The proposal would include the following:

- Thermally efficient wall and roofing materials,
- Thermally efficient windows,
- All insulation materials, including cylinder, pipes, loft hatch and doors, have a Global Warm Potential of less than 5,
- Condensing boiler would produce less than 40mg of nitrogen oxides per kilowatt hour,
- Installation of 7kW vehicle charging points for all four dwellings,
- Internal water use within all dwellings to be reduced to 105 litres per person per day through the provision of water saving fittings,
- Surface water (run-off & flood risk) to be limited through the use of Sustainable Drainage Systems if possible,
- Peak rate of run-off to existing surface water system is no greater for the developed site than it was for the pre-developed site. If greater, attenuation to be adopted,
- External parking areas to be formed with permeable surface materials or taken to soakaways as appropriate.

To ensure the above are incorporated into the proposal an appropriately worded condition is recommended.

**Air Quality** – The provision of two additional dwellings on the site would not have an unduly detrimental impact upon the air quality experienced in the vicinity of the site. A construction management plan condition would be attached to any consent granted to ensure that dust suppression measures are implemented while the development is being built. In terms of the running of two additional households in this location, it is not considered that the comings and goings associated with the dwellings would have an unduly detrimental impact upon air quality.

Sufficient space exists within the curtilage of all four plots to allow for the storage of cycles and 7kW vehicle charging points are proposed to be installed in the parking spaces for all four dwellings. Both of these measures would help reduce the reliance on the traditional motor vehicle. In addition, it is noted that the proposed boilers would produce less than 40mg of nitrogen oxides per kilowatt hour which is in line with the good practice principles for air quality.

**Drainage** – The applicant has stated that where possible a Sustainable Drainage Scheme would be incorporated into the scheme. This would be dependent on future filtration testing to ensure soakaway times can be achieved. To ensure that this is the case an appropriately worded condition is suggested.

**Waste Storage** – Environmental Health have confirmed that the submitted waste management strategy is acceptable and have requested that it be conditioned to ensure future compliance with it. The strategy states that four separate 240 litres wheelie bins for each dwelling would be provided for general refuse, pulpable recycling, mixed recycling, and garden/food waste. In addition, internal facilities in the form of waste food caddies would be provided to aid further recycling. The bins would be stored at the rear of the dwellings and taken to the kerbside on collection day.

Given the above, the waste storage provision for the proposal is considered to be acceptable.

**Crime and Security** – As requested by GMP, a condition requiring the development to achieve Secured by Design accreditation would be attached to any approval granted.

**Construction Management Plan** – Local residents are understandably concerned about the construction process, given the development site opposite and the residents' parking zone that exists on the surrounding roads. To ensure that any disturbance is kept to a minimum a condition would be imposed that requires the applicant to submit a construction management plan which must also include a consultation with local residents.

**Affordable Housing** – As the proposal is for four dwellings it falls below the triggers relating to affordable housing in Policy H8 of the Manchester Core Strategy, i.e. 15 units.

**Comments on the application** – Most of the comments raised have already been addressed. It is noted that there has been a request for a legal agreement due to concerns about this proposal adding to impacts from other development in the area.

Such agreements should only be used where it is not possible to address unacceptable impacts through a planning condition. Members will also recall that planning obligations must also only be sought where they meet all of the following tests:

- necessary to make the development acceptable in planning terms;
- directly related to the development; and

- fairly and reasonably related in scale and kind to the development.

Given the size of the proposed development it is considered that if there is any impact on residential and visual amenity, this can be ameliorated using planning conditions. Furthermore, given the number of units proposed it is not considered that any off-site works such as highway improvements could be justified. Accordingly, it is not considered appropriate to enter into a Section 106 agreement in this instance.

### **Conclusion**

The conversion of no. 27/29 Trenchard Drive back into two dwellings, along with the proposed rear dormer extension, is considered acceptable. As has been demonstrated above, the design, siting and massing of the two additional dwellings is comparable with that in existence in the area and the proposed density reflects that seen in the neighbourhood. As a result it is not considered that the proposal would have a detrimental impact on the character of the area, nor would it have a detrimental impact on the levels of residential and visual amenity within the vicinity of the site. In addition, as only two additional dwellings are in effect being proposed, the development would not result in a large increase in traffic movements to and from the site, as a result it is not considered that the proposal would reduce the levels of pedestrian and highway safety enjoyed along Trenchard Drive.

**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 Director 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 of the application is proportionate to the wider benefits of 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 to resolve any problems arising in relation to dealing with the planning application.

- 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) Drawing no.13673/OS, stamped as received on 6 March 2020
- b) Drawing no. 01, stamped as received on 6 March 2020
- c) Drawing no. 02, stamped as received on 6 March 2020
- d) Drawing no. 05c, stamped as received on 4 August 2020
- e) Drawing no. 07b, stamped as received on 13 August 2020
- f) Drawing no. 08b, stamped as received on 13 August 2020
- g) Drawing no. 09a, stamped as received on 9 July 2020

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) Above-ground construction works shall not commence until samples and specifications of all materials, including window frames, to be used in the external elevations have been submitted to and approved in writing by the City Council as local planning authority. Thereafter the development shall be carried out in accordance with those 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 Manchester Core Strategy (2012).

4) 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) no part of any dwelling shall be used for any other purpose (including any other purpose in Class C3 of the Schedule to the Town and Country Planning (Use Classes) Order 1987 as amended by The Town and Country Planning (Use Classes) (Amendment) (England) Order 2010, or in any provision equivalent to that Class in any statutory instrument revoking and re-enacting that Order with or without modification) other than the purpose(s) of C3(a).

Reason - In the exceptional circumstances of a proliferation of HMO's restricting housing choice and adversely affecting sustainability and 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 policy 7.4 of the Guide to Development in Manchester: Supplementary Planning Document and Planning Guidance, the National Planning Policy Framework and policies SP1, H7,H8 and DM1 of the Manchester Core Strategy (2012).

5) Above-ground construction works shall not commence until details of the measures to be incorporated into the development (or phase thereof) to demonstrate how Secured by Design accreditation will be achieved have been submitted to and approved in writing by the City Council as local planning authority. The development shall only be carried out in accordance with these approved details. The development hereby approved shall not be occupied or used until the Council as local planning authority has acknowledged in writing that it has received written confirmation of a Secured by Design accreditation.

Reason - To reduce the risk of crime pursuant to policies SP1 and DM1 of the Manchester Core Strategy (2012) and to reflect the guidance contained in the National Planning Policy Framework.

6) Before the development commences a scheme for acoustically insulating the proposed residential accommodation against noise from the local road network and Manchester Airport 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.

Upon completion of the development and before first occupation of the residential units, a verification report will be required to validate that the work undertaken throughout the development conforms to the recommendations and requirements in the approved acoustic consultant's report. The report shall also undertake post completion testing to confirm that the internal noise criteria has been met. Any instances of non-conformity with the recommendations in the report shall be detailed along with any measures required to ensure compliance with the internal noise criteria.

Reason - To secure a reduction in noise from traffic or other sources in order to protect future residents from noise disturbance, pursuant to Policy DM1 in the Manchester Core Strategy.

7) 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 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.



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 in each phase 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 Manchester Core Strategy.

8) Prior to the occupation of the development hereby approved, a Contaminated Land Verification Report shall be submitted to the City Council as local planning authority.

Reason - To confirm that appropriate remedial action has been taken in the interests of public safety, pursuant to policies DM1 and EN18 of the Manchester Core Strategy.

9) The storage and disposal of waste shall be undertaken in accordance with the Waste Management Strategy stamped as received on 23 March 2020 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 Manchester Core Strategy.

10) The car parking spaces hereby approved shall be laid out and made available for use before first occupation of the dwellinghouses. The car parking spaces shall remain in-situ for the duration of the development

Reason - In the interests of residential amenity and pedestrian and highway safety, pursuant to Policy DM1 in the Manchester Core Strategy.

11) No 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 in order to comply with policy EN15 of the Core Strategy.

12) Above grounds works shall not commence until details of biodiversity enhancements (bird boxes and bat bricks), including a timetable for their installation and maintenance regime, have been submitted to and been approved by the City Council as local planning authority. The development shall be carried out in accordance with the agreed details.

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

13) Above grounds works shall not commence until a hard and soft landscaping treatment scheme has been 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 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 Manchester Core Strategy.

14) 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.

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, pursuant to Policy DM1 in the Core Strategy Development Plan Document and the policies and guidance within the NPPF and NPPG

15) The development hereby approved shall be implemented in full accordance with the measures as set out within the Environmental Statement, stamped as received by the City Council as local planning authority on 23 March 2020. Within 3 months of the completion of the construction of the authorised development a verification statement shall be submitted to and approved in writing, by the City Council as local planning authority, confirming the incorporation of the specified measures at each phase of the construction of the development, including dated photographic documentary evidence of the implementation and completion of required works.

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 for the City of Manchester and the principles contained within The Guide to Development in Manchester SPD (2007) and the National Planning Policy Framework.

16) No above ground works associated with the four dwellinghouses hereby permitted shall commence until the existing house known as 25 Trenchard Drive has been demolished in full in accordance with the drawing no. 08b, stamped as received on 13 August 2020, and the Design and Access Statement, stamped as received on 1 April 2020.

Reason – In the interests of residential amenity and to prevent the overdevelopment of the site, pursuant to Policy DM1 in the Manchester Core Strategy.

17) Prior to the commencement of development, a 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:

- a) Evidence of community engagement with adjoining residential occupiers with regard to construction management arrangements. In particular, that residents have been notified in writing with respect to the timescale for the commencement and completion of development, hours of work and site access arrangements.
- b) Details of an emergency telephone number.
- c) Dust suppression measures.
- d) Compound locations where relevant.
- e) Location, removal and recycling of waste.
- f) Parking and routing of construction vehicles.
- g) Sheeting over of construction vehicles.
- h) The washing of contractor wheels and access roads.

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

### **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: 126435/FO/2020 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:**

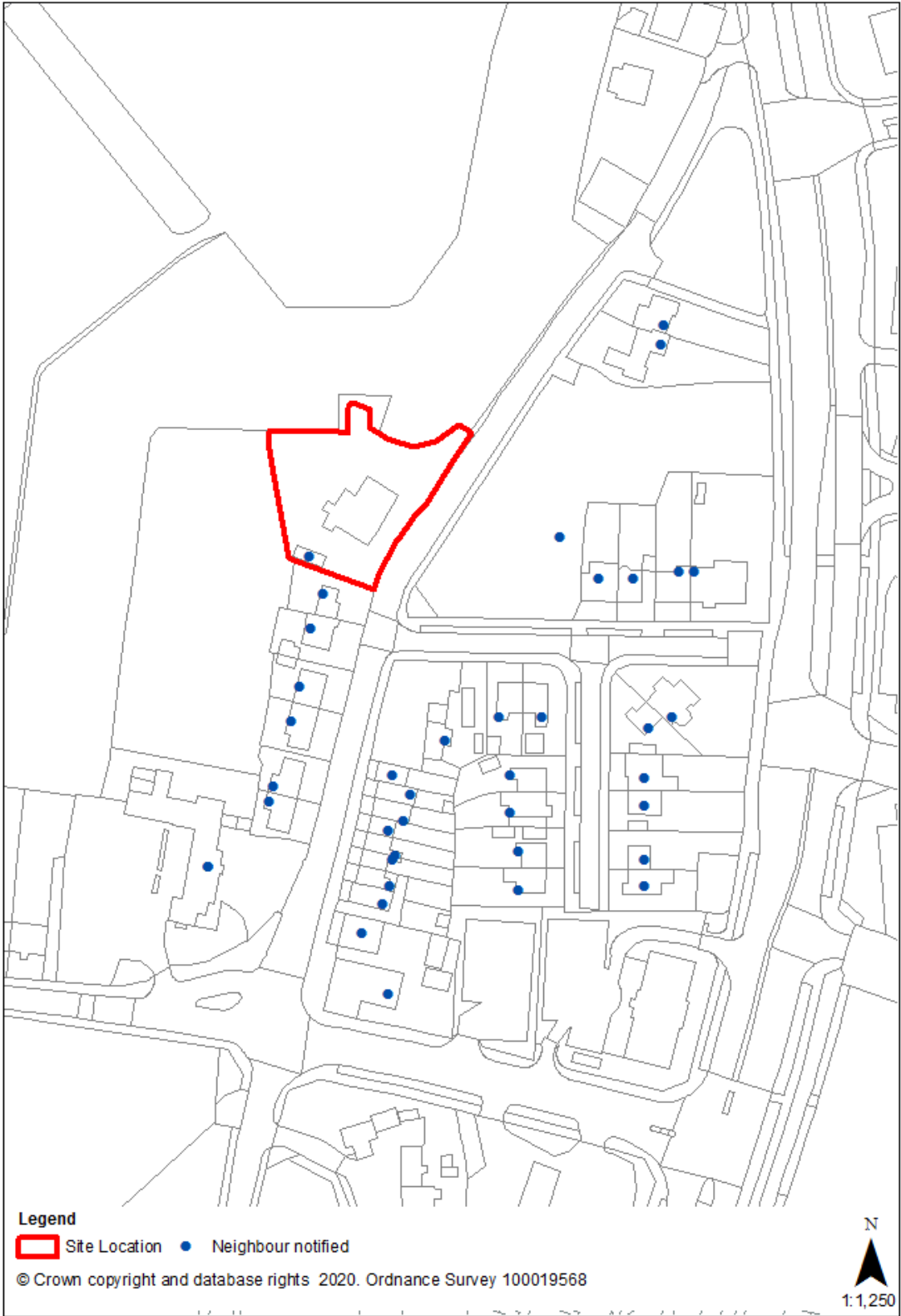
TREMAR Residents Association  
 Highway Services  
 Environmental Health  
 South Neighbourhood Team  
 Greater Manchester Police  
 United Utilities Water PLC  
 Manchester Airport Safeguarding Officer  
 Greater Manchester Ecology Unit

**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:**

Highway Services  
Environmental Health  
Greater Manchester Police  
Greater Manchester Ecology Unit  
United Utilities Water PLC  
Manchester Airport Safeguarding Officer

**Relevant Contact Officer :** David Lawless  
**Telephone number :** 0161 234 4543  
**Email :** d.lawless@manchester.gov.uk



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<b>Application Number</b>	<b>Date of Appln</b>	<b>Committee Date</b>	<b>Ward</b>
125871/LL/2020	17th Feb 2020	27th Aug 2020	Piccadilly Ward

**Proposal** Demolition of 42, 44 and 46 Thomas Street (including 41, 43 and 45 Back Turner Street) to facilitate redevelopment of the wider site under extant planning permission and listed building consent ref: 113475/FO/2016 and 113476/LO/2016

**Location** 42 - 46 Thomas Street (including 41-45 Back Turner Street), Manchester, M4 1ER

**Applicant** Real Estate Investment (Thomas Street) Ltd, C/o Agent,

**Agent** Miss Hannah Payne, Indigo Planning, 8th Floor St James Tower , 7 Charlotte Street, Manchester, M1 4DZ

## BACKGROUND

At its meeting on 27th August 2020 the Committee resolved that it was 'minded to refuse' this application on the basis that the demolition would be contrary to policies on the conservation of historic assets in the city which represent Manchester's working class heritage. They requested officers to bring a report to the next meeting to address their concerns.

Officers believe that the case setting out why these buildings cannot be retained was clearly set out in the previous report and on that basis they do not believe that a reason for refusal can be substantiated. However, there are policies that seek to protect the historic environment and if Members remain sufficiently concerned about the validity of the case to support the demolition the following reason for refusal is suggested:

The demolition of 42-46 Thomas Street would fail to preserve or enhance the Grade II designated heritage asset causing irreversible harm through the total loss of the buildings which would not meet the tests set out in section 16 of the National Planning Policy Framework (Conserving and Enhancing the Historic Environment) as a clear and convincing justification for the loss has not been provided and it has not been demonstrated that the substantial harm or total loss is necessary to achieve substantial public benefits that outweigh that harm or loss. It is therefore considered to be contrary to Government Guidance contained in Sections 16(2) of (Listed Buildings and Conservation Areas) Act 1990 and The Core Strategy for the City of Manchester, in particular Policy EN3 (Heritage) CC9 (Design and Heritage) and saved policy DC19.1 (Listed Buildings) of the Unitary Development Plan for the City of Manchester.

Notwithstanding the suggested reason for refusal, for the reasons set out in the remainder of this report, the recommendation of Officers is that this application be approved subject referral to the Secretary of State in accordance with the Arrangements for handling heritage applications – notification to Historic England and National Amenity Societies and the Secretary of State (England) Direction 2015

## INTRODUCTION

Planning permission and listed building consent were granted in August 2017 to develop a site bounded by Thomas Street, Kelvin Street and Back Turner Street. The scheme incorporated 7 Kelvin Street, a grade II listed building, but removed the 3 storey former weaver's cottages known as 42-46 Thomas Street (including 41, 43 and 45 Back Turner Street). 7 Kelvin Street is on the City Council's local Buildings at Risk list.

The Weavers Cottages were not then listed but they were considered to be non designated heritage assets. The impact of their loss was properly considered in the context of national and local planning policies. They have been heavily altered internally and much original fabric and character has been lost.



### Images of approved 2017 scheme and 2017 site plan

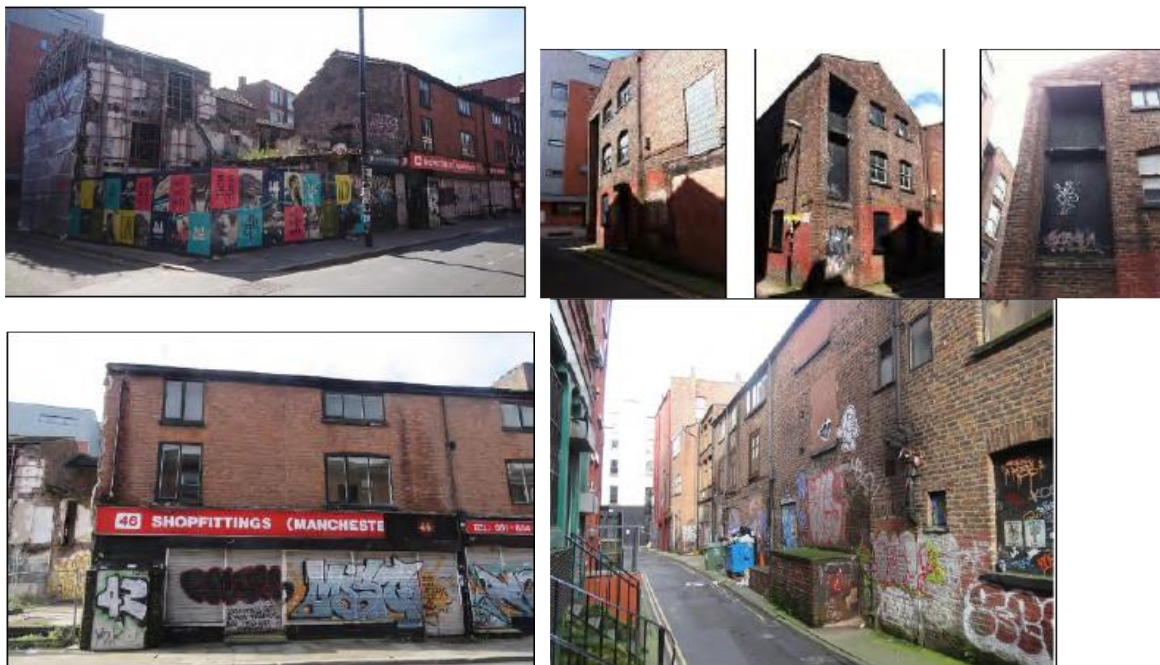
The application approved the erection of a 4/5 storey building that retained and incorporated the Grade II Listed 7 Kelvin Street, to provide 20 dwellings, with active ground floor uses, following the demolition of numbers 42 to 46 Thomas Street (113475).

A related application for listed building consent approved alterations and repair and change of use of 7 Kelvin Street to 3 apartments as part of a 4/5 storey residential development (113476).



In July 2018, following the acquisition of the site, the Weavers cottages were designated as Grade II Listed. As such all remaining buildings on-site are now grade-II listed.

Applications to discharge pre-commencement conditions on the site have been submitted and are currently under consideration (CDN/20/0379 and CDN/20/0398).



### Photos of current site condition

7 Kelvin Street, listed in 1994, has been comprehensively scaffolded, to ensure that it would not collapse, (illustrated above) in advance of the implementation of the consented development. The listing of 42-46 Thomas Street, means that the approved scheme cannot be implemented unless and until a separate listed building consent has been granted for the demolition of these buildings. If listed building consent is not granted, the benefits of the consented scheme (discussed later in the Report) could not be delivered.

The approved scheme supported GM Strategy's key growth priorities by delivering housing for the growing economy and population and promoted sustainable economic growth. It would regenerate a brownfield site with a scheme responsive to its context.

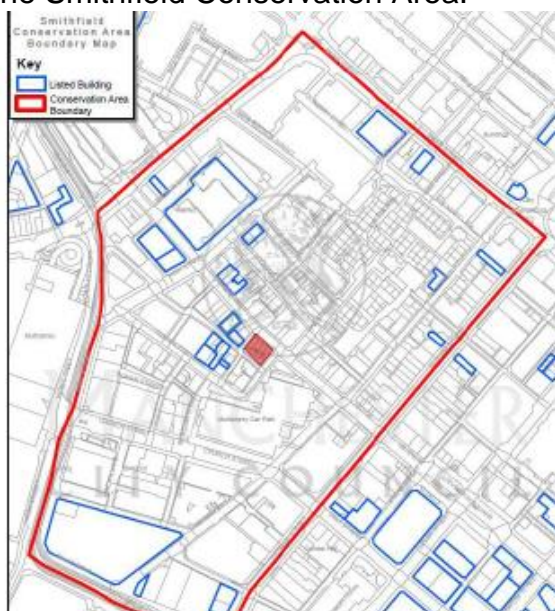
The scale and massing would not cause substantial harm to the character of the Smithfield Conservation Area or the setting of adjacent listed buildings; Street-frontages would be enclosed and the design would complement the vertical rhythms of buildings within the immediate area. The scheme would add activity and vitality to the area and would reintegrate the site into its urban context, reinforcing the character of the streetscape;

Conditions attached to the consents required structural condition and historical surveys and recording to be undertaken. The applicant has struggled to find relevant

professionals prepared to enter the listed building to carry out the works, owing to their dilapidated condition, which delayed the start on site. 42-46 Thomas Street were listed prior to discharge of conditions and the demolition taking place.

## DESCRIPTION OF SITE AND PROPOSALS.

The application site is the same as the 2017 consents. However the principle matter for consideration now is the demolition of 42-46 Thomas Street to allow for the 2017 consents to be implemented. The principle of redevelopment has already been considered acceptable. In the Report, any reference to the wider Development Site refers to the 2017 consents rather than just the newly listed 42-46 to which this application specifically relates. The wider Site is occupied by a collection of buildings, forming half a city block owned by the applicant. The properties lie within the Smithfield Conservation Area.



The following listed buildings are part of the setting of the site: 31-35 Thomas Street: Grade II; 36 and 38 Back Turner Street: Grade II; 40 and 42 Back Turner Street: Grade II; 1 Kelvin Street: Grade II; and 30 and 35 Turner Street : Grade II;

42/46 Thomas Street were constructed as workshop/dwellings in the late 18C and were part of a pair of three storey, single fronted red brick houses. The principle reason given for the 2017 listing was the typology of the property and its historic, rather than architectural, significance.

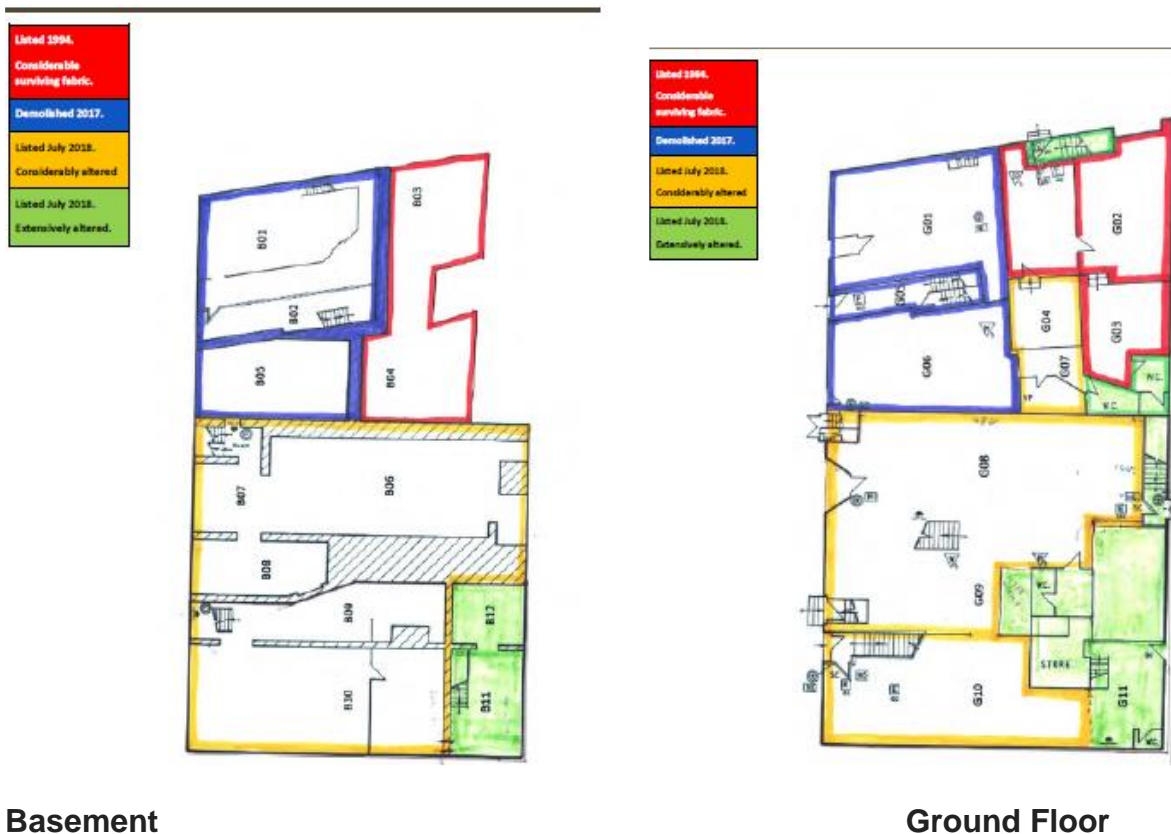
Whilst the origins of the building group have been obscured by significant change to their elevations and plan form, they do retain some historic fabric and spatial elements of their late 18<sup>th</sup> Century Fabric.

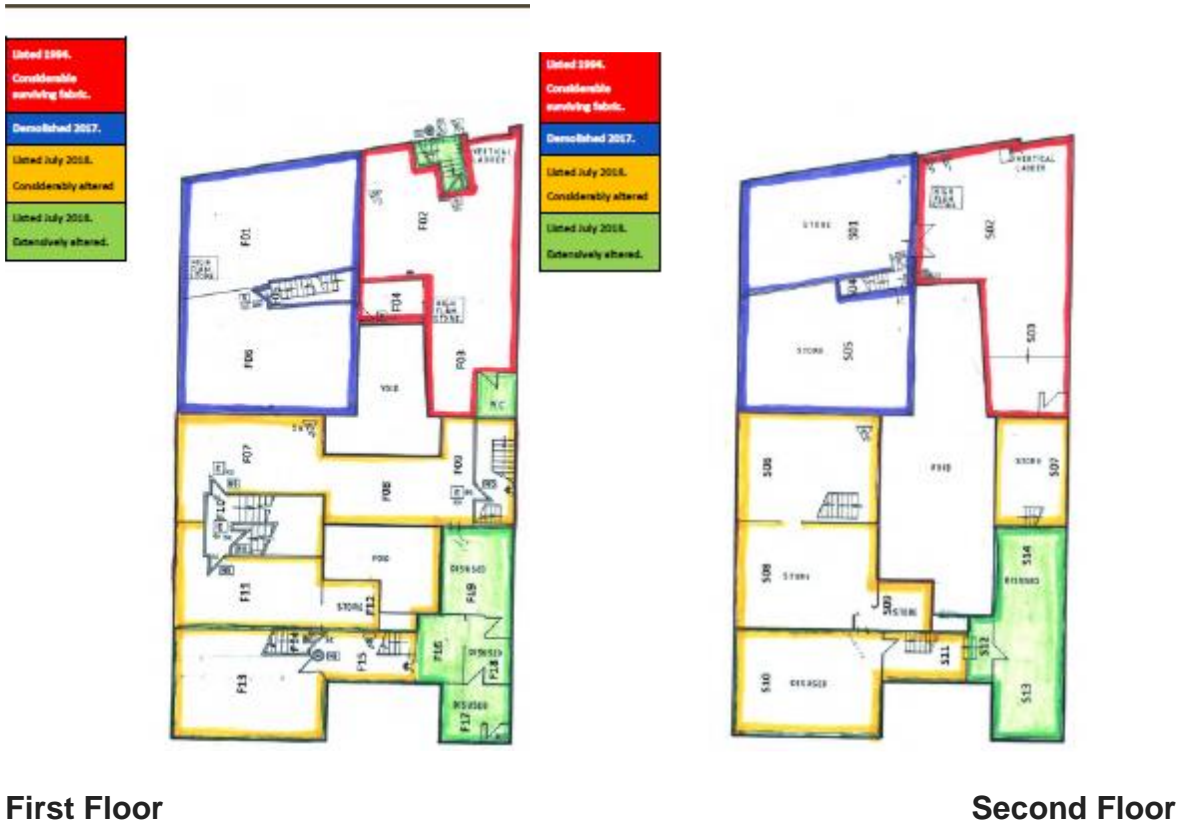
On Thomas Street there is a modern ground floor shopfront with wide, off centred upper storey windows. The buildings on Back Turner Street were once separate to those on Thomas Street and residential windows are evident. The ground floor has been altered and there is limited evidence of the historical use along Back Turner Street. Brickwork patching has occurred over time. Whilst 42-46 retain some original fabric and spatial elements, 41-45 Back Turner Street have been substantially altered

internally both to open the former one-room deep dwellings into the former retail unit at 42-46 Thomas Street and laterally by alterations to create a single business unit, obscuring the plan form and removing the basement access.

The elevations have been altered with windows removed and openings blocked with modern brick. The alterations to the internal layouts to suit occupier requirements, have been detrimental to the historic and architectural value of the building group. The properties have become interwoven to accommodate a single user and there is now little internally of significant historic interest. More recently, the retail use was extended from Thomas Street to Back Turner Street, removing any signs of the original courtyards or separation. The upper levels were used for storage and there are networks of small-interlinked rooms connected by staircases with level changes. The floors are at different levels with different forms of constructions.

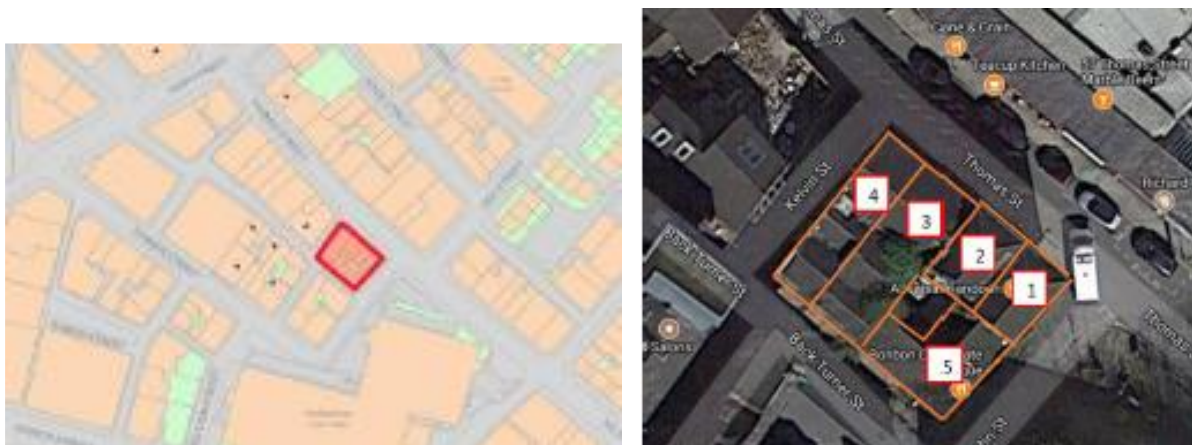
**Plans below illustrate the levels of alteration as recorded within the submitted Heritage Assessment that have taken place to the buildings within the site with 42-46 at the bottom of the images (yellow areas indicate considerable alteration).**





Thomas Street contains a diverse mix of building types from Georgian buildings to Victorian weaver’s cottages. Back Turner Street has a mix of back elevations, derelict buildings and bars.

The adjacent site bounded by Thomas Street, John Street, Back Turner Street and Kelvin Street includes a partially cleared site, 52 – 58 Thomas Street and 9 John Street. 52 and 54 Thomas Street were identified as being at risk in September 2018 and were partially demolished to make them safe. Parts of the site are boarded up and Kelvin Street is temporarily closed for safety reasons. That site’s current condition is shown below.





There are a variety of uses nearby including: digital, media and technology-based companies; creative and cultural industries; homes; traditional offices, hotels and serviced apartments, retail units and independent bars and restaurants.

There is a lot of pedestrian activity on Thomas Street and it is a focus of much activity within the Northern Quarter. It has been designated as a main corridor of pedestrian and cycle movement. The deteriorating condition of this site forms the backdrop to this key city centre space with outside seating for bars and cafes.





The site has a detrimental impact on the character of the Smithfield Conservation Area and the setting of listed buildings at 7 Kelvin Street, 42-46 Thomas Street and those adjacent. These impacts are compounded by the condition of the adjacent site such that this part of the Conservation Area has a poor quality environment with a feeling of deteriorating quality, characterised by semi-dereliction and blight. It is clearly in need of significant investment. This negative impact has become even more conspicuous during the City's emergence from Covid -19.

Consent to demolish the now Grade II Listed buildings at 42-46 Thomas Street would enable the consented scheme to be developed and any consent would sit alongside existing consents. However, it would not allow the buildings to be demolished independently.

The design of the proposal and its impact on the character of the Smithfield Conservation Area and the setting and character of the grade II 7 Kelvin Street have been accepted through the previous approval. This is relevant to this current proposal as they need to be considered as part of the planning balance in relation to the loss of the now listed building.

A series of Viability Assessments were prepared when the buildings were listed. This approach has subsequently been agreed as appropriate to support any case for the demolition of these buildings during pre-application discussions. These assessments examined alternative development options including the approved scheme, and the repair and restoration of the surviving buildings with a rebuild of the previously demolished elements. It also assessed façade retention with increased scale and massing and additional storeys above. The viability of these options has been assessed and in each scenario has concluded that the only development considered viable by the applicant is the consented scheme which would require the demolition of 42-46 Thomas Street.

In support of the application the applicants have stated that the delivery of the wider Development would facilitate:

- The current permission lapses in August 2020 with no viable option currently available. The applicants remain committed to this development including the retention of 7 Kelvin Street with funding in place; (Under section 93A of the Town and Country Planning Act 1990, unimplemented planning permissions with time limits for implementation which were due to lapse between 19 August 2020 (when the provisions came into force) and 31 December 2020 are now extended to 1 May 2021);
- The proposal will provide retail / restaurant floorspace, contributing to the lively character of Thomas Street. The scheme will contribute positively to the vitality and viability of Thomas Street by providing active uses, creating a dynamic, safe environment consistent with the Northern Quarter's character and mix of uses. It would encourage footfall, activity at ground floor, diversify mix of uses and contribute to local economy. The retention of the building could not deliver equivalent benefits.
- Approval is crucial to the retention and sensitive restoration of the Grade II listed No. 7 Kelvin Street. Redevelopment of the site will generate the funds to deliver the works to 7 Kelvin Street which is the most significant building on site from a heritage perspective as a rare example of an early small-scale warehouse. Substantial investment is required and its retention and refurbishment would not be realised without delivery of the wider proposal.
- The viability of the wider redevelopment scheme is constrained which has guided the developer to promote a scheme that largely introduces a new, modestly scaled buildings, retaining the Grade II listed 7 Kelvin Street. The refurbishment of 42-46 Thomas Street was found previously unviable and this position has been exacerbated since permission was granted. The funds necessary to deliver the scheme would not be realised as part of an alternative proposal which retains the newly listed group which would undermine the future of 7 Kelvin Street.
- A new owner or tenant could not generate sufficient income or funding to repair, retain and operate the existing buildings for retail, commercial and/or residential uses. Without the current proposal the site will deteriorate further bringing the future of 7 Kelvin Street into jeopardy.
- The contribution of the scheme to the conservation area and the preservation and restoration of 7 Kelvin Street will outweigh the strong presumption in favour of retaining 42- 46 Thomas Street. The implementation of the consented scheme would bring this part of the conservation area back into positive, beneficial use and would outweigh the harm to the heritage value of the identified heritage assets.
- The need to resolve the negative impact of this derelict site and the erosion of the fabric and heritage value of 7 Kelvin Street and the character and appearance of the Smithfield Conservation Area remain valid. The loss of 42-

46 Thomas Street and 41-45 Back Turner Street as components of the streetscape and conservation area was accepted as necessary to deliver the approved scheme in August 2017 even accepting the same extent of loss of historic fabric as is now proposed.

- The proposal would sustain and enhance the significance of the adjacent heritage assets and would make a positive contribution to local character and distinctiveness and therefore meets with the requirements of paragraph 194 of the NPPF.
- Throughout the process of bringing forward development on this site we have demonstrated our commitment to delivering a high quality, design led development on the site. We remain fully committed to delivering the consent which we successfully secured. We have obviously considered a multitude of options since the point where the situation changed in terms of the listing status and if there was a more viable solution we would have pursued it. The fact is, that there simply isn't one. The Development Team remain committed to delivering the project because we feel that it will enhance the streetscape and will make a positive contribution to the area. We have hopefully further demonstrated our commitment to delivering on the proposals by continuing to endeavour to discharge the pre commencement planning conditions associated with the original consent, whilst incurring significant additional costs despite the uncertainty of the situation.
- They are eager to demonstrate their commitment to delivering the project as soon as we are able, and aim to commence on site by the end of this year.
- We are a Manchester based company with strong roots to the City and the Northern Quarter area. There has therefore been a frustration that they have been unable to deliver on the plans that were set out but we are hopeful of being able to put that right and providing a scheme that everyone can be proud of.
- Overall the scheme represents sustainable development, by virtue of the identified specific economic, social and environmental benefits as follows:

### **Social benefits**

The scheme would deliver the following social benefits:

- 20 new homes of varying sizes and boost the supply of housing;
- Deliver a policy-compliant end use on a site which is in danger of falling into further dereliction and disuse;
- Facilitate the provision of homes for private sale and comply with NPPF requirement to provide mixed communities and housing choice;
- The vacant site could lead to illicit activities, attracting anti-social behaviour causing problems to existing businesses and residents close to the site and discourages further investment; and



- Ground floor retail / leisure uses which create places for meeting and enjoyment which in turn promote social activity and inclusion.

### **Economic benefits**

The scheme will deliver the following economic benefits

- Jobs would be created during the construction phase;
- The homes would drive sustainable economic growth and regeneration;
- There would be links to a range of employment opportunities including the independent commercial occupiers of the Northern Quarter;
- Provision of small-scale retail and restaurant floorspace which will encourage future investment in the area;
- Jobs within the ground floor uses promote vibrancy of the Northern Quarter and City Centre;
- Support for commercial, retail and leisure operators through increased spending from residents in accordance with the NPPF which welcomes mixed use developments and wider opportunities for growth.

### **Environmental benefits**

The scheme will deliver the following environmental benefits:

- Arrest further deterioration and regenerate the wider site bringing the redundant site back in to positive use;
- Retain and restore the Grade II listed No. 7 Kelvin Street;
- Significantly improve the environment and visual quality of the site which detracts from the streetscene and conservation area;
- Make a positive contribution to local character and distinctiveness;
- Positive visual benefit to the Conservation Area;
- High quality design which will result in a significant improvements to the street scene;
- Promotion of urban vitality and place enhancements.

## **CONSULTATIONS**

**Publicity** – The occupiers of adjacent premises were notified of the applications. The development was advertised in the local press as affecting a Listed Building and affecting a conservation area. 56 letters of objection have been submitted and 5 letter of support have been received. The basis of the objections is summarised below as follows:

- Adverse impact on the character of the conservation area;
- Would take away part of the Northern Quarter, and Manchester's, unique heritage and drastically alter the fabric of one of Manchester's most historical, cultural and important areas which has especially in an area of such high cultural and tourist worth as the Northern Quarter.
- People have found use for these buildings for 250 years, there is no good reason to pull these down other than sheer profiteering.

- Recently numerous buildings have been abandoned in the NQ, and then ultimately knocked down - often in "emergency demolitions" once they have reached a suitably dilapidated and dangerous state and any demolition on this basis should not be supported. A long-standing business was evicted to facilitate this demolition.
- These are such important examples of our built heritage that need to be kept for future generations. It is time to stop smashing away Manchester's historic buildings bit by bit.
- It is clear that these plans go against recommendations from Historic England and do not support the local area. Please respect Historic England's Grade 2 listed buildings.
- Many other places have no sense of place and past, they could be any modern a city scape. Quirky old buildings interspersed with complimentary new is what marks Manchester as having a heart. If there is not enough of this there is much less value in the new. The saving of old buildings is about cherishing ourselves. I accept it may not be viable for the developers for the present scheme. Leave it 5 years and the land value will be such it will suddenly be economic to develop a scheme incorporating the cottages and being more attractive to live in because of it (they would likely be restaurant/social use anyway).
- Destroying listed buildings is unacceptable, I feel we have already lost far too many older and historic buildings in this area, and each one changes the character of the neighbourhood.
- It's not in keeping with the council's declaration of a climate emergency to pull down buildings that can be salvaged.
- The buildings are structurally sound, and would not be in such a state of disrepair if the developer hadn't purposefully left them to rot in an attempt to force demolition.
- There is potential for this to set a precedent for Northern Quarter which would be the worst thing that could happen for this area. The demolition will also go against Policy CC9 of the core strategy to 'preserve heritage assets'. If the demolition would be allowed to go ahead the sense of place in this area would be ruined. Demolition sets a poor precedent for all the landlords and developers that happily let's properties fall into ruin, so that they can build new easier. It's an essential part of the neighbourhoods fabric and needs to be kept
- The decision here will define whether we are a city that cares or city chasing £ whatever the cost.
- The buildings are an important part of Manchester and the Northern Quarters working class heritage and culture and form part of the character of the area that should be preserved. Manchester should be seeking to protect it's unique heritage - little of which is left when compared to other similar sized cities. There is a responsibility to guard and protect this for future generations. The atmosphere of a city with a mixture of old renovated and reinvented ancient buildings gives a face to a city that's unique to that city and renovation and redevelopment of the city should have best regard to its history.
- Manchester is already well supplied with apartments. There are opportunities for commercial development in other parts.
- I believe they did have new plans to incorporate the buildings into their plans, so it is obviously possible. Thomas St. is in a Conservation Area in the heart of

the historic Northern Quarter and any demolition would be making a mockery of the whole system.

- The amounts of listings and conservation zones in the Northern Quarter only work as a group - it's about the neighbourhood feel, the 'meer village' and too much of what attracts people to the area is being destroyed. New developments are selling themselves based on the heritage and uniqueness of the area whilst, at the same time, eradicating any of that identity. Siding with developers over the neighbourhood seems to be the standard approach, and shoddy consultation processes further back this up. The area is meant to be one of DIY culture, its people taking the reins and retaining its heritage and imperfections.
- These buildings have been allowed to sit and rot until land value rocketed, the last tenant in one was in the 1980s, and to suddenly declare it unsafe and part demolish is a ludicrous display of how the city values its heritage: it doesn't. That building should not have been allowed to sit accruing value whilst physically rotting, and siding with the developer now is truly demonstrating how you have played the long game here.
- The history is more important than the money, and enough buildings in the area have already been lost.
- The Council's role is to protect heritage, not tear it down. To grant approval to demolish them would be a scandal and insult to Heritage England.
- The buildings were in use until they were bought by Real Estate who appear not to have complied with the preservation of them. I believe they did have new plans to incorporate the buildings into their plans, so it is obviously possible. Thomas St. is in a Conservation Area in the heart of the historic Northern Quarter and any demolition would be making a mockery of the whole system.

The letters of support are summarised as follow:

- As a local architect we have great pride in the area we live and work, and we are pleased to see the development moving forward. We appreciate the difficulties involved with this site and see its viability is compromised by the retention of 42-46 Thomas Street. As a practice we support the development and the improvement it will bring to Thomas Street and the wider area.
- Our two businesses both back on to this proposed development. From the initial designs we have offered positive feedback that this will hopefully improve an area that has been derelict / neglected for some time and the designs look good and in-keeping with the Northern Quarter.
- I fully support the move forwards for the development which I hope will help move the Northern Quarter forward by providing a mixture of modern and refurbished accommodation in this ever evolving City.
- As owners of the adjacent property, our tenant's businesses (7), and those of our immediate neighbours have been badly affected by the on-going situation at 42-46 Thomas St. The semi-demolished state of the building is very off-

putting to potential customers of the various bars, cafes, galleries, etc., in the street. We have also noticed, since the partial demolition, a marked increase in the number of rats, a problem not previously encountered. We now are also finding that the general run-down appearance has begun to attract some very undesirable behaviour to the Back Turner St Area and it is essential that the impasse over the said development is resolved quickly.

- I can see nothing but good for the Thomas St business community & residents if this application is approved.
- I'm a long standing business on the street and have just had enough of looking at a pile of rubble every day and the negative problems it brings to the neighbourhood. Please can we have the go ahead for the development on Thomas Street

An objection has also been received a **Local Residents Group – the Northern Quarter Forum** on the following basis:

The buildings have been granted Grade 2 listing status and to give permission for them to be demolished would be making a mockery of Heritage England. They have been officially recognised as being of special interest and once lost these buildings cannot be replaced, they represent a finite resource and irreplaceable asset to our neighbourhood.

The Council have declared a Climate Emergency and the committee should take into account that preservation of buildings is of utmost importance. New construction is responsible for 40% of carbon emissions.

The developer must have a more innovative & radical approach to address this by renovating the existing structures. Conservation is inherently environmentally sustainable.

After the buildings were listed we were invited to look round the site. It was not dangerous and we thought it had great potential. It was in fact occupied until the developer purchased it. The Developer took the commercial risks associated with buying buildings of this age which include, the listing of buildings such as these.

The developer claims that it is not viable to develop the site without demolition, that I'm afraid to say is a consequence of property speculation and in this case they speculated unwisely and now they expect the community to pay the historic cost of their mistake.

This site is in a Conservation area, in an area of historic character and if the demolition is allowed it will set a precedent for future developments. There are no exceptional reasons why these buildings cannot be retained in their original or a reasonably modified form. These buildings can have a new lease of life through sympathetic conversion offering potential and exciting challenges to produce imaginative and interesting places to work or live. We strongly object to this application.

### **Ward Members**

**Cllr Wheeler:** The buildings concerned are Grade 2 listed. We should not be demolishing listed buildings. The buildings are salvageable according to the developers' own assessment, albeit at a considerable cost. If the developer does not feel the project is economical, they are free to sell the site to another entity.

If they would incur a loss on this sale from their purchase price, that is why they call it speculation. I'm sorry they paid too much for the site, but that isn't really isn't sufficient reason for Piccadilly Ward residents to lose heritage assets.

This demolition proposal should be rejected so the developers have clarity on their situation and can reassess their proposals on that basis.

**Cllr Connor Lyons:** Objects on the basis that the application relates to the demolition of the listed building. Manchester Council has a duty to protect listed buildings, not to protect the profits of developers who have bought buildings which become listed and approved as heritage assets by Historic England, to then complain about loss of profit. This will affect the conservation area which this building sits and would create a dangerous precedent in the Northern Quarter for other listed buildings. The Council should join me as the local Councillor and reject this application, sending a message to developers and those people who own these buildings that allowing them to crumble will not pay off financially, if you want to make your money in this city you need to also help protect our Mancunian Industrial Heritage.

**Manchester Conservation Areas and Historic Buildings Panel** – Have not been consulted on this application but had previously commented on the 2017 scheme and in relation to the proposed demolition of the former Weavers Cottages on the wider Development Site: In terms of this current proposal the following points from those comments are of relevance

They were concerned over the precedent that the demolition would set and proposals for similar characterful buildings will come forward which would further erode the character of the Conservation Area. Removing surviving buildings was misguided and the buildings retain a lot of their character and historic detailing such as hoists, brickwork details, mullions and gutters that should be retained and incorporated into the development.

The buildings have immense group value and are non-designated heritage assets and make a significant contribution to the Northern Quarter and were perhaps of listable quality. They felt that little justification had been provided for demolition in terms of the NPPF the proposals to demolish the buildings would be harmful and other options should be explored that retain these assets. They were not convinced by the viability arguments and felt that there was just as much value in retaining and converting the existing buildings into a successful mix of residential and commercial.

Historic England – Have objected on heritage grounds as the application has not sufficiently met the requirements of paragraph 194 of the NPPF or all of the tests set out in paragraph 195 and a clear and convincing justification has not been made for substantial harm to 42-46 Thomas Street. The Local Planning Authority should 'bear in mind the statutory duty of section 16(2) of the Planning (Listed Buildings and Conservation Areas) Act 1990 to have special regard to the desirability of preserving

listed buildings or their setting or any features of special architectural or historic interest which they possess and section 72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 to pay special attention to the desirability of preserving or enhancing the character or appearance of conservation areas’.

The Northern Quarter was a focus for industry, including the textile trade and was often carried out in workers’ cottages, which were three stories in height with the open plan top floor used for weaving, with windows larger and longer than other floors. Their form was influenced by rural Lancashire weaver’s cottages, as architectural influences were mostly local. They were built on their own or as pairs, reflecting the more modest scale of industry and the vertical brick joints on buildings are evidence of this. These buildings are examples of workers’ cottages and the grade II listed buildings reflects their historic interest.

The remaining pockets of 18<sup>th</sup> Century buildings in the Northern Quarter are collectively important, reflecting the critical mass from which the city grew; a number of other workers’ cottages are also listed, reflecting this significance. The goods produced by local weavers required storage and the modest, brick built, Grade II listed, 7 Kelvin Street is a late 18<sup>th</sup> or early 19<sup>th</sup> century small warehouse built to hold produce before sale and/or transit out of the city. It is an important forerunner to the spectacular and opulent Manchester warehouses.

By the mid 19<sup>th</sup> century the factory system dominated the textile industry and the workers’ cottages were converted to uses such as shops, adapting to the changing character of the Northern Quarter which developed as an area with a range of architectural forms and uses, many still linked to the cotton trade such as draperies. The importance of the cotton trade, and associated trades, to Britain cannot be overstated; the early workers’ cottages, from which Manchester developed, are of national, not just local, importance and the surviving pockets of 18<sup>th</sup> century development in the city collectively tells the story of its origins and influence. This is recognised in the Northern Quarter’s inclusion in the Smithfield Conservation Area and includes a number of listed buildings linked to this important period of time. They note that the total demolition of the Thomas Street buildings would result in the removal of all evidence of the three storey workers’ cottages which would result in total loss of significance and therefore cause substantial harm to the listed buildings and the following points:

The workers’ cottages add positively to the architectural and historic interest of the Smithfield Conservation Area, as an example of the early development of the area in the 18<sup>th</sup> century, which has been largely replaced in the 19<sup>th</sup> and 20<sup>th</sup> century. The loss of the buildings would therefore cause a low level of harm to the surrounding conservation area.

The setting 7 Kelvin Street derives some significance through its relationship with the listed workers’ cottages, as they provide the context for the need for the warehouse. The loss of the cottages would impact on the contribution setting makes to significance as well as the group value, causing some harm to the 7 Kelvin Street. However, they also note that they have advised previously that the reuse of this building was a positive of the earlier permitted proposals.

They state that the application seeks to make a distinction between 42-46 Thomas Street as Grade II listed buildings and the Grade II listed 7 Kelvin Street but point out that the some legislation relates to both, applying equally. Section 16 of the Planning

(Listed Buildings and Conservation Areas) Act 1990 states that 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 66 of the Act repeats the requirement for having “special regard” when considering whether to grant planning permission; and that Section 72 of the Act sets out that special attention shall be paid to the desirability of preserving or enhancing the character or appearance of a conservation area.

They also note the following in terms of the National Policy context:

The revised National Planning Policy Framework (NPPF) sets out in paragraph 192 in determining applications, local planning authorities should take account of the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation; the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and desirability of new development making a positive contribution to local character and distinctiveness.

Paragraph 193 states that 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 clarify 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.

Most importantly for this application paragraph 195 sets out 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;
- b. no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation;
- 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

Paragraph 200 sets out 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. Section 12 of the NPPF details how well designed places should be achieved, including that decisions should ensure that developments will function well and add to the overall quality of the area and be visually attractive as a result of good architecture, layout and appropriate and effective landscaping. They should be sympathetic to local character and history, including the surrounding built

environment and landscape setting, while not preventing or discouraging appropriate innovation or change.

In the context of the above they set out the following basis for their current objection:

The total demolition of 42-46 Thomas Street (including 41,43 & 45 Back Turner Street) would cause substantial harm to the Grade II listed buildings and therefore the application should be considered against paragraph 195 of the National Planning Policy Framework. The tests in paragraph 195 are structured to determine whether or not alternative solutions exist for the redevelopment of the site as legislation and the planning system is set up to protect heritage assets, setting out that great weight should be given to an asset's conservation; that the loss of a Grade II listed building should be exceptional and that any harm to an asset requires a clear and convincing justification and note the following:

The first test is that nature of the heritage asset prevents all reasonable uses of the site. They have reviewed the structural surveys submitted to address this point and have visited the site with HE's Structural Surveyor and have concluded that the buildings are physically capable of repair. They note that the buildings are clearly in a poor state of repair due to a lack of maintenance, however, they are of the opinion that the structural defects observed during the visit could be repaired using standard techniques; this includes the crack in the wall which linked to the, now demolished, adjacent buildings. The majority of water ingress is apparent at ground floor level where the shallow pitched roof is defective. Where the internal wall finishes are water damaged, it is most likely due to defective rainwater goods allowing water to run down the external face of the wall. There is little water ingress at upper floors suggesting the roof is in a better condition than originally thought. They therefore cannot accept the argument that the 'nature of the heritage asset prevents all reasonable uses of the site.

A further test is to demonstrate that no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation. The aim of this exercise is to demonstrate that the issues identified are intrinsic to the site, not the result of the current owners own preferred way of addressing matters. No evidence is provided regarding the marketing of the building and therefore this test has not been met. A viability report has been submitted in support of the application; its methodology is sound and the figures produced seem reasonable, however we do not agree with using the value of the land prior to listing of Thomas Street as it should be based on the present situation. Notwithstanding this, the figures provided suggest that viability of the site is questionable. We recommend that the Council has the report reviewed by external professionals for further assurance on this matter. We are also concerned with the limited number of options considered in the viability report and that it does not provide persuasive evidence that there isn't an alternative use for the site. They recommend that this element is also reviewed by the Council's advisors.

Paragraph 195 also requires evidence that conservation by grant-funding or some form of not-for-profit, charitable or public ownership is demonstrably not possible. Whilst high level consideration has been given to this point, it has not been considered in detail and we would expect this to be challenged more deeply,



reviewing the individual funding streams and not just whether the permitted scheme would attract funding, but the site itself.

The final point to demonstrate is that the harm or loss is outweighed by the benefit of bringing the site back into use. The stated aim of this listed building consent is to gain consent for the demolition of 42 - 46 Thomas Street to facilitate the permitted redevelopment scheme to be built; as such the submission stresses that the planning balance has already occurred and been found in favour of the development.

However, this argument does not recognise that the site's status has fundamentally changed with the listing of 42 to 46 Thomas Street as buildings of national importance. Planning permission was previously granted on the basis of these buildings being undesignated heritage assets: their planning status has fundamentally changed since this decision was taken and any balancing exercise now needs to relate specifically to the application currently under consideration.

They consider that the application has not sufficiently met all of the tests set out in paragraph 195 of the National Planning Policy Framework and a clear and convincing justification has not been made for to the total demolition of 42-46 Thomas Street. They therefore object to the application in its current form.

They have advised that should members be minded to grant consent for the application in its current form, in light of their objection we should treat their objection as a request to notify the Secretary of State of this application, in order or them to determine whether to call in the decision for their determination.

Following the completion of an independent analysis of the Viability Assessment Historic England maintain their objection on the basis that the options looked at are limited in scope and have not convinced them that there is no alternative use for the site or that there is no viable re-use for 42-46 Thomas Street. The Viability Reports do not make any adjustments for Covid-19 and marginal viability of the 2017 scheme leads to risk that the proposal might not be achievable.

If Members are minded to recommend approval any consent should be conditional on their being no loss of any building until the redevelopment was certain.

Georgian Society –Note that they were not consulted on the original application. As one of the Georgian Group objectives is to save from destruction or disfigurement Georgian buildings, whether individually or as part of a group and, where necessary, encourage their appropriate repair or restoration they strongly object to the loss of Georgian heritage, especially when it is listed.

They also note the following:

- Since the extant planning permission was granted, 42, 44 and 46 Thomas Street (including 41, 43 and 45 Back Turner Street) have been listed.
- The documents provided disagree strongly with listing in 2018; whilst they didn't oppose the 2016 scheme that was granted planning permission. These buildings have historic and architectural merit and are important as contributors to Manchester's pre-eminence as the world's first industrial city, providing unique contextual evidence of the origins of industry in Manchester based on domestic scale manufacturing. They are architecturally important for their local distinctiveness as urban workshop dwellings and for their rarity as surviving examples of this type of building in Manchester, and including single-

depth examples on Back Turner Street. The buildings were very recently listed, despite the existing planning permission;

- The proposed works would adversely affect the character and special architectural and historic interest of the listed building and would cause substantial harm contrary to paragraph 195/196 the NPPF 2019;
- In line with Sections 16(2) and 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990, in assessing the proposals, special regard should be given to the desirability of preserving the listed building, its setting and any of its features of special architectural or historic interest.

As a result consent should not be given in this instance.

**Greater Manchester Ecology Unit** – Have no objections subject to a condition relating to the provision of nesting boxes and a requirement for further survey work in relation to bats should the demolition be delayed beyond April 2021

**Greater Manchester Archaeology Unit (GMAAS)** – Have recommended that prior to any commencement of any demolition or soft-strip a suitably qualified and experienced archaeological contractor is appointed and commissioned to undertake a HE level 4 archaeological building survey followed by an intra soft-strip/ demolition watching brief in line with an agreed Written Scheme of Investigation (WSI).

## ISSUES

### Local Development Framework

The principal document within the framework is The Core Strategy Development Plan Document 2012 -2027 ("the Core Strategy") which was adopted on 11 July 2012 and is the key document in Manchester's Local Development Framework. It sets out the long term strategic planning policies for Manchester's future development. The proposal has been considered in the context of the following Core Strategy Policies SP1, CC9, EN1, EN3, and DM1.

### Saved UDP Policies

Whilst the Core Strategy has now been adopted, some UDP policies have been saved. The following saved UDP policies DC18, DC19.1, DC20 are relevant.

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

### 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 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 proposal is considered on balance to be consistent with sections 5, 6, 7, 8, 9, 11, 12, 14, 15 and 16 of the NPPF for the reasons set out below.

Paragraph 117 planning decisions should promote effective use of land in providing 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.

Paragraph 122 - planning policies and decisions should support development that makes efficient use of land and includes a requirement to take into account local market conditions and viability and the desirability of maintaining an area’s prevailing character and setting or of promoting regeneration and change.

Paragraph 124 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 131 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 in an area, so long as they fit in with the overall form and layout of their surroundings.

Section 6 - Building a strong and competitive economy and Core Strategy Policy SP 1 (Spatial Principles), Policy CC1 (Primary Economic Development Focus), CC8 (Change and Renewal) – The demolition of the listed buildings would facilitate the delivery of city living. It would be close to sustainable transport and would enhance the built environment, create a well-designed place and reduce the need to travel.

The proposal would allow an underutilised site to be developed and create employment during construction and permanent employment in the commercial units. This would help to build a strong economy and assist economic growth. The development would contribute to the local economy as residents use local facilities and services. On balance the development of the site would enhance the built and natural environment and create a well designed place that would enhance and create character and would create a neighbourhood where people choose to be.

NPPF Section 2 (Ensuring the Vitality of Town Centres) and Core Strategy Policies SP 1 (Spatial Principles) and CC4 (Visitors, Culture and Leisure) - The Regional Centre is the focus for economic and commercial development, leisure and cultural activity and high quality city living. The development would help to make the City Centre competitive and encourage economic activity. It would help to create a neighbourhood which would attract and retain a diverse labour market in a well-connected location and therefore would assist sustained economic growth.

NPPF Section 7 Ensuring the Vitality of Town Centres and Core Strategy Policies SP 1 (Spatial Principles) and CC2 (Retail) – The Regional Centre will be the focus for economic and commercial development, leisure and cultural activity, and city living. The proposal would help to create a neighbourhood which would attract and retain a diverse labour market. It would support GM's growth objectives by delivering housing for a growing economy and population, within a major employment centre in a well-connected location and would help to 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 Site is easily accessible for pedestrians and cyclists, and by a range of transport options. Metrolink stops at Market St, Shudehill and Exchange Square, Victoria and Piccadilly Train Stations and Shudehill and Piccadilly Garden exchanges are all nearby. The proposal would facilitate a development which would contribute to wider sustainability and health objectives and help to connect residents to jobs, local facilities and open space.

NPPF Section 5 (Delivering a sufficient supply of homes) and 11 (Making Effective Use of Land), Core Strategy Policies CC3 Housing, CC7 (Mixed Use Development), Policy H1 (Overall Housing Provision), H2 (Strategic Housing Location), Policy H8 (Affordable Housing) and Policy CC10 A Place of Everyone - The proposal would facilitate the delivery of housing in a sustainable location within part of the City Centre identified as a key location for residential development. It would facilitate an effective and efficient use of land to provide homes within an area identified for housing growth. This is a previously developed site and the development would contribute to the ambition that 90% of new housing should be on brownfield sites. It would on balance have a positive impact on the area and provide accommodation which would meet different household needs.

Housing is required in locations that would support and sustain Manchester's growing economy. 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.

It is expected that a minimum of 32,000 new homes will be provided within the City Centre from 2016-2025 and this scheme would contribute to meeting the City Centre housing target in the Core Strategy.

A Viability Appraisal demonstrates that alternative proposals for the wider Site which include the retention and conversion of the building or the retention of the buildings facades would not be viable and in any event would involve significant alteration of the building or unacceptable impacts on the character and setting of the Conservation Area and the Grade II Listed 7 Kelvin Street and other nearby listed buildings. This is discussed in more detail below.

It will be necessary to support economic development post the current crisis and investment is required in locations that would support and sustain this growth. The commercial units within the wider development would complement the existing mix of uses.

NPPF Sections 7 (Requiring Good Design) and 12 (Conserving and Enhancing the Historic Environment), Core Strategy Policies EN1 (Design Principles and Strategic Character Areas), 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) - This would facilitate a wider high quality scheme would on balance contribute positively to sustainability and place making and would bring significant regeneration benefits.

The wider Development proposals would enhance the character of the area when compared with the current site condition. The new build elements would respond positively at street level and improve legibility within the Northern Quarter. In the context of this application members are only required to consider this in terms of the local and national policy requirements as set out below.

The applicant has sought to demonstrate that the substantial benefits which would be derived from the delivery of the wider development can only be delivered if the demolition of those buildings is supported. This is discussed later in this report.

On balance the delivery of the wider development would contribute positively to sustainability and place making and would bring significant regeneration benefits.

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

Paragraph 192. In determining applications, local planning authorities should take account of the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation; the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and the desirability of new development making a positive contribution to local character and distinctiveness.

Paragraph 193 states that when considering impact 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 is substantial, total loss or less than substantial.

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

Paragraph 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. 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.

Paragraph 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.

Paragraph 201 points out that not all elements of a Conservation Area or World Heritage Site will necessarily contribute to its significance. It states that the loss of a building (or other element) which makes a positive contribution to the significance of the Conservation Area or World Heritage Site should be treated either as substantial harm under paragraph 195 or less than substantial harm under paragraph 196, as appropriate, taking into account the relative significance of the element affected and its contribution to the significance of the Conservation Area or World Heritage Site as a whole.

The proposal would facilitate the redevelopment of an underutilised site which in its current condition makes a limited contribution to the townscape and has a negative impact on the setting of designated and character of non designated heritage assets.

The wholesale loss of the buildings on the site would result in substantial harm in heritage terms and the proposal needs to meet one of the 2 sets of tests within paragraph 195 of the NPPF. Officers are of the view that the demolition, would for reasons set out in more detail below facilitate the delivery of substantial public benefits including heritage and regeneration benefits from the delivery of the wider site and that this would in this particular instance outweigh that loss.

The loss of the Heritage Asset also needs to be balanced against the delivery of a scheme that would facilitate the restoration of 7 Kelvin Street and the negative impact that the vacancy and degree of dereliction of the site has on the quality of the physical and visual environment in the Northern Quarter.

In supporting the demolition of 42-46 Thomas Street as part of the 2017 approvals, the level of harm was identified at the higher end of the spectrum of less than substantial harm. This is a high test to overcome. The evaluation of the case to support additional 'harm' on the basis of the listing needs to acknowledge this.

The planning judgement was that the public benefits outweighed that higher level of less than substantial harm. As a result of the listing, the level of harm would now be substantial. The site has continued to deteriorate and the public benefit which would be derived from facilitating the wider Development through the demolition is considered to be significant and the circumstances are, in relation to paragraph 194 of the NPPF, 'exceptional'.

The demolition would result in less than substantial harm to the character of the Conservation Area as a whole which needs to be weighed against the public benefits as set out in paragraph 196 of the NPPF.

Owing to the fragmented character of the street block of which it forms part, the impact on the setting of the adjacent listed building (7 Kelvin Street) would be less than substantial and this harm also needs to be weighed against the public benefits as set out in paragraph 196 of the NPPF.

A series of option assessments have considered the retention of all or some of 42-46 Thomas Street. . This would require significant internal and external refurbishment, and structural alterations to bring it back into use. The building layout reduces its attractiveness to potential occupiers. The proposal would facilitate offers a good quality design which would enhance the character of the area and the image of Manchester.

The positive aspects of the proposals and the justification for the level of harm and compliance with local and national policies relating to Heritage Assets are discussed in more detail below.

Saved UDP Policy DC20 (Archaeology) - Consideration of the application has had regard to the desirability of securing the preservation of sites of archaeological interest. A condition is recommended for a Level 4 recording of the building.

NPPF Section 10 (Meeting the challenge of climate change, flooding and coastal change), Core Strategy Policies EN4 (Reducing CO2 Emissions by Enabling Low and Zero Carbon) EN6 (Target Framework for CO2 reductions from low or zero carbon energy supplies), EN 8 (Adaptation to Climate Change), EN14 (Flood Risk) and DM1 (Development Management- Breeam requirements) – This is a highly sustainable location. An Energy Statement (EESS) submitted in 2017 demonstrated 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 also in operation. The wider Development would follow the principles of the Energy Hierarchy to reduce CO2 emissions and the Standards Statement sets out how the proposals would meet the requirements of the target framework for CO2 reductions from low or zero carbon energy supplies.

The listed status of 7 Kelvin Street means that means that it is difficult to implement renewable energy sources without altering the character or appearance of the buildings. The building is also exempt from compliance to building regulations Part L 2013 if this would unacceptably alter its character or appearance. The wider Development aims to improve energy efficiency as far as is reasonably practical.

The application sites lies within Flood zone 1 and is deemed to be classified as a low risk site.

NPPF Section 11 (Conserving and enhancing the natural environment), 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) - the 2017 application considered the potential risk of various forms of pollution, including ground conditions, waste and biodiversity and demonstrated that the application proposals would not have any significant adverse impacts in respect of pollution. Surface water run-off and ground water contamination would be minimised.

It would be consistent with the principles of waste hierarchy. A Waste Management Strategy detailed measures to minimise waste production during construction and operation. The onsite management team would manage the waste streams.

The buildings were assessed to provide low bat roosting potential. There are limited cracks and crevices, however a few potential bat roosting features were noted. Based on the urban location of the building and the lack of connectivity with suitable bat foraging habitat, the risk of occupation by bats within the building is considered to be low.

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;
- 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.

The above issues are considered as relevant to both the propose demolition and the wider development below.

### **Other Relevant City Council Policy Documents**



In 1995 Manchester City Council commissioned a 'Northern Quarter Regeneration Strategy'. The Strategy set out '*a clear Vision for the area to build on its creative base and proximity to the main commercial core to assist its development as an attractive mixed use area*'.

The area experienced substantial investment in the following years but concerns that some of the underlying problems picked out in the 1995 study were not being fully tackled led to the Northern Quarter Development Framework being produced and formalised in 2003 this set out a vision to shape and guide development activities within the Northern Quarter.

The Strategy clarified aspects of development that the City Council wished to avoid in the Northern Quarter which included the loss of architectural and heritage character of the built form.

The Strategy proposed a series of 10 core objectives. The most relevant of these core objectives to this application was the enhancement of the built form through addressing buildings that generally fail to make a positive contribution to the Northern Quarter these may be both derelict, unstable and empty buildings, as well as cleared (empty) sites.

The relevant aspects of the Strategy were considered when the Planning and Listed Building Consent application for the group of buildings formed by 42-50 Thomas Street and 7 Kelvin Street was granted. The August 2017 consented development thus makes a positive contribution to help deliver the policy aspirations and requirements of the Northern Quarter Development Framework

Whilst the Strategy sought to avoid the loss of heritage assets it also acknowledged that there were areas which due to building condition failed to make a positive contribution to the Area. 7 Kelvin Street in its current condition could be seen as being one of those buildings. For reasons outlined later in this Report on balance the benefits in terms of positive contribution to the Northern Quarter are considered to outweigh the harm from the loss of the architectural and heritage character of the built form.

**Guide to Development in Manchester** – Supplementary Planning Guidance (SPG) has the following policies which are of particular relevance to the heritage assets considered within this statement. **Paragraph 11.45** (Conservation Areas) states that the proposals in these areas should preserve or enhance their character. It is important that new developments in conservation areas are not designed in isolation. Considerations of design and layout must be informed by the wider context, having regard not just to any immediate neighbouring buildings, but also to the townscape and landscape of the wider locality. The local pattern of streets and spaces, building traditions, materials and ecology should all help to determine the character and identity of a development.

It is considered that the extant Planning Permission and Listed Building Consent confirmed that the proposed development accords with the requirements of this policy.

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 application site lies within the area identified in the document as the Northern Quarter. This identifies the importance of the areas non-mainstream offer as being important for any global city and giving the Northern Quarter a unique identity within both the city and, to some extent, the UK. The areas growing reputation and attraction to a high number of visitors, is identified as providing an important contribution to the economy of the city centre.

Because of its nature, the regeneration within the Northern Quarter area is described as having been organic and incremental and, therefore, more subtle and ultimately less predictable than in other parts of the city centre. The aim of activity within the area is to bring about change in a way that retains the area's distinct identity. This can be done by building on the area's strengths to produce a creative and cultural destination, with a high-quality built environment attractive to businesses and residents, and providing opportunities for private sector investment. It is considered that the wider Development which the approval of the demolition of the listed buildings would facilitate would be in keeping with these objectives. The proposed commercial units and a further addition to the current well established residential community around the site would help to build on the successes of the area's evening economy by promoting usage as a daytime destination.

Residential Growth Strategy (2016) – This recognises the critical relationship between housing and economic growth. There is an urgent need to build more new homes for sale and rent to meet future demands from the growing population. Housing is one of the key Spatial Objectives of the Core Strategy and the Council aims to provide for a significant increase in high quality housing at sustainable locations and the creation of high quality neighbourhoods with a strong sense of place. The site in its current condition does nothing to contribute to meeting or complementing the housing need within the City nor will it do for the foreseeable future without support for these proposals. The approval of this application would unlock the wider Development of the site allowing it to contribute to achieving the above targets and growth priorities.

Stronger Together: Greater Manchester Strategy 2013 - This is the sustainable community strategy for the Greater Manchester City Region. It sets out a vision for Greater Manchester where by 2020, the City Region will have pioneered a new model for sustainable economic growth based around a more connected, talented and greener City Region, where all its residents are able to contribute to and benefit from sustained prosperity and a high quality of life.

The proposed residential accommodation within the wider development, the delivery of which would be unlocked by the approval of this application, would support and

align with the overarching programmes being promoted by the City Region via the GM Strategy.

There is an urgent need to build more new homes for sale and rent to meet future demands from the growing population and to address undersupply and the Council is adopting measures to enable this. The wider Development represents an opportunity to address these requirements adjacent to a major employment centre and in a well-connected location. The site in its current condition does nothing to contribute to these objectives nor will it do for the foreseeable future without support for these proposals.

### **Climate Change**

Our Manchester Strategy 2016-25 – sets out the vision for Manchester to become a liveable and low carbon city which will:

- Continue to encourage walking, cycling and public transport journeys;
- Improve green spaces and waterways including them in new developments to enhance quality of life;
- Harness technology to improve the city’s liveability, sustainability and connectivity;
- Develop a post-2020 carbon reduction target informed by 2015's intergovernmental Paris meeting, using devolution to control more of our energy and transport;
- Argue to localise Greater Manchester's climate change levy so it supports new investment models;
- Protect our communities from climate change and build climate resilience

Manchester: A Certain Future (MACF) - is the city wide climate change action plan, which calls on all organisations and individuals in the city to contribute to collective, citywide action to enable Manchester to realise its aim to be a leading low carbon city by 2020. Manchester City Council (MCC) has committed to contribute to the delivery of the city’s plan, and set out its commitments in the MCC Climate Change Delivery Plan 2010-20.

Manchester Climate Change Board (MCCB) Zero Carbon Framework - The Council supports the Manchester Climate Change Board (MCCB) to take forward work to engage partners in the city to address climate change. 1.3 In November 2018, the MCCB made a proposal to update the city’s carbon reduction commitment in line with the Paris Agreement, in the context of achieving the “Our Manchester” objectives and asked the Council to endorse these ambitious new targets.

The Zero Carbon Framework - outlines the approach which will be taken to help Manchester reduce its carbon emissions over the period 2020-2038. The target was proposed by the Manchester Climate Change Board and Agency, in line with research carried out by the world-renowned Tyndall Centre for Climate Change, based at the University of Manchester.

Manchester’s science-based target includes a commitment to releasing a maximum

of 15 million tonnes of CO<sub>2</sub> from 2018-2100. With carbon currently being released at a rate of 2 million tonnes per year, Manchester's 'carbon budget' will run out in 2025, unless urgent action is taken.

Areas for action in the draft Framework include improving the energy efficiency of local homes; generating more renewable energy to power buildings; creating well-connected cycling and walking routes, public transport networks and electric vehicle charging infrastructure; plus the development of a 'circular economy', in which sustainable and renewable materials are reused and recycled as much as possible.

Climate Change and Low Emissions Implementation Plan (2016-2020) -This Implementation Plan is Greater Manchester's Whole Place Low Carbon Plan. It sets out the steps we will take to become energy-efficient, and investing in our natural environment to respond to climate change and to improve quality of life. It builds upon existing work and sets out our priorities to 2020 and beyond. It includes actions to both address climate change and improve Greater Manchester's air quality. These have been developed in partnership with over 200 individuals and organisations as part of a wide ranging consultation

The alignment of the proposals with the policy objectives set out above is detailed below.

## **Conservation Area Declarations**

### **Smithfield Conservation Area Declaration**

The Smithfield conservation area lies on the north-eastern edge of the city centre of Manchester. It is one of a group of three in this vicinity designated by the City Council in February 1987; the others are Shudehill and Stevenson Square, which lie to the north-west and south-east respectively.

The area is bounded by Swan Street, Oldham Street (a common boundary with the Stevenson Square Conservation Area), Market Street, High Street and Shudehill (a common boundary with the Shudehill Conservation area).

Historically, the predominant building type was food markets. Few of these are still standing, and those that are have been converted to other uses. Around Turner Street and Back Turner Street, there are some very small-scale houses dating from the Georgian period, subsequently converted or used for commercial purposes. These streets and the buildings defining them create a rich tapestry of spaces and built form located hard up to the back of pavement. This character contrasts with that of the buildings to the south of the conservation area, closest to the commercial heart of the regional centre along Oldham Street, Market and Church Street, which are larger and of later date than the rest of the area. A number of sites have been left vacant where buildings have been demolished. Many of these are used as temporary car parks, which detract from the visual appeal of the area as is the case with the application site in its current condition.

### Other relevant National Policy

Section 16 (2) of 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 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

In relation to the above and in terms of the NPPF the following should also be noted:

The proposals would result in substantial harm to the significance of the listed building through its wholesale demolition. However, for the reasons outlined later in this report, officers consider that substantial public benefits would be derived from the proposal on balance justify the planning judgement that the harm or loss is necessary, in order to deliver the wider Development which would facilitate the optimisation of the use of the site and the retention of the Grade II Listed 7 Kelvin Street.

Consideration of the proposals has taken into account the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation and this has been balanced against the positive contribution that conservation of heritage assets and the protection of the impact of development on the setting of listed buildings and conservation areas can make to sustainable communities including their economic vitality; and the desirability of new development making a positive contribution to local character and distinctiveness.

It is considered that there is a clear and convincing justification for this exceptional substantial harm.

Whilst the merits of the case to support the level of harm proposed and its fit with policies are set out in more detail later in this report it is noted that notwithstanding this case, special regard has been had to the desirability of preserving the buildings features of special architectural or historic interest which it possesses which included that the proposal would have a beneficial impact on the architectural and historical character of the retained exterior listed building. Special regard has also been paid to the desirability of preserving or enhancing the character or appearance of the conservation area which is demonstrated through with the design solution for the retained exterior and new roof level which are considered to be complementary to the character of the Conservation Area.

The positive aspects of the design of the proposals, the compliance of the proposals with the above sections of the NPPF and consideration of the comments made by Historic England and the Georgian Society is fully evaluated and addressed below.

### **Other National Legislation**

#### **Legislative requirements**

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.

### **The Schemes Contribution to Regeneration**

Regeneration is an important planning consideration. The City Centre is the primary economic driver of the region and will play a critical role in its longer term economic success. There is an important link between economic growth, regeneration and the provision of new housing and as the national economy has entered a new growth cycle, it is essential that new homes are provided.

The condition the site including the listed buildings has a negative impact on the street scene, the Smithfield Conservation Area and the Northern Quarter. Its open nature creates a poor appearance and fragments the built form of the conservation area and its low level of environmental quality creates a poor impression. The investment facilitated by the demolition of the listed buildings would allow 7 Kelvin Street to be refurbished and repaired and would reinstate the historic building line with a high quality mixed use residential scheme and repair the streetscape.

The complete loss of 42-46 Thomas Street would cause substantial harm, however the wider Development would deliver significant regeneration benefits and a viable economic use from which the public would benefit. Paragraph 122 of the NPPF states that planning policies and decisions should support development that makes efficient use of land and includes a requirement to take into account local market conditions and viability and the desirability of maintaining an area's prevailing character and setting or of promoting regeneration and change.

The buildings on the site have a run down and unused appearance. 7 Kelvin Street, a local Building at Risk, is an important historical asset due to its affiliation with Manchester's cotton industry. 42-46 Thomas Street have some significance as former Weavers cottages but their individual and domestic character has been extensively lost through adaptation of the group. The value of these listed buildings is discussed below.

High quality development would repair key street-frontages and help to establish a sense of place. It would support population growth, contribute to the economy and help to sustain the Northern Quarter as a vibrant place to work and live. The wider benefits are detailed later in this Report. It would create employment during construction, along with permanent employment from the proposed commercial uses. The ground floor uses would complement the retail and leisure offer within the Northern Quarter. The city block would be re-instated.

The development facilitated would be consistent with a number of the GM Strategy's key growth priorities by delivering appropriate housing to meet the demands of a growing economy and population, adjacent to the city centre. Manchester's population has increased significantly since 2001 and the wider development would be consistent with growth priorities and help to realise the target set within Manchester's Residential Growth Strategy which have recently been updated to seek to deliver 32,000 homes by 2025. This area has been identified as being suitable for new homes and the quality, mix and the size of apartments would appeal to a range of potential occupier and would therefore help to promote sustainable economic growth.

It would not be viable to deliver those benefits if the newly listed buildings are not demolished. The condition of the site is likely to deteriorate with the risk of further deterioration of 7 Kelvin Street and potential diversion of investment from the area due to the overall impressing of dereliction and decline from this and the adjacent site.

### **Impact on Character and Fabric of Listed Building, character of the Conservation Area and Design Issues and review of relevant Policy Context in relation to Heritage Assets:**

#### Case required to support demolition and potential impact of alternatives

Local and national planning policies require a robust and convincing justification setting out the exceptional circumstances which would support the proposed total loss of 42-46 Thomas Street (paragraph 194 of the NPPF). It could be argued that listing of 42-46 Thomas Street following the grant of planning permission in 2017 is an exceptional circumstance which could support the proposed demolition.

The total loss of 42-46 Thomas Street would be substantial harm and in addition to the need to demonstrate exceptional circumstances, there is a requirement under paragraph 195 of the NPPF to demonstrate:

- Either that the total loss is necessary to achieve substantial public benefits; or
- That the development meets the 4 tests (a-d) which are set out earlier in this Report.

Whilst a decision that cannot be taken lightly, it could be argued that in order to realise the regeneration benefits set out above, it is necessary to demolish 42-46 Thomas Street. In addition allowing demolition may be the only viable, practical and realistic option to prevent 7 Kelvin Street from deteriorating further.

It is also necessary to consider what impact alternative forms of viable development, which retains all or some of the fabric of 42-46 Thomas Street, might have on the setting of 7 Kelvin Street and the Smithfield Conservation Area in line with the paragraph 193 of the NPPF and sections 16, 66 and 72 of the Listed Buildings Act 1990.

The impact of the 2017 consent on the setting of 7 Kelvin Street and the Conservation Area has been established as acceptable. The applicant has also explored whether it would be possible to retain 42-46 Thomas Street, or as a minimum its façade and deliver a viable development which would have similar levels of impact.

#### Substantial Public Benefits Which Outweigh the Harm

Neither Historic England nor the Georgian Society have made any comment on whether they believe that the proposals would meet the first test (i.e. that the total loss is necessary to achieve public benefits which outweigh that loss) however Officers consider that delivery of the wider Development which an approval would facilitate would meet that test.

Public benefits could be anything that delivers economic, social or environmental objectives as described in the National Planning Policy Framework (paragraph 8). Public benefits should benefit the public at large and not just be a private benefit. However, they do not always have to be visible or accessible to the public in order to be genuine public benefits, for example, works to a listed dwelling which secure its future as a designated heritage asset could be a public benefit. There is no definition within any of the legislation of national or local policy guidance as to what constitutes substantial public benefits and it is a balanced judgement dependent on the particular circumstances of each case.

Heritage benefits set out within paragraph 20 of the NPPG may include:

- sustaining or enhancing the significance of a heritage asset and the contribution of its setting
- reducing or removing risks to a heritage asset; and
- securing the optimum viable use of a heritage asset

The demolition of 42-46 Thomas Street to facilitate the delivery of the 2017 consent would deliver benefits in relation to 7 Kelvin Street that would not otherwise be delivered. The principle benefit would be the sites regeneration and the positive impact it would have on the Conservation area and the Northern Quarter. It is likely that had 42-46 not been listed, the 2017 consent would have commenced the benefits would be emerging.

A number of key social, environmental, economic and heritage benefit which the approval of the demolition would unlock are listed below:

- Bring a site which has a negative effect on townscape value, back into viable, active and positive use arresting further deterioration of 7 Kelvin Street;
- Arrest further deterioration and regenerate the wider site bringing the redundant site back in to positive use;



- Regenerate a City Centre island site, containing underutilised and vacant buildings, which will improve the street environment and visual quality of the site and the current poor impression of the area that it exudes;
- Establish a strong sense of place, making a positive contribution to local character and distinctiveness, enhancing the quality and legibility of the streetscape and the architectural fabric of the City Centre;
- Optimise the potential of the site to accommodate and sustain an appropriate mix of uses, providing the quality and specification of accommodation demanded by modern business requirements and by potential residents;
- Provide a new facilities for residents, workers and visitors to the area promoting activity and social inclusion;
- Positively respond to the local character and historical development of the City Centre, delivering an innovative and contemporary design which reflects and complements neighbouring buildings and local context;
- Create a safe and accessible environment with increased street level activity, clearly defined areas and active public frontages providing overlooking, natural surveillance and increasing feelings of security within the city centre to enhance the local quality of life;
- Provide equal access arrangements for all into the building;
- Provide 20 new homes of varying sizes and boost the supply of housing, complying with NPPF requirement to provide mixed communities and housing choice contributing to sustained economic growth and regeneration;
- Investment in a vacant site whose continued deterioration could lead to illicit activities, attracting anti-social behaviour causing problems to existing businesses and residents close to the site discouraging further investment in the area;
- Creation of jobs would be during the construction phase and operational phases;
- Providing opportunities for provision of small-scale retail and restaurant floorspace which would appeal to the independent commercial occupiers that characterise the Northern Quarter;
- Support for commercial, retail and leisure operators through increased spending from residents in accordance with the NPPF which welcomes mixed use developments and wider opportunities for growth.
- Unlock investment in the retention and restoration of the Grade II listed No. 7 Kelvin Street;

- Significantly improve the environment and visual quality of the site which detracts from the streetscene and conservation area;
- Make a positive contribution to local character and distinctiveness;
- Deliver positive visual benefit to the Conservation Area; and
- Deliver a high quality design which will result in a significant improvements to the street scene.

The site is in a single ownership and was purchased with the intention to bring forward comprehensive regeneration and the future of the site and its buildings are inextricably linked.

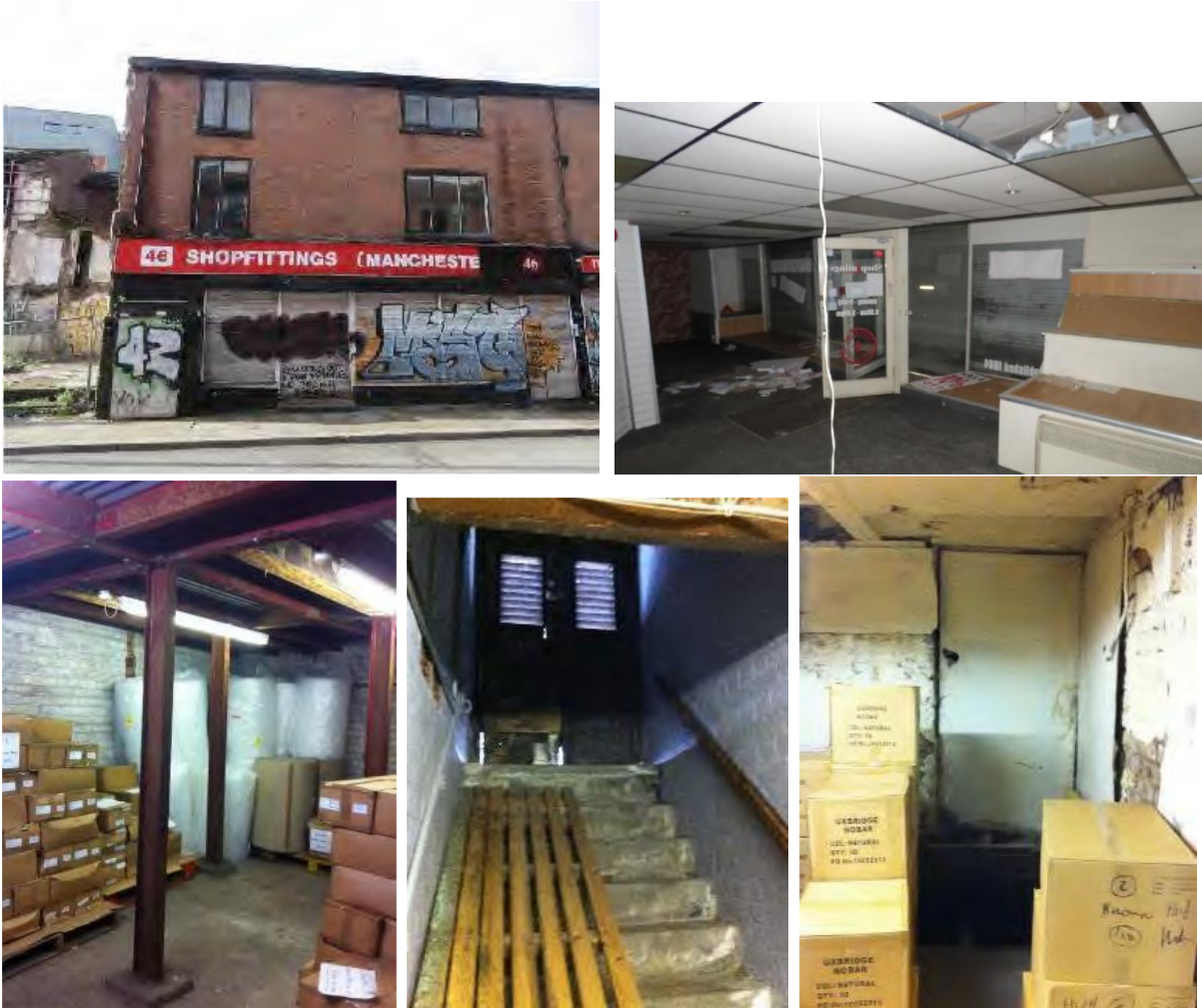
Many of the benefits would benefit the community and businesses in the area. These benefits would not be delivered if the demolition is refused. Any approval should be linked to the benefits delivered by the 2017 consent and should only be granted until April 2021 when that consent expires. A contract for that development would have to be approved by the City Council before any demolition could take place.

#### Assessment of Significance

An assessment of the relative significance of the building group has been carried out which assessed the evidential, historical, aesthetic and communal value. The Heritage Assessment has used HE's Guidance –Conservation Principles, Policies and Guidance (2008).

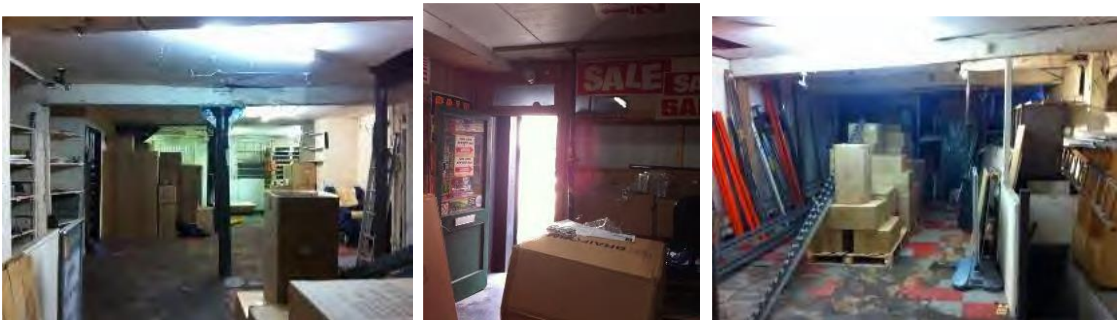
Structural Reports illustrate the deteriorating condition of buildings within the site. Historic England have advised that whilst the buildings are in a poor state of repair due to a lack of maintenance, structural defects could be repaired using traditional techniques. The exterior has been much altered with a modern shopfront extending across the Thomas Street frontage. However original sash windows and some curved brick detailing has been retained to cills and jams.

There is some earlier floor structure in the basement such as timber beams but it has been much altered, it is thought, to facilitate use as an air raid shelter. Original fabric was removed to increase head height and doorways have been cut through brickwork to connect spaces. Lath and plaster ceilings are retained in some areas as has some evidence of original building separation.



### Images of exterior and basement spaces

In the ground floor there are cast iron columns, timber partitions, clerestory windows and an original fireplace with some evidence of the original shop front but this is in poor condition. Floor joists spanning main cross walls are propped, parts of original staircases have been removed. There are many instances of level changes which indicate that separate buildings have been merged and courtyards infilled such that the principle defining character is of a series of convoluted spaces which do not connect in any meaningful manner. Any understanding of the original historic plan layout has been severely compromised.





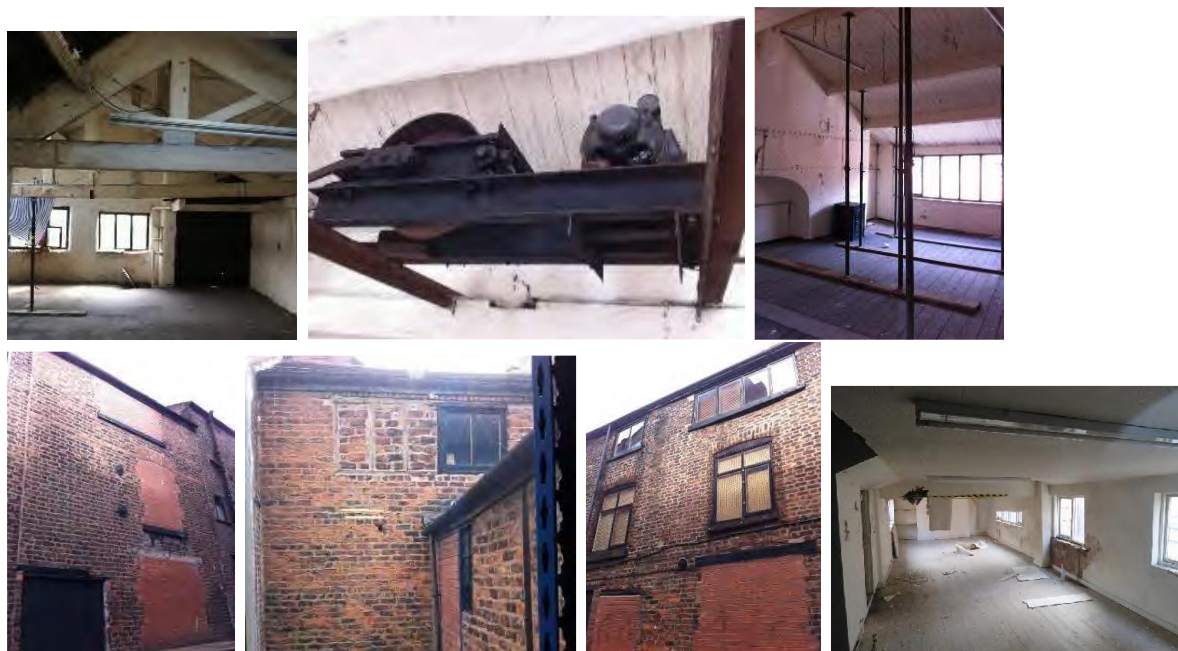
### Images of ground floor spaces

There is historic fabric at first floor with some examples of original tongue and groove boarding, lath and plaster to walls, timber loading doors, inspection areas, some original portions of staircases and a cast iron fireplace. However, many level changes indicate the merging of separate buildings with courtyards infilled. The principle defining character is a series of convoluted spaces which do not connect in any meaningful manner. Thus any understanding of the original historic plan layout of the buildings has been severely compromised.



### Images of 1<sup>st</sup> floor spaces

There is evidence of the original weavers loft/ attic loomshop at second floor with open roof structure with trusses, purlins and tongue and groove boarding to the roof soffit. Many areas are propped and internal faces have temporary structural ties. Hoist gear to the loading bay has been retained as have some chimney breasts, fireplaces and stone hearths.



The above images show retained historic features. They are not uncommon features in buildings of this age and can be seen in many other buildings of a similar use throughout the City.

Evidential values are those that derive from the potential of a place to yield evidence about past human activity. These values usually comprise physical remains and tend to be archaeological. The building group could yield evidence about its past use but the level of alteration has diminished any evidential value. Whilst the site could yield considerable evidential value this could be subject to recording.

The historical value is strengthened as the buildings are early survivors of a new phase of development in Manchester's history and are linked with the growth of Manchester as the first industrial city. The grouping of the principal buildings off Thomas Street with the rear dwellings off Back Turner Street is relatively rare and of considerable historical value. However, it is noted that Historic England's listing report concluded that there may be some 60 workshop/dwelling buildings in Manchester centre.

Alterations over time have impacted on the aesthetic value and the integrity of the buildings which is determined by levels of retention of original detailing. Historic England have acknowledged the loss of original details. Its appearance provides clues as to the social history and status of those who constructed and lived in them. Key architectural features such as the low, wide loft windows are crucial to this type of building and the architecture is of some importance to the Smithfield Conservation Area. The surviving building- group are considered to have relatively low aesthetic value as streetscape components and a significantly negative impact on the character and appearance of the conservation area.

Elements of the original layout of late-C18th houses are partially legible, but nos. 42-44 are significantly altered, extending and opening into the parts of dwellings off Back Turner Street which originally were separate.

It is considered that with respect to the planning balance that the buildings relative overall merit in terms of the impact of loss heritage value should be considered in the context of the above. It should also be cognisant that Historic England acknowledged when listing that 42-46 Thomas Street and 41-45 back Turner Street are not the best examples of the type, but are altered and compromised versions of a building type which remains in evidence across the city.

Although the entire group of buildings has some heritage value, the most significant is 7 Kelvin Street. 42-46 Thomas Street are considered to make a modest contribution to the Smithfield Conservation Area.

Historically the wider Development site made an important contribution to the Smithfield Conservation Area. That important contribution has seriously diminished due to its deteriorating condition and apparent dereliction, exacerbated by the stalled implementation of the August 2017 scheme. The individual buildings have all been subject to considerable change, both externally and particularly internally. These changes diminish their authenticity and character and their contribution to the conservation area.

The demolition of 42-46 Thomas Street would result in 7 Kelvin Street being reused and refurbished. It is a rare example of an early small-scale purpose built warehouse, and an example of how early dwellings were adapted for this purpose and has considerable historical value. There are considerably fewer surviving examples of these small-warehouse type building, hence its earlier listing.

#### Impact on significance and consideration of alternatives

The proposal has not changed and consequently consideration of the heritage impact of the scheme is only required as a result listing of 42-46 Thomas Street and 41-45 back Turner Street. Therefore, it is the impact of the loss of the newly listed buildings that has to be considered and not the impact of the wider Development on the character and appearance of the conservation area

Notwithstanding this, within the wider Development the impact of the consented scheme on the character and appearance of the conservation area would be beneficial and accords with the requirements of NPPF paragraphs 193 and 196. The re-use and restoration of 7 Kelvin Street would be beneficial and secure its future in accordance with the requirements of NPPF paragraphs 193 and 196.

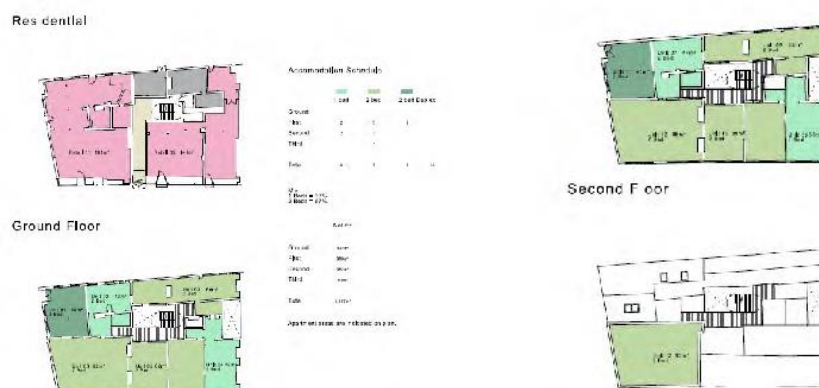
Development should minimise any adverse impact and ensure that it is outweighed by demonstrable public benefits. This was met in August 2017 when the public benefits were judged to outweigh the harm (paragraph 196 of the NPPF). However as the buildings are now listed, it has been necessary to explore if there are less harmful forms of development which could have similar public benefits to the consented scheme and alternatives which would retain some expression of the Thomas Street frontage have been explored.

Thus Alternatives have been explored which retain all or part of the buildings as residential accommodation as well as considering offices. Each of these options have presented challenges. Nevertheless the financial viability has been independently tested to assess their deliverability and is discussed in the next section.

Scenario 1 and 4 : (a) Residential or (b) Office – Retaining 42 - 46 Thomas Street and 41, 43 & 45 Back Turner Street and 7 Kelvin Street with a 4 storey new build to the corner of Thomas Street to provide 12 apartments and ground floor retail space) / additional office space:

Notwithstanding the challenges around viability of delivering this option (which are detailed below) this would still require significant internal alteration to implement for example sub-division to create residential or work spaces, as the previous internal alterations described above have removed much of the original interior.

### Plan study of Option 3 to retain the majority of the fabric of 42-46 Thomas Street.



Some of the constraints of working with the existing building fabric and re-purposing it to modern day standards are summarised below:

- The internal, partially cellular layout and lack of direct connections between spaces would create challenges which could lead to inefficient space planning and mitigate against delivering accommodation to a standard that would be expected within a high quality product at a price point which would be necessary to maximise viability;
- Without the removal of further external fabric, within the constraints of the existing structure and rooms would be limited to working with the existing fenestration and in several locations the existing window positions would not allow for daylight into all rooms and as such apartments would be poorly lit.
- Aligning of the floor levels of the disparate buildings and integrating these with a new build (with its modern floor to ceiling height requirements) accessible

cores and adequate circulation spaces would be challenging without further significant modification to the internal structure. This would include filling in the existing void between the Thomas Street frontage and the Back Turner Street blocks, to create an accessible (although unsatisfactory) central staircase;

- In respect of office use, the retention of the existing structure would limit the usability and office space planning. Limited floor to ceiling heights would also impact on the servicing / ventilation strategy;

In summary the layouts seriously compromise the usability of the buildings for a number of alternative uses. These constraints would be equally applicable other potential uses. It is also notable that the previous owner relocated to alternative business premises.

Scenario 2: This considered massing studies to identify the extent of additional accommodation required to allow a meaningful retention of the façade. A final option involved the retention of the facades to Thomas Street and Back Turner Street with a five storey extension, with the retention of 7 Kelvin Street and a 6 storey new build to the corner of Thomas Street to provide 18 apartments.

This option overcomes the potential technical issues of working with the internal building fabric but is considered to have an unacceptable impact on the setting of 7 Kelvin Street and other adjacent listed buildings and the character and setting of the conservation area. It would not enhance the quality and local distinctiveness of this part of the Smithfield Conservation Area. .

The level of harm to the building would be reduced but building above and around the retained facades would significantly alter the setting, would dominate the streetscape and negate the purpose of the retained façade as a streetscape component. It would have a negative visual impact upon the character of the conservation area as can be seen in the images below. It can be concluded therefore that any level of façade retention would at best have limited positive benefits and the façade is in any event of less historical value than the remnants of the building's interior layout.





A further Viability Assessment demonstrates that in order to retain 42-46 Thomas Street and deliver a development with the same level of return as that of the 2017 approval a 10 storey building would be required on the corner of Thomas Street and Kelvin Street.

### Viability Assessment

An appraisal of the options in scenarios 1 and 2 has been independently assessed, this has used the Existing Use Value (EUV) plus a premium that a landowner would require in excess of EUV to sell the site in line with the NPPG advice on the setting of Benchmark Land Values (BLV) rather than the purchase price.

This analysis has considered a profit of 20% on GDV as the level a developer would require for a development of this scale and complexity, with listed buildings and new structures combined. By way of a sensitivity analysis, this has also been assessed at 15%. The analysis has concluded that none of the scenarios are viable as none produce a positive land value and the level of the BLV becomes irrelevant. This supports the Applicant's assessment that the retention 42 to 46 Thomas Street or its facades are not viable.

Scenario 3 and 3b were not reviewed as these are for the implementation of the consented scheme which can only be achieved by demolishing the listed buildings. Similarly, their option for office use, also relates to the consented scheme.

Based on this independent assessment, the applicants have concluded that in order to retain 42-46 Thomas Street in their entirety, it would be necessary to build a 17 storey building at the junction of Thomas Street and Kelvin Street, to deliver a 20% profit with zero land value or a 10 storey building to deliver the same profit level as the 2017 consent. This level of development would have an adverse impact on the setting of 7 Kelvin Street, other adjacent listed buildings and the character of the conservation area.

The applicants have stated that the design risk involved with achieving a solution which retains the buildings is such that it would be unviable regardless of the scale of the new build corner block.

### Impact on the Character and setting of the Conservation Area and setting of 7 Kelvin Street.

The cumulative impact of any development on this site needs to contribute positively to the long-term protection and enhancement of the Conservation Area as an entity and to the setting of 7 Kelvin Street.

The total loss of 42-46 Thomas Street and the change in character of the streetscape as per the 2017 consent, would have less of an impact on the character and setting of the conservation area than the viable alternatives set out above. The approved development would facilitate the authentic restoration/repair of 7 Kelvin Street which is recognised as being the most significant component of the building group. This would be a heritage benefit which would balance the less than substantial impact.

The newly listed building would be balanced by the restoration of 7 Kelvin Street and the restoration and enhancement of this prominent part of the streetscape.

### Conclusions and Case to support demolition

Alternative forms of development could deliver some of the same benefits as the 2017 consent and retain some of the historic fabric of 42-46 Thomas Street. In terms of heritage impacts, both a façade retention and conversion would result in the loss of a substantial amount of historic fabric. It would also require a tall building on Thomas Street to make it viable in a manner comparable with the 2017 approval. This would cause harm to the setting of 7 Kelvin Street, the character and setting of the conservation area and the streetscape. This would clearly diminish some of the benefits that would be delivered through the implementation of the 2017 consent.

These scenarios assume a write off of the purchase price and the costs of securing planning permission and so the comparison of the level of return against the consented is not a true like for like comparison.

The buildings have continued to deteriorate but in line with paragraph 191 of the NPPF, the deteriorated state of the listed buildings has not been taken into account in the evaluation of this application. The future of the site is bleak unless the consented scheme progresses.

Values might change in the longer term but without the funding that the Development would release or some form of grant funding, the restoration and secure future of 7 Kelvin Street cannot be assured. A number of local businesses have made representations to support the proposals and it is evident from these that the continued deterioration of the site is having a detrimental impact on the area and attracting anti-social behaviour which could discourage potential customers which at this time could be even more of an issue for the continuing viability of adjacent businesses.

Response to Historic England's and Georgian Society's comments - Officers believe that the demolition would release substantial public benefits which outweigh the loss of 42-46 Thomas Street.

Notwithstanding this in terms of the alternative tests the following is noted:

*a) the nature of the heritage asset prevents all reasonable uses of the site;*

There are physical challenges associated with converting 42-46 Thomas Street to alternative uses which could prevent all reasonable uses of the site, not least the level of harm caused by the alterations required to facilitate those alternative uses.

*b) no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation;*

A Viability Assessment concludes that any form of development involving the retention of all or part of 42-46 Thomas Street is not viable, and it is difficult to see how an alternative residual development appraisal would produce a positive land

value for these buildings in isolation. It may be difficult for developers to secure finance for acquisition and refurbishment. This does not mean that the building has no commercial value and, theoretically, a buyer may buy it now on the basis of potential uplift in the future. It is therefore questionable whether it would be worth going through a market testing exercise. As detailed above even at zero value the retention of 42-46 Thomas Street would require a 10 storey building to be built at the junction of Kelvin Street and Thomas Street to facilitate the retention, restoration and repurposing of the listed buildings.

*c) conservation by grant-funding or some form of not for profit, charitable or public ownership is demonstrably not possible;*

The applicants have contacted the National Lottery Heritage Fund, Heritage Trust for the Northwest and Architectural Heritage Fund. Architectural Heritage Fund. The National Lottery Heritage Fund have confirmed they would not be willing/are able to support the site. The Heritage Trust for the Northwest did not respond as they are no longer operating. On the basis of the Viability Assessments it is highly likely that there is any charity, non for profit or private developers who are willing to acquire the site at a loss with the listed buildings retained.

*d) the harm or loss is outweighed by the benefit of bringing the site back into use.*

The arguments in relation to facilitating the development of the wider site are clearly set out above.

In pre-application discussions in December 2014 in relation to 42-48 Thomas Street Historic England stated that:

- “the many alterations of the interior during C20 have to a large extent erased the original floor plan and layout of the buildings and very little of significance remain”
- “The facades have been altered over time and the current expression is confused in its detailing” ;
- “the interior of the buildings are much altered and of no significance in their own right”
- “We acknowledge the difficulties of operating a successful business within the current layout and also welcome the potential to bring more life back to Back Turner Street. We therefore consider it acceptable to demolish the buildings provided the replacement respects the current rhythm of the existing buildings in the streetscape and enhances the character of the conservation area.

### **Summary and conclusions in relation to consideration of the merits of the proposals within the National and Local Policy Context relating to Heritage Assets**

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. 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. However section 72 of the Act also 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.

Of particular relevance to the consideration of this application are paragraph's 192, 193, 194, 195, 197 and 200.

The NPPF (paragraph 193) stresses that great weight should be given to the conservation of heritage assets, irrespective of the level of harm. 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.

The demolition of 42-46 Thomas Street would cause substantial harm. The tests required to be met by paragraph 195 relating to assessment of substantial harm are set out above. The impact on the Smithfield Conservation Area and setting of 7 Kelvin Street and other adjacent listed buildings would be less than substantial and this was acceptable in the determination of the 2017 applications.

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.

The public benefits arising from the development, are clearly set out above. The harm to the setting of 7 Kelvin Street and character of the Smithfield Conservation Area will not be fundamentally compromised and the impacts would be outweighed by the public benefits.

It is considered that there would be substantial public benefits realised from the wider Development which the demolition of 42-46 Thomas Street would facilitate and, in the case of impacts on the conservation area, these benefits would outweigh the level of harm caused. The benefits are consistent with paragraphs 195 and 197 of the NPPF. For the reasons set out above it is also considered that there has been special regard to the desirability of preserving the building, its setting and the features of special architectural or historic interest which it possesses and in relation to sections 16,66 and 72 of the Planning Act the case for demolition has considered the desirability in relation to preservation and enhancement in respect of both the listed buildings on the site, their setting and the conservation area.

Given the exceptional circumstances and relative historic value of 42-46 it is not viable or practical to retain and adapt the buildings to accommodate a new use. The applicants are committed to delivering the consented scheme and has submitted applications to discharge the pre-commencement conditions attached to the 2017 consents.

It is considered that alternative options would all have a detrimental impact on the setting of 7 Kelvin Street, any retained element of 42-46 Thomas Street itself as well as the character and setting of the conservation area. A retained façade would present an entirely unsatisfactory solution to the conservation of the site which would

be dominated by the new build elements and also compromise the architectural integrity of the streetscape. The result would be both architecturally unsatisfactory, compromising the character and appearance of the streetscape.

Paragraph 015 in the NPPG states that harmful development may sometimes be justified in the interests of realising the optimum viable use of an asset notwithstanding the loss of significance caused, and provided the harm is minimised.

Alternative schemes that are viable which would be necessary to allow the site owners to bring forward a viable development and retain the buildings would cause a high level of harm to the character of the conservation area and the setting of 7 Kelvin Street and indeed the retained building at 42-46 Thomas Street as illustrated in the images above.

The elevational rhythms, massing, scale, and alignment of the new-build component would respond positively to its context: The design would successfully mitigate the impact of the increased scale on the setting of 7 Kelvin Street. The contemporary design responds positively to the local character, history and the fabric of the immediate surroundings, in accordance with NPPF paragraph 127 adding interest to its setting, such that it causes no material harm. It is considered that none of the unviable alternatives would achieve that same positive response. This equally applies to the setting and character of the Conservation Area.

The historic fabric of 42-46 Thomas Street could be repaired and the building re-used. However there would be challenges with matters such as thermal and acoustic upgrades etc. The level of historic incremental alteration overtime which has eroded the understanding of the original any layout of these buildings shows the difficulties of using the internal spaces effectively for modern occupation. Further impacts on the layout and its type which was a key determinant in the decision to list it would be required and would not be financially viable. The acknowledged and substantial benefits to be derived from the consented scheme would therefore be lost.

### **Archaeology**

It is noted that should the total loss of 42-46 Thomas Street be supported that a condition would be attached to any consent granted which would require a Level 4 Building Recording. This requires a comprehensive analytical record drawing on the full range of available resources and discuss the building's significance in terms of architectural, social, regional or economic history and would comprehensively record the evidence that remains of the three storey workers' cottages and this will provide an additional level of mitigation for it loss.

### **Sustainability and Embodied Carbon**

Good practice sustainability measures in the design to would ensure an energy efficient development but the listed building is exempt from compliance with Part L of the 2013 building regulations.

The design applies a range of environmental design principles and achieves high levels of fabric energy and water efficiency. Policy EN 6 requires development to

achieve a 15% Carbon Reduction over Part L 2010 Compliancy of the Building Regulations. This equates to a 6% Carbon Reduction over Part L 2014 Compliancy. The predicted site wide reduction in CO<sub>2</sub> over Part L 2014 of the Building Regulations is 7.7%. This would be achieved through: PV's at roof level; the use electric heating and hot water, the U Value and design targets specified exceed Part L 2014 compliance. Other measures include high levels of insulation with minimal thermal bridges, Passive solar gains and internal heat sources, excellent level of airtightness, good indoor air quality by openable windows.

If the current building fabric was retained and upgraded to meet Building Regulation standards, the annual operational carbon of the apartments would be 42.9 Tonnes of CO<sub>2</sub>. Comparatively, the annual operational carbon of the apartments within the approved scheme is 24.1 Tonnes of CO<sub>2</sub>, which is a 43.8% reduction and saving of 18.8 Tonnes of CO<sub>2</sub> per year. Based on a minimum 60-year building lifespan of the new build development, the refurbished development would produce 2,572 Tonnes of CO<sub>2</sub>, compared with the 1,445 Tonnes of CO<sub>2</sub> from the new build scheme.

About 20-30 years ago when you looked at whole life carbon profile of buildings the split would have been a third to two third embodied vs operational. However, the decarbonisation of the national grid, improved building envelope performance and the improved energy efficiency of equipment has resulted in a significant shift, whereby the operational aspect is now much lower in proportion, and for well-designed buildings, moving ever closer to zero. Meanwhile the embodied energy has remained static and is the current challenge in construction.

Therefore, reducing embodied energy in buildings is a key target for the Thomas Street development. The civil and structural design seeks to provide an optimal built form and promote the recycling of materials. This is being achieved by the following: -

1. **Optimisation of structural form:** The column grid would work within both the residential and ground floor spaces so a large transfer structures is not required at Level 01. This has reduced the overall use of material and embodied carbon. This lean approach to design ensures that the building is not overdesigned, meeting the clients brief and performance specification with a minimum use of structural material.
2. **Material specification:** where viable, the specification of materials would use the lowest embodied carbon option. For example, when specifying concrete, it is possible to almost half the amount of CO<sub>2</sub> by specifying "eco" mixes and is dependent on supplier experience and availability, within the commercial bounds of the project.
3. **Material reuse and sourcing:** Aside from the retained existing building on the site, the development seeks to explore the re-use of demolition material generated by the works. The new foundations could use demolished brickwork or concrete as aggregate for re-use as fill to the redundant basements. Where new elements are required and cannot be formed from existing stock, materials would be sourced from local suppliers and supply chains, reducing the embodied carbon associated with transportation as much as possible. Additionally, new materials will all be assessed against the BRE's The Green Guide to Specification, which uses an environmental

profile methodology that determines environmental impact of materials. As part of this, and in order to fully take advantage of materials that have low embodied carbon, the project team will guarantee that new elements key to the scheme will be specified to achieve ratings of between A+ and C under The Green Guide's ratings.

In summary, this environmentally considered approach to the design, detailing and construction of the civil and structural engineering aspects saves on CO<sub>2</sub> emissions whilst also ensuring commercial viability of the proposals.

### **Historic England's comments and Viability**

The applicants have stated the following in relation to why they would deliver a scheme which would only produce a level of profit below that normally required.

- The delivery of the approved scheme still offers the best opportunity to recoup at least some of the significant investment which has already been made to this stage, as indicated by the viability assessments;
- Full funding remains in place to deliver the project through to conclusion. They have a build partner to deliver the site as soon as they are able to and they continue to be inundated with enquiries from occupiers for both the commercial and residential space; and
- There is also the possibility that they and their partner would look to hold the property long term themselves ourselves to deliver a return over a longer period.

### **Response to Objectors comments**

- The long standing business that occupied the building were the site owners and chose to sell up and relocate as the premises was no longer considered acceptable for their modern business needs;
- Every application is judged on its own merits and there are very specific circumstances relating to the wider Development site, its prominent location within the Conservation Area, the sites single ownership and the post 2017 consent listing of 42-46 Thomas Street which would preclude it from setting a precedent for future developments;
- Without support for this application it is possible that due to further deterioration of the listed buildings on the site that the most valuable heritage asset 7 Kelvin Street would be lost;
- Conservation is only one aspect of sustainable development;
- The building was partially occupied with some areas needed additional support to arrest the deteriorating condition of the building and not in active use; and
- This Report has demonstrated that it is not viable in the short to medium terms to give 42-46 Thomas Street a new lease of life through sympathetic conversion. However the approval of this application will facilitate the achievement of these aims for 7 Kelvin Street.

### **Conclusion**

Supporting the proposed demolition of a grade II listed building should not be taken lightly and should require exceptional circumstances with significant public benefits. Decisions need to balance the assets historic significance against other issues such as its function, condition or viability.

There is an important link between economic growth, regeneration and the provision of new high quality housing. There is an acknowledged need to provide high quality residential accommodation in the city centre in order to support and sustain growth of the region's economy.

Officers have been mindful that consideration of the historic environment and its heritage assets is a principal objective of sustainable development. Sustainable development has three broad roles: economic, social and environmental. The environmental role is "contributing to protecting and enhancing our...historic environment..." amongst other things (paragraph 7 NPPF). This would include preserving and enhancing the historic streetscape, the setting of adjacent listed buildings and the character of the conservation areas, all of which is undermined by the condition of the site, its buildings and its vacancy.

Social benefits would be derived from an appreciation of the above and the use of the ground floor and the basement. Economic benefits would be derived from job creation including supply side employment and the provision of additional housing for which there is a proven demand. None of this is provided at the site currently and is unlikely to be so for some considerable time if the demolition is not supported.

The proposal would simultaneously deliver these gains and deliver a sustainable development solution. The harm caused would be substantial but the circumstances of the 2017 listing; the continued vacancy; and the poor impression that this presents in terms of the character of the streetscape, setting of adjacent listed buildings and the Smithfield Conservation Area, are such that this exceptional level of harm is on balance considered to be acceptable and necessary to deliver the optimum viable use of the Wider Site.

The scale of wider Development which an approval would facilitate, its proportions and materials relate to the immediate context. It would enhance the prosperity of the area and respect its special architectural and visual qualities

Should these proposals not be supported the further deterioration of the site and the buildings within it is considered to be a realistic prospect. It should also be noted that consent has also recently been granted for a hotel on the adjacent site (52-58 Thomas Street (application ref no: 123215) and should this now as expected also be brought forward there would be a wholesale removal of considerable blight to the character and value of the Northern Quarter to the City which is currently detrimental to the wider image of the City.

As set out in the NPPF all grades of harm, including total destruction, minor physical harm and harm through change to the setting, can be justified on the grounds of public benefits that outweigh that harm taking account of the 'great weight' to be given to conservation and provided the justification is clear and convincing (paragraphs 193, 194 and 195).



The public and heritage benefits would secure the objectives of sustainable development. Great weight must be given to conservation but it has been demonstrated that delivering the substantial public benefits and securing the sites optimum viable use could not be achieved with less or no harm by alternative design.

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.

On balance given the overall policy support for the proposals, and notwithstanding the heritage harm, the proposals represent sustainable development and will bring significant social, economic and environmental benefits, as such they merit the granting of Listed Building Consent.

It is considered, therefore, that, notwithstanding the considerable weight that must be given to preserving the setting of the listed buildings and conservation areas as required by virtue of S66 and S72 of the Listed Buildings Act 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, 194 and 195 of the NPPF and that there is a clear and convincing case to support the harm which is outweighed by the benefit of bringing the site back into use.

The proposal would facilitate the sustainment and enhancement of the most significant heritage asset (7 Kelvin Street) which would make a positive contribution to local character and distinctiveness and therefore meets with the requirements of paragraph 192 of the NPPF.

Local planning authorities should not permit loss of the whole or part of a heritage asset without taking all reasonable steps to ensure the new development will proceed after the loss has occurred (paragraph 198) and given this to incentivise the application to deliver the development, consent will be granted until May 1<sup>st</sup> 2021 when the 2017 consents expire and a condition will be attached to any consent granted to ensure that no demolition will take place until a contract for the whole approved development is in place.

**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 Director 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 MINDED TO APPROVE** : subject to referral to the Secretary of State in accordance with the Arrangements for handling heritage applications – notification to Historic England and National Amenity Societies and the Secretary of State (England) Direction 2015

### **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 application. This has included on going discussions about the potential options which would allow the listed building or some of the fabric such as the facade to be retained and the various viability assessments which would be required to support that view along with pre application advice about the information required to be submitted to support the application.

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

1) The development must be begun not later than 01-05-21 to align the permission implementation deadline with the consents granted under application ref no's 113475/FO/2016 and 113476/LO/2016

Reason - To ensure a satisfactory development in line with the requirements of Section 16 of the NPPF and sections 16,66 and 72 of the Listed Building Act 1990 and 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 plans 05013 MP 01 2201, 05013 MP 00 05000, 5001 and and 00 2200 Rev A;

(b) Dwgs 05013 B1 02 5099, 05013 B1 02 5100, 05013 B1 02 5101, 05013 B1 02 5102 and 05013 B1 02 5103 ;

(c) Dwgs 05013 B1 02 2199 Rev A, 2200 Rev A, 2201 Rev A, 2203 Rev A, 2204 Rev A, 2205 Rev A and 2206 Rev A (113475/FO/2016 and 113476/LO/2016);

(d) Dwgs 05013 B1 04 2200 Rev A and 2201 Rev A (113475/FO/2016 and 113476/LO/2016);

(e) Dwgs 05013 B1 05 2201 Rev A, 2202 Rev A, 2203 Rev A and 2204 Rev A (113475/FO/2016 and 113476/LO/2016); and

(f) Dwgs 05013 B1 10 4200 Rev A, 42001 Rev A, 4210 Rev A, 4300 Rev A, 4301 Rev A, 4310 Rev A, 4401 Rev A, 4400 Rev A and 4401 Rev A (113475/FO/2016 and 113476/LO/2016);

(g) Dwgs 05013 B1 03 2200 , 05013 B1 12 3204, 3205, 3207, 3206, 3208 and 3209 (113475/FO/2016 and 113476/LO/2016);

(h) RED PARTNERSHIP Climate Emergency - Carbon Statement Residential Development, 42-50 Thomas Street, Manchester and WSP's e-mail dated 22-05-20 in relation to Embodied Carbon and the Sustainability Agenda

Reason - To ensure that the development is carried out in accordance with the approved plans and pursuant to Core Strategy SP 1, CC9 , EN3 and DM 1 and saved Unitary Development Plan policies DC18.1, DC19.1 and DC20.

3) The demolition hereby permitted shall not be undertaken before a contract for the carrying out of the building works for the redevelopment of the site as approved under application ref no's 113475/FO/2016 and 113476/LO/2016 has been agreed and signed and evidence of that contract has been supplied to the City Council as local planning authority and the works to 7 Kelvin Street set out in condition 4 have been carried out in accordance with the approved programme.

Reason - In the interests of visual amenity and for the avoidance of doubt, and to ensure that redevelopment of the site takes place following demolition of the existing building pursuant to saved policy DC18 of the Unitary Development Plan for the City of Manchester, policies SP1, EN3 and DM1 of the Core Strategy and the National Planning Policy Framework.

4) No soft-strip or demolition shall take place until the applicant or their agents or successors in title has secured the implementation of a programme of historic building survey. The survey is to be undertaken in accordance with a Written Scheme of Investigation (WSI) submitted to and approved in writing by Manchester Planning Authority. The WSI shall cover the following:

1. A phased programme and methodology of investigation and recording to include:
  - historic building survey (Level 4)
  - a watching brief on the soft-strip and demolition
2. A programme for post investigation assessment to include:
  - analysis of the site investigation records and finds
  - production of a final report on the significance of the heritage interest represented.
3. Dissemination of the results 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 16, Paragraph 199 - To record and advance understanding of heritage assets impacted on by the development

5) Notwithstanding the details as set out in condition 2 above no development shall commence 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) Details of a Phasing Plan and programme for the delivery of the consented schemes 113475/FO/2016 and 113476/LO/2016; and

(b) Details of a package of enabling works in relation to the additional support and strengthening works required to stabilize the core of 7 Kelvin Street;

All of the above shall be implemented in accordance with the approved details

Reason - Given the further deteriorated condition of 7 Kelvin Street since the granting of the 2017 consents, to ensure that works are sequenced to ensure the prioritisation of stabilizing 7 Kelvin Street and necessary structural works to secure its retention and refurbishment prior of any demolition of 42-46 Thomas Street taking place. 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) If during works to demolish the buildings hereby permitted any sign of the presence of bats if found, then all such works shall cease until a survey of the site has been undertaken by a suitably qualified ecologist and the results have been submitted to and approved by the Council in writing as local planning authority. Any recommendations for the protection of bats in the submitted document shall be implemented in full and maintained at all time when the building is in use as hereby permitted.

Reason - for the protection of bats and in order to comply with the Habitats Directive and pursuant to Core Strategy Policy EN15.

7) Notwithstanding the findings within Bat Survey Report (REC, August 2019), if demolition works have not commenced by April 2021 an updated survey including an assessment of change and any new mitigation and/or licensing that may be required as a result of new evidence shall be submitted to and approved in writing by the City Council as Local Planning Authority

Reason - for the protection of bats and in order to comply with the Habitats Directive and pursuant to Core Strategy Policy EN15.

**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: 125871/LL/2020 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.

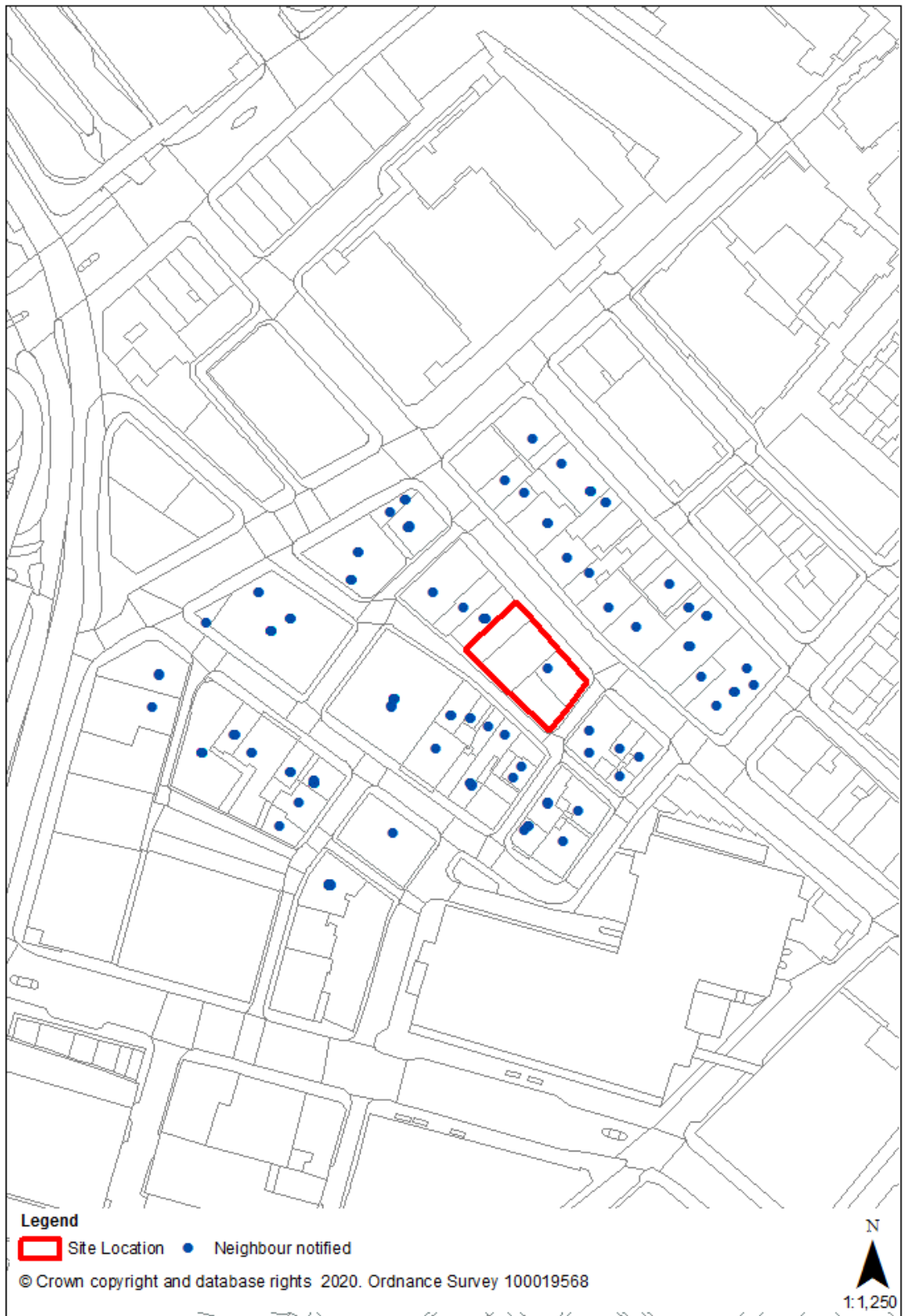
**The following residents, businesses and other third parties in the area were consulted/notified on the application:**

**Historic England (North West)  
National Amenity Societies  
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



<b>Application Number</b>	<b>Date of Appln</b>	<b>Committee Date</b>	<b>Ward</b>
125655/FO/2019	9 December 2019	27 August 2020	Deansgate

**Location** Land Bounded By Water Street And The V&A Hotel To The West, The Bonded Warehouse And Railway Viaducts To The South, Atherton Street & Granada House To The East And Quay Street & The Globe & Simpson Building To The North, Manchester

**Applicant** Union Living Limited, C/o Agent

**Agent** Mr Niall Alcock, Deloitte Real Estate, 2 Hardman Street, Manchester, M3 3HF

### **BACKGROUND**

Consideration of this application was deferred at Committee on 27 August 2020.

At its meeting on 30 July 2020 the Committee resolved that it was 'minded to refuse' this application on the grounds that the number of units proposed was too large and it did not provide sufficient parking for disabled people. They requested officers to bring a report to the next meeting to address these concerns.

At the same meeting, the Committee approved a scheme of exactly the same nature immediately on the opposite side of Water Street (126648/FO/2020) that was 4 storeys taller, with the same parking arrangements. This application raised the same planning and policy issues, in the same context, as the scheme that is now under consideration.

Members were advised that the resolution of the Executive regarding Co-living is not formal planning policy but is a material consideration. The caution expressed in the Executive report referred to the total number of units that could be supported in the first instance, ie upto 5000 units in a restricted number of locations including St Johns. There was no suggestion in the report about limiting the number of units in an individual scheme and, pepper potting a series of smaller schemes within the areas identified as being suitable, would have many adverse consequences for those areas in terms of their ability to accommodate the commercial development that is essential to their success, and that of the City Centre and Manchester. On this basis Officers do not believe that the application could be refused on this basis.

The Executive report noted that car parking would not generally be a component of a Co-living scheme and 126648/FO/2020 was approved by the Committee at the last meeting. The applicant has secured access to 35 parking spaces within the basement of Manchester Goods Yard which they would only make available to residents who are disabled and require a parking space. These spaces would be available to residents who have access needs in this proposal and the T2 scheme that was approved at the last meeting.

Officers did not believe that a reason for refusal on the basis of a lack of parking for disabled people could be substantiated but advised that if Member were sufficiently

concerned the following reason was suggested but there would be no policy basis for such a reason;-

The application does not provide sufficient parking facilities for disabled people.

Notwithstanding the suggested reason for refusal, for the reasons set out above and in the remainder of this report, the recommendation of Officers was that the application be approved subject to a s106 agreement

At the meeting on 27 August, the Committee resolved that it was 'Minded to refuse' the application on the basis that the number and size of co-living units do not conform to current space standards and the terms set out within the Co-living in Manchester report to the Executive (3 July 2020).

The application was deferred and officers were requested to bring a report to the next meeting which addresses these concerns.

The room and apartment sizes within the accommodation which could be used as a permanent home fully comply with the City Councils space standards. The accommodation that would be used for short term lets could not be used as a permanent home and as such our space standards would not apply. This accommodation would be suitable for those who have a short term need and who would otherwise stay in a hotel or serviced accommodation where spaces would be similar in size. To clarify space standards do not apply to such accommodation. However, the benefit of this proposal is that it would have a level of amenity and ancillary support accommodation that would not be available in hotels or serviced accommodation. The proposal does conform with the terms set out in the report to the Executive on co-living and this is set out in the main body of the report. On this basis officers do not believe that a reason for refusal on this basis could be substantiated.

Planning law requires that planning decisions have to be made in the context of National Legislation and government Guidance and with the Core Strategy. A full analysis of all the relevant issues is presented in the report and this scheme is wholly consistent with National Legislation and government Guidance and with the Core Strategy. On this basis, there are no any policy based reasons for refusal and the recommendation remains that the application should be approved.

Should members resolve to refuse the application, contrary to advice, they may wish to consider the following:-

The standard and nature of the accommodation is not acceptable.

Notwithstanding this, for the reasons set out above and in the remainder of this report, the recommendation is that the application be approved subject to a s106 agreement



## **INTRODUCTION**

Co-living is a relatively new concept to Manchester and the UK but is established in India and major American cities such as New York, San Francisco and Los Angeles. It is common in a number of high demand European cities such as Berlin, and interest is beginning to emerge in London and other UK cities.

There is not a standard definition of Co-living but it typically comprises a private living space with an ensuite bathroom with access to shared communal facilities such as kitchens, dining, other facilities and shared amenity space. It can comprise studios and 'cluster-style flats' in which bedrooms can be rented out individually or in groups. Schemes may share some of the characteristics of private rented sector (PRS) schemes, such as shared amenity space with one, two and three bed units. There are also some similarities to short-term serviced provision.

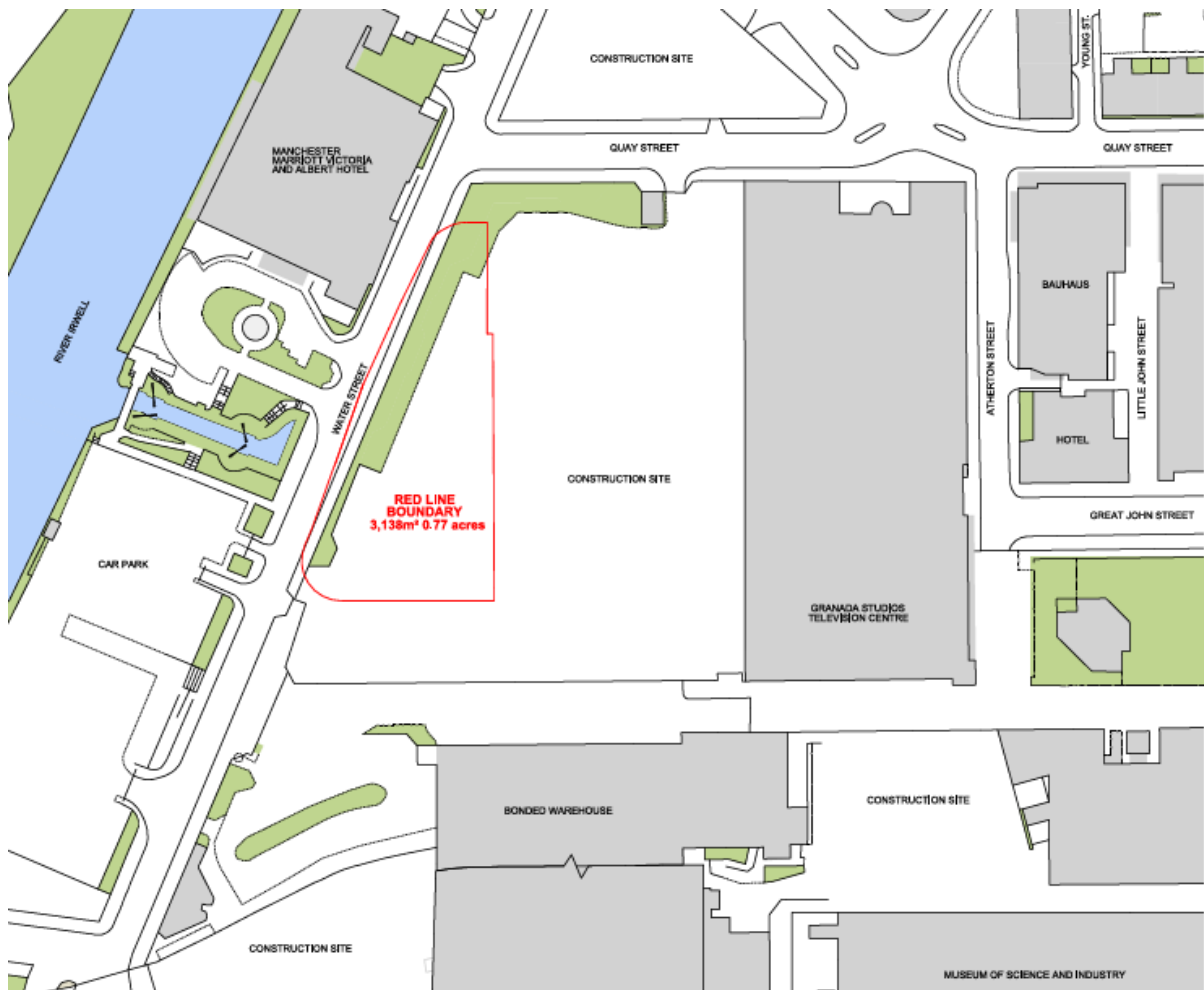
This use does not fall within a use class under the Town and County Planning (Use Classes) 1987 Order (as amended) and is classified as Sui Generis. There are no policies within either the National Planning Policy Framework (2019) or Core Strategy which relate to this type of accommodation. As it is classed as Sui Generis, schemes are not required to conform to the nationally prescribed space standards. Units that do not comply with the space standards would not be acceptable as permanent homes in Manchester and tenure lengths should be restricted.

The Executive endorsed a report in July 2020 on Co-living following a period of consultation, Co-Living is a relatively new concept in the UK and the market is ahead of policy. There is no current National or Local Policy guidance in relation to this product.

Shared living has a flexible tenure and aims to meet the needs of agile workers seeking well managed accommodation with all-inclusive bills with no-strings attached. It seeks to offer privacy within a communality with social spaces and often an active social programme. It is anticipated that the accommodation would be attractive to those who might otherwise live in house share / house in multiple occupation. It offers shared amenities, typically all-inclusive of bills and with more flexible occupancy terms than a standard residential tenancy. Co living should add value to existing wider, economic-led, regeneration frameworks, drive employment, create place and support the talent needed to support growth. Co-living developments would require quality design and space standards, except where there is a compelling justification for an alternative approach. At the current time these opportunities are considered to be limited to within the St Johns, First/Corridor and Piccadilly/Northern Quarter.

## **THE SITE AND ITS SURROUNDINGS**

The site, known as T1, is 0.32 ha and bounded by Water Street, Manchester Goods Yard, and Grape Street. It is accessed from Water Street and is in use as a construction site for Manchester Goods Yard. The original planning permission (114385/FO/2016) approved the Manchester Goods Yard offices and a residential 'Tower (T1). Manchester Goods Yard is under construction and this proposal would replace the 'T1' element of that permission.



The Victoria and Albert Hotel is to the north and the Factory is to the south. The St John's area has changed considerably over the past 5 years with office schemes implemented at the Bonded Warehouse, and ABC Buildings. Other substantial office schemes are under construction that will deliver around 40,000 sq m of floorspace. The Factory is due for completion in 2023.

Spinningfields is to the north, a business and commercial district with high profile tenants with banks and national and international occupiers with homes in Leftbank. There are residential buildings at Bauhaus and St. John's Gardens. The site is in the Castlefield Conservation Area and is part of a Masterplan and SRF. There are no listed structures on site and the. The Grade II Listed Victoria and Albert Hotel and the River Irwell are to the west with hotels and office uses on the other side of the river.

There are a number of Grade II listed structures and buildings within the immediate vicinity of the site including the Bonded Warehouse, the Zig Zag Viaduct, Victoria and Albert Hotel, and the Manchester and Salford Junction Canal tunnel (located underneath the annexe building to the former Granada HQ Building). Within the adjacent MoSI site is the former train / goods station which is Grade I listed, and 6 Grade II listed buildings, including the Bonded Warehouse, the Colonnaded Railway Viaduct and warehouse buildings. Other Grade II listed buildings in the immediate area are the Manchester and Salford Junction Canal Tunnel, the Great John Street Hotel, which is opposite the site on Atherton Street

and the Albert Warehouse Quay, which is occupied by the Marriot Hotel, on Water Street. The St Johns Conservation Area is to the east.

The site is highly accessible with Deansgate Metrolink station, Deansgate, Oxford Road, Salford and Victoria stations and bus routes, nearby. Salford Central and Deansgate stations have been upgraded as part of the Northern Hub programme. Their capacity has been enhanced with improved service frequency and shorter journey times. Metrolink stops at St Peter's Square and Deansgate-Castlefield are within walking distance and the Metroshuttle service operates from Lower Byrom Street and Deansgate.

A Co-living scheme is proposed on a site on the opposite side of Water Street, known as T2. It proposes the erection of a 36-storey; public realm, including the first phase of a new riverside walkway, and improvements to the canal inlet (Ref:126648).

The site is partially in Flood Zone 1 and partially Flood Zone 2. The River Irwell is 75m to the north-west, and an inlet from an underground water course to the north. There is no ecology on the site.

### **DESCRIPTION OF PROPOSED DEVELOPMENT**

Planning Permission has previously been granted for the demolition of all buildings and structures and the erection of a 32 storey residential building comprising 350 homes (Class C3) with retail uses at ground floor (Classes A1/A2/A3/A4); an 8 storey mixed use building comprising workspace (B1), with retail uses (Classes A1/A2/A3/A4) and residential live/work uses; and, the creation of new public realm, landscaping, car and cycle parking, access and other associated works.

This proposal would supersede the Tower 1 element of the previous permission with a 32 storey building comprising 390 Co-Living Apartments with 210no. 2-, 3- and 4-bed shared apartments and 180no. studios with 870 Bedspaces. There would be ancillary amenity space on four floors consisting of residents' amenity space, a gym, commercial space, and self storage. There would be 152 cycle spaces in the building and 40 sheffield stands in the public realm.

80% of the 870 bedspaces would be within the Duo, Trio or Quad units which would all be single occupancy. The Duo, Trio and Quad (2, 3 and 4 bed) units could be a primary residence and would only be available on tenancies from 6-months upwards. When single occupancy is taken into account, each of the shared units meets or exceeds NDSS, without taking into account access to shared amenity. Bedroom areas would provide as much useable floorspace as possible. Each apartment will have a shared communal kitchen and lounge.

The studios would be available solely on short-term lets, up to 6 months in length, so would not be a primary residence. This would be controlled via the Section 106 Agreement.



### **Appearance**

The building has been designed to be read alongside T2 and the appearance and size of both towers is similar. T1 would have a grid that would be expressed over an inner solid box. The grid is a silver - grey metallic colour and the black core is a combination of back-painted glass spandrel panels, solid matt black painted aluminium panels, matt black painted aluminium louvres and clear glazing. The top of the grid would be extended above the roof line with black vertical blades infilling between the silver-grey columns to express the crown. A block of the black “box” is exposed at the top of the north side of the building to balance the elevation with the exposed ground and first floor “box” on the south side. The dark contrast building core is exposed at the ground and first floors at the south end of the building that looks out on to Festival Square to give it visual prominence.

### **Access**

All residential, commercial and amenity areas would be level from the street or via the lifts in the buildings core. The public areas would be compliant with Part M of Building Regulations. Four accessible units would be available upon occupation with fully accessible bathrooms and adequate turning spaces. An additional 26 Studio+ apartments are fully adaptable. All entrances would be level and entrance widths comply with or exceed statutory guidance. Main reception areas are on the ground floor and the lifts are fully accessible.

### **Servicing and Waste Management Arrangements**

Most servicing would be at restricted times to avoid periods of high pedestrian activity. The servicing and waste collection arrangements would comply with the City Councils Waste Storage and Collection Guidance for New Developments. A private

waste operator would collect waste on a regular basis with the management company ensuring that the internal and external areas are kept clean. Residents would use waste chutes from a lobby on each floor using colour coded buttons. There would be three waste streams with an automated tri-separator to segregate waste and these would be colour coded to help management and compliance. The waste streams are general (including food waste); mixed dry recyclables mixed glass; plastic bottles; foil, food tins; drink cans; and pulpable mixed paper and card.

The building managers would monitor the waste accumulation and call the waste operator as necessary. Given the scale and nature of development, it is possible that several refuse collections would be made per day.

### **Cycle & parking**

35 parking spaces would be made available to only disabled people in the basement of Manchester goods Yard and spaces are available at nearby car parks including 35 spaces at Spinningfields MSCP. There is a dedicated drop off bay at the front of the building on Water Street. Residents are expected to use public transport or walk and cycle. There are 152 secure cycle spaces would be provided in the basement and 40 cycle spaces are proposed in the public realm. The developer would monitor the demand for cycle parking as part of the Framework Travel Plan. If there is an evident shortfall in the parking provision against demand, then the developer will consider alternative options and would review those options with TfGM.

### **Landscape and Public Realm**

The red line boundary is unchanged from the approved development on-Site. The public realm is part of the St John's public realm masterplan area and the materials used would continue those used in St Johns and would include trees and furniture. Some tree positions and screens would mitigate the effects of winds along Water Street. 18 trees are proposed as part of the public realm masterplan.

The application is supported by the following documents:

Planning application, certificates and notices

Existing plans, sections and elevations

Existing plans, sections and elevations

Proposed plans, sections and elevations

CGIs

Planning and Tall Building Statement

Statement of Community Consultation

Design and Access Statement

Archaeological Desktop Report

Public Realm Strategy

Environmental Standards Statement and BREEAM Pre-Assessment

Energy Statement

Ecological Assessment

Crime Impact Assessment

Travel Plan Framework

Site Waste Management Strategy

TV Reception Survey

Viability Assessment  
 Ventilation Strategy  
 Residential Management Strategy  
 Explosive Ordnance Threat Assessment  
 Environmental Statement (This is part of an EIA that covers St John's Place, Central Village and T1, T2 (formerly Riverside) and the St John's Energy Centre)

## CONSULTATIONS

### Local Residents/Businesses

The planning application has been advertised as: - a major development;- affecting the setting of listed buildings; affecting a conservation area; EIA and a development in the public interest. Site notices have been displayed and businesses and residents in the area notified of the application.

2 letters of objection state the plan for transport does not meet the realistic requirements of the proposed users of the development. Under the Councils proposals for travel all traffic is thrown onto the Inner Ring Road and Liverpool Road/Water street south side only.

The taxi drop off for the building is clearly inadequate for a development which contains business meeting space. An average might be 2 an hour but actual use is unlikely in the extreme to be so spaced;

The proposal for goods deliveries is even less realistic relying as it does on "co-ordination" of deliveries and a short time slot for each. Catering supplies will be frequent for a site with catering facilities as proposed and in addition deliveries to the homes of at least 806 persons varied as they may be are extremely unlikely to "co-ordinated";

The idea of "co-ordinating" refuse/ recycling services is currently difficult. Creating a building for use by 806 plus residents and the public in such an inaccessible place is poor planning and contrary to the parameters set out as applicable. Opening Water Street as a through road might make the development slightly more feasible but it requires substantially better access provision;

I strongly object to high rise buildings in the City centre, without any consideration of availability of infrastructure. This is a high density area with more development underway to add to a major problem. This building will darken the surroundings in relation to sunlight and daylight.

Four letters of support have been received that note that UNION would revolutionise for city living. It will offer something the city doesn't have and would benefit so many, especially those who are new to the city. Not only those new to the city, but vital to those who are newly entering the job market, and help keep the talent in Manchester whilst young professionals establish themselves on a lower income.

This product can only be found in suburban areas e.g. Didsbury, Chorlton, Fallowfield and there is a lack of similar provisions in the city centre for young professionals to live and cohabit. UNION would provide social spaces and residents would feel they had a small community area to congregate. This would be a significant progression on the currently landscape of city living, with the majority of

apartments being 1 or 2 bed apartments in isolation, whereas this would be a game changer in having more opportunities for socialising and meeting new people. This aligns with much of the ideals of living in town with a sense of unity and social cohesion amongst residents.

The tailored activities allow people to meet during an activity or example a music event. The social spaces are dynamic with various events, meaning you will have an opportunity to decide and attend those events which most appeal but equally try out things I may previously would not of considered.

**Local Members** An objection has been received from Councillor Johns supported by Councillor Jeavons on the following grounds. The application was validated on 16<sup>th</sup> March 2020, and the statutory consultation period took place after the lockdown related to Covid-19 commenced. This may have suppressed community involvement.

Co-living as a concept is untested in Manchester and the Uk. The Council has agreed a cautious approach but the 870 bedspaces proposed alongside the 806 in (126648) is neither cautious or restrictive. The 1,676 bedspaces would represent an additional 10% of Deansgate ward's 16,726 population.

Co-living will not build a coherent community with a long-term interest in the city centre's success and these proposals will promote transience and disengagement in local community activity and encourage political disengagement. This runs counter to the goals of a thriving and sustainable city where we have a strong sense of citizenship and pride as described in the Our Manchester Strategy.

20% of do not comply with the City Council's space standards of 37 sq m for a one bed dwellings and therefore is restricted to 6 month lets. This is an entirely unacceptable solution. The acceptable solution is for the units to meet minimum space standards. They are a threat to the health and wellbeing of residents given their size of 19.5, 16.5, and 27 sq m.

Though the application is classed as 'sui generis', the Executive decision requires co-living developments to meet the Manchester Residential Quality Guidance. As co-living is not affordable housing, it should contribute in accordance with the city's affordable housing policy.

There are significant problems with co-living and social distancing and other infection control methods. Sharing spaces could be unpopular as people seek to protect themselves from the virus. Residents could be required to self-isolate in these spaces to the detriment of their health and wellbeing.

The collect 'as necessary' waste management strategy could lead to several refuse collections per day. This is entirely unacceptable and contradicts the objective that most of the service vehicles would avoid periods of high pedestrian activity. This will impact on local roads and adversely affect the pedestrian and cycling environment in the St John's. The demand on local roads from taxis and food delivery services has been improperly and insufficiently assessed. It is likely that this will cause significant pressure on local roads. If the constraints of the Council's weekly waste collection

are not sufficient, the development should be refused. Private waste collection is not an acceptable.

The Executive resolution requires co-living proposals to be safe and secure. The application does not consider future residents' anti-social behaviour as part of a safe and secure design.

Environmental Health – Have recommended conditions included in the report.

Highway Services – No objections. Conditions are attached in report to cover cycle parking (Condition 28) and co-living drop-offs (Condition 30).

City Centre Regeneration: No comments received.

Greater Manchester Police (Design for Security) – No objection

Greater Manchester Ecology Group – To be reported

Flood Risk Management Team – Recommended conditions

Environment Agency – No objection

Natural England-.No objection

United Utilities – No objection

Greater Manchester Archaeological Unit – No objection

Work and Skills – Local Labour condition

Manchester Airport, Civil Aviation Authority and NATS Safeguarding – Radar Mitigation Scheme required (Condition 36, as included in report).

Sport England – Objects to the application as it believes that the proposal makes no contribution to formal sports facilities, indoor or outdoor, to meet additional demand arising from the development. It requests a financial contribution towards off-site sports facilities and that the development incorporate the 10 principles of Active Design into its design.

## **Issues**

### **POLICY**

#### **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, CC3, CC4, CC5, CC6, CC7, CC8, CC9, CC10, H8 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 - This development would be in a highly accessible location and reduce the need to travel by private car which could contribute to halting climate change.

SO2. Economy - The scheme would provide new jobs during construction and would provide housing near to employment. This would support further economic growth and local labour agreements would deliver social value and spread the benefits of growth to reduce economic, environmental and social disparities, and to help create inclusive sustainable communities.

SO3 Housing - Economic growth requires housing for the workforce in attractive places. This proposal would be sustainable, address demographic need and support economic growth. Population growth of 20% between 2001 and 2011 demonstrates the attraction of the city and the strength of its economy.

SO5. Transport - This highly accessible location is close to public transport and would reduce car travel. .

SO6. Environment - the development would help to protect and enhance the City's 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; improve recreational opportunities; and ensure that the City is inclusive and attractive to residents, workers, investors and visitors.

### **Relevant National Policy**

The National Planning Policy Framework sets out the Government's planning policies for England and how these are expected to apply. It aims to promote sustainable development. The Government states that sustainable development has an economic role, a social role and an environmental role (paragraphs 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 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 proposal is considered to be consistent with sections 5, 6, 7, 8, 9, 11, 12, 14, 15 and 16 of the NPPF for the reasons set out below

Paragraph 80 states that planning decisions should help create the conditions in which businesses can invest, expand and adapt. Significant weight should be placed on the need to support economic growth and productivity, taking into account both local business needs and wider opportunities for development. This should allow each area to build on its strengths, counter any weaknesses and address the

challenges of the future. This approach will allow areas with high levels of productivity to capitalise on their performance and potential.

Paragraph 103 states that the planning system should actively manage patterns of growth in support of these objectives. Significant development should be focused on sustainable locations which limit the need to travel and offer a genuine choice of transport modes. This can help to reduce congestion and emissions, and improve air quality and public health.

Paragraph 117 planning decisions should promote effective use of land in providing 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.

Paragraph 118(d) Planning policies and decisions should: promote and support the development of under-utilised land and buildings, especially if this would help to meet identified needs for housing where land supply is constrained and available sites could be used more effectively.

Paragraph 122 - states that planning policies and decisions should support development that makes efficient use of land and includes a requirement to take into account local market conditions and viability and the desirability of maintaining an area's prevailing character and setting or of promoting regeneration and change.

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 130 states that permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions, taking into account any local design standards or style guides in plans or supplementary planning documents.

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 in an area, so long as they fit in with the overall form and layout of their surroundings.

Section 6 - Building a strong and competitive economy and Core Strategy Policy SP 1 (Spatial Principles), Policy CC1 (Primary Economic Development Focus), CC8 (Change and Renewal) – This type of accommodation targeting young professionals could support economic growth and maximise the competitiveness of the city. The high quality design would contribute to place-making and create a neighbourhood where people choose to be. It could help to meet and support economic growth and regeneration, A limited amount of Co-living accommodation in locations close to employers who are seeking to recruit the target demographic could be acceptable.

All sustainable transport modes are nearby which would maximise the use of the City's transport infrastructure. It would create a well-designed place to enhance the built environment and help to deliver objectives of St Johns. It would develop underutilised, previously developed land and create employment during construction and permanent employment through building management and public realm

maintenance. This would complement nearby communities. Resident's use of local facilities and services would support the local economy.

NPPF Section 7 Ensuring the Vitality of Town Centres and Core Strategy Policies SP 1 (Spatial Principles) and CC2 (Retail) – The City Centre is the focus for economic and commercial development, leisure and cultural activity and living. The proposal would be part of a neighbourhood which would attract and retain a diverse labour market. It would support GM's growth objectives by delivering housing for a growing economy and population, within a major employment centre in a well-connected location and would help to promote sustained economic growth. A limited amount of this type of product would support population growth, and the retention of graduates by providing housing in key areas of the city centre. The co-living use would provide residential development in St Johns complement the surrounding regeneration.

NPPF Section 9 Promoting Sustainable Transport, Core Strategy Policies CC5 (Transport), T1 Sustainable Transport and T2 Accessible Areas of Opportunity and Need - The site is accessible to pedestrians and cyclists. A Travel Plan would facilitate sustainable transport use and journeys for employment, business and leisure activities would be minimal. The proposal would support sustainability and health objectives and residents would have access to jobs, local facilities and open space. It would improve air quality and encourage modal shift from car travel. Improved pedestrian and cycle routes are proposed and the environment would prioritise pedestrian and disabled people, cyclists and public transport.

NPPF Section 5 (Delivering a sufficient supply of homes) and 11 (Making Effective Use of Land), Core Strategy Policies CC3 Housing, CC7 (Mixed Use Development), Policy H1 (Overall Housing Provision), H2 (Strategic Housing Location), Policy CC10 A Place of Everyone - Manchester Residential Space Standards and Co-Living -Report to Executive Committee December 2019 and June 2020) –

Manchester's economy continues to grow and investment is required in locations such as this to 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 by contributing to meeting the Residential Growth target to 32,000 new homes in the next ten years to March 2025, meeting the City Centre housing target in the Core Strategy and to the creation of a sustainable, inclusive, mixed and vibrant community. For many young graduates living close to their place of work, is a key consideration and the Co-living model could help to attract and retain graduates.

This high-density developments would use sustainable sites efficiently. They would contribute to the ambition that 90% of new housing should be on brownfield sites. They would have a positive impact on the area and provide accommodation which could meet the needs of graduates and support talent retention at St Johns. .

Co-living is not an affordable housing product and should not be targeted at or occupied by students. The applicants intend to target medium and longer term tenancies. The studios would meet demand for shorter term lettings of upto 6 months as well as providing an entry level into independent living, supported by shared amenity space.

A Viability Appraisal demonstrates that the scheme is viable and deliverable but cannot sustain a financial contribution towards affordable housing. This is discussed in more detail below

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), EN11 (Quantity of Open Space, Sport and Recreation), CC6 (City Centre High Density Development), CC9 (Design and Heritage), EN3 (Heritage) and saved UDP Policies DC19.1 (Listed Buildings) – – These schemes would use land efficiently, promote regeneration and change and create attractive and healthy places. The quality and appearance of the buildings would meet the expectations of the St Johns SRF. The buildings and public realm would improve functionality in the area.

The buildings would be prominent and highly visible when viewed in conjunction with some adjacent heritage assets and would have some minor negative impacts. They would however be read as part of the cityscape and within a city skyline which has already altered the setting of adjacent heritage assets. The development would reinforce the assets setting rather than detracting from an appreciation of their architectural and historical significance.

The scale and quality would be acceptable and would contribute to place making. It would improve the character and quality of a site whose appearance is poor. The positive aspects of the design are discussed in more detail below. A Tall Building Statement identifies key views and assesses the impact on them. It also evaluates the relationship to context / transport infrastructure and its effect on the local environment and amenity. This is discussed in more detail below.

The proposals include amenity space which would enhance biodiversity both in its own right and by interconnect with established areas in St Johns. .

The NPPF states that:

Paragraph 192. In determining applications, local planning authorities should take account of the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation; the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and the desirability of new development making a positive contribution to local character and distinctiveness.

Paragraph 193 states that when considering impact 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 is substantial, total loss or less than substantial.

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

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.

A Heritage Appraisal, Visual Impact Assessment and NPPF Justification Statement demonstrate that the development would have a negligible impact and that the historical and functional significance of adjacent heritage assets would not be undermined by the development and their significance would be sustained.

The current condition of the sites has a negative impact on the townscape and on the setting of the nearby Listed Buildings and the Castlefield Conservation Area. The proposals would cause less than substantial harm to the setting of the affected heritage assets and this needs weighed against any arising public benefits. The quality, design and contribution of the scheme to the townscape would enhance the setting of the adjacent heritage assets. This would sustain their value as the substantial public benefits of the scheme would outweigh any harm to setting.

Core Strategy Section 8 Promoting healthy communities - Active street frontages and public realm would integrate the site into the locality and increase natural surveillance.

The proposals would create a more pedestrian friendly environment along Water Street including soft planting. Passive surveillance would be improved which should reduce crime and the fear of crime. The more pleasant pedestrian environment around the site will also encourage walking and cycling

Saved UDP Policy DC20 (Archaeology) Archaeological excavation was carried out in April 2019 pursuant to the extant consent on-site. As such, the area of the proposed Union development has been 'sterilised' of all archaeological remains, and no further investigation will be required as all archaeological remains have effectively been removed.

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) - An Environmental Standards Statement demonstrates that the schemes would accord with a wide range of principles that promote energy efficient buildings. They would integrate sustainable technologies from conception, through feasibility, design and build and in operation. Their designs have followed the principles of the Energy Hierarchy to reduce CO2 emissions and it would meet the requirements of the target framework for CO2 reductions from low or zero carbon energy supplies.

Surface water drainage would be restricted it to a Greenfield run-off rate if practical, and post development run-off rates would be reduced to 50% of the pre development rates as a minimum. The drainage network would ensure that no flooding occurs for up to and including the 1 in 30-year storm event, and any localised flooding would be controlled for up to and including the 1 in 100-year storm event including 20% rainfall intensity increase from 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 have demonstrated that the proposal would not create significant adverse impacts from pollution. Surface water run-off and ground water contamination would be minimised

An Ecology Report concludes that there is no evidence of any specifically protected species regularly occurring on the site or the surrounding areas which would be negatively affected. A number of measures would improve biodiversity. The proposals would not adversely affect any statutory or non-statutory designated sites.

The Manchester Green and Blue Infrastructure Strategy (G&BIS) sets out objectives for environmental improvements within the context of growth and development objectives. 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 details measures to minimise waste production during construction and in operation. Coordination through the onsite management team would ensure the various waste streams are appropriately managed.

DC22 Footpath Protection – The development would improve pedestrian routes within the local area through ground floor activity and the introduction of new public realm and improved and better quality connectivity.

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 of relevance to this proposal:-

- appropriate siting, layout, scale, form, massing, materials and detail;
- design for health;
- impact on the surrounding areas in terms of the design, scale and appearance of the proposed development;
- that development should have regard to the character of the surrounding area;
- effects on amenity, including privacy, light, noise, vibration, air quality and road safety and traffic generation;
- accessibility to buildings, neighbourhoods and sustainable transport modes;
- impact on safety, crime prevention and health; adequacy of internal accommodation, external amenity space, refuse storage and collection, vehicular access and car parking; and
- impact on biodiversity, landscape, archaeological or built heritage, green infrastructure and flood risk and drainage.

The above issues are considered in detail in below.

Policy PA1 Developer Contributions - This is discussed in the section on Viability and Affordable Housing Provision below

DC26.1 and DC26.5 (Development and Noise) - Details how the development control process will be used to reduce the impact of noise on people living and

working in the City stating that this will include consideration of the impact that development proposals which are likely to be generators of noise will have on amenity and requiring where necessary, high levels of noise insulation in new development as well as noise barriers where this is appropriate This is discussed below.

## **Other Relevant City Council Policy Documents**

### **Climate Change**

Our Manchester Strategy 2016-25 – sets out the vision for Manchester to become a liveable and low carbon city which will:

- Continue to encourage walking, cycling and public transport journeys;
- Improve green spaces and waterways including them in new developments to enhance quality of life;
- Harness technology to improve the city’s liveability, sustainability and connectivity;
- Develop a post-2020 carbon reduction target informed by 2015's intergovernmental Paris meeting, using devolution to control more of our energy and transport;
- Argue to localise Greater Manchester's climate change levy so it supports new investment models;
- Protect our communities from climate change and build climate resilience.

Manchester: A Certain Future (MACF) is the city wide climate change action plan, which calls on all organisations and individuals in the city to contribute to collective, citywide action to enable Manchester to realise its aim to be a leading low carbon city by 2020. Manchester City Council (MCC) has committed to contribute to the delivery of the city’s plan, and set out its commitments in the MCC Climate Change Delivery Plan 2010-20.

Manchester Climate Change Board (MCCB) Zero Carbon Framework - The Council supports the Manchester Climate Change Board (MCCB) to take forward work to engage partners in the city to address climate change. 1.3 In November 2018, the MCCB made a proposal to update the city’s carbon reduction commitment in line with the Paris Agreement, in the context of achieving the “Our Manchester” objectives and asked the Council to endorse these ambitious new targets.

The Zero Carbon Framework - outlines the approach which will be taken to help Manchester reduce its carbon emissions over the period 2020-2038. The target was proposed by the Manchester Climate Change Board and Agency, in line with research carried out by the world-renowned Tyndall Centre for Climate Change, based at the University of Manchester.

Manchester’s science-based target includes a commitment to releasing a maximum of 15 million tonnes of CO<sub>2</sub> from 2018-2100. With carbon currently being released at a rate of 2 million tonnes per year, Manchester's ‘carbon budget’ will run out in 2025, unless urgent action is taken.

Areas for action in the draft Framework include improving the energy efficiency of local homes; generating more renewable energy to power buildings; creating well-connected cycling and walking routes, public transport networks and electric vehicle charging infrastructure; plus the development of a 'circular economy', in which sustainable and renewable materials are reused and recycled as much as possible.

Climate Change and Low Emissions Implementation Plan (2016-2020) -This Implementation Plan is Greater Manchester's Whole Place Low Carbon Plan. It sets out the steps we will take to become energy-efficient, and investing in our natural environment to respond to climate change and to improve quality of life. It builds upon existing work and sets out our priorities to 2020 and beyond. It includes actions to both address climate change and improve Greater Manchester's air quality. These have been developed in partnership with over 200 individuals and organisations as part of a wide ranging consultation

The alignment of the proposals with the policy objectives set out above is detailed below.

### **Other 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.

It is considered that the following design principles and standards are relevant to the consideration of this application:

For the reasons set out later in this report the proposals would be consistent with these principles and standards.

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

Manchester's Housing Strategy (2016-2021) - Sets out the City Council's highest priority of creating more homes to meet the need of a growing population within a dynamic housing market which has over the past 10 years seen a dramatic increase in the number of market rental homes in the city. It notes that the balance of housing types and tenures is still not right in many of the City's neighbourhoods in terms of encouraging people to stay in Manchester within neighbourhoods where the communities they house can get on well together and enjoy mutual respect.



A key goal within the Strategy is to support the housing aspirations of new and existing residents by offering a wide choice of homes to support the increasing population and growing economy. However, to deliver on that aspiration it is acknowledged that there is a need to ensure that the City has the right homes in the right places which is responsive to demands from the changing lifestyles. Within the context of consideration of emerging proposals for Co-living within the City, this may require consideration of the need for some level of non traditional housing products which are particularly attractive to some groups of potential residents.

2 key aspirations which are regarded as important for achieving the key goals within the Strategy are ensuring that more of the graduate population chooses to stay in the city and access an appropriate housing offer and that new homes have a good quality design and that space standards meet the Manchester Standard.

The need for and management of the amount of any Co-living accommodation in response to emerging markets within particular demographics and the potential contribution of this type of housing to facilitating the wider housing needs of other groups within the City is discussed in detail below.

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 St Johns. The proposals subject to various caveats which are discussed in the Issues section below would be in keeping with the aspiration set out for that area delivering the first stage of a new residential-led development at St Johns, providing a new housing offer in the city centre.

Manchester Residential Quality Guidance (July 2016) (MRQG) – The City Council’s has endorsed the Manchester Residential Quality Guidance which is now a material planning consideration. The document provides specific guidance for Manchester and includes a section on the consideration of space and daylight. The guide states that space standards within dwellings should comply with the National Described Space Standards as a minimum. In assessing space standards for a particular development, consideration needs to be given to the planning and laying out of the home and the manner in which its design creates distinct and adequate spaces for living, sleeping, kitchens, bathrooms and storage. The size of rooms should be sufficient to allow users adequate space to move around comfortably, anticipating and accommodating changing needs and circumstances. In terms of the ‘cluster’ apartments the proposal is broadly in keeping with the aims and objectives set out in the guidance. The proposed Studios would not comply with the Guidance however the non compliance needs to be considered in the context of the particular nature of this accommodation, the role that it might play in terms of the wider growth objectives of the City, particularly in relation to the sites location within St Johns. This is discussed in more detail in the Issues section below.

The studios are serviced apartments and the price point would be higher than the shared accommodation. Residents seeking longer-term accommodation would therefore have the opportunity to move into compliant shared accommodation within Union T1 or T2 or elsewhere in the City. Affordability would not be a factor in people selecting the studios.

Stronger Together: Greater Manchester Strategy 2013 - This is the sustainable community strategy for the Greater Manchester City Region. It sets out a vision for Greater Manchester where by 2020, the City Region will have pioneered a new model for sustainable economic growth based around a more connected, talented and greener City Region, where all its residents are able to contribute to and benefit from sustained prosperity and a high quality of life.

The proposed residential accommodation would support and align with the overarching programmes being promoted by the City Region via the GM Strategy.

There is an urgent need to build more new homes for sale and rent to meet future demands from the growing population and to address undersupply and the Council is adopting measures to enable this. The proposals represent an opportunity to address these requirements adjacent to a major employment centre and in a well-connected location that subject to various caveats which are discussed in the Issues section below

### **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.

Section 72 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

Section 149 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.

Section 17 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.

### **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.

### **Environmental Impact Assessment**

The applicant has submitted an Environmental Statement in accordance with the Town and Country Planning (Environmental Impact Assessment) (England and Wales) Regulations (as amended 2011) and Circular 2/99 ('The Regulations') and has considered the following topic areas:

- Air Quality
- Daylight and Sunlight
- Noise and Vibration
- Townscape and Visual Impact
- Built Heritage
- Wind Microclimate

Proposal T1 is an "Infrastructure Projects" (Schedule 2, 10 (b)) as described in the EIA Regulations. Both developments are above the indicative applicable threshold of 150 residential units. It has therefore been identified that an EIA should be carried out for both sites in relation to the topic areas where there is the potential for there to be a significant effect on the environment as a result of the Development. The EIA's have been carried out on the basis that the proposals could give rise to significant environmental effects. In accordance with the EIA Regulations, the Environmental Statements set out the following information

A description of the proposals comprising information about the nature, size and scale;

The data necessary to identify and assess the main effects that the proposals are likely to have on the environment;

A description of the likely significant effects, direct and indirect on the environment, explained by reference to the proposals possible impact on human beings, flora, fauna, soil, water, air, climate, cultural heritage, landscape and the interaction between any of the foregoing material assets;

Where significant adverse effects are identified with respect to any of the foregoing, mitigation measures have been proposed in order to avoid, reduce or remedy those effects;

A summary, in non-technical language, of the information specified above. It is considered that the environmental statement has provided the Local Planning Authority with sufficient information to understand the likely environmental effects of the proposals and any required mitigation.

There will be no unduly harmful cumulative impacts as a result of this development.

The impacts relating to the construction phase are temporary and predictable.

The interaction between the various elements is likely to be complex and varied and will depend on a number of factors. Various mitigation measures are proposed to mitigate against any harm that will arise and these measures are capable of being secured by planning conditions attached to any consents granted, together with details included in s.106 obligations..

It is considered that the Environmental Statement for T1 has provided the Local Planning Authority with sufficient information to understand the likely environmental effects of the proposals and any required mitigation. The Environmental Statement has been prepared by competent parties with significant experience and expertise in managing the EIA process. The preparation of the Statements have included technical input from a range of suitably qualified and experienced technical consultees.

### **Principle of development**

Planning permission has previously been granted for a very similar scheme (ref:125665) in terms of height, form, scale, massing and use, The impact of the scheme on heritage and on amenity, including that on nearby residents, would be almost entirely identical. This is an important material consideration.

### **The Scheme's Contribution to Regeneration**

Regeneration is an important planning consideration and the City Centre as the primary economic driver of the region is crucial to its economic success. There has been a significant amount of regeneration within St Johns and Castlefield over the past decade. The 2015 Greater Manchester Forecasting Model by Oxford Economics, forecast growth of 128,300 more people; 109,500 net new jobs; and £17.3 billion more GVA by 2024. Economic growth requires the attraction and retention of talent and to support this the region must be an attractive location to live, study, work, invest and do business. The provision of a range of housing types to support that growth and provide options for existing residents is a key consideration.

Almost 60% of Manchester's residents are under 35 with over 74,000 students which provides the city with new graduates each year. The city gains more graduates than

it loses, with 36% of Mancunian graduates returning to work in the City and a further 33% working in Greater Manchester.

60,000 people live in the City Centre and a significant proportion are between 25 and 35. This is partly attributable to high levels of graduate retention, facilitated through strong economic growth with employers seeking to recruit graduates.

Increasingly businesses are attracted to locations where deep labour markets offer a range of highly qualified and skilled staff and City's demographic profile is well placed to capture these opportunities. Economic growth, people's desire to live close to employment and lifestyle advantages of city centre living will continue demand for housing in the heart of the city. A choice of homes is required to respond to the demands of changing lifestyles including those which may suit the requirements of a particular phase of life. The provision of innovative non-traditional housing may be attractive to: those seeking temporary accommodation or are transitioning between arrival in the City or graduation; younger adults who want a more communal City Centre living experience; and, people who want more flexible tenancy arrangements, fitting with more agile working patterns found in particular sectors of the economy.

Co-Living must be considered in the context of existing policies which support housing and any relevant locational constraints set out within those policies. On the basis of information submitted to support the application, it is considered that the proposal is of a size and scale which would respond to and support current and emerging job recruitment and retention and would connect residents with those opportunities and support those needs.

There will be further employment growth at St Johns and Spinningfields with jobs in growth sectors such as Technology, Media & Tele-communications, healthcare, Research & Development industries, and technical advisory businesses. This employment growth requires more City Centre homes which are accessible to graduates entering the workforce. The Executive Reports explained that some developers, believe that there is a link between this product and the delivery of jobs in digital and technology businesses. This type of accommodation could be attractive to employees where it is close to these companies.

A mobile and dynamic workforce is more likely to share as they move to different locations for career reasons, to places that may not be permanent homes. A mobile workforce also looks for opportunities to meet people and make new friends, which is something co-living can offer.

The Executive Reports explained that the impact of Co-living should be carefully managed, appraised and evaluated, as the market is untested in Manchester. . Key to those considerations is the role of this type of accommodation within the City Centre housing market and how the length of tenure relates to the aspirations of those Executive Reports.

The city centre workforce is the target market, particularly recent graduates, apprentices and new recruits for St Johns and Spinningfields would include:

- Young workers, new graduates, and those new to Manchester, with incomes may not be sufficient enough to afford city centre rents;
- People new to the city, arriving for their first or second job, key workers, freelancers or entrepreneurs starting up and those uncertain of where best to live or how long their appointment may last;
- Young people living in house shares in the suburbs;

- Key workers from nearby hospitals who are new to the City;
- Young people born in Greater Manchester who are in employment and looking for opportunities to access the city centre market;
- People on time limited contracts, particularly visiting academics or research staff and contractors where their longer-term work with Manchester businesses may be less certain.
- Mobile workers, employed by larger companies in regional offices, as part of regular graduate recruitment programmes.

Co-living could support the young workforce to transition in the medium term to city living and information set out in the application assumes that 60% of tenants would become long term Manchester residents, finding other homes and staying for an average of five years, many moving to other parts of the city centre.

Many young professionals and those vacating the parental home have traditionally lived in shared housing in the suburbs that was not originally built for that purpose, and is not designed for shared living. Many City Centre apartments which were 'for sale' have subsequently been rented out. People often share these apartments in order to achieve a more affordable rent per person. These apartments do not have shared amenities or management platforms that foster a sense of community. The smaller units supported by shared communal spaces seeks to ensure that the costs of lesser used spaces within a mainstream apartment are not loaded onto individuals but shared across the block. This supports a cost effective and accessible product. In appropriate locations Co-living could respond to the lifestyle requirements of residents; provide more suitable accommodation for people who chose to live in shared accommodation freeing up PRS and traditional suburban housing for families; connect existing and potential employers - Shared units (i.e. the primary residencies, not the studios) in Union will be single occupancy rooms only and when this is taken into account meet NDSS standards for single occupancy rooms

As the studios do not meet our space standards they would not be suitable as permanent homes in Manchester. There should be a compelling rationale to underpin support for non-compliant units. The target market for the studios in particular would be people looking for shorter term lettings of up to 6 months. On this basis they would be short term lettings to those who might be new to the City and looking for a base from which to find more permanent accommodation or people who would be based within the City on a short terms basis for work or research purposes. They would provide privacy with access to communal facilities and a community.

The length of tenure would be controlled through a legal agreement. The studios with the communal space, activities and support services would have similarities to accommodation within an aparthotel or serviced apartment. As a temporary form of accommodation there is a role for some level of this type of accommodation.

The development would be consistent with growth priorities and help to realise the target set within Manchester's Residential Growth Strategy which have recently been updated to seek to deliver 32,000 homes by 2025. This area has been identified as being suitable for new homes and the development would deliver a new type of accommodation product which would support the diversification of the City's housing offer with a wide range of accommodation types in order to meet the full breadth of the target market and provide a range of living options that people can move around

according to their particular life circumstances at any one time. This would therefore appeal to a range of occupiers.

A number of other issues are set out in the Executive Reports are addressed elsewhere in the report, The applicant has confirmed that Council Tax will be paid for the entire development and this will form part of the Legal Agreement.

The structural would allow the building to be converted at a later date into traditional apartment layouts if required. Internal walls could be removed without compromising the structural integrity of the overall building.

To facilitate this re-purposing the facade would require minor reconfiguration to ensure each apartment is provided with sufficient light and ventilation but the overall external aesthetic would not need to alter. The common corridor in both the current and adapted layouts would remain in the same location. This would allow for all services to be transferred within the ceiling voids within the common services corridors in both situations and negate the need for any additional service risers.

### **Effective Management**

The applicants have agreed that the accommodation would be operated under a long term management platform including a single management and lettings entity across the whole development and the details of this would be secured through a Legal Agreement.

The legal agreement would also control the length of tenure of the non space standard compliant rooms to ensure that they were not occupied as permanent residencies.

**Viability and affordable housing provision** - The level of affordable housing in a development should reflect the type and size of the scheme as a whole and take into account factors such as an assessment of a local need, any requirement to diversify housing mix and the need to deliver other key outcomes particularly a specific regeneration objective.

An applicant may seek an exemption from providing affordable housing, provide a lower proportion of affordable housing, vary the mix of affordable housing, or a lower commuted sum, where a financial viability assessment demonstrates that it is viable to deliver only a proportion of the affordable housing target of 20% or where material considerations indicate that intermediate or social rented housing would be inappropriate. Examples of these circumstances are set out in part 4 of Policy H8.

The application proposes 870 bed spaces in a mix of shared apartments and studios. The delivery of new homes is a priority for the council. The proposals would develop brownfield sites that makes no contribution to St Johns and develop a high quality scheme. All shared apartments which could be permanent residencies 630 bed spaces would comply with the Residential Quality Guidance and provide public realm and shared amenity spaces for occupiers and the wider community. These matters have an impact on viability.

A viability report has been made publicly available through the Councils public access system which demonstrates that the scheme is viable but cannot make a contribution to the provision of affordable housing. This has been independently assessed on behalf of the Council and its conclusions are accepted.

## **Residential development Size of units**

Demand for rented accommodation has grown and this has seen a rise in a professionalised rental accommodation which is institutionally owned and managed as a long term asset. It is known generally as 'Built to Rent'. The co-living accommodation would be well managed with a focus on customer experience. The level of amenity would distinguish it from traditional apartment schemes. A key component would be the amenity space. A Legal Agreement would require details of a management strategy and lettings policy for the apartments and a management strategy for the public realm to ensure that an attractive neighbourhood is created. .

## **TALL BUILDINGS**

### **Design Issues / Impact on Townscape - Historic England Guidance on Tall Buildings**

A key issue is whether a 32 storeys is acceptable in this location, it would be a tall building and it needs to be assessed against Core Strategy Policies that relate to Tall Buildings and the criteria as set out in Historic England's Advice Note 4 Tall Buildings (December 2015), which updates the Guidance on Tall Buildings Document published by English Heritage and CABE.

Manchester's Guide to Development SPD states that the Council "would require any such proposals to be presented in context of the CABE and English Heritage ( Historic England ) guidance for assessing tall buildings. The proposals are also assessed against the Manchester Core Strategy Policy EN2 on Tall Buildings.

The site is in the Castlefield Conservation Area and was last used for surface parking. The proposal would be consistent with the regeneration taking in the broader area. It would provide a strong contrast to the nearby listed buildings and structures and other non-designated heritage assets which have a more linear form. It would form part of an identifiable cluster should as other nearby schemes are developed. It would relate to tall buildings across the city, such as the Beetham Tower and this would have a positive impact on short and long-range views.

### **Townscape and Visual Impact Assessment**

A Townscape and Visual Impact Assessment has examined its impact and assesses this in isolation and cumulatively alongside other tall buildings that are proposed or consented. Computer generated images show the impact of the proposal on a series of agreed views and the surrounding townscape. The proposal would affect a wide area although as it is on the south western edge of the City Centre, it would not impact on the entire City Centre.

Development is positively transforming the character of St Johns. The proposal would transform the skyline and the streetscape as the area becomes more open and permeable. Key buildings of heritage significance in St Johns would be retained and enhanced. The net effect on the character of this area would be major beneficial.

Castlefield is of historic significance and is of high townscape quality, containing many listed buildings and structures of historic significance. Castlefield is also a popular residential area and attracts many visitors. It is therefore sensitive.



The Heritage Statement appraises the heritage significance of the identified views and the potential visual impact on individual assets and the view as a whole. The viewpoints were agreed with Historic England as a basis for the heritage visual impact assessment.

The Heritage Statement acknowledges that there is capacity for change in the area, given the character of this part of the Castlefield Conservation Area. It also acknowledges that the proposal would enhance the architectural and urban qualities around the sites.

The proposal would result in 9 instances of negligible adverse impact and 5 instances of minor adverse impact on identified designated heritage assets.

This is significantly reduced assessed impact from the approved development on-site. Principally, this is because Historic England Guidelines have changed since the original applications were approved. The 2016 Heritage Statement evaluated the potential impact of T1 & T2 collectively in line with HE's then adopted Guidance on 'Seeing history in the view' (2011). This methodology has been discontinued by Historic England as a useful test of visual heritage impact and replaced with 'Historic Environment Good Practice Advice in Planning: 3 (2nd Edition, December 2017)'. The revised guidance makes clear that the 'heritage interest' in views is a matter of the contribution of views to the significance of heritage assets, and in allowing that significance to be appreciated. The current proposals have been assessed using the up-to-date guidance methodology.

The apparent change in effects in some viewpoints represents the use of the appropriate Historic England 2017 assessment of 'setting' methodology to determine the indirect heritage impact rather than the change to the view. Under this up-to-date analysis, the change to the experience and appreciation of the identified heritage assets are not significantly changed or diminished by the development, despite its addition to the background of the streetscape compositions.

There are also material changes to the proposals and the baseline which have been taken into account. The surrounding area has changed considerably since 2016, particularly with the now under construction Factory development and Manchester Goods Yard, which change the baseline development and heritage context of the sites, and has thus changed the significance of effect. The scale and materiality of the development has changed, which has in some cases resulted in a demonstrable change in visual impact upon the character of the surrounding area and the setting of heritage assets.

Mitigation for instances of harm are the substantial public benefits of the proposal which would introduce new features to the city skyline signifying presence and activity within a key gateway site. It will create a point of interest and encourage movement through the surrounding area which will help to revitalise the area and act as a catalyst for further development.

It would not affect the character and appearance of the Castlefield or St John's Conservation Areas as a whole as the quality and design and the enhancement to the surrounding townscape would mitigate against the adverse harm and would therefore sustain the heritage values

The site has been under-utilised with no active frontages. The proposal would introduce a new feature to the city skyline signifying presence and activity at a gateway. It would encourage movement through the surrounding area, help to revitalise it and act as a catalyst for further development.

The tower, alongside T2 would be highly visible and would be seen as a cluster of tall buildings signifying a definable area outside of the MSI complex. The height, form, scale, materials and articulation would not compete with those of the Grade I Listed 1830s Warehouse, or indeed the industrial character of its setting. There is a clear visual break between the horizontality of the buildings in the foreground and the buildings in the background.

The views become more limited as you move east or west within the MSI complex which demonstrates the limited impact of the proposal overall. The listed warehouse was never intended to be a landmark feature and would still be understood and appreciated. However this view would be affected to a minor extent and consequently, the overall impact of the scheme would be moderate adverse. Overall, the effect of the proposal on the identified Heritage would be minor adverse / negligible and would be outweighed by the positive public benefits of the development

Beneficial impacts of the scheme include:

Developing a site that has a negative impact on its surrounding.

Establishing a strong sense of place, enhancing the quality and permeability of the area and its architectural fabric.

Positively responding to local character and historical development of the City Centre, delivering a contemporary design which reflects the transformation of the local context.

Creating a safe and accessible environment with clearly defined areas and active public frontages to enhance the local quality of life.

Regenerating an underutilised site and creating a sustainable pattern of development.

Developing a key site and help to transform a key point of entry into the City Centre improving the perception and image of this area and acting as a further catalyst for regeneration. The proposal creates the opportunity to enhance connections to the city centre as well as to new developments and regeneration initiatives in Central Salford.

Contributing to a key regeneration initiative, delivering high quality apartments and contribute to economic and population growth estimates.

Creating ground floor uses and create activity during the day and early evening.

Providing residents with access to high quality open space.

Providing economic benefits including construction jobs targeted at local people.

When assessing the impact of development within the setting of a Listed Building a key consideration is whether or not the impact seriously affects an important element of its "special architectural or historic interest". This impact could include its setting.

It is the degree of harm to the asset's significance rather than the scale of the development that has to be assessed. As the proposal does not physically impact on the identified heritage assets or detract entirely from key views of them, the level of harm would be less than substantial.

There can be no doubt that new development is required in this part of the conservation area and this part of the city centre. The proposal is consistent with agreed regeneration priorities and would make a positive contribution to local character and distinctiveness in accordance with the requirements of the NPPF, paragraph 131.

The proposal would support the aims of the Core Strategy by bringing an underused City Centre site at a key gateway location back into active use; be located in a highly sustainable location with excellent access to public transport and employment, leisure and retail opportunities; deliver high quality accommodation; be of a high quality; improve public realm; and, provide active ground floor uses.

### **The Architectural Quality of the Building**



The architectural quality of the building including its scale, form, massing, proportion and silhouette, facing materials and relationship to other structures has to be considered.

The tower would be the first impression of area for many people. It has a simple, repetitive design which would relate well to other tall buildings within the area and would contribute to the cluster of tall buildings associated with St John's and the City Centre. It would be seen in the context of other tall buildings across the city including, Beetham Tower, Great Marlborough Street, Portland Tower and CIS tower and would have a strong relationships with the other tall buildings proposed within St John's.

The building has been designed to be read alongside T2 and the appearance and size of both towers is similar. T1 would have a grid that would be expressed over an inner solid box. The grid is a silver - grey metallic colour and the black core is a combination of back-painted glass spandrel panels, solid matt black painted aluminium panels, matt black painted aluminium louvres and clear glazing. The top of the grid would be extended above the roof line with black vertical blades infilling between the silver-grey columns to express the crown. A block of the black "box" is exposed at the top of the north side of the building to balance the elevation with the exposed ground and first floor "box" on the south side. The dark contrast building core is exposed at the ground and first floors at the south end of the building that looks out on to Festival Square to give it visual prominence.

### **Historic Environment**

A detailed Heritage Impact Assessment sets out the impact of the scheme on a range of heritage assets. Section 66 of the Listed Buildings Act requires members to give special consideration to the desirability of preserving the setting of listed buildings when considering whether to grant planning permission which would affect it.

Section 72 of the Listed Buildings Act requires members to give special consideration to the desirability of preserving the setting or preserving or enhancing the character or appearance of a conservation area when considering whether to grant planning permission for proposals that affect it. Development decisions should also accord with the requirements of Section 12 of the National Planning Policy Framework which notes that heritage assets are an irreplaceable resource and emphasises that they should be conserved in a manner appropriate to their significance. Of particular relevance to the consideration of this application are sections 132, 133 and 134.

Within the MoSI site is the former train / goods station ( Grade I ), and 5 Grade II listed buildings, including the Colonnaded Railway Viaduct and warehouse buildings. Other Grade II listed buildings in the immediate area are the Manchester and Salford Junction Canal Tunnel, the Great John Street Hotel, and the Albert Warehouse Quay, which is occupied by the Marriot Hotel, on Water Street.

Any harm caused to heritage assets has to be considered against the public benefits that would be delivered as set out in the NPPF (paragraph 134). The proposal would be an early phase of the regeneration of the St Johns and would fully utilise a previously developed site, delivering a high quality building within a priority regeneration area. The development would provide housing in a strategic employment location. The proposal includes investment in the public realm which would enhance the quality of the environment.

On balance, the proposal preserves the setting of the conservation areas and the setting of the nearby listed buildings, and thus complies with Section 66 and Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990. It does not lead to 'substantial' harm or any meaningful level of 'less than substantial' harm to the setting of the conservation areas, or any other heritage assets. The proposals form part of the high quality regeneration of the city centre.

Manchester is a constantly evolving city and the juxtaposition of old and new buildings is part of this. Part of the City's historical evolution has been its

regeneration and re-invention and this forms part of its modern day incarnation. The proposed scale and materials have been carefully considered to ensure that whilst the setting of a number of heritage assets is changed, it is not harmed.

The only potential for ‘less than substantial’ harm would be the loss of something that had a direct relationship to what is central to the special character of appearance of the conservation area or the setting of nearby listed buildings. The proposals do not cause a level of harm that would fail to preserve the special interest of any listed building or conservation areas.

It is considered, therefore, that, notwithstanding the considerable weight that must be given to preserving the setting of the listed buildings as required by virtue of Section 66 of the Listed Buildings Act, the harm caused would be less than substantial and would be outweighed by the public benefits of the scheme and meet the requirements set out in paragraphs 132 and 134 of the NPPF.

In addition for the reasons set out above the proposal has been designed with regard to the sustaining and enhancing the significance adjacent heritage assets and would make a positive contribution to local character and distinctiveness and therefore meets with the requirements of paragraph 131 of the NPPF.

### **Credibility of the Design**

Tall buildings are expensive to build so the standard of architectural quality must be maintained through the process of procurement, detailed design and construction. The design has developed in consultation with the developer and a contractor from the outset. The scheme presented is viable and deliverable. It is understood that funding has been secured and there is a real commitment to deliver the development.

The applicants have confirmed that the viability of the scheme is costed on the quality of scheme shown in the submitted drawings and the applicant would commence on site at the earliest opportunity. The proposals have been prepared by a client and design team that has experience of delivering high quality buildings in city centre locations and with a track record and capability to deliver a project of the highest quality.

### **Relationship to Transport Infrastructure**

The site has excellent transport infrastructure with cycle routes, bus, Metroshuttle, rail and tram all nearby. Salford Central and Deansgate stations have been upgraded as part of the Northern Hub programme which has enhanced capacity with improved frequency and journey times. Metrolink stops at St Peter’s Square and Deansgate-Castlefield are within walking distance and Metroshuttle operates from Lower Byrom Street and Deansgate.

There are good pedestrian links to the rest of the City Centre with a wide range of amenities within a 10 minute walk. The Transport Assessment also demonstrates that nearly the entire City Centre is accessible within a 20 minute walk of the sites.

### **Sustainability**

Tall buildings should attain high standards of sustainability because of their high profile and local impact. The environmental statement accompanying the application provides an assessment of the schemes sustainability in terms of its physical, social,

economic impact and other environmental effects. This document, together with the Energy Statement demonstrates that the proposals accords with these objectives.

The proposed building achieves a 13.46% improvement against Part L1A 2013 on carbon emissions, equating to a 22.46% improvement against Part L1A 2010, exceeding policy requirements. The strategy provides benefits in terms of energy efficiency, deliverability and viability. The advantages of the electric heating option for the residential would take advantage of a decarbonised National Grid.

The building achieves an 8.41% improvement on Building Regulations Part L1A 2013 Fabric Efficiency. The design incorporates a passive building specification, intended to avoid cooling requirement. Analysis of overheating will be undertaken to further refine the dwelling specification, further into the development cycle;

The glazing proportions, ventilation system and solar control glazing are designed to optimise solar gains yet limit the propensity to overheat and the dwellings do not require active cooling. The lighting in the common areas will include active sensors. The fit-out would minimise water demand. Water efficiency measures (such as dual flush toilets, flow restrictors and reduced volume baths) will limit potable water demand to less than 105 litres / person / day. Integrated white goods will have as a minimum an A+ energy rating.

Waste minimisation during construction will raw reduce materials demand, thereby reducing the building's embodied carbon footprint; and during occupation, the building will benefit from recycling facilities to enable the local authority waste reduction targets, diverting more materials away from landfill and reducing the occupants' carbon footprint further. Construction impacts will be minimised through the Construction Management Plan, notably through: operation of an Environmental Management System; adoption of responsible construction management practices, including registration with the Considerate Constructor Scheme and implementation of pollution prevention policies; monitoring of construction site energy and water consumption; waste minimisation to reduce raw reduce materials demand, thereby reducing the building's embodied carbon footprint; recording of CO2 emissions associated with construction site vehicles (deliveries and waste removal); and, implementation of a Sustainable Procurement Plan to ensure key materials are responsibly sourced

The site benefits from excellent public transport links and the cycle provision contributes to the sustainability of the proposal.

**Archaeology** – Issues regarding archaeology were addressed through the discharge of conditions on the extant consent and the basement has now been excavated, .

### **Contribution to Public Space and Facilities**



The proposal would improve the area which was once dominated by surface car parking with very little activity. A new and improved public realm would be complemented by active ground floor uses which would help to create a sense of place for residents, workers and visitors. Key routes would be provided around the site, reinforced through tree planting adjacent to the tower. The tower would contribute significantly to creating a sense of place and an identity for the area.

Water Street would have a number of traffic calming measures implemented to ensure resident and visitor safety. Shared surfaces would reduce vehicular speeds.

The proposed public realm, along with the active ground floor uses, would provide pedestrian connections and assist in developing the St Johns area. It would generate activity and natural surveillance throughout the day and night, leading to a more user-friendly environment.

### **Environmental Issues**

#### **(a) Sunlight / Daylight / Solar Dazzle**

A Sunlight, Daylight and Overshadowing study assesses the impact of the proposals on the levels of daylight and sunlight to the surrounding windows including those at apartment and hotel buildings in the context of BRE guidance. The assessment considers the T1 Tower. The potential effects of overshadowing have also been considered in respect of the adjacent outside amenity space including balconies.

BRE is generally accepted as the industry standard and is used by most local planning authorities to assess the impact on sunlight, daylight and overshadowing. However, BRE is based on a sub-urban setting equivalent to the light available over two storey houses across a suburban street and no guidance is given as to suggested daylight and sunlight levels in city centres.

Of the 1229 windows tested, 96% comply with BRE recommendations. 25 (2%) fail marginally, 13 (1%) , including 12 windows in the Marriot Hotel have had their day

light reduced moderately. 8 have been reduced substantially. Including 4 windows in the Marriot Hotel, 1 in MOSI and 3 in 10-18 Leftbank. All 3 of the units experiencing a substantial reduction in daylight experience low levels of daylight in the baseline condition and so are particularly susceptible to change.

In terms of daylight distribution within rooms, 583 (99%) of the 590 rooms tested meet with the BRE Guidance. 1 room within the Marriott Hotel has the daylight reduced significantly below the BRE guidance. This room (Ground R2) appears to be in commercial use rather than use as a bedroom. As a result we do not consider that the impact on the daylight distribution to the Marriott Hotel is significant in the context of an urban setting. A single room in each of the MOSI 1830 Warehouse and 10-18 Left Bank have their daylight distribution reduced slightly below the BRE's recommendations for a sub-urban environment.

In terms of sunlight, 91% of the relevant windows are able to meet the BRE recommendations in respect of both annual and winter sunlight hours not being reduced by more than 20%. The proposal does impact upon the sunlight to the Marriott Hotel. The proposal sits between two large towers within the St John's Masterplan and availability of sunlight to the windows to the southern end of the hotel are reduced. It should be noted that the sunlight reduced as a result of the proposal is between the hours of 11:00am – 1:00pm; when the majority of residents are likely to have left their rooms. All residential rooms meet the BRE Guidance.

Overall, the IMPACT on daylight and sunlight to the surrounding properties is less than would be expected in a typical city centre high rise development.

### **(b) Wind**

An assessment has been undertaken of the potential impact of the proposals on the pedestrian level wind environment in and around the sites and surrounding area. This has included wind tunnel testing of a physical scale model combined with long-term wind statistics from Manchester Airport (corrected to apply at the Site) to provide a detailed assessment of pedestrian level wind conditions, in accordance with the industry standard Lawson criteria for pedestrian safety and comfort.

The proposal would be exposed to the frequent strong winds from the west-south-west and west. Landscaping would make pedestrian level wind conditions in and around the site safe for all users. Accelerated winds may occur at the external areas on Level 8 of Manchester Goods Yard and the operator would implement a management strategy to preclude the use of the terraces during storms. The residual effect on pedestrian and occupant safety is of negligible significance.

In terms of pedestrian comfort, the residual effect on thoroughfares, the drop-off point and entrances would be negligible. There is potential for the outer regions of the proposed outdoor seating area to be slightly windy for café seating with the existing surrounding context. However, with completion of the St John's masterplan, residual conditions are expected to be suitable. The residual effect is therefore expected to be no worse than short term minor adverse to long-term negligible.

Within the surrounding area, conditions are expected to be suitable for pedestrian passage. With completion of the St John's masterplan, some surrounding thoroughfares may become too windy for safe and comfortable pedestrian passage



but these are not expected to represent a cumulative effect of the proposal and the long-term residual effect on surrounding thoroughfare is expected to be negligible.

### **(c) Air Quality**

Activity on site during the construction phase may cause dust and particulate matter to be emitted into the atmosphere but any adverse impact is likely to be temporary, short term and of minor adverse significance. A condition would be attached to any consent granted which requires that the developers adopt a scheme for the wheels of contractors vehicles leaving the site to be cleaned and the access roads leading to the site swept daily to limit the impact of amount of dust and debris from the site on adjacent occupiers.

### **(d) Noise**

All plant would be insulated and insulation to the development would ensure suitable levels of noise ingress and egress. Therefore, no significant residual noise effects are expected directly as a result of the proposal.

Some impacts would occur during the construction phase but these would be temporary, appropriate mitigation measures would be implemented. Once the development is operational, noise associated with servicing would be mitigated through time restrictions to protect amenity. .

It is therefore 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 tower would not have an adverse impact on surrounding uses.

### **(e) TV Reception**

A TV Reception survey has highlighted that the development may cause minor short-term interference to digital satellite television reception in a small localised area to the immediate north-northwest of the site. Mitigation would restore the reception of affected television services, leaving no long-term adverse effects. A condition is recommended to address this issue and ensure that any appropriate and necessary action is taken.

### **(f) Waste**

Most of the service vehicles accessing T1 would be at restricted times to avoid periods of high pedestrian activity. Most deliveries are expected to be made by vans. The servicing and waste collection arrangements would comply with the City Councils Waste Storage and Collection Guidance for New Developments. A private waste operator would collect waste on a regular basis with the management company ensuring that the internal and external areas are kept clean.

Residents within T1 would use waste chutes from a waste lobby on each floor using colour coded buttons depending on which type of waste is to be deposited. There would be three waste streams with an automated tri-separator to segregate waste and these would be colour coded to help management and compliance. The waste streams expected are as follows: general refuse (including food waste); mixed dry recyclables mixed glass; plastic bottles; foil, food tins; drink cans; pulpable mixed paper and card.

The building managers would monitor the waste accumulation and call the waste operator as necessary. Given the scale and nature of development, it is possible that several refuse collections would be made per day.

The waste and servicing strategy for Central Village is compliant with MCC Waste Guidelines.

**Environmental credentials / Sustainability** The sustainability credentials of the T1 building significantly exceeds Council policy and provides other sustainable benefits, and would contribute directly to the Council's Zero Carbon objectives.

The following inherent site characteristics and on-site measures to be implemented through the construction and operational phases of development to minimise the carbon footprint of the building and contribute to zero carbon objectives. The proposed building achieves a 13.46% improvement against Part L1A 2013 on carbon emissions, equating to a 22.46% improvement against Part L1A 2010, exceeding policy requirements. The energy strategy would provide benefits in terms of energy efficiency, deliverability and viability of the scheme as a whole. The electric heating for the Co-living would take advantage of a decarbonised National Grid. .

The building achieves an 8.41% improvement on Building Regulations Part L1A 2013 Fabric Efficiency and incorporates a passive building specification, intended to avoid cooling requirement, Analysis of overheating would be undertaken to refine the dwelling specification, further into the development cycle. The glazing, ventilation system and solar control glazing would optimise solar gains and limit overheating and avoid active cooling.

Lighting provision in common areas would have active sensors and the units would have water efficiency measures such as dual flush toilets, flow restrictors and reduced volume baths to limit potable water demand to below 105 litres/person/day.

Integrated white goods would have as a minimum an A+ energy rating. Waste minimisation during construction would reduce the building's embodied carbon footprint.

Construction impacts will be minimised through the Construction Management Plan, notably through: operation of an Environmental Management System; adoption of responsible construction management practices, including registration with the Considerate Constructor Scheme and implementation of pollution prevention policies; monitoring of construction site energy and water consumption; waste minimisation to reduce raw materials demand, thereby reducing the building's embodied carbon footprint; recording of CO2 emissions associated with construction site vehicles (deliveries and waste removal); and, implementation of a Sustainable Procurement Plan to ensure key materials are responsibly sourced.

**Flood Risk and Drainage** A Site specific Flood Risk and Drainage Assessment demonstrates that the proposal would address the Manchester-Salford-Trafford Strategic Flood Risk Assessments (SFRA). It confirms the key mitigation measures required and that a separate foul and surface water system would be retained as a private network.

The drains/sewers in the area discharge un-restricted into the adopted sewer network. The site is within a Critical Drainage Network as defined in the Manchester City Council Strategic Flood Risk Assessment SFRA, which requires an overall

reduction in peak discharge rates of 50% (comparing existing peak flows to the proposed peak flows).

The preferred drainage strategy involves draining to the River Irwell: A separate surface water drainage network would need to be installed to serve the whole of the St John's development, which this development plot would connect into. The discharge into the River Irwell would be un-restricted; as such no attenuation is required within the plot boundary.

**Ground Conditions** The principle of site remediation was been agreed for the Manchester Goods Yard and No.1 Grape Street Planning Permission (121511), with the potential impacts considered and mitigation proposed as part of a Phase 2 Site Investigation Report. The T1 Site falls within the Manchester Goods Yard planning permission area and is subject to the remediation strategy previously approved. On this basis the proposal would result in positive effects on ground conditions. The site has been excavated and would not have significant environmental effects. It would not cause significant environmental effects during its operation as any contamination have been removed.

**Ecology, Tree and Green & Blue Infrastructure** An ecological appraisal demonstrates that the proposal provides an opportunity to secure ecological enhancement for fauna typically found in urban areas such as breeding birds and foraging bats. It would create public realm and provide a better environment for pedestrians. The public realm would integrate with the amenity area outside the Factory. The public realm would provide a stepping stone to nearby parks such as St John's Gardens and allow views of the River Irwell. Tree planting is proposed within the public realm

**Crime and Disorder** - The increased footfall, additional residents and the improved lighting would improve security and surveillance. Greater Manchester Police have provided a crime impact assessment and the scheme should achieve Secured by Design accreditation. A condition is recommended.

**Archaeological issues** - Any archaeological interest has been removed by previous archaeological investigations.

**Biodiversity and Wildlife Issues/ Contribution to Blue and Green Infrastructure (BGIS) / Climate change adaptation and mitigation from Green Infrastructure**

The site provides low quality foraging habitat and is unlikely to be used by significant numbers of foraging bats. increased lighting post-construction would have a negligible impact on the conservation status of bats.

Manchester Green & Blue Action Strategy highlights that Manchester needs to be a green city and a growing city. The tree planting and soft landscaping would improve biodiversity and form corridors which enable natural migration through the site. This would increase opportunities for habitat expansion leading to greater ecological value.

The submitted Ecology report recommends that lighting design should be sensitively developed to provide opportunities for use of areas within the site by bats and moths.

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Waste and Recycling – The Building would have a ground floor refuse store linked to the refuse chute. The refuse chutes would be located in the core and accessed from every accommodation level. This would contain a colour coded tri-separator compaction machine to enable residents to recycle pre-sorted separate waste streams which are then deposited into separate 1100L Eurobins. The refuse store has been sized in line with 'GD 04 Waste Storage and Collection Guidance for New Developments. Compacted General Waste will be collected by a private service.

The bins would be accommodated within the buildings, and only taken out to the designated street a short time before the agreed collection and returned shortly after. The refuse collection strategy would be part of the Resident Management Strategy which would be covered by the legal agreement. The waste would be collected by Manchester City Council on a weekly basis.

Disabled access – All apartments will meet Building Regulations Part M4(1), - Visitable dwellings, and requirements for accessibility for all visitors in DFA2. Entrances would be flush and step free. On site 24 hour management would be located adjacent to the entrance with good visibility for security, deliveries, and can assist visitors and residents if required. Within the car park Low level bike stands would be provided. The external lighting would ensure that routes are adequately lit during daylight hours and after dark. Trees and furniture would be located and designed to keep pedestrian routes free from hazards.

Local Labour – A condition would require the Council's Work and Skills team to agree the detailed form of the Local Labour Agreement.

Construction Management – Measures would be put in place to minimise the impact on local residents such as dust suppression, minimising stock piling and use of screenings to cover materials. Plant would also be turned off when not needed and no waste or material would be burned on site. Provided appropriate management measures are put in place the impacts of construction management on surrounding residents and the highway network can be mitigated to be minimal.

Socio- Economic Impacts / Human Health - During the construction phase, it is estimated using similar benchmark schemes that approximately 350 full time equivalent (FTE) (including supply chain) jobs would be created at the site.

Local expenditure would also increase during the construction phase as construction workers use of local facilities. On completion the site could accommodate up to 870 people. The expenditure by residents should have a positive economic impact and help to sustain the economic viability of local services and facilities

Approximately 35 direct FTE jobs would be required to run the building and accommodation and a further anticipated 20 direct FTE. This is in addition to indirect jobs created within the supply chain to service the building. This job creation is considered to result in a permanent, minor beneficial effect on the local economy. There are 10 GP surgeries and 6 dental surgeries within one mile of the Site who are accepting new NHS patients. It is considered that the majority of the additional demand could be absorbed by the existing healthcare facilities.

## Summary of Climate Change Mitigation / Biodiversity enhancement

Biodiversity and ecosystem services help us to adapt to and mitigate climate change and are a crucial part of our effort to combat climate change. Healthy ecosystems are more resilient to climate change and more able to maintain the supply of ecosystem services on which our prosperity and wellbeing depend.

Climate Change adaptation and mitigation and minimising embodied carbon have been central to the design development. Benchmarking of Embodied Carbon would inform the next stages of design and inform decisions about, building sub-structure, superstructure and façade and minimise construction waste.

As per the requirements of policy EN6 of the Core Strategy, developments must achieve a minimum 15% reduction in CO2 emissions (i.e. a 15% increase on Part L 2010). Since the Core Strategy was adopted, Part L 2010 has been superseded by Part L 2013 which has more stringent energy requirements. The 15% requirements translates as a 9% improvement over Part L 2013.

The majority of journeys should be by public transport and active modes, supporting the climate change and clean air policy. The Framework Travel Plan (TP) sets out a package of measures to reduce the transport and traffic impacts, including promoting public transport, walking and cycling and would discourage single occupancy car use.

The proposals would include measures which could mitigate climate change for a development of this scale in this location. The proposal would have a good level of compliance with policies relation to CO2 reductions and biodiversity enhancement set out in the Core Strategy, the Zero Carbon Framework and the Climate Change and Low Emissions Plan and Green and Blue Infrastructure Strategy.

## Social Value from the Development

The proposal would support the creation of a strong, vibrant and healthy community.

In particular, the proposal would:

- Seek to maximise social interaction amongst residents;
- Would create a destination for the local community within the ground floor health & wellbeing centre and café and extensive public realm;
- Promote regeneration in other areas of the City Centre and beyond;
- Not harm the natural environment and reduce carbon emissions through design. The local labour agreement would provide job opportunities for local people.
- Help to reduce crime with increased passive surveillance from active ground floor uses and overlooking from residents;
- improve linkages between the City Centre and increase the attractiveness of routes within St Johns for pedestrians;
- Provide access to services and facilities via sustainable transport;

- Not result in any adverse impacts on air quality, flood risk, noise or pollution and there will not be any adverse contamination impacts;
- Would not have a detrimental impact on protected species;
- Would regenerate previously developed land with limited ecological value in a highly efficient manner.

**Cumulative impacts** A cumulative impact assessment has considered whether there are any significant major, moderate, minor or negligible impacts on the environment during the construction and operational phases of development.

### **Management Strategy**

A full Management Strategy has been prepared by the applicant.

The development will benefit from 24/7 management, servicing and security from a team of around 21 employees. All staff, from Residence Managers, Front of House to Housekeepers, will be direct employees of the Applicant and will be trained within the organisation. An app will be available to secure feedback. The commercial units at ground and basement level will have a separate team of up to 20 staff.

All mail and parcels will be received and sorted by the Front of House staff and will be kept in a secure Post Room. All delivery will be retrievable by staff only on behalf of residents.

Out of hours (9pm to 8am) will be covered by the Night Concierge who will be responsible for the management of the building as well as dealing with noise, anti-social behaviours and responding to fire alarms.

All communal / residents' amenity areas of the building will be cleaned and maintained on a daily basis. Maintenance works will be undertaken by the on-site maintenance manager, who will be able to respond to any maintenance or repair works immediately. Within the apartments, residents will be able to log any damage or repair works needed an app.

On-site staff will ensure that the external public areas for the building will be safe and accessible at all times. Hard and soft landscaping will be kept from litter and other debris to ensure the building looks inviting and well-maintained.

Management will be controlled via the S106 Agreement.

### **s.106 PLANNING OBLIGATIONS**

This application is to be recommended for approval, subject to a s.106 Obligation to cover the following details :

- Occupancy, principally to restrict occupancy by students and restricting occupancy within the studios to maximum 6 months
- Commitment to a long-term operational management platform covering the building in its entirety. This will include a single management and lettings entity.
- Commitment to payment of Council on all occupied units in use as primary residencies, collecting monies as part of letting agreements.
- A proportion of units within the development to be let at a reduced rate.
- Waste management, to commit to commercial waste pick-up in perpetuity

## RESPONSE TO CONSULTATIONS

In relation to the issues raised by consultees, these have been addressed in the body of this report.

In response to the letters of objections received, it is stated that the plan for transport does not meet the realistic requirements of the proposed users of the development. Under the Councils proposals for travel all traffic is thrown onto the Inner Ring Road and Liverpool Road/ Water street south side only;

In response, the development is car free and in a highly sustainable location with access to multiples modes of sustainable transport.

the taxi drop off for the building is clearly inadequate for a development which contains business meeting space. An average might be 2 an hour but actual use is unlikely in the extreme to be so spaced;

the proposal for goods deliveries is even less realistic relying as it does on "co-ordination" of deliveries and a short time slot for each. Catering supplies will be frequent for a site with catering facilities as proposed and in addition deliveries to the homes of at least 806 persons varied as they may be are extremely unlikely to "co-ordinated";

the idea of "co-ordinating" refuse/ recycling services is currently difficult. Creating a building for use by 806 plus residents and the public in such an inaccessible place is poor planning and contrary to the parameters set out as applicable. Opening Water Street as a through road might make the development slightly more feasible but it requires substantially better access provision;

In response, the forecast trip movements have been assessed using industry recognised methodology and is concluded to be sufficient.

I strongly object to giving planning permissions for high rise buildings in Manchester City centre, without any consideration of availability of infrastructures within city centre. This is a high density area and there are already a lot of development undertaking currently and soon to start undertake and this will add to an existing major problem;

In response, the site is highly accessible to all of the city centres amenities and facilities. The development is car free.

I am also particularly concerned about the height of the building, especially given that there are so many tall buildings within this area now (already existing or building permission already issued). This building will darken the surroundings in relation to sunlight and daylight.

In response, the proposed development is for a 32-storey building to replace an approved 36-storey building on-site. It has been subject to full environmental and amenity assessment.

The proposed development accords with the provisions of the regeneration framework for St Johns, and the details are considered acceptable, subject to the imposition of appropriate conditions.

### **Legal Agreement**

Any Planning Permission would be subject to completion of a Section 106 Legal Agreement the Heads of Terms of which have been outlined above but include restrictions on the length of occupancy / tenancies within the studio units. In terms of the Management Agreement this would be based on the submitted Residential Management Strategy which sets out the managerial practices and procedures that would be implemented.

### **Covid 19 Potential Impact on Co-Living Developments**

The city centre is the region's economic hub, providing a strategic employment location, with a significant growing residential population. At present there is an undersupply of both Grade A floor space and residential accommodation. Therefore, it remains critical to ensure a strong pipeline of both residential and commercial development. The impacts of COVID-19 are being closely monitored at a national, regional and local level to understand any impacts on the city's population, key sectors and wider economic growth. At the same time, growth of the city centre will be important to the economic recovery of the city following the pandemic. Although there may be a short-term slowdown in demand and delivery, it is expected that growth will resume in the medium long term. Demand for the proposals set out within the framework will be robustly assessed as part of the planning process to ensure alignment with demand.

The Council is currently working with a range of partners to plan amenity provision for a growing population. This approach takes a holistic city-wide view of where demand is increasing most significantly. There are specific plans in train for new healthcare provision and a new primary education facility to be located within the Great Jackson Street SRF area to service city centre demand.

It is not yet possible to predict the full impact of COVID-19 on the Greater Manchester economy. However, Government and Local authorities have already taken steps to help employers cope with the initial lockdown period. While in the short term it is likely to slow the growth in Manchester, in the medium term the city is well placed to recover and to return to employment and economic growth, coinciding with the delivery of this important residential scheme. The timing of construction works will also play an important role in supporting the construction sector to return to pre-lockdown levels of activity.

### **CONCLUSION**

The proposal would deliver the vision, objectives and development principles of the St Johns SRF including place making and public realm and would help to establish a new City Centre destination.



The proposals would deliver a sustainable, high density, high quality development at an accessible price point within an area of employment growth.

The proposal is consistent with Development Plan policies as required by Section 38(6) of the Planning and Compulsory Purchase Act 2004

The proposals would be consistent with GM Strategy's key growth priorities and would deliver a high quality building and regenerate a poor quality site. The site can accommodate a building of the scale and massing proposed whilst avoiding any substantial harm to the setting of the adjacent Listed Mill Buildings, or the Castlefield Conservation Area..

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 setting of the adjacent listed buildings and the character of the 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 benefits of the development.

The impacts modelled within the submitted EIA technical chapters have been fully considered in relation to the officer recommendation with respect to this application

Subject to the S106 agreement the development would be consistent with the Core Strategy, saved UDP policies and the NPPF.

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

Protocol 1 Article 1, and Article 8 where appropriate, confer(s) a right of respect for a person's home, other land and business assets. In taking account of all material considerations, including Council policy as set out in the Core Strategy and saved policies of the Unitary Development Plan, the Director 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**, subject to a s.106 covering occupancy, long-term management, payment of Council Tax, reduced rental provision and waste management.

### **Article 35 Declaration**

Officers have worked with the applicant in a positive and pro-active manner to seek solutions to issues 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. There have also been ongoing discussions about the development to secure an appropriate mix and size of unit types to align with emerging co-living policy and MCC Housing policy, responses to consultee comments and the scope and heads of terms of the S106 agreement which would support the determination of this application.

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

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

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

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

#### Plans

6548-P-B500-XP-00-001 – REV A - EXISTING LOCATION PLAN, showing site edged red

6548-P-B500-XP-00-002 – REV A - EXISTING SITE PLAN

6548-P-B500-XP-00-003 – NO REV - EXISTING SITE PLAN: T1 & T2 SITE BOUNDARIES

6548-P-B500-A-001 – REV A - TYPICAL FAÇADE DETAILS LEVEL 00

6548-P-B500-A-011 – REV A - TYPICAL FAÇADE DETAILS LEVEL 01

6548-P-B500-A-021 – REV A - TYPICAL FAÇADE DETAILS TYPICAL APARTMENT LEVEL

6548-P-B500-A-051 – REV C - TYPICAL FAÇADE DETAILS ROOF LEVEL

6548-P-B500-E-E – REV C - EAST ELEVATION

6548-P-B500-E-E-001 – REV C - PROPOSED CONTEXTUAL EAST ELEVATION

6548-P-B500-E-N – REV C - NORTH ELEVATION

6548-P-B500-E-N-001 – REV C - PROPOSED CONTEXTUAL NORTH ELEVATION

6548-P-B500-E-S – REV C - SOUTH ELEVATION

6548-P-B500-E-S-001 – REV C - PROPOSED CONTEXTUAL SOUTH ELEVATION

6548-P-B500-E-W – REV C - WEST ELEVATION

6548-P-B500-E-W-001 – REV D - PROPOSED CONTEXTUAL WEST ELEVATION

6548-P-B500-P-00 – REV A - LEVEL 00 GA PLAN

6548-P-B500-P-00-001 – REV A - LEVEL 00 PROPOSED SITE PLAN

6548-P-B500-P-01 – REV A - LEVEL 01 GA PLAN

6548-P-B500-P-05 – NO REV - LEVEL 05 GA PLAN

6548-P-B500-P-B1 – REV A - LEVEL B1 GA PLAN  
 6548-P-B500-P-B2 – REV A - LEVEL B2 GA PLAN  
 6548-P-B500-P-LRF – REV C - LOWER ROOF LEVEL GA PLAN  
 6548-P-B500-P-URF – REV C - UPPER ROOF LEVEL GA PLAN  
 6548-P-B500-P-M – REV A - MEZZANINE LEVEL GA PLAN  
 6548-P-B500-P-TYP-001 – REV B - LEVEL 02-04 GA PLAN  
 6548-P-B500-P-TYP-002 – REV B - LEVELS 10-12, 17-19, 24-26 & 31 GA PLAN  
 6548-P-B500-P-TYP-003 – NO REV - LEVELS 06-09, 13-16, 20-23 & 27-30 GA PLAN  
 6548-P-B500-S-AA – REV C - SECTION AA  
 6548-P-B500-S-BB – REV C - SECTION BB  
 6548-P-B500-XS-E-001 – REV A - EXISTING SITE SECTION EAST  
 6548-P-B500-XS-N-001 – REV A - EXISTING SITE SECTION NORTH  
 6548-P-B500-XS-S-001 – REV A - EXISTING SITE SECTION SOUTH  
 6548-P-B500-XS-W-001 – REV A - EXISTING SITE SECTION WEST  
 6548-A-Z100-A-001 – REV M - AREA SCHEDULE  
 SJQ-701-EXA-XX-L00-DR-L-000100 Rev P05 - T1 PUBLIC REALM GENERAL ARRANGEMENT

#### Documents

- Design and Access Statement, prepared by Denton Corker Marshall dated March 2020 (Reference 6548\_D\_3\_001 – REV 02);
- Planning and Tall Building Statement, prepared by Deloitte Real Estate dated December 2019;
- Statement of Community Consultation, prepared by Deloitte Real Estate dated December 2019 (Reference: 2019.146);
- Environmental Standards Statement, prepared by Element Sustainability dated October 2019;
- Ground Conditions Summary, prepared by Curtins Reference: 061559-CUR-XX-00-RP-GE-002
- Top Soil Planning Statement, prepared by Curtins dated 30.06.2020 (Reference: B061559-CUR-00-XX-XX-DS-GE-001)
- St John's Phase 2 Site Investigations v2 prepared by Curtins, dated 20 September 2018 (Reference 065330-CUR-00-XX-RP-GE-001-V02)
- Transport Statement, prepared by Vectos dated November 2019;
- Framework Travel Plan, prepared by Vectos Dated October 2019
- Archaeological Letter, prepared by Salford Archaeology dated 8 October 2019;
- Ecological Assessment and cover note, prepared by ERAP dated 11 October 2019
- (Report dated September 2016; Reference 2015\_179);
- Crime Impact Statement, prepared by Greater Manchester Police dated 26/11/2019 (Reference 2015/0589/CIS/03);
- Flood Risk and Drainage Summary, prepared by Curtins dated 22 October 2019 (Reference 061559-CUR-00-XX-RP-C-92001-V03);
- St Johns Masterplan Drainage Strategy V2 prepared by Curtins dated 1 May 2019 (Reference SJQ099-CUR-00-XX-RP-C-92001)
- Waste Management and Servicing Strategy, prepared by Vectos dated December 2019;

- Television and Radio Impact Assessment Reception Survey, prepared by G-Tech Surveys dated 11/10/2019;
- Ventilation Strategy, prepared by CWC dated 10/10/2019 Reference SJQ-701-CWC-XX-XX-RP-M-10002;
- Residents Management Strategy, prepared by VITA dated January 2020;
- Broadband Connectivity Assessment, prepared by G-Tech Surveys dated 11/10/2019;
- Local Labour Agreement, prepared by BAM; and
- The Environmental Statement and Technical Appendices dated December 2019 (part updated March 2020).

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

3) a) Prior to the commencement of the development, other than enabling works comprising 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 the building shall be submitted to and approved in writing by the City Council, as local planning authority.

b) Samples and specifications of all materials to be used on all external elevations 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) a) No development shall commence, other than enabling works comprising piling and construction of the sub structure, unless and until a programme for issue of samples and specifications of all hard landscape materials, including details of seating and other items of street furniture together with a layout plan identifying the location of the materials have been submitted to and approved in writing by the City Council as local planning authority.

b) Samples and specifications of all hard landscape materials 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.

c) The development shall be constructed only using the approved materials unless otherwise agreed in writing by the City Council as local planning authority.

d) The approved scheme shall be implemented not later than 12 months from the date the building 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.

5) No part of the development, other than enabling works comprising piling and construction of the sub structure shall commence until soft landscaping treatment scheme has been submitted to and approved in writing by the City Council as local planning authority. The scheme shall include details of all planters together with full details of all planting arrangements, including trees.

b) The approved scheme shall be implemented not later than 12 months from the date the building is first occupied.

c) 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 and DM1 of the Core Strategy.

6) Full details of all external seating areas within the development shall be submitted to, and approved in writing by the City Council, as local planning authority, prior to the first occupation of ground floor flexible commercial space to which the external seating areas relate. The details shall include areas to be used for the consumption of food and drink, means of demarcation, furniture, lighting, signage and a schedule of days and hours of operation.

Reason - In the interests of visual amenity, and to safeguard the amenities of the occupiers of nearby properties, pursuant to policies SP1 and DM1 of the Core Strategy.

7) Before the development hereby approved is completed, a paving and surfacing strategy for the public footpaths, vehicular crossings, and vehicular carriageways within and 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 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.

8) The development shall be carried out in accordance with the Crime Impact Statement Reference 2015/0589/CIS/03 Version D dated 26 November 2019. 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.

9) Before first occupation of the development, a signage design strategy for all parts of the development 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.

10) The Retail flexible commercial space hereby approved shall not be occupied unless and until the opening hours of such uses have been agreed in writing by the City Council as local planning authority. Those uses shall thereafter not open outside the approved hours.

Reason - In order that the local planning authority can achieve the objectives both of protecting the amenity of local residents and ensuring a variety of uses at street level in the redeveloped area in accordance with saved UDP policy DC 26.1 and policies SP1 and DM1 of the Core Strategy.

11) No amplified sound or any music shall be produced or played in any external areas of the site, 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.

12) Before first occupation of the building, 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.

13) The development hereby approved shall include a lighting scheme for the development, including the illumination of any part of the buildings and all areas of public realm during the period between dusk and dawn. Full details of such a scheme, including lighting columns and fittings, level and type of illumination, and 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 the lighting scheme is implemented. External lighting shall be designed and installed so as to control glare and overspill onto nearby residential properties. The approved scheme shall be implemented in full before any part 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.

14) Fumes, vapours and odours shall be extracted and discharged from the premises in accordance with a scheme to be submitted to and approved in writing by the City Council as local planning authority before the use commences; any works approved shall be implemented before the use commences.

Mixed use schemes shall ensure appropriate ventilation in the form of internal ducting in risers that terminate at roof level. Schemes that are outside the scope of such developments shall ensure that flues terminate at least 1m above the eave level and/or any openable windows/ventilation intakes of nearby properties. Alternative ventilation including carbon or water filters will be required if extraction is to be provided at the ground floor level.

Reason - In the interests of the amenities of occupiers of nearby properties, pursuant to Core Strategy Policy DM1.

15) A Construction Management Plan shall be submitted to and approved by the Council. This will contain a Noise & Vibration section (in addition to a dust emission section) that shall base the assessment on British Standard 5228, with reference to other relevant standards. It shall also contain a community consultation strategy which includes how and when local businesses and residents will be consulted on matters such as out of hours works.

Reason: In the interests of amenity and public health, pursuant to policy DM1 of the Core Strategy for the City of Manchester.

16) Construction/demolition works shall be confined to the following hours unless otherwise agreed in writing by the City Council as local planning authority:

- o Monday - Friday: 7.30am - 6pm
- o Saturday: 8.30am - 2pm
- o 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 DM1 of the Core Strategy for the City of Manchester.

17) Before any flexible commercial space hereby approved commences, the premises shall be acoustically insulated and treated to limit the break out of noise in accordance with a noise study of the development and a scheme of acoustic treatment that has been submitted to and approved in writing by the City Council as local planning authority. The scheme shall be implemented in full before the use commences or as otherwise agreed in writing by the City Council as local planning authority.

Where entertainment noise is proposed the LAeq (entertainment noise) should be controlled to 10dB below the LA90 (without entertainment noise) at the facade of the nearest noise sensitive location, and internal noise levels at structurally adjoined residential properties in the 63Hz and 125Hz octave frequency bands should be controlled so as not to exceed (in habitable rooms) 47dB and 41dB, respectively.

Reason - To safeguard the amenities of the occupiers of the building and occupiers of nearby properties, pursuant to policy DM1 of the Core Strategy for the City of Manchester.

18) Before the development commences, other than enabling works comprising piling and construction of the sub structure commences, a scheme for acoustically insulating the proposed co-living accommodation against noise from the nearby road network 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 co-living dwelling units are occupied.

Noise survey data must include measurements taken during a rush-hour period and night time to determine the appropriate sound insulation measures necessary.

The internal noise criteria are as follows:

Bedrooms (night time - 23.00 - 07.00) 30 dB LAeq (individual noise events shall not normally exceed 45 dB L<sub>Amax,F</sub> by more than 15 times) Living Rooms (daytime - 07.00 - 23.00) 35 dB LAeq Gardens and terraces (daytime) 55 dB LAeq

Due to the proximity of the development to the Ordsall Chord it will be necessary for vibration criteria to apply which can be found in BS 6472: 2008 "Guide to evaluation of human exposure to vibration in buildings". Groundborne noise/re-radiated noise should also be factored into the assessment and design.

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

Reason: To secure a reduction in noise from traffic or other sources in order to protect future residents from noise disturbance, pursuant to policy DM1 of the Core Strategy for the City of Manchester.

19) 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.



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 for the City of Manchester.

20) No construction other than enabling works comprising piling and construction of the sub structure commences shall commence unless and until full details of all wind mitigation measures, if required, have been 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.

21) 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, EN17 and DM1.

22) Prior to occupation of the co-living units a Residents Management Strategy shall be submitted to, and approved in writing by, the City Council, as local planning authority. The Residents Management Strategy shall include details of maintenance, smoking arrangements, security, energy management, janitorial services, common parts cleaning, exterior services, and building policies in relation to waste disposal, storage and deliveries.

Reason: To ensure the development is managed in interests of the general amenities of the area, pursuant to policies SP1 and DM1 of the Core Strategy.

23) 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.

24) The development hereby approved shall not be occupied unless and until surface water management has been implemented in accordance with the Flood Risk and Drainage Summary, Curtins, 22nd October 2019 (061559-CUR-00-XX-RP-C-92001-V03) and an assessment of overland flow routes to include inlets, finished floor levels, ground levels and entrances of the buildings is submitted 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.

25) Deliveries, servicing and collections, including waste collections shall not take place outside the following hours: 07:30 to 20:00, Monday to Saturday, no deliveries/waste collections on Sundays/Bank Holidays.

Reason - To safeguard the amenities of the occupiers of nearby residential accommodation, pursuant to policy DM1 of the Core Strategy for the City of Manchester.

26) No development, other than enabling works comprising piling and construction of the sub structure commences, shall commence until a scheme for the storage (including segregated waste recycling) and disposal of refuse, in association with all office uses, flexible commercial elements, 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: In the interests of amenity and public health, pursuant to policy DM1 of the Core Strategy for the City of Manchester.

27) No development, other than enabling works comprising piling and construction of the sub structure, shall commence until a scheme for the storage (including segregated waste recycling) and disposal of refuse, in association with all co-living units, 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: In the interests of amenity and public health, pursuant to policy DM1 of the Core Strategy for the City of Manchester.

28) No part of the development shall be occupied until space and facilities for bicycle parking have been provided in accordance with the approved plans. These facilities shall then be retained and permanently reserved for bicycle parking.

Reason: To ensure that adequate provision is made for bicycle parking so that persons occupying or visiting the development have a range of options in relation to transport mode, pursuant to policy T1 and policy DM1 of the City of Manchester Core Strategy.

29) Before first occupation of any part 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.

30) Prior to the first occupation of the development, a detailed strategy for visitor pick-up and drop-off locations, ad-hoc drop-off co-living deliveries and the design and locations of all taxi areas, shall be submitted to, and approved by, the City Council, as local planning authority.

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

31) 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 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, pursuant to policy DM1 of the Core Strategy for the City of Manchester.

32) The ground floor level flexible commercial units shall not include the provision of external roller shutters.

Reason - For the avoidance of doubt, and 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, as specified in policies SP1 and DM1 of the Core Strategy.

33) 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, pursuant to policy DC18.1 of the Unitary Development Plan for the City of Manchester and policy DM1 of the Core Strategy for the City of Manchester.

34) The details of an emergency telephone contact number for shall be displayed in a publicly accessible location on the site from the commencement of development until construction works are complete.

Reason : To prevent detrimental impact on the amenity of nearby residents and in the interests of local amenity in order to comply with policies SP1 and DM1 of the Core Strategy.

35) The wheels of contractors' vehicles leaving the site shall be cleaned and the access roads 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 interest of pedestrian and highway safety, as specified in policies SP1 and DM1 of Core Strategy.

36) No development shall commence on site until a Radar Mitigation Scheme (RMS), (including a timetable for its implementation during construction), has been agreed with the Operator and approved in writing by Manchester City Council.

The Radar Mitigation Scheme (RMS) shall thereafter be implemented and operated in accordance with the approved details.

Reason: In the interests of aviation safety, pursuant to policy DM1 of the Core Strategy for the City of Manchester.

37) Prior to development commencing, other than enabling works comprising piling and construction of the sub structure, a local labour agreement, relating to the construction phase of development, shall be submitted to and agreed in writing with the City Council as local planning authority. The approved scheme shall be in place prior to the commencement of the development, and shall be kept in place thereafter.

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

### **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: 125655/FO/2019 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:**

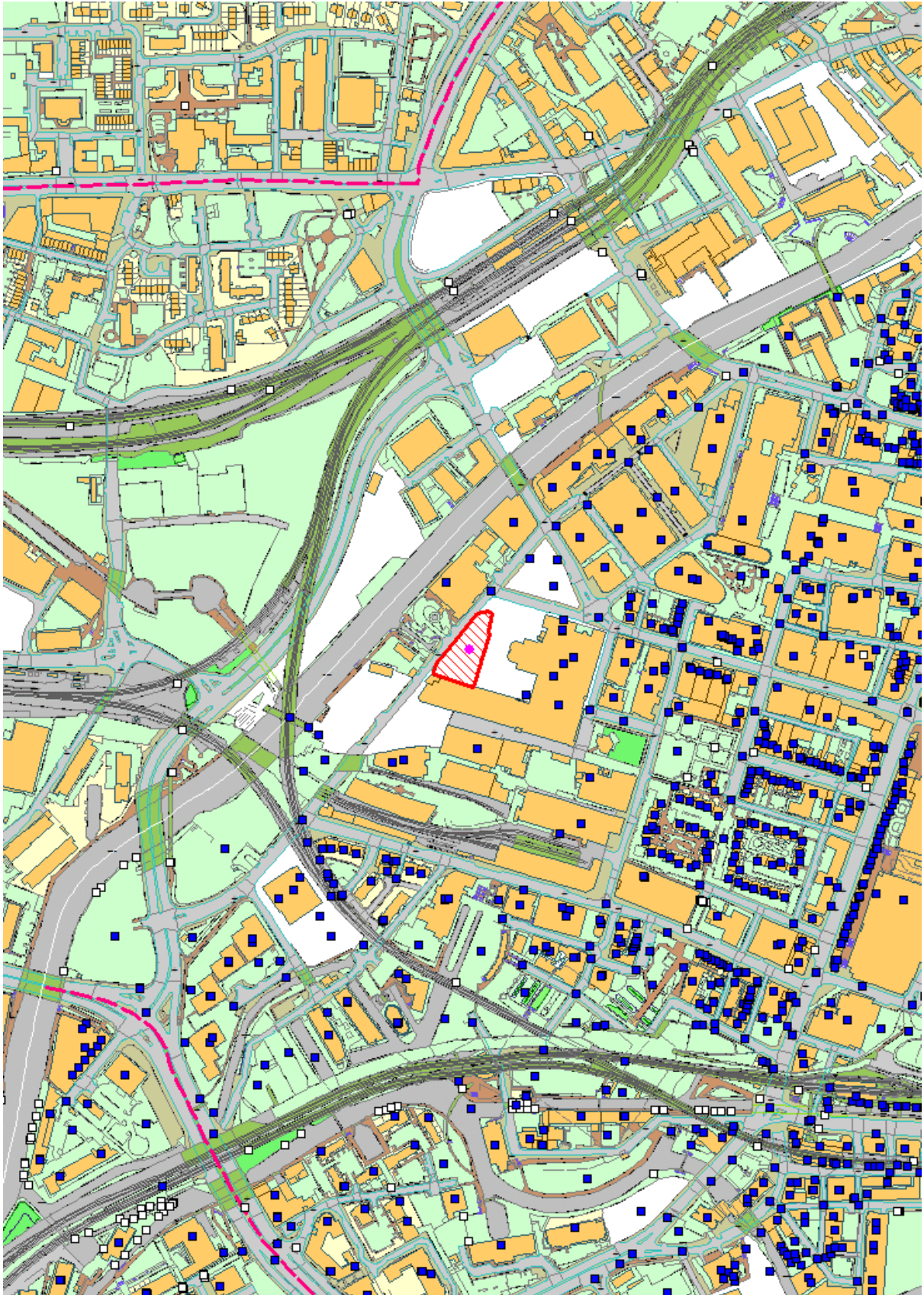
Natural England  
Highway Services  
Environmental Health

Corporate Property  
MCC Flood Risk Management  
Sustainable Travel  
Greater Manchester Police  
Historic England (North West)  
Environment Agency  
Transport for Greater Manchester  
Planning Casework Unit  
United Utilities Water PLC  
Greater Manchester Archaeological Advisory Service  
Greater Manchester Pedestrians Society  
Network Rail

**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



<b>Application Number</b>	<b>Date of Appln</b>	<b>Committee Date</b>	<b>Ward</b>
125573/FO/2019	22nd Jan 2020	24 <sup>th</sup> September 2020	Deansgate Ward

**Proposal** Construction of four buildings of heights varying from 10 storeys to 45 storeys together comprising Co-living bedspaces (use class sui generis) and associated amenity facilities, with ground floor commercial units (Use classes A3 (Café / Restaurant and D2 (Gym)), private amenity space and public realm comprising hard and soft landscaping, car parking and cycle facilities and other associated works.

**Location** Plot 11 First Street Comprising Land Bound By Hulme Street To The North, Wilmott Street To The East, The Unite Parkway Gate Development And Mancunian Way To The South, And Medlock Street To The West, Manchester

**Applicant** Downing Living (Manchester) Limited Partnership Incorporated, C/o Agent,

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

## **BACKGROUND**

At its meeting on 27 August 2020 the Committee resolved that it was 'minded to refuse' this application on the grounds of the impact on neighbouring residential areas in Hulme and the development is in conflict with policies on current space standard and previous reports from the Executive. They requested officers to bring a report to the next meeting to address these concerns.

This site is an integral part of First Street and is clearly within the City Centre. It is part of a broad sweep of land to the north of the Mancunian Way which has been identified for high density development for over 20 years and includes Great Jackson Street, First Street, Circle Square, UMIST/IQ/ID and Mayfield. It is one of the few remaining areas in the City where the Councils commercial and growth ambitions can be delivered. The committee has previously approved schemes within these areas of a similar overall density and what is proposed here is not unusual.

The southern boundary of the site is adjacent to the Mancunian Way which is an interface with Hulme, This stretch of the Mancunian way is 18m in width and includes an elevated section which clearly separates this part of the City Centre from Hulme. The closest part of the development to any residential property in Hulme is 67m. The impacts of the scheme in terms of amenity are clearly set out in the main body of the report and these are all considered to be acceptable. On this basis officers do not believe that a reason for refusal on these grounds could be substantiated.

Diagram of Proposed Building Footprint Superimposed on Existing Plans of Clarendon Street & Roxford View



View North along Newcastle Street from Loxford Street



The room and apartment sizes within the accommodation which could be used as a permanent home fully comply with the City Councils space standards. The accommodation that would be used for short term lets could not be used as a permanent home and as such our space standards would not apply. This accommodation would be suitable for those who have a short term need and who would otherwise stay in a hotel or serviced accommodation where spaces would be



similar in size. To clarify space standards do not apply to such accommodation. However, the benefit of this proposal is that it would have a level of amenity and ancillary support accommodation that would not be available in hotels or serviced accommodation. The proposal does conform with the terms set out in the report to the Executive on co-living and this is set out in the main body of the report. On this basis officers do not believe that a reason for refusal on these grounds could be substantiated.

Planning law requires that planning decisions have to be made in the context of National Legislation and government Guidance and with the Core Strategy. A full analysis of all the relevant issues is presented in the report and this scheme is wholly consistent with National Legislation and government Guidance and with the Core Strategy. On this basis, there are no any policy based reasons for refusal and the recommendation remains that the application should be approved.

Should members resolve to refuse the application, contrary to advice, they may wish to consider the following:-

The standard and nature of the accommodation is not acceptable.

The impact of the proposal on neighbouring residential areas in Hulme is unacceptable.

Notwithstanding this, for the reasons set out above and in the remainder of this report, the recommendation is that the application be approved subject to a s106 agreement.

## **INTRODUCTION**

The image below shows the building footprint and adjacent site context



Co-living is a relatively new concept to Manchester and the UK but is established in India and major American cities such as New York, San Francisco and Los Angeles. It is common in a number of high demand European cities such as Berlin, and interest is beginning to emerge in London and other UK cities.

There is not a standard definition of Co-living but it typically comprises a private living space with an ensuite bathroom with access to shared communal facilities such as kitchens, dining, other facilities and shared amenity space. It can comprise studios and 'cluster-style flats' in which bedrooms can be rented out individually or in groups. Schemes may share some of the characteristics of private rented sector (PRS) schemes, such as shared amenity space with one, two and three bed units. There are also some similarities to short-term serviced apartment provision.

This use does not fall within a use class under the Town and County Planning (Use Classes) 1987 Order (as amended) and is classified as Sui Generis. There are no policies within either the National Planning Policy Framework (2019) or Core Strategy which relate to this type of accommodation. As it is classed as Sui Generis, schemes are not required to conform to the nationally prescribed space standards. Units that do not comply with the space standards would not be acceptable as permanent homes in Manchester and tenure lengths should be restricted.

The Executive endorsed a report in July 2020 on Co-living following a period of consultation. There is no current National or Local Policy guidance in relation to this product and with Co-Living being a relatively new concept in the UK and the market is ahead of policy. Shared living has a flexible tenure and aims to meet the needs of agile workers seeking well managed accommodation with all-inclusive bills with no-strings attached. It seeks to offer privacy alongside a communal environment with social spaces and often an active social programme. It is anticipated that the accommodation would be attractive to those who might otherwise live in house share / house in multiple occupation. It offers shared amenities, typically all-inclusive of bills but with more flexible occupancy terms than a standard residential tenancy.

Co living should add value to existing wider, economic-led, regeneration frameworks, drive employment, create place and support the talent needed to support growth. Co-living developments would require quality design and space standards, except where there is a compelling justification for an alternative approach. At the current time these opportunities are considered to be limited to within the application site, St Johns (Enterprise City) and Piccadilly Basin / Northern Quarter.

Permission was granted in 2016 ((111170) on the application site for the erection of 624 apartments' in a part 8, part 10, part 23 and part 26 storey development. It included a podium garden, ground floor commercial units for Class A1, A2, A3, A4, B1, D1 (crèche/day nursery and/or doctor's surgery) and D2 (gym use) with servicing, parking and public realm.

## DESCRIPTION OF SITE



The site measures 1.2ha and is bounded by Hulme Street, Wilmott Street, the Parkway Gate student accommodation, Mancunian Way and Medlock Street. It is within part of the City Centre known as First Street which has been a regeneration priority for over a decade. A gas main divides the site along Newcastle Street. There is also a gas main around the northern and western perimeter which has an easement and exclusion zone.

First Street has been transformed over the past decade by developments including Home, Grade A, BREEAM Excellent offices at No.1 and No.8 First Street, the Inside Hotel, Serviced Accommodation a Multi Storey Car Park and high quality public realm. Planning permission has been granted for a 37,000 sq. m office building on Plot 9 and construction is expected to commence this summer. Once completed, First Street is expected to support 10,000 jobs.

The site is mainly hard-standing with some landscaping on the west and south edges. The area on the east has some vegetation which has naturally regenerated following site clearance. There are around 26 trees with many in small groups.

The south of the site is dominated by the Mancunian Way and PBSA which ranges from 8 to 18 storeys. A Premier Inn and 1 City Road are on the opposite side of Medlock Street, beyond which is Great Jackson Street where large scale residential schemes are progressing. To the immediate north and north east are cleared sites identified for office development that are used as car parking.

The site is close to Oxford Road and Deansgate Station's and the Deansgate/ Castlefield Metrolink stop. There are high-frequency bus routes on Cambridge Street, Medlock Street, Oxford Road and Whitworth Street West.

Circle Square, The Civic Quarter, Knott Mill /Whitworth Street West, Great Jackson Street, and Hulme are nearby. Despite significant investment, First Street still feels disconnected from the City Centre Core and further development is required. There has been significant residential growth in the southern part of the City Centre and First Street has a crucial role to play in continuing the growth and expansion of the City Centre.

There are a number of listed buildings close to the site including Mackintosh Mill and Cambridge Mill which are Grade II listed former Mills now in residential and office uses.

The site is in Flood Risk Zone 1 (low risk) and is within a critical drainage area.



### **First Street SRF Area 2020**

### **DESCRIPTION OF PROPOSALS**

The application proposes the erection of four buildings ranging from 10 to 45 storeys linked by areas of public realm and private amenity space. 2 of the buildings would sit on a podium. The gas main on Newcastle Street has informed the layout and).



distribution of the buildings. Block A would be 10 storeys at the corner of Hulme Street and Wilmott Street and step up to 18 storeys and then 22 storeys along Hulme Street. (70.6m high). Block B would step from 18 storeys to 22 storeys and then to 26 at the corner of Chester Street and Wilmott Street (82.3m high). Block C would be 17 storeys fronting Mancunian Way and step down to 13 and then 10 storeys into the heart of the site (52.3m high). Block D would be a 45 storey tower (138.9m high)





The development would contain 1349 units with 609 apartments (284 one bed, 112 two bed, 89 three bed, 46 four bed, 78 five bed) and 875 studios. The studios would include 30 super, 23 deluxe, 240 premium, 309 standard and 273 compact units (2224 bed spaces total). Communal amenity facilities would include a cinema for a maximum of 15 people, co-working space, health and well-being facilities, café, a communal kitchen and dining area and a resident's lounge. The development would be run as a single operation but each building would have a separate entrance with a reception & management offices.

Blocks A&B would contain a café, double height health and wellbeing space, bike store, plant, bin store, substation, laundry and management suite; Ground and First floor shared amenity areas (lounge/ kitchen/ dining) ( 5,562 sq.m and external private terrace and garden areas (2,470m<sup>2</sup>).

Block C would have amenity space, bike store, plant, substation, bin store and management suite; Ground and First floor shared amenity areas (1,157 sq.m) (lounge/ kitchen/ dining).

Block D would have a bike store, plant, substation, car park, management suite and bin store; first floor and 'sky lounge' (44<sup>th</sup> floor) amenity areas (lounge/ kitchen/ dining) (3,146 (GEA) sq.m) and external first floor and external private terrace and garden areas (1636m<sup>2</sup>).

The applicants consider that shared amenity space in centralised zones would encourage more social interaction than space on individual floors. It would also interact with the external green spaces.

For the purposes of this Report a 'unit' is a room within an apartment and a 'studio' is a self-contained single occupancy unit. Just over 10% (149 units) of the shared-living rooms / studios would be fully accessible or adaptable. The proposed wide range of accommodation types would provide a range of options that people could move around in according to their current life circumstances.

All accommodation would be fully furnished and bills would be with all-inclusive and cover rent, resident relations, concierge, superfast internet, all utilities and taxes, daily events and gym membership in one monthly payment' Unlike mainstream residential accommodation, large deposits would not be required. All residents would have access to the communal facilities and external amenity spaces and have a private bathroom and cooking facilities within their own accommodation.

The applicants have stated that Co-living accommodation aims to provide accommodation at a lower price point than more established models such as Private Rental Sector (PRS). The rent for around a quarter of the units would equate to median salary figures for those who obtained first degree qualifications and entered full-time paid work. The price point would be accessible to a range of incomes and deliver cost-effective living options which could be attractive to key workers. The all-inclusive bills should represent a saving over comparable rental accommodation. The reduction or removal of travel costs due to the accessible city centre location should further reduce overall outgoings.

1349 bedspaces would be in accommodation which would comply with the closest applicable National Described Space Standards and Manchester Space Standards. 396 apartments/508 bedspaces would be a mix of 1 and 2 bedroom units some with ensuite bathrooms. 213 apartments/841 bedspaces would be 3 to 5 bed units each with en-suite rooms and shared lounge spaces and kitchens.

## 1 and 2 bed apartments

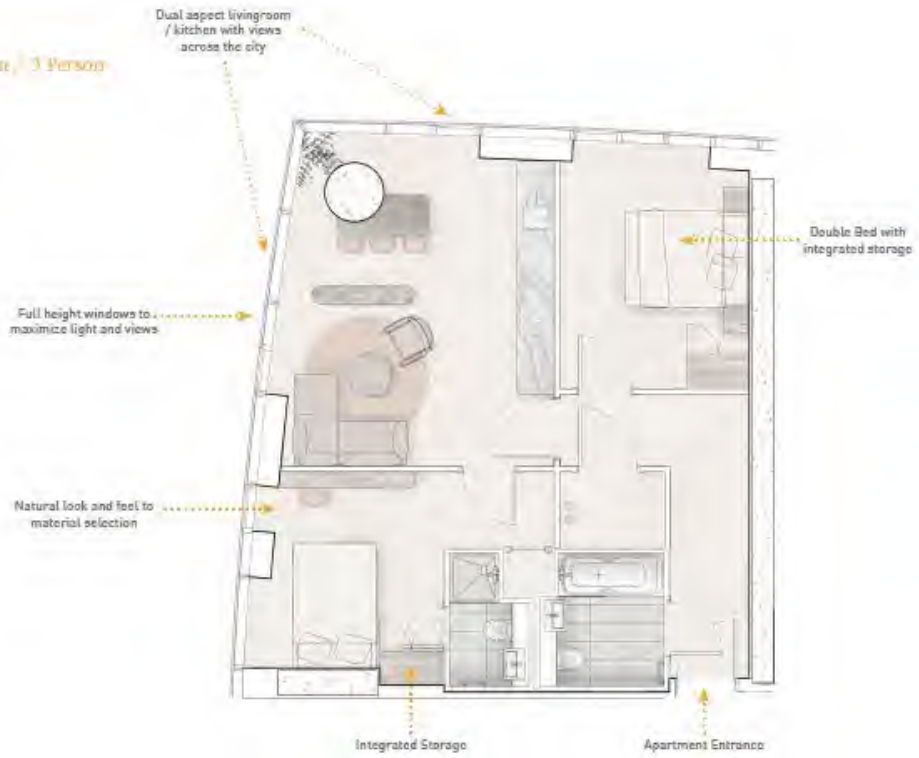
### APARTMENT - 2 Bedroom ( 1 Person)

- 76 bedrooms  
3.4% of the overall offer
- GIA - min. 70m<sup>2</sup>



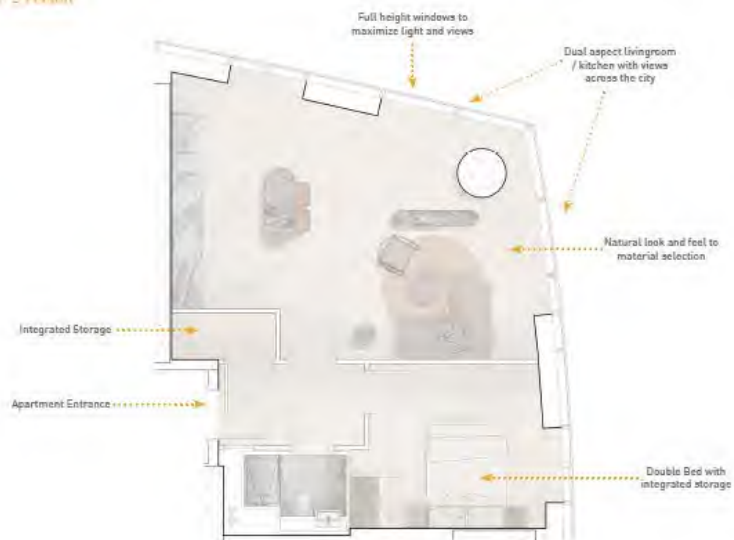
**APARTMENT - 2 Bedroom / 3 Person**

- 148 bedrooms  
6.7% of the overall offer
- GIA - min. 61m<sup>2</sup>



**APARTMENTS - 1 Bedroom / 2 Person**

- 2 bedrooms
- GIA - min. 50m<sup>2</sup>





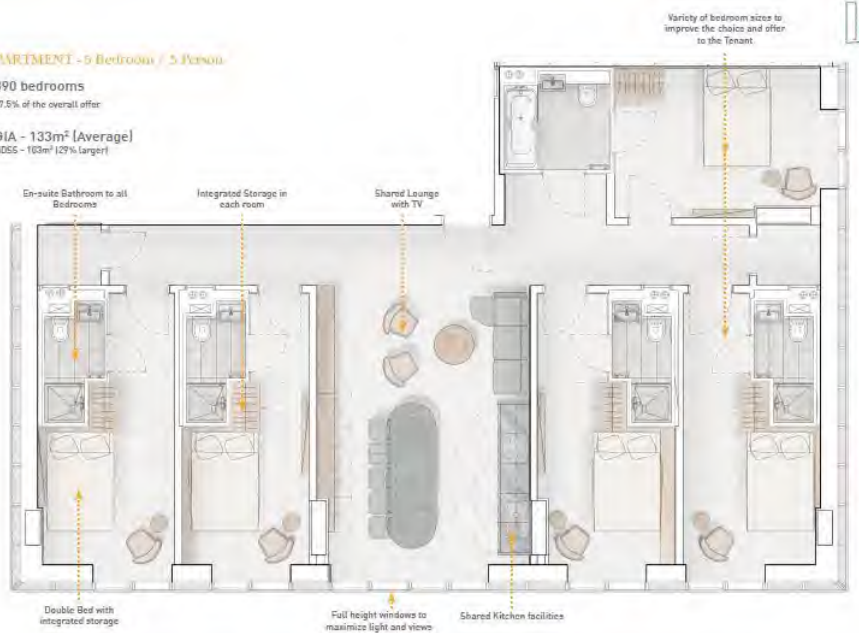
**APARTMENTS - 1 Bedroom / 1 Person**

- 282 bedrooms  
12.7% of the overall offer
- GIA - min. 37m<sup>2</sup>



**APARTMENT - 5 Bedroom / 5 Person**

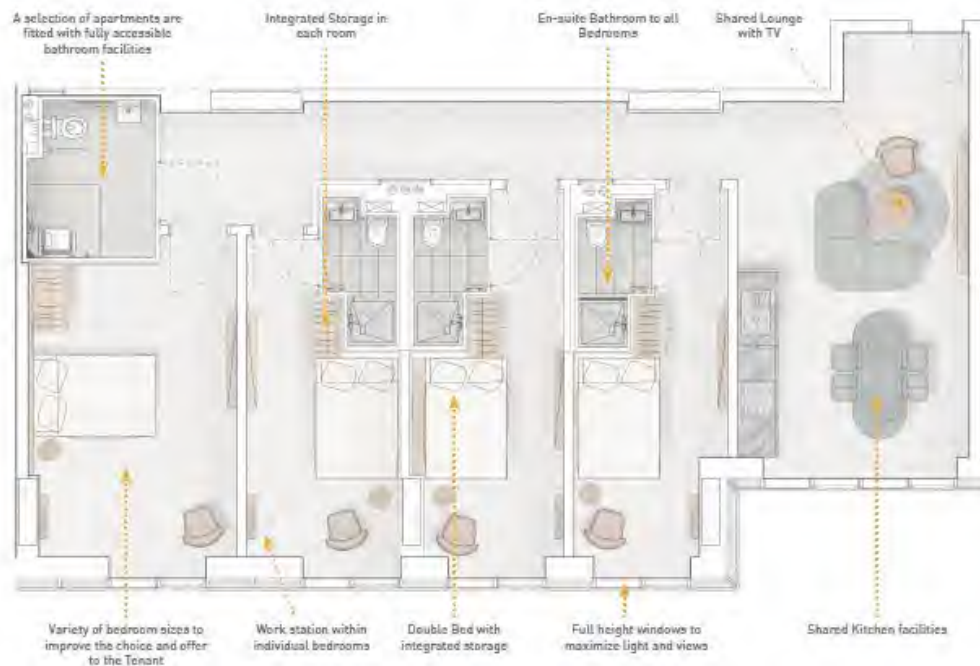
- 390 bedrooms  
17.5% of the overall offer
- GIA - 133m<sup>2</sup> (Average)  
NDSS - 163m<sup>2</sup> (29% larger)



**APARTMENT - 1 Bedroom / 4 Person**

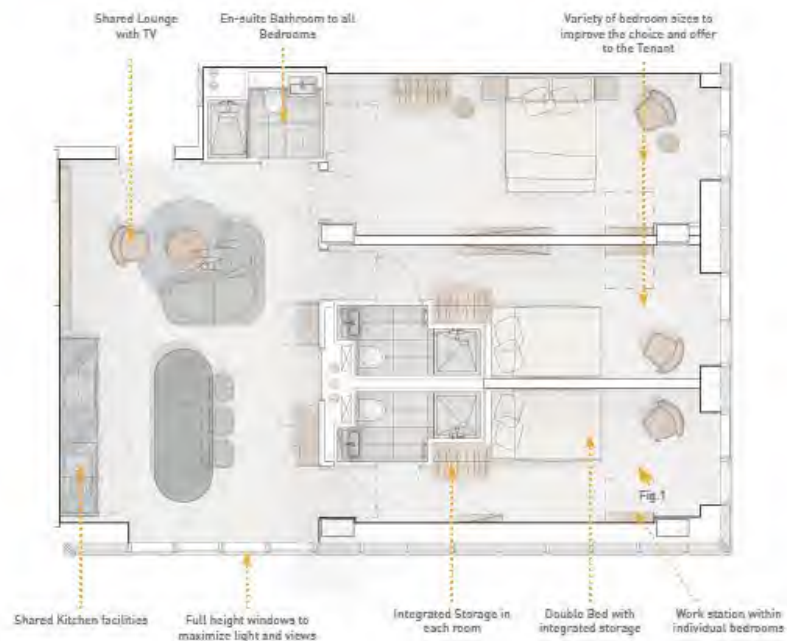
- 184 bedrooms  
8.3% of the overall offer

- GIA - 113m<sup>2</sup> (Average)  
NDES - 90m<sup>2</sup> (26% larger)

**APARTMENT - 3 Bedroom / 3 Person**

- 267 bedrooms  
12% of the overall offer

- GIA - 87m<sup>2</sup> (Average)  
NDES - 74m<sup>2</sup> (17% larger)



There would be 875 studio units for single occupation and would range from a smaller compact studio through to a larger deluxe version. They would be sized as follows: 30 Super deluxe (30sqm); 23 delux (25-30 sqm); 240 premium (22-24sqm), 309 standard (20-21sqm); and 273 compact (18-19sqm). On the basis that the studios do not comply with approved space standards, they would not be acceptable as permanent homes and the applicant accepts that the length of tenure would be restricted to 6 months.

This type of accommodation could meet demand for shorter term lettings from those on short term fixed contracts, employers looking to house employees or contractors

for short periods, people who want a space during the working week, or visiting academics and researchers. It may also provide an entry level into independent living, supported by extensive shared amenity space.



**Super deluxe**

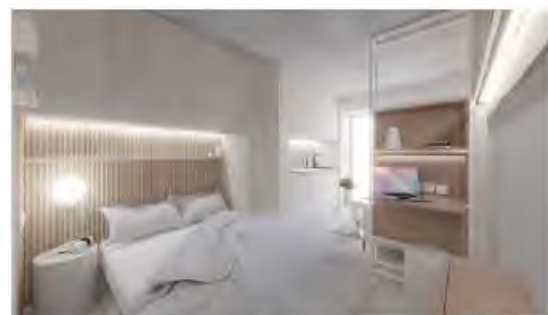


Fig. 1 - View from Studio Entrance



Fig. 2 - View towards the living zone

**Compact studio**

The applicant states that the studio units are a distinctive and innovative product, which are not directly accounted for in the Nationally Described Space Standards and Manchester Space Standard. Each apartment would have an ensuite bathroom, unlike some Private Rental Sector (PRS) with similar space /occupancy ratio's. Occupants of the studios would have access to 4,597 sq.m of internal amenity space and the outdoor amenity space. Not all studios would be rented out at one time, nor would all residents be utilising the amenity space at the same time. Therefore the actual internal amenity space per unit should be greater.

Should demand not meet expectations for what is a new product, or market conditions change, the scheme could be adapted to a traditional apartment layout.

An operational management strategy sets out how the accommodation would be managed. This is based on the high living standards and quality services demanded by co-living customers and would help to create a community, a safe environment and high standard of customer service.

There would be a dedicated on-site security service at all times. A management team, with the Resident Relations Team, would be on site from early morning to mid-afternoon, and the General Management Team from then to later at night. The General Manager would seek to create an inclusive communal atmosphere by arranging events such as cooking classes, health & wellbeing classes, film and 'event TV' nights, motivational talks, quizzes, etc.

The Resident Relations Team would be a first point of contact and would be involved in events, security and prevention of any anti-social behaviour. They would deal with deliveries and collections which are an important aspect of modern-day living.



The proposal includes 0.52 hectares of public realm with the 4 blocks set around a central green space. This would include a 6335sqm of publically accessible external landscaped areas including a 3135sqm central public square which would provide amenity space for residents and the wider area. This compares to 3540 of publically accessible external landscaped areas and a significantly smaller 316sqm public square within the previously approved residential development.

The public realm would be at grade on Medlock Street and two storeys at Wilmott Street and include 144 trees (26 trees would be removed so net gain of 118). The podium would include a café / restaurant, health and wellbeing centre or gym for residents and the public with entrances to blocks A and B from Newcastle Street and Wilmott Street. The main entrance to Block D would be on Hulme Street and Block C

on Newcastle Street. The public realm would encourage permeability across the site, and would link into a crossing under the elevated section of Mancunian Way to Hulme.



The landscaping on the first floor podium would provide private amenity space for residents with access to a series of interconnected outdoor spaces at different levels. It would include a communal events space, outdoor cinema, eating and socialising, growing areas and intimate quiet gardens and should encourage residents to interact. Each podium would have a dedicated enclosed dog park.

Street tree planting is also proposed on Hulme Street, Wilmot Street and Chester Street (33 trees). Pavement widths around the site would be altered as follows: Hulme Street from 1.9 – 3.4m to 2.5m; Wilmott Street: from 3m to 3.2m; .Chester Street from 5.5m to 4.4m; and, Newcastle Street from 2.5m to 9.5m

The podium facades would comprise bricks and glazed terracotta and would contrast with the buildings above. The building facades would be a mix of unitised glazed curtain walling with ceramic fritting and anodized metal panels would provide ventilation. The podium to Chester St, Wilmott St and Hulme St would have green glazed brick and glazed terracotta with glazed insets, colour matched metal vent panels and doors. There would be blue engineering brick at the ground floor of building C. On the west facade of building D, the frit colour is dark blue grey and the metal vent panels are darker in colour.

The design has considered embodied and operational carbon emissions. Embodied carbon would be minimised by benchmarking tools over the lifetime of the building and the detailed design and construction process would consider the whole life

carbon of all building elements including construction waste. The construction, design and specification would be inherently efficient and cost-effective during occupation to reduce operational carbon. There would be PV cells on all external roof areas; combined heat and power units are included to allow connect in the Civic Quarter Heat Network (which the applicants are in the process of pursuing with the Heat Network operator) and would supply low carbon energy for hot water for the majority of the apartments; and high efficiency heat pumps will supply space heating for all non-domestic areas (café, gym, amenity) zones within the scheme.

Residents would sort waste in their apartments. Waste chute on each floor would have a colour coded tripartite separator. Bin capacity, cleanliness and transfer between stores and collection points would be managed by the on-site management team.

The commercial units would store waste in their demise and take it to a separate refuse store and it would be collected by a commercial operator. The refuse store would comply with 'GD 04 Waste Storage and Collection Guidance for New Developments Version: 6.00' with 0.43sqm of space per apartment.

There would be 22 parking spaces (3 in blocks A& B and 19 within Block D) all suitable for disabled people, all with electrical charging points, 2 new on-street car club spaces along Hulme Street and 3 disabled parking spaces on Wilmot Street are also proposed.

There would be 600 cycle spaces. Cycle parking would be in secure locations in the ground floor of each block. Further space would be reserved for additional provision, by up to 30% / 150 spaces, should there be demand. Pedestrian and cycle access would be provided from Hulme Street, Wilmott Street and Chester Street. The route through the public realm on Newcastle Street would become a cycle route linking in with other cycling infrastructure improvements.

Sheffield stands would be provide short-stay provision in the public realm and the number and location be agreed and secured through a condition.

Access for servicing, deliveries and waste collection would be from the dedicated lay-bys on Hulme Street, Wilmott Street and Newcastle Street. Access to plant rooms and substations would be from these same routes. An area of hard landscaping with soft vegetation would allow vehicles to access the plant room doors. Vehicular access would be provided from Hulme Street, Wilmott Street and Chester Street. Arrivals and departures would be staggered throughout the day and across days or weeks, as part of the Management Strategy.

The applicants hope to develop the scheme as a single phase subject to funding. However, the scheme could be built in two or three phases. Blocks A and B would need to be built together as one phase given that they are connected via a podium. Interim treatments to the undeveloped plots would comprise levelling and grading to provide a broadly even gradient across the future phases and surfacing them with 150mm imported topsoil sown with hardwearing grass seed mix. The final agreement of phasing and timing of any interim treatments could be agreed through a condition. The temporary grassed areas would be beyond the construction hoarding line and enclosed by a low timber knee rail to prevent unwanted vehicle access.



In support of the application the applicants have stated the following:

- The proposal would deliver purpose built, high quality accommodation that is affordable and innovates and professionalises the concept of shared living.
- The proposals would meet a growing demand for flexible and experience led living at an accessible price-point. This is being driven by societal and demographic trends: - People have longer life expectancies and this has resulted in many people marrying, having families and purchasing properties later, and as a result tending to live in rental accommodation for longer.
- The growth of urban living in Manchester has been fuelled by its economic growth and the success of its higher education institutions. It avoids long commutes and congestion and provides lifestyle choices with access to a wide range of entertainment, leisure and cultural facilities amongst like-minded people. There has been a shift in emphasis towards experiences for many young people, reflective of a more general trend away from straightforward ownership and the rise of the shared economy.
- Shared living as a concept, and the drivers behind it, is not new, being often seen as the most affordable route for young adults to leave the parental home, and sharing the experience with friends and/or like-minded individuals, as well as for people new to a city.
- This accommodation is not considered as a permanent 'forever home' with all the financial and emotional commitments that entails, but is for a particular

phase of a life. It is usually more attractive to younger people, but not always – e.g. relationship splits. However, traditionally, it has taken the form of shared housing in the suburbs. This housing was not originally built for that purpose, and is not designed for shared living. As a consequence, it is often not truly fit for purpose. In addition, there are many apartments in the City Centre which have been designed and built on the basis of a ‘for sale’ product which have subsequently been acquired by individual investors and now effectively form part of the Private Rented Sector.

- People often share these apartments in order to achieve a more affordable rent per person. As a more traditional form of apartment offer, they do not have shared amenities or management platforms that will allow a sense of community within buildings to develop and thrive, nor from a design point of view in many cases, do they provide the equitable layouts (e.g. in respect of bedroom sizes) that are required to drive a first class experience for all residents.
- Downing Living will professionalise the concept into convenient, affordable, purpose-built city centre living with proposals that will offer an alternative product, specifically designed to address the challenges associated with traditional forms of shared living as well as the main determining factors in relation to where people want to live.
- Downing’s proposal at First Street have been carefully considered in relation to envisaged market demand. The apartments will be targeted at medium and longer term tenancies whilst the studios are envisaged to meet demand for shorter term tenancies of between one and 12 months.
- The Proposed Development has been designed to respond to changing demographics and growth sectors within Manchester and to provide increased diversity to the City Centre housing stock. At the heart of co-living is the creation of a vibrant community with a wide range of people which will contribute to the mix of communities in the local area.
- The 2,224 bedspace development would considerably boost accommodation targeted at the city’s young and skilled workforce, including graduate recruitment.
- Shared living with amenity is an evolution of the new high quality student accommodation which has raised expectations of many recent graduates for a housing product which combines student type and private rental accommodation.
- It is envisaged that the 2,224 working age residents would mainly work within the city centre. It is estimated that around £1.8m of council tax income would be generated from the development every year, totalling 18.3m over ten



years. This is based on an estimate of known council tax bands but the final contribution would be discussed as a matter of course with MCC.

- Residents would support the local economy benefiting local businesses and supporting jobs. Based on the Office for National Statistics Family Spending Survey, £29 million is estimated to be spent by residents each year, with the potential to support an additional 175 Full Time Equivalent (FTE) jobs.
- The proposal would support the growth of the commercial and employment offer within First Street and the Corridor in the context of the investment by the institutions in research, innovation, commercialisation, skills, academic excellence and incubation facilities.
- The major benefits to the Manchester economy of the Downing co-living offer is the transitioning of a new young workforce in the medium term to the established workforce and city living. It is assumed that 60% of tenants would become long term residents in the city, finding other residences and staying for an average of five years, many moving to other parts of the city centre, while another large group will take up accommodation close to the city in Salford, Trafford and Stockport.

This planning application has been supported by the following information:

Accommodation Schedule and Proposed Plans, Sections and Elevations; Computer Generated Visualisations; Statement of Community Consultation; Design and Access Statement; Arboriculture Report; Blue and Green Infrastructure Statement (included in Planning Statement); Crime Impact Statement – prepared by Greater Manchester Police; Ecological Assessment/ Habitat Survey; Environmental Standards Statement; Heritage Statement; Local Labour Agreement; Residential Management Strategy; Servicing Strategy; Site Waste Management Strategy; Transport Assessment; Framework Travel Plan; TV Reception; Ventilation Strategy; Viability Assessment.

Environmental Statement with the following Chapters: Introductory Chapters; Construction Management; Air Quality; Daylight and Sunlight; Noise and Vibration; Ground Conditions; Water Resources; Wind Microclimate; Townscape and Visual impact Assessment; Traffic and Transport; Type 1 Cumulative Impact; Summary of Residual Impacts; Non-technical Summary

**Land Interest** - The City Council has a land ownership interest in the site and Members are reminded that in determining these applications they are discharging their responsibility as Local Planning Authority and must disregard the City Council's land ownership interest

## **CONSULTATIONS**

**Publicity** – Adjacent occupiers have been notified and the proposals have been advertised in the local press as a major development, a public interest development,

affecting a right of way, accompanied by an Environmental Impact Assessment. This included a second notification due to changes to the mix of accommodation types being proposed.

15 letters of objection have been received including a letter from the Macintosh Mills Management Company, representing the 102 members and Macintosh Village Management Company representing 178 members who each own an apartment or house in the properties immediately affected.

Whilst a number of the objectors (3) support the principle of the development of this site, objections have been raised in relation to: Design and Scale; Impacts on Amenity and living conditions of adjacent residents; and Impacts on Service Provision levels. The basis of these objections is summarised below:

### **Design and scale**

- The height is utterly ridiculous in such a small area and exemplify capitalist greed compared with other blocks in the area. Manchester is not Shanghai;
- Poor street level interaction. Solid walls up to 3.5m high make up the Medlock Street ground floor aspect. The aspect to the north and the wider First Street area is made up of solid walls up to 9.5m high. The proposal makes little effort to contribute to the street or to animate the wider area. A car park and plant would face Medlock St, one of the busiest thoroughfares in the city. If the council are serious about softening barriers to pedestrian movement between the city centre and Hulme, this development should open up onto this street and provide active surveillance. Plant rooms and substations along Chester Street and Wilmott Street should be re-thought, this also does not align with the 2015 First St Regeneration Framework which targeted active frontage along these streets.
- The current design with elevated walls facing residents is inappropriate;
- The openings to the welcomed green space are from adjacent to an extremely busy roundabout rather than having better visual linkages to adjacent residential buildings and the scheme should be redesigned accordingly even if this means more towers;
- The development would swamp the area and designs should benefit and complement the area;
- The scale of the proposed scheme has increased significantly in relation to previously approved development and would therefore have significantly more impact on existing local residents as a result;

- The scale and massing has complete disregard to the heritage value of adjacent buildings and would have an adverse impact on the historical and cultural value of Macintosh Village;
- The monotonous cladding system makes this proposal look monstrous. It will create a huge glass wall dividing Hulme and the city centre. A bit more variety is required if we are to create an interesting cityscape. This proposal makes no effort to address the listed mill structures across Cambridge Street;
- Car parking is not required in such a sustainable location and any should be underground and not face one of the city's key thoroughfares;
- This is a poorly-designed and feels like a step back ten years, for both Manchester and Simpson-Haugh. This development sets a terrible precedent for the City. Let's create something fitting for this key gateway site;
- The height of the towers result in significant overshadowing of the wider First Street area. The excessive height and bulk of the development is incongruent to the existing residential areas and out of character with the scale of the existing First Street developments;
- The provision of green space is far too small given the large population of the proposal. Little green space is publically accessible;
- The proposal has little or no architectural merit and will be a blot on the landscape.
- The skyline of Manchester is being ruined. These glass buildings do not stand the test of time and do not enhance the city which has many beautiful old buildings. They will eventually become the new slums of Manchester. There are many new buildings in and around Manchester that enhance the city such as those in New Islington, Salford Quays and Stretford Road which are a mixture of building materials. We should be trying to build a city that is appealing to visitors as well as a pleasant environment for the people of Manchester to enjoy as we will be here long after the students have gone.
- Recent architecture and engineering graduates should be given the opportunity to have more involvement in planning and proposals in the city as they are the generation who are more likely to contribute future-proof, environmentally friendly designs and are less likely to be bias towards profit-making over the health and well-being of the general public.

**Highways / Traffic Impacts/ Cycle Parking / Delivery and Waste collection process:**

- The increased traffic will impact on air quality which is already at illegal levels in adjacent residential areas. Existing traffic noise is at levels harmful to

human health. The proposal will lead to increased noise and pollution to the detriment of current residents and pupils of the adjacent primary school;

- The number of cycle spaces is undefined. It is unclear if these facilities are of sufficient scale to accommodate the needs of the residents.
- Across buildings A-D it is calculated that provision of 140, 1100 litre eurobins will be needed for the residential waste, both general and recycling. See Waste Servicing Strategy 4.3.2. This would be contrary to Core Strategy **Policy EN19** Waste;
- There is evidence that recent large student developments in tall buildings (e.g. Student Castle) are not able to manage waste effectively without significant spill over in respect of neighbouring properties. Please refer to 6.10 in Deloitte ES Vol 1: 4.4.5 indicates the plan to take the bins onto Hulme St from buildings A & D where they will be emptied into the collecting vehicle. In full view of the apartments rather than within the site. This will have an adverse impact on residents amenity;
- The response in **section 10 of Deloitte ES Vol 2** provides the details and also some surprising conclusions including for example that the proposals will have a negligible impact on these surrounding assets, **given the volume of waste and delivery vehicles (and manoeuvring 20 times a day) located in full view!** Plus the Amazon/Deliveroo type service to up to 2224 beds per day.

There is evidence that recent large student developments in tall buildings (e.g. Student Castle) are not able to manage waste effectively without significant spill over in respect of neighbouring properties. Please refer to 6.10 in Deloitte ES Vol 1: 4.4.5 indicates the plan to take the bins onto Hulme St from buildings A & D where they will be emptied into the collecting vehicle. In full view of the apartments rather than within the site. This will have an adverse impact on resident's amenity.

### **Impacts on Amenity and living conditions of adjacent residents/ Impacts on Privacy and Overlooking**

- The height would reduce 25% of light from some properties and impact on quality of life, comfortable living and working conditions and some apartments would be in darkness until 10.30 during the winter;
- At least one of the new buildings looks directly over two bedrooms and a living area of our apartment so privacy is of concern;
- The buildings on Wilmott Street is directly opposite adjacent apartments and could block a significant amount of light. This is worrying, as the apartment is already fairly dark even on summer days, as we are restricted on fitting lights due to Grade 2 nature of the building and thus rely on the natural light;

- The Development would be contrary to the Rights of Light Law Commission Report 2014 (sections 1.1 and 1.2);
- Ownership of rights to light would be adversely affected;
- The creation of a World Class City should not be at the expense of the wellbeing and happiness of residents;
- Adverse impacts in terms of litter from construction workers;
- Adverse impacts from traffic and pollution from construction including cars and lorries idling and emitting exhaust fumes, noise from large numbers of constructions workers arriving at and leaving the site and cumulative impacts with other developments;
- Risk from pollution on life expectancy, pregnancy, wellbeing, health and a right to a family life for Manchester Citizens;

#### **Impacts on Service Provision levels**

- There does not appear to have been any consideration of the capacity of services such as healthcare or schooling to absorb an additional 2000+ people – surely one floor of the 45 storey tower could have a healthcare or schooling function. There is insufficient capacity within existing healthcare facilities in the area to absorb this level of additional residents;

#### **Noise**

- The additional impact from construction and future activity will cause disruption and there are restrictions on altering the windows sound proofing because of the Grade 2 listing.
- This number of additional residents within the area has potential to create unacceptable noise impact as well as noise, potentially extending night-time activity into areas that are presently not impacted.

#### **Principle of Co-living and fit with emerging Policy:**

- Co- living is an undefined type of development in the NPPF and needs to be considered very carefully, in terms of location and proposed impact;
- In relation to the previous consented development the proposed scheme more than doubles the effective units from 624 to 1484 (Cushman & Wakefield addendum to financial viability, p4 point 1.5) - As well as the increased density, there is still a causal link with the student target market and the transient short term nature of the scale of the occupation proposed;
- The location is outside the city centre and in an area of above average reported crime, with no contribution to tackle this;
- The Executive Committee Rpt (Dec 19) states that:

Co-living should be restricted to a limited number of key areas of high employment growth within the city centre - The application does not address the consideration not being in the City Centre and disconnected from the commercial offer. No certainty as a sui generis building of rate income or s106 contribution;

Schemes must demonstrate that they command support from recently arrived or new employers located in, or in the vicinity of, the regeneration area they form part of- No specific employers or committed jobs identified;

Developers should be required to legally commit to renting only to working households, or households actively seeking work, and precluding letting to students - There is no firm proposal to secure this and the alternative fallback user is the student market. PBSA by stealth/back door!

Planning applications should include a conversion plan to demonstrate how the building could be repurposed through interventions to the layout. - No plan/cost to achieve this visible. Impact for student market? Policy H12.

- These are built to increase profits for a few wealthy people and will not enhance the area. They will become the slums of the future and most councillors are probably too young to remember the disaster of the Hulme crescents and such like but in years to come they will be nothing more than this. It's time Manchester City Council stopped kow-towing to corporate greed and listened to the ordinary citizens of Manchester.
- This is glorified student flats without the students, will add nothing to the local community and merely further the culture of transient residents who are not looking to establish themselves, create homes and are not invested in the area in any meaningful way and would have a negative impact on the area.
- I am looking for AFFORDABLE HOUSING.
- Manchester needs more sustainable, affordable, flexible housing for young professionals. Manchester does not need more co-living developments, especially those which are ecologically unsustainable. These would only benefit profit-driven developers and no-one else. Recent graduates and young professionals want their own space to start their own lives. I do not think it is fair to assume young professionals want to share bathrooms, living rooms and kitchens with strangers.
- The development is contrary to the well-being of Manchester residents. We are currently facing one of the biggest recessions off our time. This is not a build that will fulfill the requirements of the community now or in the future. We already have a glass building that is becoming unsafe and losing panes of glass. It will be expensive to maintain and Heat, and is destined to become the equivalent of a 1960's eyesore. Or worse the Victorian slums that originally sat on this site.

- The idea of this co-living sounds little better than a hostel. Studio flats would seem more appropriate and safer from an environmental health point of view.
- Assumptions made in the **Planning and Tall Building statement : Appendix 2: Co-Living at First Street Report** about lifestyle changes, have already seen further recent dramatic change, such that the views expressed in 2.22 & 2.23 are presently significantly impacted

#### Viability and Affordable Housing

- Due to the type of accommodation and use class the development would not appear to be considered in the local planning framework for a contribution to affordable housing or provision of other s106 contribution;
- There is no detail in the viability report to illustrate how short term lettings less than 12 months are compatible with an institutionally funded model;
- The 276 page viability study although redacted in part is contradictory in its use of comparable evidence in terms of sale prices and rental values, but manages to conclude that a development scheme exceeding £300m is borderline viable to a developer, given the £18m to acquire the site already and the increased density added to the proposed scheme;
- There is no clear evidence submitted to support the contention that direct council tax revenues will benefit by £1.6m to £1.8m (the Economic report by Ekosgen p15);

#### Wind Microclimate Impacts.

- Deloitte ES Vol1 9.6 and 9.7: Within the surrounding area, wind conditions are expected to remain suitable for existing activities and the effect of the Proposed Development on surrounding wind conditions is considered negligible.

With the introduction of committed future surrounding developments, wind conditions within the Site are not materially changed.

There is no obvious evidence referred to support these statements and clarification is required as to the studies carried out in terms of effects beyond the development boundaries. The wind climate appears to have been modelled on stats from Manchester Airport 2001-15 and not the subject site.

#### **Non compliance with Policy – Manchester Core policies 2012 – reference Tall Building Statement Appendix 1 and NPPF**

- **Policy H1**, requires a scheme to be designed to give privacy to both its residents and neighbours- A number of adjacent properties would be adversely affected by the proximity, scale and massing of buildings A & D (the stepped up towers from 10 stories to 45).

- **Policy H8.** The requirement for affordable housing. - This is not delivered by this scheme.
- **Policy EN1** states that where there are opportunities to create landmark buildings, such developments should also contribute positively to the experience of all at street level. - This is not delivered since the focus is on the landmark building, but there is nothing being gained beyond the curtilage of the development site. A transition point between Hulme and the City Centre does not contribute positively at local level as suggested, it by -passes it.
- **Policy T1** – sustainable transport. It is suggested that limiting on site car park spaces to 30 will encourage a shift away from reliance on the private car. This is inconsistent with the Downing Residential Management Strategy document p11, and the need to try and control the process of arrivals and departures due to volume. The operator obviously already recognises it will be a significant problem, since as well as stating there is a limited amount of car parking (not sufficient), why else would they offer to warn the local Highways department of arrival and departure dates for residents.
- **Policy T2** – the comment provided after stating that the Transport Assessment will not adversely affect the highway, goes on to say that the proposals are not expected to create significant vehicle movements due to minimal on-site car park provision or servicing requirements - This is in direct conflict to the Downing operating document mentioned above, so which is correct? The limited amount/minimal provision, suggests that there will be significant overspill onto surrounding roads like Hulme St and Willmott St which will inevitably adversely affect the amenity of local residents.
- **H12 – student policy.** The location of this scheme is neither in the City Centre or the Oxford Road Corridor, so it would not be consistent with permitting a repurposing to student accommodation (and does not have university support) within the policy. If this were to occur then the overall ratio of PBSA development in the local area around Macintosh Village would be further skewed against the 80:20 desired ratio for resident/student population - Core strategy H10.

## NPPF 2019

- **Section 8** Promoting healthy and safe communities. From **the Crime Impact Statement** document: 2.1.1 The volume of recorded crime in this in the neighbourhood is very high. It is apparent that there are issues to be tackled here. Unfortunately, this development proposal offers nothing to the community other than design of its own building, whilst by its very scale it will create blind zones and activities beyond the curtilage that need to be addressed at community level.

Indeed the short term nature of the letting of the accommodation proposed could give rise to a high transient population, which by its very nature will invest nothing in the local community, but is more like a “travelling circus”, which moves on in a short period of time to attend its next performance.



- **Section 12** – “be sympathetic to local character and history, including the surrounding built environment”.

At least three Grade II listed structures will be hidden from view from the Medlock St link with the Mancunian Way by this scheme.

and it would not “create safe, inclusive and accessible environments which promote health and well being”.

In terms if the submission they note that in relation to impacts on sunlight and daylight it is considered that:

Nearly 20% of windows assessed are negatively impacted beyond the 27% VSC target, or experience a reduction in existing VSC of less than the 20% reduction in 4.25 above.

This needs to be looked at differently than presented here. It is not agreed that the impact in 4.26 is acceptable since on a strict interpretation this is not a high density City Centre context or location.

**Section 16** – conserving and enhancing the historic environment. Whilst summarised in Deloitte ES Vol 1, 7.5 as “The TVA has found that townscape and visual effects in general, and these localised significant visual effects, are mitigated by the excellent design quality of the Proposed Development” - This reads as a very poor trade-off for those adversely impacted. Perhaps they don't matter?

#### Other

- Primary healthcare: Deloitte ES Vol 1 6.11. - A minor adverse impact declared but no alleviation are measures proposed.
- Glare - Reflections in strong sunlight from predominantly curtain wall glass tall buildings – has this been assessed in view of the proximity to the southern elevation of the Macintosh Mills building?
- Heights of the building could affect tree and plant growth within Hulme Park;
- Residents this side of the Northern Quarter are desperate for more green space and there are few trees nearby to offset the ever increasing carbon emissions with many being removed due to recent roadworks;
- There needs to be a clearer route through the site for cyclists coming down Newcastle Street, through the site and into First St North. The current proposals show an obstacle course of trees;
- The application uses Irish space design standards to guide the apartment sizes, stating that there is no decent enough alternative in Manchester/the

UK. These apartments should have been designed to align with the 2017 Manchester Residential Quality Guidance.

- Considerable liberty has been taken in various reports assuming a level of impact applicable to a City Centre setting which this location is not.

**Ward Councillors** Cllrs Johns and Jeavons object to the application on the grounds detailed below.:

**Loss of social and community infrastructure and impact on the city centre economy** : The crèche/day nursery/doctor's surgery included in the extant consent is not included in this proposal. It is inconceivable that this application does not contribute to social and community infrastructure. The lack of provision of social and community infrastructure is sufficient to reject this proposal. .

The excessive private amenity could harm the city centre's economy as they would compete with existing city centre businesses. It would not be accessible to the wider community.

**Co-living as a concept**: Co-living as a concept is untested in Manchester and the UK. The Council has agreed a cautious approach but the 2224 bedspaces proposed is neither cautious nor restrictive. This number of bedspaces would represent an additional 13% of Deansgate ward's 16,726 population.

Co-living will not build a coherent community with a long-term interest in the city centre's success and these proposals will promote transience and disengagement in local community activity, and encourage political disengagement. This runs counter to the goals of a thriving and sustainable city where we have a strong sense of citizenship and pride in the city as described in the Our Manchester Strategy.

39% of units do not comply with the City Council's adopted Manchester Residential Quality Guidance of 37 sq m for a one bed dwellings and are therefore is restricted to 6 month lets. This is an entirely unacceptable solution. The acceptable solution is for the units to meet minimum space standards. They are a threat to the health and wellbeing of future residents given their extremely unsatisfactory size of 18,20,22,25 and 30 sq m.

Though the application is classed as 'sui generis' the Executive decision requires co-living developments to meet the Manchester Residential Quality Guidance. As co-living is not affordable housing, it should contribute in accordance with the city's affordable housing policy.

There are significant problems with co-living and social distancing and other infection control methods. Sharing spaces could be unpopular as people seek to protect themselves from the virus. Residents could be required to self-isolate in these spaces to detriment of their health and wellbeing.

**Height and design** :The extent permission was for 9, 22, and 23 storeys, with 624 apartments. This Application almost doubles the height to 45 storeys which is not in keeping with the 2020 First Street SRF.

This height is unacceptable in the context of Hulme and Macintosh Village and the harm to the Grade II listed buildings: Macintosh Mill, Macintosh Mills Chimney, Chorlton Old Mill, and Chorlton New Mill.

There is no compelling reason why over 1600 additional units are required. It does not contribute to the economic or social recovery of the city after Covid-19.

**Traffic** : Taxis and food delivery services would have an adverse impact on local roads.

**Public realm** : The public green space and public realm is welcome but its design and layout fails to address Macintosh Village

**Adjacent Ward Councillors** Cllrs Igbon and Wright have made a representation in support of the objection from Cllrs Johns and Jeavons and requested a site visit.

**Places Matter** – Overall the Panel was very supportive of the principles of this scheme noting that creating this scale and vision of development was tremendously ambitious and inspiring.

They made the following key points:

- The notion of bringing sumptuous materials right down in to the public spaces was applauded, as was the definition of the different spaces themselves;
- The overall approach to the generous landscape was welcomed but they requested that key edges were reconsidered, such as the gym and café interface, to ensure that the final resolution of these feels right;
- The envelope system to the buildings was commended, alongside the generous stepping in and out, but there remains a “tussle” about how you make all of the edge buildings work;
- They questioned whether Block C had arrived at the right answer. This has a critically important relationship with the adjacent buildings and connections to other spaces to the south. It was agreed that the realignment of Block C would be beneficial as this would allow more sunlight to penetrate the central space and enable beneficial changes to the commercial units and their relationship with the connecting routes to the south;
- Such a generous green lung in the heart of the city was supported, but people should feel connected to the scale and mass of the buildings when within the central space. With such a significant land mass in the city you need to consider if there will be any real need to still walk the edges, as the draw of this space will be a compelling alternative;
- They requested a reconsideration of opportunities to drop the harder, higher edges down to the street and ensure even greater permeability and that such a vision will need big trees of a high specification, which must be well maintained;

- They noted that the switch between trees in the ground and trees in boxes on this grid will need careful thought though;
- They were not convinced by the choice of green ceramics as a material;
- The Panel felt that there was a need to bring Newcastle Street itself into the overall design and felt that a vision for the route from Tony Wilson Place to Hulme is required, which should probably include provision for cycling. The crossing of the Mancunian Way will require the vehicle stop points to be set well back to give pedestrians a real sense that they are welcome to use this route. The strength of the connecting route through to Oxford Road, via Hulme Street should dictate the position of any crossing of Medlock Street;
- The Panel commented upon the architecturally distinctive commitment to affordability in terms of the co-living approach and urged detailed consideration of the amenity spaces in the co-living areas;
- The Panel noted that the consistency of architectural language would only be maintained with a full commitment to deliver the materials proposed in terms of the realisation of the slick and crisp approach being shown. The same commitment will be needed to realise the ambitions of the amenity space, given its scale and within this should work to ensure that there are areas of intimacy.

**City Centre Regeneration:** Have advised that this proposal needs to be considered alongside the recommendations set out in the report to the Council's Executive on 19 December 2019- 'Co living in Manchester'.

**Head of Highways-** Has no objection and is satisfied that the scheme is unlikely generate any significant network implications. They have recommended conditions relating to matters of detail relating to servicing and off site highways works.

**Head of Regulatory and Enforcement Services** (Street Management and Enforcement) - No objection and recommends conditions relating to acoustic insulation of the premises and plant and equipment, the storage and disposal of refuse, the hours during which deliveries can take place, the management of construction and the mitigation / management of any contaminated land.

**Greater Manchester Police (Design for Security)** – Have no objection subject to the implementation of the recommendations of the Crime Impact Statement.

**Greater Manchester Ecology Group** – Have no objections and note that no significant ecological constraints have been identified. There was no evidence of bats and an informative should remind the applicants of their obligations under the Habitat Regulation. The biodiversity enhancement measures are welcomed.

**Flood Risk Management Team** – Green Sustainable Urban Drainage Systems should be maximised. Conditions should ensure surface water drainage works are implemented and verified in accordance with Suds National Standards.

**Environment Agency** – Have no objections however given the environmental sensitivity of the site and former potential contaminative land uses associated with the site they have recommended conditions as appropriate.

**Natural England**-.No comments received

**United Utilities** – Have no objections and recommend conditions regarding foul and surface water drainage.

**Greater Manchester Archaeological Unit** – Agree with the Archaeological Report that any archaeological interest has been removed by previous archaeological investigations and further archaeological work is not necessary.

**Work and Skills** – A local labour condition is recommended for the construction phases with a report on local labour achievements.

**Manchester Airport, Civil Aviation Authority and NATS Safeguarding** –The form of development could impair radar performance and have recommended suitable mitigation.

**Sport England**- Have not objected to this application but note that the proposal makes no contribution to formal sports facilities, indoor or outdoor, to meet additional demand arising from the development. They requested a financial contribution towards off-site sports facilities and that the development incorporate the 10 principles of Active Design into its design.

## **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, CC3, CC4, CC5, CC6, CC7, CC8, CC9, CC10, H8 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 - This development would be in a highly accessible location and reduce the need to travel by private car which could contribute to halting climate change.

SO2. Economy - The scheme would provide new jobs during construction and would provide housing near to employment. This would support further economic growth and local labour agreements would deliver social value and spread the benefits of growth to reduce economic, environmental and social disparities, and to help create inclusive sustainable communities.

SO3 Housing - Economic growth requires housing for the workforce in attractive places. This proposal would be sustainable, address demographic need and support economic growth. Population growth of 20% between 2001 and 2011 demonstrates the attraction of the city and the strength of its economy.

SO5. Transport - This highly accessible location is close to public transport and would reduce car travel. .

SO6. Environment - The development would help to protect and enhance the City's 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; improve recreational opportunities; and ensure that the City is inclusive and attractive to residents, workers, investors and visitors.

### **Relevant National Policy**

The National Planning Policy Framework sets out the Government's planning policies for England and how these are expected to apply. It aims to promote sustainable development. The Government states that sustainable development has an economic role, a social role and an environmental role (paragraphs 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 proposal is considered to be consistent with sections 5, 6, 7, 8, 9, 11, 12, 14, 15 and 16 of the NPPF for the reasons set out below

Paragraph 80 states that planning decisions should help create the conditions in which businesses can invest, expand and adapt. Significant weight should be placed on the need to support economic growth and productivity, taking into account both local business needs and wider opportunities for development. This should allow

each area to build on its strengths, counter any weaknesses and address the challenges of the future. This approach will allow areas with high levels of productivity to capitalise on their performance and potential.

Paragraph 103 states that the planning system should actively manage patterns of growth in support of these objectives. Significant development should be focused on sustainable locations which limit the need to travel and offer a genuine choice of transport modes. This can help to reduce congestion and emissions, and improve air quality and public health.

Paragraph 117 planning decisions should promote effective use of land in providing 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.

Paragraph 118(d) Planning policies and decisions should: promote and support the development of under-utilised land and buildings, especially if this would help to meet identified needs for housing where land supply is constrained and available sites could be used more effectively.

Paragraph 122 - states that planning policies and decisions should support development that makes efficient use of land and includes a requirement to take into account local market conditions and viability and the desirability of maintaining an area's prevailing character and setting or of promoting regeneration and change.

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 130 states that permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions, taking into account any local design standards or style guides in plans or supplementary planning documents.

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 in an area, so long as they fit in with the overall form and layout of their surroundings.

Section 6 - Building a strong and competitive economy and Core Strategy Policy SP 1 (Spatial Principles), Policy CC1 (Primary Economic Development Focus), CC8 (Change and Renewal) – This type of accommodation targeting young professionals could support economic growth and maximise the competitiveness of the city. The high quality design would contribute to place-making and create a neighbourhood where people choose to be. A limited amount of Co-living accommodation in locations close to employers who are seeking to recruit the target demographic could help to meet and support economic growth and regeneration and could be acceptable.

All sustainable transport modes are accessible from near to the site which would maximise the use of the City's transport infrastructure. It would create a well-designed place to enhance the built environment and help to deliver objectives of First Street and The Corridor. It would develop an underutilised, previously developed site and create employment during construction and permanent employment through building management and public realm maintenance. This would complement nearby well established and emerging communities. Resident's use of local facilities and services would support the local economy.

NPPF Section 7 Ensuring the Vitality of Town Centres and Core Strategy Policies SP 1 (Spatial Principles) and CC2 (Retail) – The City Centre is the focus for economic and commercial development, leisure and cultural activity, and city living. The proposal would be part of a neighbourhood which would attract and retain a diverse labour market. It would support GM's growth objectives by delivering housing for a growing economy and population, within a major employment centre in a well-connected location and would help to promote sustained economic growth. A limited amount of this type of product would support population growth, and the retention of graduates by providing housing in key areas of the city centre.

The co-living use would provide residential development in the First Street SRF and complement the surrounding regeneration.

NPPF Section 9 Promoting Sustainable Transport, Core Strategy Policies CC5 (Transport), T1 Sustainable Transport and T2 Accessible Areas of Opportunity and Need - The site is accessible to pedestrians and cyclists. Deansgate tram stop, Deansgate and Oxford Road Stations and Oxford Road are nearby. A Travel Plan would facilitate sustainable transport use and journeys for employment, business and leisure activities would be minimal. The proposal would support sustainability and health objectives and residents would have access to jobs, local facilities and open space. It would improve air quality and encourage modal shift from car travel. Improved pedestrian and cycle routes are proposed and the environment would prioritise pedestrian and disabled people, cyclists and public transport.

NPPF Section 5 (Delivering a sufficient supply of homes) and 11 (Making Effective Use of Land), Core Strategy Policies CC3 Housing, CC7 (Mixed Use Development), Policy H1 (Overall Housing Provision), H2 (Strategic Housing Location), Policy CC10 A Place of Everyone - Manchester Residential Space Standards and Co-Living -Report to Executive Committee December 2019 and June 2020) – Manchester's economy continues to grow and investment is required in locations such as this to 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 by contributing to meeting the Residential Growth target to 32,000 new homes in the next ten years to March 2025, meeting the City Centre housing target in the Core Strategy and to the creation of a sustainable, inclusive, mixed and vibrant community.

High quality accommodation would make First Street and Oxford Road Corridor attractive to employers. For many young graduates living close to their place of work, is a key consideration and the Co-living model could help to attract and retain graduates.



This high-density development would use a sustainable site efficiently. It would contribute to the ambition that 90% of new housing should be on brownfield sites. It would have a positive impact on the area and provide accommodation which could meet the needs of graduates and support talent retention at First Street and Oxford Road Corridor.

Co-living is not an affordable housing product and should not be targeted at or occupied by students. The applicants intend to target medium and longer term tenancies. The studios would meet demand for shorter term lettings of between 1 week and 6 months as well as providing an entry level into independent living, supported by extensive shared amenity space.

A Viability Appraisal demonstrates that the scheme is viable and deliverable but cannot sustain a financial contribution towards affordable housing. This is discussed in more detail below

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), EN11 (Quantity of Open Space, Sport and Recreation), CC6 (City Centre High Density Development), CC9 (Design and Heritage), EN3 (Heritage) and saved UDP Policies DC19.1 (Listed Buildings) - The development would use the site efficiently, promote regeneration and change and create an attractive and healthy place. The quality and appearance of the building would meet the expectations of the First Street SRF. The buildings and public realm would improve functionality and contribute to the planned growth of the City Centre towards Hulme.

The development would be prominent and highly visible when viewed in conjunction with some adjacent heritage assets and would have some minor negative impacts. However it would be read as part of the cityscape and within the context of the city skyline which has already altered the setting of adjacent heritage assets. The development would help to restore the eroded historic urban grain and would overall reinforce the assets setting within that wider context rather than detracting from an appreciation of their architectural and historical significance.

The scale and quality would be acceptable and would contribute to place making. It would raise design standards and create a cohesive urban form. It would improve the character and quality of a site whose appearance is poor. The positive aspects of the design are discussed in more detail below.

A Tall Building Statement identifies key views and assesses the impact on them. It also evaluates the relationship to context / transport infrastructure and its effect on the local environment and amenity. This is discussed in more detail below.

The proposals include 4,136 sq. m external private amenity and 5,800 sq. m of external publically accessible amenity space which would enhance biodiversity both in its own right and by interconnect with existing established areas of public realm within the wider First Street Area and which would create strong linkage to promote wildlife corridors.

The NPPF states that:

Paragraph 192. In determining applications, local planning authorities should take account of the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation; the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and the desirability of new development making a positive contribution to local character and distinctiveness.

Paragraph 193 states that when considering impact 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 is substantial, total loss or less than substantial.

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

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.

A Heritage Appraisal, Visual Impact Assessment and NPPF Justification Statement demonstrate that the development would have a negligible impact and that the historical and functional significance of adjacent heritage assets would not be undermined by the development and their significance would be sustained.

The current condition of the site does not make a significant contribution to townscape and the site has a negative impact on the setting of the nearby Listed Buildings. A building that makes a positive contribution to the townscape could enhance their setting. Overall the proposal would cause less than substantial harm to the setting of the adjacent listed buildings and conservation areas this needs weighed against any arising public benefits. The quality, design and contribution of the scheme to the townscape would enhance the setting of the adjacent heritage assets. This would sustain their value as the substantial public benefits of the scheme would outweigh any harm to setting.

Core Strategy Section 8 Promoting healthy communities - Active street frontages and public realm would integrate the site into the locality and increase natural surveillance. The proposals would create a more pedestrian friendly environment along Wilmott Street, Hulme Street and Chester Street including soft planting. Connections to Hulme would be enhanced and improved passive surveillance would reduce crime and the fear of crime. The more pleasant pedestrian environment around the Site will also encourage walking and cycling

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) - An Environmental Standards Statement demonstrates that the development would accord with a wide range of principles that promote energy efficient buildings. It would integrate sustainable technologies from conception, through feasibility, design and build and in operation. The design has followed the principles of the Energy Hierarchy to reduce CO2 emissions and it would meet the requirements of the target framework for CO2 reductions from low or zero carbon energy supplies.

Surface water drainage would be restricted it to a Greenfield run-off rate if practical, and post development run-off rates would be reduced to 50% of the pre development rates as a minimum. The drainage network would ensure that no flooding occurs for up to and including the 1 in 30-year storm event, and any localised flooding would be controlled for up to and including the 1 in 100-year storm event including 20% rainfall intensity increase from 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 have demonstrated that the proposal would not create significant adverse impacts from pollution. Surface water run-off and ground water contamination would be minimised

An Ecology Report concludes that there is no evidence of any specifically protected species regularly occurring on the site or the surrounding areas which would be negatively affected. A number of measures would improve biodiversity. The proposals would not adversely affect any statutory or non-statutory designated sites.

The Manchester Green and Blue Infrastructure Strategy (G&BIS) sets out objectives for environmental improvements within the context of growth and development objectives. The proposal should exploit opportunities for improvements 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 details measures to minimise waste production during construction and in operation. Coordination through the onsite management team would ensure the various waste streams are appropriately managed.

DC22 Footpath Protection – The development would improve pedestrian routes within the local area through ground floor activity and the introduction of new public realm and improved and better quality connectivity.

Policy DM 1- Development Management - Outlines a range of general issues that all development should have regard to and of these, the following issues are or relevance to this proposal:-

- appropriate siting, layout, scale, form, massing, materials and detail;
- design for health;
- impact on the surrounding areas in terms of the design, scale and appearance of the proposed development;
- that development should have regard to the character of the surrounding area;
- effects on amenity, including privacy, light, noise, vibration, air quality and road safety and traffic generation;
- accessibility to buildings, neighbourhoods and sustainable transport modes;
- impact on safety, crime prevention and health; adequacy of internal accommodation , external amenity space, refuse storage and collection, vehicular access and car parking; and
- impact on biodiversity, landscape, archaeological or built heritage, green Infrastructure and flood risk and drainage.

The above issues are considered in detail in below.

Policy PA1 Developer Contributions - This is discussed in the section on Viability and Affordable Housing Provision below.

DC26.1 and DC26.5 (Development and Noise) - Details how the development control process will be used to reduce the impact of noise on people living and working in the City stating that this will include consideration of the impact that development proposals which are likely to be generators of noise will have on amenity and requiring where necessary, high levels of noise insulation in new development as well as noise barriers where this is appropriate This is discussed below.

## **Other Relevant City Council Policy Documents**

### **Climate Change**

Our Manchester Strategy 2016-25 – sets out the vision for Manchester to become a liveable and low carbon city which will:

- Continue to encourage walking, cycling and public transport journeys;
- Improve green spaces and waterways including them in new developments to enhance quality of life;
- Harness technology to improve the city's liveability, sustainability and connectivity;
- Develop a post-2020 carbon reduction target informed by 2015's intergovernmental Paris meeting, using devolution to control more of our energy and transport;
- Argue to localise Greater Manchester's climate change levy so it supports new investment models;

- Protect our communities from climate change and build climate resilience.

Manchester: A Certain Future (MACF) is the city wide climate change action plan, which calls on all organisations and individuals in the city to contribute to collective, citywide action to enable Manchester to realise its aim to be a leading low carbon city by 2020. Manchester City Council (MCC) has committed to contribute to the delivery of the city's plan, and set out its commitments in the MCC Climate Change Delivery Plan 2010-20.

Manchester Climate Change Board (MCCB) Zero Carbon Framework - The Council supports the Manchester Climate Change Board (MCCB) to take forward work to engage partners in the city to address climate change. 1.3 In November 2018, the MCCB made a proposal to update the city's carbon reduction commitment in line with the Paris Agreement, in the context of achieving the "Our Manchester" objectives and asked the Council to endorse these ambitious new targets.

The Zero Carbon Framework - outlines the approach which will be taken to help Manchester reduce its carbon emissions over the period 2020-2038. The target was proposed by the Manchester Climate Change Board and Agency, in line with research carried out by the world-renowned Tyndall Centre for Climate Change, based at the University of Manchester.

Manchester's science-based target includes a commitment to releasing a maximum of 15 million tonnes of CO<sub>2</sub> from 2018-2100. With carbon currently being released at a rate of 2 million tonnes per year, Manchester's 'carbon budget' will run out in 2025, unless urgent action is taken.

Areas for action in the draft Framework include improving the energy efficiency of local homes; generating more renewable energy to power buildings; creating well-connected cycling and walking routes, public transport networks and electric vehicle charging infrastructure; plus the development of a 'circular economy', in which sustainable and renewable materials are reused and recycled as much as possible.

Climate Change and Low Emissions Implementation Plan (2016-2020) - This Implementation Plan is Greater Manchester's Whole Place Low Carbon Plan. It sets out the steps we will take to become energy-efficient, and investing in our natural environment to respond to climate change and to improve quality of life. It builds upon existing work and sets out our priorities to 2020 and beyond. It includes actions to both address climate change and improve Greater Manchester's air quality. These have been developed in partnership with over 200 individuals and organisations as part of a wide ranging consultation

The alignment of the proposals with the policy objectives set out above is detailed below.

### **Other 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.

It is considered that the following design principles and standards are relevant to the consideration of this application:

- Each new development should have regard to its context and character of area.
- The design, scale, massing and orientation of buildings should achieve a unified urban form which blends in and links to adjacent areas. Increased density can be appropriate when it is necessary to promote a more economic use of land provided that it is informed by the character of the area and the specific circumstances of the proposals;
- Developments within an area of change or regeneration need to promote a sense of place whilst relating well to and enhancing the area and contributing to the creation of a positive identity. There should be a smooth transition between different forms and styles with a developments successful integration being a key factor that determines its acceptability;
- Buildings should respect the common building line created by the front face of adjacent buildings although it is acknowledged that projections and set backs from this line can create visual emphasis, however they should not detract from the visual continuity of the frontage;
- New developments should have an appropriate height having regard to location, character of the area and site specific circumstances;
- Developments should enhance existing vistas and create new ones and views of important landmarks and spaces should be promoted in new developments and enhanced by alterations to existing buildings where the opportunity arises;
- Visual interest should be create through strong corners treatments which can act as important landmarks and can create visual interest enliven the streetscape and contribute to the identity of an area. They should be designed with attractive entrance, window and elevational detail and on major routes should have active ground floor uses and entrances to reinforce the character of the street scene and sense of place

For the reasons set out later in this report the proposals would be consistent with these principles and standards.

Residential Growth Strategy (2016) – This recognises the critical relationship between housing and economic growth. There is an urgent need to build more new homes for sale and rent to meet future demands from the growing population. Housing is one of the key Spatial Objectives of the Core Strategy and the Council

aims to provide for a significant increase in high quality housing at sustainable locations and the creation of high quality neighbourhoods with a strong sense of place. The proposed development would contribute to achieving the above targets and growth priorities subject to various caveats which are discussed in the Issues section below.

Manchester's Housing Strategy (2016-2021) - Sets out the City Council's highest priority of creating more homes to meet the need of a growing population within a dynamic housing market which has over the past 10 years seen a dramatic increase in the number of market rental homes in the city. It notes that the balance of housing types and tenures is still not right in many of the City's neighbourhoods in terms of encouraging people to stay in Manchester within neighbourhoods where the communities they house can get on well together and enjoy mutual respect.

A key goal within the Strategy is to support the housing aspirations of new and existing residents by offering a wide choice of homes to support the increasing population and growing economy. However, to deliver on that aspiration it is acknowledged that there is a need to ensure that the City has the right homes in the right places which is responsive to demands from the changing lifestyles. Within the context of consideration of emerging proposals for Co-living within the City, this may require consideration of the need for some level of non traditional housing products which are particularly attractive to some groups of potential residents.

2 key aspirations which are regarded as important for achieving the key goals within the Strategy are ensuring that more of the graduate population chooses to stay in the city and access an appropriate housing offer and that new homes have a good quality design and that space standards meet the Manchester Standard.

The need for and management of the amount of any Co-living accommodation in response to emerging markets within particular demographics and the potential contribution of this type of housing to facilitating the wider housing needs of other groups within the City is discussed in detail below.

First Street (SRF) and Masterplan (2018) – The original First Street SRF in March 2011 aimed to create a new business destination. It recognised that First Street must be embedded within its wider neighbourhood in order to unlock its full potential and provide the stimulus for wider physical regeneration activity.

The SRF identifies three distinct areas: First Street North (FSN), First Street Central (FSC) and First Street South (FSS). Once completed, the area is expected to deliver up to 2.5 million sq. ft. of commercial space, 324,300 sq. ft. of retail, leisure and hotels, 1 million sq. ft residential development, 73,300 sq. ft. of civic, cultural and amenity space, 225,000 sq. ft of car parking and other uses. The area is identified as having the potential to support 10,000 jobs. The proposal is within First Street South and is entirely consistent with the vision for FSS.

The proposed emphasis on the provision of extensive public open space, green space, amenities and enhanced connectivity through the site, will better support key design and development objectives noted in the First Street SRF. This reflects that proposals should include extensive, high-quality public realm and enhance connections towards the City Centre.

Corridor Manchester (Strategic Spatial Framework) - The Corridor Manchester Partnership brings together Manchester City Council, the University of Manchester, Manchester Metropolitan University and the Central Manchester University Hospitals NHS Foundation Trust with the aim of generating further economic growth and investment in the knowledge economy for the benefit of the City Region.

Oxford Road Corridor (ORC) following the preparation of the Corridor Strategic Vision to 2025.

The SSF identifies the enormous growth potential of the ORC noting the significant committed and planned investment of its major institutions (estimated in the document at £2.6 billion between 2015 and 2025) delivering research, innovation, commercialisation, skills, academic excellence and incubation facilities. It also highlights the need to support the private sector in order to realise the potential of high value added and high growth companies on a significant scale within Oxford Road Corridor.

The SSF identifies the essential role that surrounding neighbourhoods, such as First Street, will play and how that role will be facilitated through the creation of high quality connections and new public realm. There is a finite supply of land space to grow in and around the Corridor and this is likely to become more and more of a significant challenge in terms of growth potential. This means that there is in turn limited opportunity for the delivery of new housing, with other land uses prioritised.

The benefits of clustering around the centres of research and excellence within the ORC means that the immediately adjoining neighbourhoods, and, key residential opportunities within those neighbourhoods, have an essential part to play in terms of supplying high quality residential development that will support the attraction and retention of talent – without this, the vision cannot be fully delivered. The application site represents a key opportunity, in a sustainable, attractive location, which will support the City's strategic growth objectives. Not only is the site located within First Street and therefore within easy reach of the wider Oxford Road Corridor, but also, due to the size of the site, it crucially also represents a rare, if not unique, opportunity to quickly deliver high density proposals that are also set within a substantial green space and broader community amenity offer.

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 First Street South. The proposals subject to various caveats which are discussed in the Issues section below would be in keeping with the aspiration set out for that area



delivering the first stage of a new residential-led development at First Street South, providing a new housing offer in the city centre.

Manchester Residential Quality Guidance (July 2016) (MRQG) – The City Council has endorsed the Manchester Residential Quality Guidance which is now a material planning consideration. The document provides specific guidance for Manchester and includes a section on the consideration of space and daylight. The guide states that space standards within dwellings should comply with the National Described Space Standards as a minimum. In assessing space standards for a particular development, consideration needs to be given to the planning and laying out of the home and the manner in which its design creates distinct and adequate spaces for living, sleeping, kitchens, bathrooms and storage. The size of rooms should be sufficient to allow users adequate space to move around comfortably, anticipating and accommodating changing needs and circumstances. In terms of the ‘cluster’ apartments the proposal is broadly in keeping with the aims and objectives set out in the guidance. The proposed Studios would not comply with the Guidance however the non-compliance needs to be considered in the context of the particular nature of this accommodation, the role that it might play in terms of the wider growth objectives of the City, particularly in relation to the sites location within the First Street Neighbourhood and proximity to the Corridor. This is discussed in more detail in the Issues section below.

Stronger Together: Greater Manchester Strategy 2013 - This is the sustainable community strategy for the Greater Manchester City Region. It sets out a vision for Greater Manchester where by 2020, the City Region will have pioneered a new model for sustainable economic growth based around a more connected, talented and greener City Region, where all its residents are able to contribute to and benefit from sustained prosperity and a high quality of life.

The proposed residential accommodation would support and align with the overarching programmes being promoted by the City Region via the GM Strategy.

There is an urgent need to build more new homes for sale and rent to meet future demands from the growing population and to address undersupply and the Council is adopting measures to enable this. The proposals represent an opportunity to address these requirements adjacent to a major employment centre and in a well-connected location that subject to various caveats which are discussed in the Issues section below

## **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.

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 applicant has submitted an Environmental Statement in accordance with the Town and Country Planning (Environmental Impact Assessment) (England and Wales) Regulations (as amended 2011) and Circular 2/99 ('The Regulations') and has considered the following topic areas:

- Air Quality
- Daylight and Sunlight
- Noise and Vibration
- Socio-Economic Issues
- Townscape and Visual Impact
- Water Resources
- Wind Microclimate

The Proposed Development is an “Infrastructure Project” (Schedule 2, 10 (b)) as described in the EIA Regulations. The Site covers an area of approximately 0.88 hectares, but is above the indicative applicable threshold of 150 residential units. It has therefore been identified that an EIA should be carried out in relation to the topic areas where there is the potential for there to be a significant effect on the environment as a result of the Development. The EIA has been carried out on the basis that the proposal could give rise to significant environmental effects. In accordance with the EIA Regulations, this ES sets out the following information

A description of the proposal comprising information about its nature, size and scale;

The data necessary to identify and assess the main effects that the proposal is likely to have on the environment;

A description of the likely significant effects, direct and indirect on the environment, explained by reference to the proposals possible impact on human beings, flora, fauna, soil, water, air, climate, cultural heritage, landscape and the interaction between any of the foregoing material assets;

Where significant adverse effects are identified with respect to any of the foregoing, mitigation measures have been proposed in order to avoid, reduce or remedy those effects;

Summary, in non-technical language, of the information specified above. It is considered that the environmental statement has provided the Local Planning Authority with sufficient information to understand the likely environmental effects of the proposals and any required mitigation.

There will be no unduly harmful cumulative impacts as a result of this development. The impacts relating to the construction phase are temporary and predictable.

The interaction between the various elements is likely to be complex and varied and will depend on a number of factors. Various mitigation measures are outlined elsewhere within this report to mitigate against any harm that will arise and these measures are capable of being secured by planning conditions attached to any consent granted.

It is considered that the environmental statement has provided the Local Planning Authority with sufficient information to understand the likely environmental effects of the proposals and any required mitigation. It has been prepared by a competent party with significant experience and expertise in managing the EIA process who hold the IEMA EIA Quality Mark. The preparation of the Statement has included technical input from a range of suitably qualified and experienced technical consultees.

### **The Scheme's Contribution to Regeneration, Principle of Proposed Uses**

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 economic success. There has been a significant amount of regeneration within First Street and The Corridor the past decade. The 2015 Greater Manchester Forecasting Model prepared by Oxford Economics, forecast growth in the region of 128,300 more people; 109,500 net new jobs; and £17.3 billion more GVA by 2024.

Economic growth requires the attraction and retention of talent and to support this the region must be an attractive location to live, study, work, invest and do business. The provision of a range of housing types to support that growth and provide housing options for existing residents is a key consideration.

Almost 60% of Manchester's residents are under 35. Over 74,000 students study in the City and provide new graduates each year. The city gains more graduates than it loses, with 36% of Mancunian graduates choosing to return to work in the City and an additional 33% choosing to work in Greater Manchester.

60,000 people live in the City Centre and a significant proportion are between 25 and 35. This is partly attributable to high levels of graduate retention, facilitated through strong economic growth with employers seeking to recruit graduates.

Increasingly businesses are attracted to locations where deep labour markets offer a range of highly qualified and skilled staff and City's demographic profile is well placed to capture these opportunities. Economic growth, people's desire to live close to employment and lifestyle advantages of city centre living will continue demand for housing in the heart of the city. A choice of homes is required to respond to the demands of changing lifestyles including those which may suit the requirements of a particular phase of life. The provision of innovative non-traditional housing may be attractive to: those who are seeking temporary accommodation or are transitioning between arrival in the City or graduation; younger adults who want a more communal City Centre living experience; and, people who want more flexible tenancy arrangements, fitting with more agile working patterns found in particular sectors of the economy.

Co-Living must be considered in the context of existing policies which support housing and any relevant locational constraints set out within those policies. On the basis of information submitted to support the application, including an Economic Statement setting out the context of population and key sector employment growth within the City, it is considered that the proposal is of a size and scale which would respond to and support current and emerging job recruitment and retention and would be well placed to connect residents with those opportunities and support those needs. As such Co-living in this location would provide added value to the wider commercial offer in First Street and The Corridor.

There will be more employment growth at First Street and The Corridor including new jobs in growth sectors including Technology, Media & Tele-communications, healthcare, Research & Development industries, and technical advisory businesses. The expanded commercial offer at First Street could provide an additional 17,000 jobs from 2024 onwards. The Corridor has a strong employment base in high value added and high growth sectors. It accounts for a large proportion of highly skilled jobs in the city economy, and strengths in health and higher education are complemented by a strong business and financial services base. By 2025, it is estimated that an additional 37,000 jobs will be created here.

The Executive Reports explained that some developers delivering schemes targeted at digital and technology businesses, believe that there may be a link between Co-living and growth. This type of accommodation could be attractive to employees where it is directly linked to the proximity of such companies, and this could support talent recruitment and retention.

A more mobile and dynamic working population mean that more adult professionals are sharing, as they move to different locations for career reasons, which may not be seen as permanent home locations where they intend to put down roots. A mobile workforce will also be looking for opportunities to meet people and make new friends, which is something co-living aims to supply.

However as set out in the December 19 and July 20 Executive Reports the impact of any new supply of any Co-living accommodation will need to be carefully managed, appraised and evaluated, as the market is untested in Manchester, before co-living developments can be considered. Key to those considerations is the role of this type

of accommodation within the City Centre housing market and how the length of tenure relates to the aspirations of those Executive Reports.

The target market for First Street co-living is the city centre workforce, particularly recent graduates, apprentices and new recruits for First Street and its environs and Corridor Manchester and would include:

- Young workers, new graduates, and those new to Manchester, with incomes which are not (yet) sufficient enough to afford the increasing city centre rents of traditional private rented apartments;
- People new to the city, arriving for their first or second job, key workers, freelancers or entrepreneurs starting up and those uncertain of where best to live or how long their appointment may last;
- Young people living in house shares in the suburbs;
- Key workers from nearby hospitals who are new to the City;
- Young people born in Greater Manchester who are in employment and looking for opportunities to access the city centre market;
- People on time limited contracts, particularly visiting academics or research staff and contractors where their longer-term work with Manchester businesses may be less certain.
- Mobile workers, employed by larger companies in regional offices, as part of regular graduate recruitment programmes.

It is envisaged that co-living would support the young workforce to transition in the medium term to city living and information submitted in support of the application sets out the assumption that 60% of tenants would become long term Manchester residents in the city, finding other homes and staying for an average of five years, many moving to other parts of the city centre.

Many young professionals and those vacating the parental home have traditionally lived in shared housing in the suburbs. This housing was not originally built for that purpose, and is not designed for shared living. In addition, many apartments in the City Centre which were 'for sale' have subsequently been rented out. People often share these apartments in order to achieve a more affordable rent per person. These apartments do not have shared amenities or management platforms aimed at fostering a sense of community.

The strategy of providing smaller private living spaces with extensive shared communal spaces means that the costs of lesser used spaces within a traditional apartment are not loaded onto individuals but shared across the block. This supports a cost effective and accessible product.

The provision of Co-living in appropriate locations could therefore respond to the lifestyle requirements; provide more suitable accommodation for people who chose to live in shared accommodation freeing up PRS and traditional suburban housing for families; connect existing and potential employers with a skilled and agile workforce.

The scheme would deliver homes within a high quality public realm. However, as the studios do not meet our space standards they would not be suitable as permanent homes for Manchester residents. There should be a compelling rationale to underpin support for non-compliant units. The target market for the studios in particular would be people looking for shorter term lettings of between 3 and 6 months. On this basis they would be lettings to those who might be new to the City and looking for a base from which to find more permanent accommodation or people who would be based within the City on a short terms basis for work or research purposes. They would provide privacy with access to communal facilities and a ready made community.

The length of tenure would be controlled through a Legal Agreement. The studios with the communal space, activities and support services would be similar to an aparthotel or serviced apartment. There is a role in the City for some level of this type of accommodation.

The development would be consistent with growth priorities and help to realise the target set within Manchester's Residential Growth Strategy which have recently been updated to seek to deliver 32,000 homes by 2025. This area has been identified as being suitable for new homes and the development would deliver a new type of accommodation product which would support the diversification of the City's housing offer with a wide range of accommodation types in order to meet the full breadth of the target market and provide a range of living options that people can move around according to their particular life circumstances at any one time. This would therefore appeal to a range of occupiers.

It is also noted that in terms of the aspirations set out for FSS in the SRF the occupiers of this accommodation would provide footfall to support the leisure and cultural activities elsewhere within First Street.

A number of other material considerations for the evaluation of support for Co-Living developments are set out within the Executive Reports. Those relating to Council Tax Revenue and a conversion plan are dealt with below. Issues relating to safe and secure zero carbon developments, parking and place making are considered below.

Co-living has implications for Council Tax revenues. Co-living rents are generally inclusive of bills including Council Tax and therefore there is no tenant liability. However the applicant has agreed that Council Tax would be paid for the entire development and this would form part of a Legal Agreement.

The modular and structural bay of the design has been set to allow the individual studios/apartments to be converted at a later date into traditional apartment layouts if required. The mechanical and electrical services have also been designed to allow for the alteration of residential types. Floor to ceiling heights of all apartments and

studios are comparable to traditional residential typologies. The design would allow for internal walls to be removed without compromising the structural integrity of the overall building. The layout below illustrates the adapted floor plan for each block and provides 46 apartments in total on a typical floor plan across the scheme with a mix of 15no. 1 bed apartments and 31no. 2 bed apartments (11 units in Building A, 16 units in Building B, 10 units in Building C, 9 units in Building D).

To facilitate this re-purposing the facade would require minor reconfiguration to ensure each apartment is provided with sufficient light and ventilation but the overall external aesthetic would not need to alter. The common corridor in both the current and adapted layouts would remain in the same location. This would allow for all services to be transferred within the ceiling voids within the common services corridors in both situations and negate the need for any additional service risers.



On a typical floor plan, the current scheme has a total of 118 beds; the adapted floor plan 77 beds (41 fewer beds). With this in mind, the current plant, servicing and ancillary provision should be sufficiently sized to serve the adapted scheme.

**Effective Management** - The applicants have agreed that the accommodation would be operated under a long term management platform including a single management and lettings entity across the whole development and the details of this would be secured through a Legal Agreement.

The legal agreement would also control the length of tenure of the non space standard compliant rooms to ensure that they were not occupied as permanent residencies.

**Viability and affordable housing provision** - The level of affordable housing in a development should reflect the type and size of the scheme as a whole and take into account factors such as an assessment of a particular local need, any requirement to diversify housing mix and the need to deliver other key outcomes particularly a specific regeneration objective.

An applicant may seek an exemption from providing affordable housing, provide a lower proportion of affordable housing, vary the mix of affordable housing, or a lower commuted sum, where a financial viability assessment demonstrates that it is viable to deliver only a proportion of the affordable housing target of 20% or where material considerations indicate that intermediate or social rented housing would be inappropriate. Examples of these circumstances are set out in part 4 of Policy H8.

The application proposes 2224 bed spaces within a mix of shared apartments and studios. The delivery of new homes is a priority for the council. The proposal would develop a brownfield site that makes no contribution to the First Street SRF Area and develop a high quality scheme in terms of its appearance. All shared apartments which could be permanent residencies (1349 bed spaces) would comply with the Residential Quality Guidance and provide substantial areas of high quality public realm, high quality shared internal amenity spaces both directly for occupiers of this development and the wider community. All these matters have an impact on the scheme's overall viability.

A viability report has been made publicly available through the Council's public access system. This has been independently assessed on behalf of the Council and its conclusions are accepted.

A benchmark land value of £16,176,371 is within the expected range based on comparable evidence. The Gross Development Value would be £297,135,000 which would give a profit of 15%. On this basis and given the costs associated with providing the public realm within the development, the scheme cannot support a contribution towards off site affordable housing whilst ensuring that the scheme is viable and can be delivered to the quality proposed.

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

The National Design Guidance (NDG) 2019 supports well designed homes and buildings which are functional, accessible and sustainable and which provide internal environments and external space that support the health and well-being of their users and all who experience them. The cluster units would align with those aspirations.

The increased demand for rented accommodation has resulted in professionalised accommodation which is institutionally owned and managed as long term assets. It is known generally as 'Built to Rent'. The co-living accommodation would similarly help to raise standards of management and customer experience. It would have more amenity space than a traditional scheme would include a Health & Wellbeing Centre, Café, Resident's Cinema, Resident's Communal Kitchen and Dining Areas, Resident's Lounge and Resident's Work from Home Space. All resident's only amenity spaces are located within minutes of the individual private bedrooms. The



consolidated larger amenity space would be the main focal point and facilitate social interaction as well as residents coming together as a community.

The amenity provision aims to create a vibrant community. Exercise and wellbeing classes would enable people to meet in a relaxed setting and gym membership will be free for residents. The ground floor café would be open to the public to integrate the scheme into First Street.

The Legal Agreement would require agreement of the details of a management strategy and lettings policy along with a management strategy for the public realm to ensure that the development creates an attractive neighbourhood.

### **CABE/ English Heritage Guidance on Tall Buildings**

One of the main issues to consider is whether buildings of between 10 and 45 storeys are appropriate in this location. These would be tall buildings and should be assessed against the relevant policies in the NPPF and Core Strategy Policies that relate to Tall Buildings and the criteria set out in the English Heritage and CABE Guidance on Tall Buildings.

**Design Issues, relationship to context, including principle of tall building in this location and the effect on the Historic Environment** This assesses the design in relation to context and its effect on key views, listed buildings, conservation areas, scheduled Ancient Monuments, Archaeology and open spaces. The key issues are the appropriateness of tall buildings and its impact on the setting of the adjacent listed buildings which lie within 500m of the site. The design has been discussed at pre-application with Places Matter and public engagement took place

The Core Strategy supports tall buildings that are of excellent design quality, are appropriately located, contribute positively to sustainability and place making and deliver significant regeneration benefits. Sites within the City Centre are considered to be suitable where they are viable and deliverable, particularly where they are close to public transport.

The 2020 First Street SRF addendum aims to continue the growth of the employment, leisure and entertainment opportunities in the area. The delivery of high density homes and public realm at First Street South is an essential component of this.



The addendum has taken into consideration design principles for additional plots within the expanded First Street Area and the context of development underway or planned in adjacent areas including Great Jackson Street and Knott Mill.



#### **2018 Great Jackson Street Masterplan**

The site is at a main entry point into the city centre. The entrance sequence into the City Centre and around the Mancunian Way has improved significantly over the past 10 years with academic and residential development introducing some very high quality buildings. The poor condition of this site undermines these improvements and undermines first impressions of the city. This development could transform the site and surrounding area and create a new place at a key entry point.

Large schemes have been developed in similar locations such as Oxygen, Isis, Sarah Points and Angel Gardens on Great Ancoats Street, the Renaker scheme at the Harry Ramsdens site and at River Street. The height and quality of development would enhance the cityscape and local environment in a similar manner and deliver similar benefits.

The proposal would use the site efficiently, maximising densities, with a high quality piece of architecture. A development of this scale is appropriate at this site so long as the impacts on the amenity of local residents are within acceptable levels.

The massing of the buildings would be broken down and the height distributed to retain sunlight and daylight to dwellings, amenity spaces and public open spaces. Breaks and gaps in elevations would allow glimpsed views between streets and public realm.

The impact of the proposal on sunlight, daylight and overshadowing on neighbouring developments and the surrounding area is set out later in the Report.



Tall buildings should help to create a unique, attractive and distinctive City. They should enhance the character and distinctiveness of an area without adversely affecting valued townscapes or landscapes, or intruding into important views. The site and its general context currently undermines the quality and character of the townscape at a main entry point into the City. The proposal would improve the area and use the site efficiently. The quality of the new public square, the enhanced streetscape and the public open space, and their interaction with the buildings, would unify the development. It would create a single destination with a recognisable character. The ground floor uses should strengthen the street frontages and provide natural surveillance.





The building should respond to its immediate context and the wider City context. The design and materials would be consistent with a limited palette of high quality materials. The podium would be faced in terracotta seeking to visually embed it in the landscaping. The buildings above would contrast with the solidity of the podium. The unitised glass curtain walling would respond to different weather conditions and times of the day to create a dynamic appearance. The use of glass differentiates these new modern buildings and contrast with the nearby Macintosh Mill complex.

#### Impact on Designated and Non Designated Heritage Assets and Visual Impact Assessment



Outline of Consented Scheme



Image not verified view. Panoramic view stitched together to provide more context

**Image compares impact with previous approval**

Rendering of proposed building (after planning)



A Heritage Assessment Townscape and Visual Impact Assessment used Historic England’s updated policy guidance on the Setting of Heritage Assets (Historic Environment Good Practice Advice in Planning Note 3, Second Edition). (December 2017). Photomontage visualisations show the appearance of the proposal where it is visible and verified ‘wireline’ views where appears behind the intervening townscape. 16 key views have enabled a qualitative assessment to be undertaken.

This demonstrates that the proposal would only having localised and short-term significant effects on townscape character during the construction phase.

Once complete the development, and particularly the tower would be substantially taller than some adjacent areas, although comparable to other towers in the immediate area, including Deansgate Square, Elizabeth Tower and Beetham Tower. It would have some localised significant visual effects when viewed from the closest smaller scale residential areas to the south; from around First Street/Medlock Street/Hulme Street; and from the Mancunian Way.

Within views 1, 2,3 and 4 impacts would be long term beneficial.



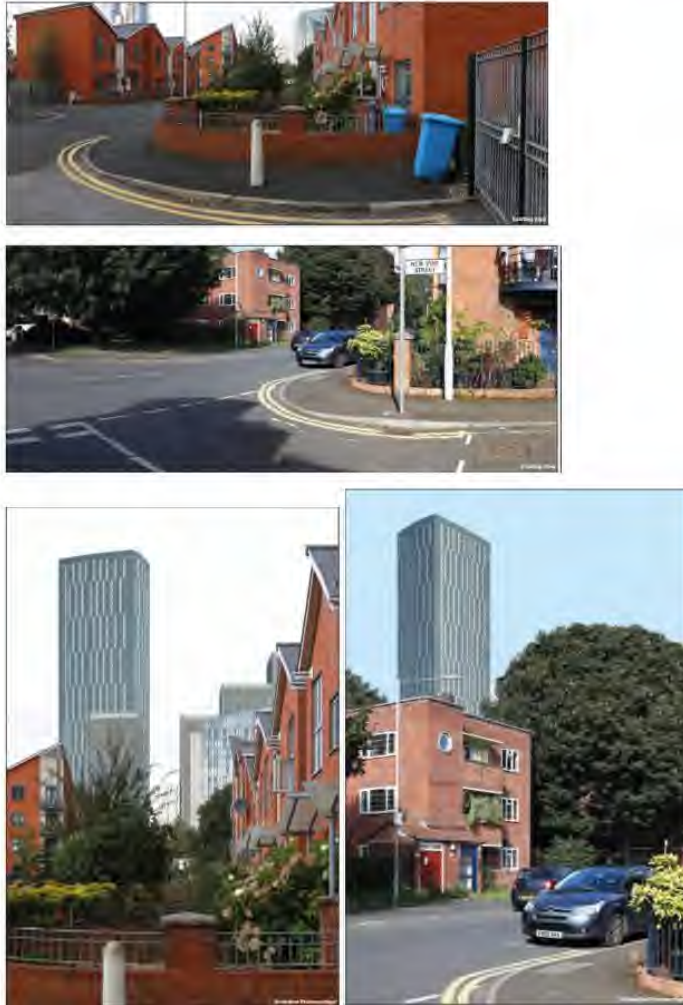
Existing (above) and proposed (below) views 1,2 and 3 (Hulme St, First Street North and Hulme St Arch)



**Above: Existing and proposed view 10 (River Street/ Medlock Street)    Above: Wider Context view**

In this view the impact would be beneficial improving the quality of the visible townscape.





Views 7 and 13 existing and proposed (Newcastle St and Clarendon St)

In the above views impacts could be considered to be adverse due to the contrast in scale and massing of the main tower but as part of the backdrop of tall buildings that form the south-west city centre skyline and are considered on balance to be positive elements as part of the evolving townscape. In all other views impacts would not be significant.

The TVIA demonstrates that townscape and visual effects would be mitigated by the design of the proposal and its positive contribution to place making. It would improve the visual amenity of the site and improve the gateway views from the Mancunian Way and Princess Road.

Although future committed developments have been considered as part of the cumulative effect assessment, much of the change to the local townscape character will have already taken place as a result of baseline committed developments and the townscape and visual effects remain as assessed in this existing scenario (including those under construction), rather than increasing as a result of its combination with future committed development.

The proposal could affect the significance of nearby designated and non-designated heritage assets through development within their setting, rather than direct effects. 8

key views from the analysis have further enabled a qualitative assessment to be undertaken of the effects on identified heritage assets.

The proposals would introduce a substantial and dominant new structures near to the grade II listed Mackintosh Mill and Cambridge Mill. The site is within First Street where dense development is envisaged and the proposal would restore the dense urban grain of the site. It would not dramatically change the City's skyline and would resolve the negative impact of the site. The development would have a negligible impact on the identified heritage assets and the historic and functional significance of these assets would not be undermined.

The proposal is a significant distance from the Whitworth Street and Castlefield Conservation Areas and would have a limited direct impact on their character and appearance. The tight urban fabric in and around the Whitworth Street Conservation Area mean that the development would not be very visible. The Castlefield Conservation Area is less built up but large developments at Great Jackson Street mean that the development would not impact on the appearance or character of the Conservation area. In both cases any impact would be negligible and the development would preserve their character and appearance.

The quality of the proposal and the enhancement to the townscape would mitigate against any instances of adverse harm and would sustain the heritage values of the identified heritage assets. Overall, the proposal would have a negligible impact on the special architectural and historic interest of the identified listed buildings and the Whitworth Street and Castlefield Conservation Areas.

#### Consideration of the merits of the proposals within the National and Local Policy Context relating to Heritage Assets

There are no World Heritage Sites nearby. Sections 66 and 72 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 and 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 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.

The impact of the proposal on the setting of adjacent listed buildings and the nearby Castlefield and Whitworth Street Conservation Areas would be less than substantial. Paragraph 196 states that where a proposal would lead to less than substantial harm, it should be weighed against the public benefits 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 127).

Whilst outlined in detail elsewhere in this report of the public benefits of the proposals these would include:

- Improving the quality of the local environment through the improvements to the streetscape;
- Putting a site, which overall has a negative effect on the townscape value, back into viable, active use;
- Establishing a strong sense of place, enhancing the quality and permeability of the streetscape and the architectural fabric of the City Centre;
- Optimising the potential of the Site to accommodate and sustain an appropriate mix of uses, providing the a use which would support the regeneration of the First Street SRF Area;
- Creating a safe and accessible environment with clearly defined areas and active public frontages to enhance the local quality of life;
- Contributing to sustained economic growth;
- Providing equal access arrangements for all into the building;
- Increasing activity at street level within the new public realm through the creation of an 'active' ground floor providing overlooking, natural surveillance and increasing feelings of security within the city centre.

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

Contribution to Improving Permeability, Public Spaces and Facilities and Provision of a Well Designed Environment (including Age Friendly Provision: The Core Strategy requires that proposals for tall buildings should create an attractive, pedestrian friendly environment. To support high density schemes such as this public spaces should provide shared outdoor amenities for residents, employees within a high quality, safe and accessible environment. This requirement is considered to be

central to the successful regeneration of this corner of FSS. These requirements are augmented by the Executive Report requirement for co-living developments to include public realm and open spaces as part of a clear place making strategy. For comparison the public square would be 3135sqm larger than Parsonage Gardens (2271 sqm).

The proposed public realm features a central publically accessible square with a mix of hard and soft landscaping which would be accessed from routes across the site linking Medlock Street to the west, Hulme Street to the north and the Mancunian Way to the south. Thus the proposal would connect into existing routes within First Street and beyond and create stronger linkages between and movement patterns and connections between the City Centre, and Hulme. The proposed public realm would set high standards for future development in the area. This would include street trees, planters, street furniture and high quality paving. Intended to form a bookend to Tony Wilson Place, in contrast to early phases of First Street, the public realm would be greener, more intimate and be more residential in character, reflecting the surrounding uses and the proximity to Hulme.





VIEW EAST FROM HEDLOCK ST ACROSS PUBLIC SQUARE

The SRF identifies the following design criteria which the proposed public realm would align with:

- Streets within FSS should be treated as familiar environments that support a mixture of pedestrian, cycle and vehicle through movement. Measures should be taken to carefully manage the degree of vehicle access to minimise negative impacts on residents and visitors;
- FSS should be characterised by generous street landscaping, including linear tree planting and robust high-quality hard surface materials for pavement and carriageways;

- Large scale tree planting should help provide a buffer to highway edges of FSS to the west and south;
- Clearly defined landscaped public open space should be provided to create informal recreational amenity for residents in locations that can be used without disturbing the residential amenity of immediate neighbours.
- All units within FSS should be provided with appropriate levels of private and communal amenity space. Communal amenity space should be secure and only accessible by residents of the building or plot in which it is located.



The public realm would create a new place for people to gather in which to relax, and socialise. The proposals include extensive green landscaping for both future residents and also the existing community. Residents of each building would have access to a series of interconnected outdoor spaces, set at different levels. These terraces would provide a variety of uses including communal events space, outdoor cinema, eating and socialising, growing areas and intimate quiet gardens. All designed to encourage interaction between residents and provide opportunities for escape from the urban surroundings.

Publicly Accessible Amenity



Newcastle Street Public Square

Food Event / Makers Market



The Mancunian Way is a huge physical and visual barrier in the City which has also severed the local community from the city centre. This severance does need to be addressed in order to ensure that different components of the city are fully integrated. Developments on the ring road are well placed to assist this. The new pedestrian and cycle footpath would encourage sustainable modes of transport and

the attractive green setting would create a tranquil place in which to relax, socialise and exercise.

**Newcastle Street Public Square**  
Film Screenings / Outdoor Performances



Restablishing the link along Newcastle Street to

Current route



**City Centre**

Opening up the site both visibly and physically to ensure will ensure that it is a gateway between the City Centre and Hulme which would include the creation of a welcoming pedestrian crossing point from Newcastle Street and across Mancunian Way. The proposed pedestrian route through the Site would provide a change-of-pace from the frantic pace of the surrounding heavily trafficked roads in a safe, relaxing environment.



The surrounding streets have been designed as an integral part of the public realm. The proposal is to reduce the width of the vehicle carriageway along Hulme Street, Wilmott Street, Chester Street and Newcastle Street to establish pedestrians at the top of the movement hierarchy and create a more generous, accessible and attractive streetscape for new and existing local residents. Widened pavements around the development will enhance existing pedestrian connections via Hulme Street, Wilmott Street and Chester Street, to the surrounding neighbourhood.



There would be a consistent palette of hard materials, planting and street furniture to create a public realm which is distinctive, legible and defines a distinctive identity. Street trees and street lighting would reinforce character and the importance of routes.

The trees would be semi mature to provide an immediate impact and have 2.5m clear stems to provide sightlines and promote personal safety and passive surveillance. Where trees are in planters these would be within areas within the applicants control rather than on public highway and would be maintained by the applicant.

Tree planting would help to provide areas of shade which are particularly useful for protecting vulnerable children and older people from the effects of the sun. Deciduous species with autumn and spring colour would maintain interest throughout the year. The approach to planting design would be a response to the different microclimates created by the design, by selecting plants which naturally grow within the equivalent natural habitat zone. The zones would range from exposed area of low soil build up to shaded, sheltered niches on the podium, and sunny meadow with the open space at ground level.

The buildings have been designed as an extension of the central public. Active frontages are fundamental to create hustle and bustle throughout the day. The environment created would be welcoming and inclusive.

The Park would be a place for everyone including older people. It would accommodate day to day uses including active; passive; community; arts and culture; and environmental. This would provide somewhere for everyone irrelevant of age and physical ability, race, belief or sexual orientation.

The public realm would be open 24 hours a day and would have no gates to control access / egress. There would be an on-site maintenance and management team. Final details of the management and maintenance of the Park would be form part of the Legal Agreement.

The design would promote health & wellbeing and to help to Manchester residents to live longer, healthier and more fulfilled lives. The public realm would accommodate the needs of all including older people. The final details would be agreed by condition and would include a need to adhere to MCC guidance in relation to Age Friendly Public Realm including Age-Friendly Seating and Sense of Place and the Alternative Age-Friendly Handbook.

Regular resting spaces are provided with a range of seats. Seating would be at the edge of the spaces where there is good surveillance and good lighting. There would be benches with back and arm rests. Bins would be at key path junctions and would not be directly next to seating. The bins would include segregated recycling. with raised kerbs demarcating between vehicle and pedestrian spaces, tactile and drop paving to crossings, paving contrasts at level changes, handrails and or balustrades where required.

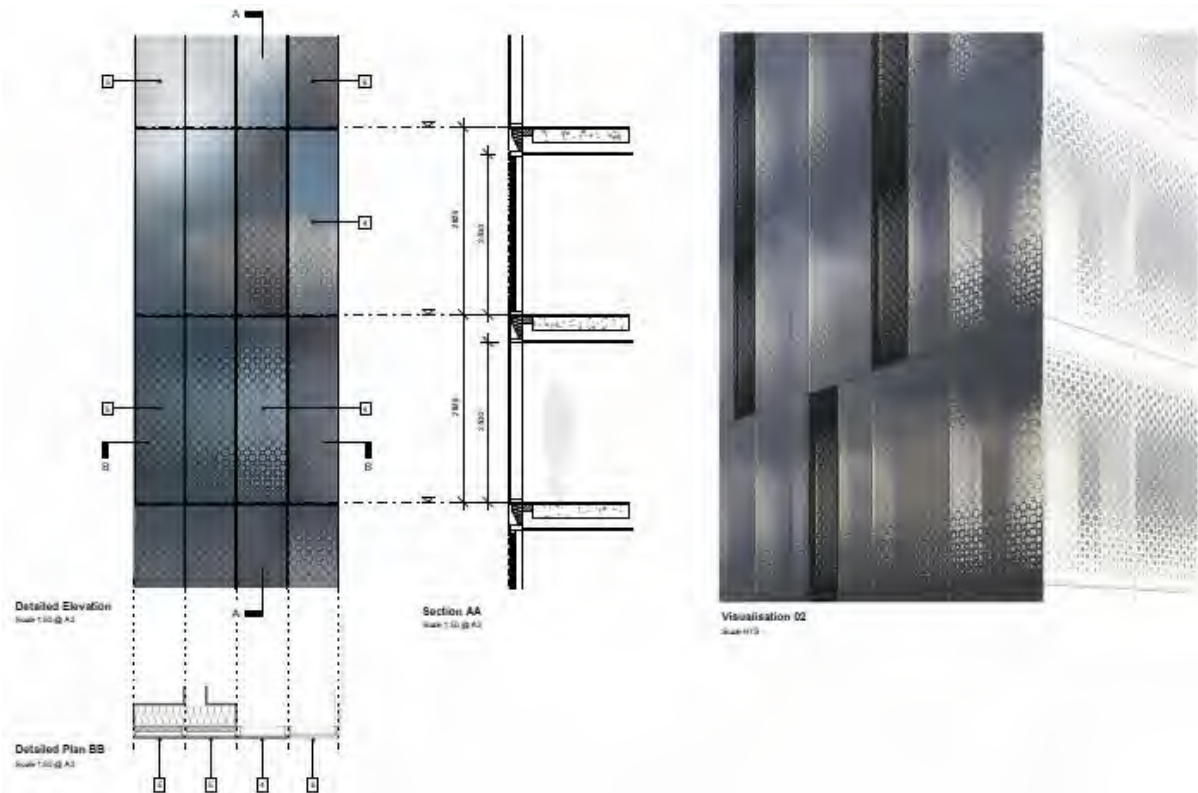
A signage strategy would help with way finding and up immediate destinations and beyond along with key transport hubs i.e. Oxford Road / Deansgate train stations and nearby tram stops.

#### Architectural Quality

The key factors to evaluate are the buildings scale, form, massing, proportion and silhouette, materials and its relationship to other structures.

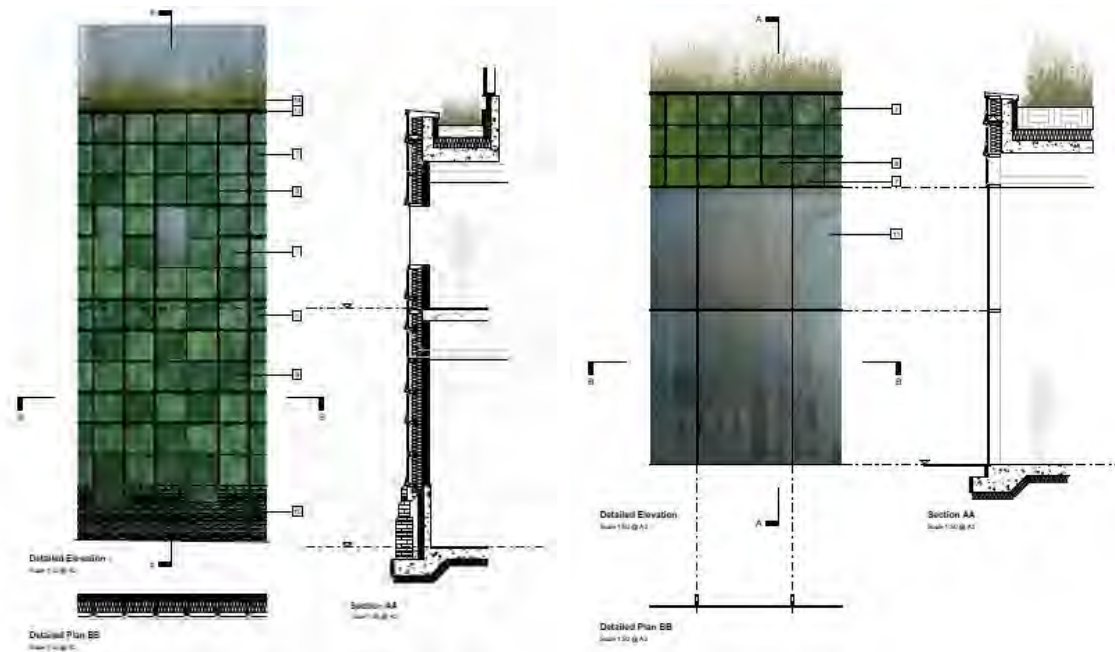
There are a variety of materials and building styles in the area with small-scale brick industrial buildings to converted brick mills and more contemporary buildings in corten steel, metal cladding and glazing. The terracotta and brick within the base of the development would respond to the brickwork of the former mill buildings. By contrast the glazing at the upper levels would provide a dynamic modern expression to announce this key City Centre gateway location.

Each block would have a regular geometric composition, which would be complemented by a uniform approach to the cladding.



Fritted ceramic horizontal banding would help to reinforce the steps in plan. Each glazed panel would have a repeating white ceramic frit pattern. Natural ventilation would be provided to the majority of rooms through an anodized metal panel. The opening door behind would be glazed to increase light and views out. The same fritting pattern would be used on the vent panel covers to unify the facades.

Each panel would be double glazed to keep a uniform appearance. The white banding produced by the frit pattern would wrap around the buildings on all sides. When the frit reaches the western facade of Building D the frit colour is dark blue grey and the metal vent panels are darker in colour.



The podium would be edged in a green pixelated façade with glazed terracotta and metal vent panels all set out on the pixel grid and random windows of different sizes and orientations. This pixelated facade wraps the podium on Chester St, Wilmott St and Hulme St. The pixelated facade provides a level of visual animation to the more functional areas of the building. The stepped brick around the base adds a level of robustness to areas which would see heavy traffic such as around doors and car park entrances. Metal vent panels or doors, colour matched to the glazed terracotta, are proposed where plant ventilation or access is needed to back of house areas.

The use of areas of full height glazing onto the public realm would enhance natural surveillance and blur the boundaries between inside and outside areas and allow activity to spill onto the key pedestrian routes through the site.

The materials would be more robust around plant, bin stores or bicycle stores. The back of house functions are generally on the west side of the building away from Newcastle St. The environment on the west of the building has more traffic with air quality issues and noise pollution. To respond to this, a white brick facade is proposed to solid areas. The colour responds to the overall facade design but adds a level of robust protection. The brick is stepped to add relief and texture.

### Credibility of the Design

A range of specialist consultants have contributed to the scheme. 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 are familiar with the issues associated with developing high quality buildings in city centre locations and recognises the high profile nature of the proposal. They have a track record and capability to deliver a project of landmark quality which is an appropriate design response for this prominent site which complements the area. The range of technical expertise that has input to the application is indicative that the design is technically credible.

A significant amount of time has been spent developing the proposal through a number of design stages to deliver a viable development of the right quality which can be delivered.

The applicant has operated and managed large schemes over many years and consider that concentrating amenity provision in one zone has proven to offer occupants a greater variety and higher quality offer.

**Relationship to Public Transport Infrastructure (Parking, Servicing and Access, Green Travel Plan / Cycling Provision/ Parking (including Disabled Parking provision)** – The location is highly accessible and would encourage the use of more sustainable forms of transport. The proximity to employment opportunities, the Universities and Hospitals, shops, restaurants, bars would mean that many residents would access these facilities by walking.

There would be 22 car parking spaces all suitable for use of disabled people (3 in Building A&B and 19 in Building D) and all with electric charging capabilities to encourage use of electric vehicles. The applicant has stated that they will commit to allocating car parking spaces to disabled residents where required to support their access requirements. There would be 2 Car Club spaces on Hulme Street. It is anticipated parking spaces would mainly be used when people are moving in and out of the development. There would be 10 spaces for storage of mobility scooters (4 in Buildings A&B, 2 in Building C and 4 in Building D)

600 cycle parking spaces would be provided for residents and staff and further space would be reserved to increase this by up to 30% / 150 spaces subject to demand. Cycle parking within the public realm would also be secured through a condition. It is anticipated that there would be minimal amounts of private vehicles due to the site's highly sustainable location.

A traffic assessment has aimed to minimise disruption to the highway and adjacent businesses. Servicing for the residential and retail units would be at vehicular pull offs on Hulme St, Wilmott St and Newcastle St. There are parking restrictions on the local highway network. The proposal is unlikely to generate any significant impact in terms of highway safety and would not produce a significant increase in traffic flow/ loading requirements.

The Head of Highways has no objections but conditions would require final details of a service management strategy and off-site highways works, including pavement reinstatements and finishes to be submitted. A further condition would require a Travel Plan to be agreed prior to occupation, to be monitored and revised within 6 months of occupation this will include monitoring the needs of disabled people.

### Sustainability

#### **Building Design and Performance (operational and embodied carbon)**

There is an economic, social and environmental imperative to improve the energy efficiency of buildings. Larger buildings should attain high standards of sustainability

because of their high profile and impact. An Environmental Standards Statement assesses physical, social, economic and environmental effects in relation to sustainability objectives. It 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. Energy use would be minimised through good design in accordance with the Energy Hierarchy, improving the efficiency of the fabric and using passive servicing methods.

The energy strategy has been mindful the City's Climate Emergency declaration and the need to consider the wider aspects of climate change mitigation and adaptation. How the scheme contributes to Net Zero Carbon targets through operational and embodied carbon have been considered in the development of the scheme.

The Core Strategy requires developments to achieve a minimum 15% reduction in CO<sub>2</sub> emissions. Part L has been superseded by Part L 2013 which has more stringent energy requirements. The 15% requirements translates as a 9% improvement over Part L 2013. The proposal is expected to achieve the following reductions Blocks A&B 19%, Block C 23% and Block D 16.8% relative to Part L (2010) and a commitment is made to achieving at least 9% dwelling emission rate reduction relative to Part L1A (2013).

A flexible energy strategy would provide the infrastructure to link into the future district heat network and would allowing the scheme to become a zero carbon development over time as the national grid electricity system decarbonises.

Beyond this other key components of the approach are as follows:

- High specification building fabric and design details and an efficient communal heating system, would minimise the building energy demand. The glazing, ventilation system and solar control glazing are would optimise solar gains and limit the propensity to overheat reducing heat losses with consequent lower emissions;
- Use of electric space heating. As the UK electricity grid CO<sub>2</sub> footprint continues to reduce, so too will the carbon emissions associated with this scheme. Electric strategies are 100% efficient and only use what is required reducing overheating;
- Each apartment would have individually controlled on demand hot water fed from a heat exchanger and pump set located in the buildings' energy centre, from where temperature hot water boilers will be distributed throughout the accommodation;
- Combined heat and power units will supply low carbon energy for hot water demand for the majority of the apartments within the scheme, with provision to enable future connection to developing heat networks in the vicinity;
- High efficiency heat pumps (due to them transferring heat rather than generating it) will supply space heating for all non-domestic areas (café, gym, amenity) zones within the scheme;

- Photovoltaic arrays will be integrated on the roof linked to the landlord supply delivering on site zero carbon energy;
- Integrated white goods would have as a minimum an A+ energy rating;
- Electric car charging points would be provided;
- Heat recovery systems and mechanical extract ventilation to maintain a healthy living environment reducing energy demand and lowering emissions;
- 100% low energy and/or LED internal lighting;
- All external space lighting to have dedicated energy efficient fittings and controls;
- Corridors would be naturally ventilated;
- Guidance for green living supplied to all residents – changing people's behaviour would lower emissions from the development.

The handling of waste during construction and operational would minimise waste and reduce the building's embodied carbon footprint.

A further analysis of overheating will be undertaken to refine the design. The building massing has been cut away to maximise solar gains to and around the site. Further analysis will consider the anticipated rise in summer temperatures as a result of climate change. The dwellings would be specified with insulating materials that reduce the construction phase impact of this scheme upon climate change.

### **Building Location and Operation of Development (excluding direct CO2 emission reduction) and Climate Change Adaptation and Mitigation**

Features associated with the development which would contribute to achieving overall sustainability objectives would include the following:

- The sites highly sustainable location should reduce its impact on the environment;
- The new apartments will be designed to reduce mains/potable water consumption and will include water efficient devices and equipment;
- The landscaped areas of the development will be irrigated solely by precipitation throughout all seasons of the year to reduce unregulated water consumption;
- During occupation, the building will benefit from recycling facilities to enable the local authority waste reduction targets, diverting more materials away from landfill and reducing the occupants' carbon footprint further;



- A net increase of c.118 trees on site and wider green infrastructure would offset carbon emissions and increased shade within the local area and evapotranspiration from the trees and planting will also mitigate the urban heat island effect;
- The height massing of this scheme would allow for the movement of air throughout the development and surrounding area and reduce the urban heat island effect;

**Sustainable Construction Practices and Circular Economy** – A net zero carbon built environment means addressing all construction, operation and demolition impacts to decarbonise the built environment value chain. Embodied carbon is a relatively new indicator and the availability of accurate data on the carbon cost of materials and systems is an evolving area. A number of approaches to benchmark and minimise levels of embodied carbon at each design development stage have been set out that could be considered as part of an overall Reduction Strategy including the use of the following:

- Carbon Leadership Forum Embodied Carbon Forum Benchmarking
- RICS adopted the WRAP system - free to use, whole life Building Carbon Database to capture embodied carbon data for whole buildings.

The proposal would contribute to sustainable design and construction through the following measures:

- Ethical and responsible sourcing of all materials; Where possible, materials are to be sourced locally minimizing emissions from transport; Minimise materials with high embodied energy impacts;
- Post Tension slabs (compressed high strength panels which use less materials than traditional panels);
- Off-site manufacture to reduce waste – i.e. Glazing panels / Bathroom pods;
- Use local natural materials: Vegetation to be native species; Natural internal materials - timber, wool; Water based paints where appropriate;
- Designing the building for disassembly and the circular economy: re-appropriation of the building; elements of the building to be used elsewhere; detailing to be Long life and robust; and
- Target zero construction waste diverted to landfill: Standardization; Designing the scheme to maximise repetition in unit sizes.

The approach to benchmarking embodied carbon will inform the decision-making process identifying materials or systems that contribute to a building's embodied greenhouse gas emissions and prioritise materials that make the most difference

and highlight materials solutions or alternative designs that have the biggest impact. Details of a strategy for benchmarking embodied carbon could be a condition.

The proposal would make a positive and proactive contribution to the City's objectives and is, subject to the ongoing decarbonisation of the electricity grid and the ability to connect into a district heat network, capable of becoming Net Zero Carbon in the medium to long term whilst achieving significant CO2 reductions in the short term.

### **Effect on the Local Environment/ Amenity**

This examines the impact that the scheme would have on nearby and adjoining occupiers and includes the consideration of issues such as impact on microclimate, daylight, sunlight and overshadowing, air quality, noise and vibration, construction, operations and TV reception.

#### Daylight, Sunlight and Overshadowing

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

An assessment of daylight, sunlight and overshadowing used specialist computer software to measure the amount of daylight and sunlight available to windows in neighbouring buildings. It made reference to the BRE Guide to Good Practice – Site Layout Planning for Daylight and Sunlight Second Edition BRE Guide (2011).

This assessment is not mandatory but is generally accepted as the industry standard and helps local planning authorities consider these impacts. 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 light to buildings can be inevitable

The daylight and sunlight received at Macintosh Mill, Chorlton Mill and Cambridge Mill, 1-39 Clarendon Street, 21-27 Newcastle Street, 2-72 (even) Rockdove Avenue and 55-95 (odd) Rockdove Avenue were assessed. Only sensitive windows facing the site were modelled. The baseline is the site in its current condition.

The assessment has scoped out other developments at Premier Inn and student accommodation at Parkway Gate, New Medlock House, River Street Tower and Student Village on Lower Chatham Street as they are occupied on a temporary and short-term basis, rather than used as permanent residences.

Schemes under construction and with permission have been considered within a separate assessment of the cumulative impact.

### **Demolition and Construction**

Effects would vary throughout the demolition and construction phase and the effects would be less than the completed scheme.

**Daylight Impacts** The BRE Guidelines provides methodologies for daylight assessment. The methodologies are progressive and can comprise a series of 3 tests. 2 of these tests Vertical Sky Component (or VSC), Daylight Distribution (NSL) have been carried out in relation to this proposal.

VSC considers how much daylight is received at the face of a window by measuring the percentage of sky that is visible from the centre of a window. The less sky that can be seen means that less daylight would be available and the less well-lit the room would be. To achieve the daylight recommendations in the BRE, a window should attain a VSC of at least 27%.

The NSL assesses how light is cast into a room by examining the parts of the room where there would and would not be a direct sky view. Daylight may be adversely affected if, after the development, the area in a room which can receive direct skylight is reduced to less than 0.8 times its former value. Any reduction below this would be noticeable to the occupants. This allowance would result in the setting of an alternative target of 21.6% for NSL- measurements in excess of this value are considered to be an acceptable tolerance given the sites context.

The Guidance states that a reduction of VSC to a window of more than 20% or of NSL by 20% does not necessarily mean that the room would be inadequately lit, but there is a greater chance that the reduction would be more apparent. Under the Guidance, a scheme would comply if figures achieved are within 0.8 times of baseline figures as this would not be noticed by the occupier. Therefore an alternative target of 21.6% has been set for VSC and measurements in excess of this value are considered to be an acceptable tolerance given the sites context.

For the purposes of the impact analysis, this value is a measure against which a noticeable reduction in daylight and sunlight would be discernible and is referred to as the BRE target.

The existing cleared site means that buildings that overlook it have received unusually high daylight levels in a City Centre context. This does not represent a typical baseline situation of a densely developed urban environment.

The Guidance acknowledges that if a building stands close to a common boundary, a higher degree of obstruction may be unavoidable. This is common in urban locations. VSC levels diminish rapidly as building heights increase relative to separation. As such, the adoption of the 'standard target values' should not be the norm in a city centre as this would result in very little development being built.

The assessment has been based on some assumptions as to the size, arrangement, and use of the rooms behind the neighbouring windows. Some assumptions have been informed by getting particulars available from the internet, lease plans available from Land Registry, and from Planning Applications.

The extant permission at the site is not material to this assessment.

## Operational Effects – Daylight

With the development in place Macintosh Mill 126/136 (93%) of windows and 80/84 rooms would meet the 21.6% targets; Chorlton Mill 176/180 (98%) of windows and 86/86 (100%) of rooms would meet the 21.6% targets; Cambridge Mill 95/95 (100%) of windows and 74/78 (95%) of rooms would meet the 21.6% targets; 21-27 Newcastle Street 10/10 (100%) and 4/4 rooms (100%) would meet the 21.6% target; 23-29 Clarendon Street 87/106 (73%) of windows and 52/106 (49%) of rooms would meet the 21.6% targets; Rockdove Avenue (2-72 and 55-95) 114/114 windows and 114 rooms would meet the 21.6% alternative target;

Within Macintosh Mill there are 10 windows (7%), serving four presumed Lounge Kitchen Diners (LKD's), which would not achieve the VSC value of 21.6%. The impact upon these rooms is considered however to be of minor adverse impact significance, for the following reasons:

- All ten of the windows do not achieve the BRE's VSC target with the site in its current condition. This is because their outlook is restricted/limited by the remainder of Macintosh Mill, with mass both alongside and in front of the windows and the lowest of these windows are below pavement level. The low VSC values mean that in practice, any development of the site is likely to result in VSC reductions which, even if small, result in an inflated magnitude of change;
- All four rooms affected experience negligible reductions in daylight distribution / NSL;
- All four rooms are served by multiple windows, mitigating the effect of reduced VSC (as compared to a room served by a single window).

Four rooms (5%) would experience a reduction in NSL that would be noticeable to the occupants, however reductions are limited to Low magnitudes of change, with all four of these rooms served by a window achieving the alternative target.

Within Chorlton Mill 4 windows (2%) serving LKDs – and each of significantly limited capacity to receive daylight by the large chimney of Chorlton Mill - which would not achieve the alternative VSC value of 21.6%. These windows would also experience a reduction of between 20% and 30% VSC. The impact upon these rooms is considered to be negligible and non-significant impact significance for the following reasons:

- Each room also receives daylight from three other BRE compliant windows; and;
- Each room experiences no reduction in daylight distribution within the room / NSL.

All 86 rooms appraised (100%) would experience no reduction or only negligible reductions in NSL.

Within Cambridge Mill Four rooms (5%) would experience a reduction amounting to a Minor magnitude of change, and one would experience a Moderate magnitude of change in NSL. All four of these rooms would however be served by a window

exceeding the VSC target of 27%.

Within 23-29 Clarendon Street there are 32 windows (27%) which would experience minor to major VSC reductions however of these:

- 6 windows (5%) are very small, and it is probable that these serve non-habitable rooms such as WC or circulation space.
- 10 windows (9%) are set within a recess, with structure to the sides and above the window limiting capacity to receive daylight. It is also noted that within the current baseline site condition these windows already have a VSC of 6% or less in the meaning that even small reductions in VSC, typically of 3% VSC or less, can equate to a Moderate or Major magnitude of change. Further, major magnitudes of change are limited to these windows set within a recess.

Considering the likely use of these rooms as LKDs or bedrooms, the impact significance upon these windows ranges from negligible and non-significant (6 windows-5%) to minor to major adverse (10 windows -9%).

The remaining 16 windows (13%), assumed to serve LKDs and bedrooms, are all located at 5th floor level, below projecting eaves. The impact of the eaves is such that even modest reductions in VSC (all of under 6%) to these 5th floor windows would result in impacts which are considered to be minor or moderate. Overall, the impact significance upon these windows is considered to be minor-moderate adverse.

Overall, 52 rooms (49%) would experience no reduction or negligible reductions in NSL. 26 rooms (25%) would experience reductions NSL amounting to a Minor magnitude of change.

There are 28 rooms that would experience moderate or major reductions in NSL. Of these:

- 8 rooms are located on the 5th floor, beneath the projecting eaves that limit the extent to which the sky is visible from within the room.
- Of the remaining 20 rooms, 13 are located within a recess or adjacent to projecting structure, increasing their sensitivity to reductions in sky visibility.

On balance, it is considered that the significance of impact from the proposed development on the adjacent properties would be negligible to non-significant for Macintosh Mill, Chorlton Mill and Cambridge Mill (all Cambridge Street) , 21-27 Newcastle Street, 2-72 (even) Rockdove Avenue and 55-95 (odd) Rockdove Avenue and minor moderate adverse for 1-39 Clarendon Street. These impacts are not considered to be significant in terms of EIA regulations.

### **Sunlight Impacts**

For Sunlight Impact assessment the BRE Guide sets the following criteria:

The BRE 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.

Where sunlight is reduced by over 20%, it does not automatically mean that sunlight would be insufficient but the loss may be more noticeable. This allowance would again result in the setting of alternative APSH targets of 20% and 4%. The BRE guide acknowledges that if an existing building stands close to the common boundary a higher degree of obstruction may be unavoidable, especially in urban locations.

As it has not been possible to determine all of the room uses within each of the main neighbouring properties, nor is it clear which window should be considered as the 'main windows' for the purpose of the APSH sunlight assessment, in Quantum Apartments all rooms with windows facing 90 degrees south have been considered in the assessment. As many of the rooms are served by multiple windows or are dual aspect the results of the analysis have been done on a room by room basis.

With the development in place the Rockdove Avenue properties, 23- 39 Clarendon Street or 21-27 Newcastle Street are not key sunlight receptors because of the relationship of their windows to the proposal. The site is to the north of 23-39 Clarendon Street and 21-27 Newcastle Street, and to the north east of the Rockdove Avenue. As such they do not receive sunlight across the site.

### **Sunlight - Operational Effects**

At Macintosh Mill 50/66 (76%), Chorlton Mill 81/86 (94%) and Cambridge Mill 4/78 (94%) rooms would meet the BRE targets.

For Macintosh Mill, 2 rooms assumed to be bedrooms, would continue to achieve an annual APSH in excess of the BRE target and residual Winter APSH would meet the alternative target.

10 rooms would continue to achieve an annual APSH in excess of the BRE's target or meet the alternative target, but not the winter APSH target. Of these 6 bedrooms would experience a high magnitude of change and of low sunlight sensitivity. The impact significance upon the Winter sunlight on these 6 rooms would be moderate - minor adverse. The impact significance upon the Annual APSH of these rooms would however be Negligible.

4 rooms (6%) that would experience a high magnitude of change to Winter APSH are LKDs and of high sunlight sensitivity. The impact significance upon the Winter sunlight amenity of these 4 LKDs would be concluded as being Major adverse. The impact significance upon the Annual APSH of these rooms is considered to be Negligible.

4 bedrooms located at lower ground level would achieve neither of the BRE's Annual or Winter APSH targets, and also experience a magnitudes of change ranging from Minor to Major. Given the lower sensitivity of these bedrooms, the impact upon the sunlight amenity can be concluded as moderate – minor adverse.

The impact significance upon the majority of the building is considered to be negligible and non-significant. For those rooms with a minor or moderate adverse impact, their location below ground level or situated adjacent to other parts of Macintosh Mill inherently limits their capacity to receive direct sunlight, particularly in winter. Year round, the significant majority of the rooms would achieve BRE APSH values (25% and 5% respectively) or the 20% / 4% alternative targets. Low Winter and/or Annual APSH values in the current condition suggest that any development of the neighbouring plots of the First Street Masterplan are likely to impact upon the sunlight of these rooms. Overall the impact on this building would range from non-significant to limited (4 rooms / 6%) moderate adverse.

4 bedrooms would achieve the BRE's Annual APSH target but would not do so for winter when they would experience a major magnitude of change. As these are sensitive the impact would be minor adverse. All four bedrooms are close to a projecting part of Chorlton Mill south of the windows which limits the amount of winter sun and all achieving the minimum required for BRE compliance. Bedrooms are considered to be of low sunlight sensitivity.

Given high BRE compliance and the limitations of the small number of low sensitivity rooms that do not, the impact would be negligible and not significant

For Cambridge Mill 2 rooms would continue to achieve an annual APSH in excess of the BRE target. The winter values would be comply with the alternative and the impact would therefore be negligible and not significant.

2 rooms would continue to achieve the BRE's Annual APSH target but would not be within 4% Winter APSH target. The reduction would be of minor magnitude as both rooms are close to a projecting part of Cambridge Mill to the south of the windows. This significantly limits the amount of winter sunlight they receive. The rooms are overall well sunlit, on account of their Annual APSH values exceeding the BRE targets.

On balance, it is considered that the impact significance of the proposed development on this building as a whole would be negligible and non-significant.

### **Sunlight to open spaces**

Open spaces should retain a reasonable amount of sunlight throughout the year and at least 50% of a garden or amenity area should receive at least two hours of sunlight on the 21st March. If a detailed calculation cannot be carried out, it is recommended that the centre of the area should receive at least two hours of sunlight on the 21st March. Existing open spaces should receive at least two hours of sunlight on the 21st March on at least 50% of their area or at least 0.8 times the former area receiving two hours of sunlight.

The sunken courtyard / amenity area of Macintosh Mill would experience a negligible reduction in the area required to be assessed under the BRE requirements for sunlight to amenity areas. James Grigor Square located to the north west of the site is too far away from the site for its sunlight amenity to be materially affected by the proposed development. External areas to the south of the site (Newcastle Street and Clarendon Street) have not been assessed due to their orientation.

For the proposed scheme four of the five areas would pass the BRE's time in sun test, all four areas receiving direct sunlight for at least two hours per day to at least 50% of their area.

Effects in relation to daylight, sunlight and overshadowing would vary throughout demolition and construction. Those effects, which may be perceptible during construction, would be similar or less than those of the completed proposal with cumulative schemes set out below.

### **Cumulative Effects**

#### **Demolition and Construction**

Effects in relation to daylight, sunlight and overshadowing would vary throughout demolition and construction. Those effects, which may be perceptible during construction, would be similar or less than those of the completed proposal with cumulative schemes set out below.

#### **Completed Development**

Having researched and considered the location and massing of other property developments within the vicinity of the application site many can be scoped out of any cumulative assessment as due to their massing and relative location they would not have any material cumulative daylight and sunlight impact on any of the neighbouring buildings and external spaces. However, the massing of the following neighbouring approved property developments: Plot 9 First Street (App ref no 121462) and Hotspur Press (120635) have been considered as key neighbouring receptors and have been evaluated as part of the cumulative review.

#### **Daylight Impacts**

In terms of NSL, there would be no material extra over impact as a result of cumulative developments, with the same numbers of rooms experiencing Negligible, Minor Moderate and Major magnitudes of change in the Proposed Condition.

There would be a small number of windows to the following buildings that would experience an extra over reduction in daylight amenity: Macintosh Mill, Cambridge Street; and Chorlton Mill, Cambridge Street.

Whilst the windows of Macintosh Mill would experience an extra reduction in daylight amenity cumulatively this would be non-material and nonsignificant. Cumulatively 125 windows (92%) would achieve the BRE target, or the alternative 21.6% target, and 78 rooms (93%) would experience a Negligible magnitude of change to NSL,



with six rooms (7%) experiencing a Minor magnitude of change, the same figures as with the proposed development. 90 windows of the 136 appraised would achieve the BRE's Targets. 1 extra window, serving a bedroom, would experience a non-BRE compliant impact cumulatively. The magnitude of change experienced by this window is moderate in both with the proposals and cumulatively, however the slightly larger reduction in VSC means the window would fall just outside of the alternative target. The additional impact upon this window is the result of the development proposed for Plot 9. On account of the room's use as a bedroom, the cumulative impact significance upon this room would be Minor Adverse. However, considering the building as a whole, the extra impact cumulatively is negligible and non – significant.

The windows of Chorlton Mill would experience a small extra reduction in daylight amenity. 171 windows of the 180 appraised would continue to be BRE compliant. 5 windows, serving LKDS, would experience a material extra impact cumulatively. These windows are each located centrally behind the chimney of Chorlton Mill, and cumulatively would be impacted upon by the presence of the proposed tower of Hotspur Press. Notwithstanding this each of the rooms is served by multiple other windows that do not experience a material extra effect cumulatively. Further, each of the rooms would continue to experience a negligible reduction in NSL. On that basis the extra impact cumulatively upon these rooms and the building as a whole can be concluded as being negligible and non-significant.

There would be no material extra over or cumulative adverse impact on the sunlighting conditions to any of the sunlight receptors.

External Areas.

Cumulatively there would be no extra over impact upon the External Amenity area associated with Macintosh Mill. The additional cumulative massing would be located to the west and to the north of the amenity space, and is therefore would have no material impact. For the same reason noted above regarding the Macintosh Mill external amenity area, there would be no extra cumulative impact upon external amenity areas of the proposed development.

### **Mitigation /Additional Considerations**

The following matters are however important in the consideration of this matter:

- In recognition of Macintosh Mill's residential use and proximity to the Site, the massing of the proposed development has evolved during the design process. Prior proposals for the Site have been reduced in height at the corner of Wilmott Street and Hulme Street, located closest to the Macintosh Mill, with a view to reducing the impact upon daylight and sunlight to the neighbouring building and lessening the visual impact of the Proposed Development.
- When considering the effects of the Proposed Development with minor and moderate impact significance, many of these windows and rooms are limited in their capacity to receive daylight and sunlight, due to their relationship with the massing of their own building. Examples being windows set within

recesses at Clarendon Street, below pavement level at Macintosh Mill, or to the north and in close proximity to a projecting part of the same building, as at Chorlton and Cambridge Mill.

- Buildings that overlook the site have benefitted from conditions that are relatively unusual in a City Centre context;
- It is generally acknowledged that when buying/renting properties in the heart of a city centre, there will be less natural daylight and sunlight 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 redevelopment will occur. This is increased in a city centre like Manchester where there is a shortage of city housing;
- The site is within the City Centre and designated for high density development;

It is considered that that the above impacts have been tested and perform reasonably against the BRE guidelines. Whilst there would be some minor to moderate adverse impacts, the majority of adverse impacts are to hotel bedrooms. The overall effect on daylight and sunlight is considered to not be significant in terms of the EIA regulations.

### Wind

The wind environment can impact on comfort and safety in the public realm. Adverse changes should be designed out or minimised by mitigation. A Wind Microclimate report tested the impact on people using the site and the surrounding area by wind tunnel testing of a physical scale model and the industry standard Lawson criteria. To ensure the tests are conservative, semi-mature trees were modelled in winter format as were existing trees.

The assessment concluded that the wind environment could be affected and landscaping and building design features have been developed including: a single-storey pavilion extending from Building D; deciduous trees with substantial retained solidity in winter; us branches) around the podium and local streets; a 2.0 m high solid screen around Building A's west corner, porous, screens extending out from south side of the Building D pavilion, 50% porous, screen extending out from Building D, 50% porous, screen around the dog exercising area.

In addition, the results from the wind tunnel tests were applied to help define the podium-level areas which will be inaccessible, including the windiest areas, and focus outdoor seating areas unaffected by unacceptable wind levels.

With the above mitigation in place the following is noted:

Thoroughfares – Conditions would be suitable for pedestrian access to, through or past the site and the effect is negligible.

Building Entrances- The main entrances are located away from areas of potential accelerated winds or are locally sheltered and would be suitable for pedestrian ingress / egress. The effect is therefore considered negligible.

On site Amenity Spaces - The ground floor pedestrianised space cutting through the site experiences a range of conditions. The northern route between Buildings A and D, is suitable for at least leisurely strolling. The central space and route between Buildings B and C are suitable for general recreational activities, including periods of sitting or standing from spring through autumn, and would be considered suitable for children's play spaces. Much of these spaces extend these conditions into winter.

The north-eastern area is surrounded by the podium on three sides. The conditions would be considered suitable for café outdoor seating.

A majority of the podium-level amenity space on the south side of Building A is suitable for recreational activities including long periods of outdoor sitting.

Conditions in the southwest of the space would be too windy for sedentary uses. Given the extent of space enjoying suitable conditions for outdoor seating, this effect is considered no worse than minor adverse.

The podium-level amenity space on the northwest side of Building B and the majority of the podium-level amenity space on the south side of Building D would be suitable for recreational activities including long periods of outdoor sitting, such as for café outdoor seating. Conditions in the southeast of the space would be too windy for outdoor seating but are suitable for pedestrians. Given the extent of suitable space for outdoor seating, this effect is considered no worse than minor adverse.

The small dog-exercising area is suitable for active recreational uses, though conditions for short periods of sitting would be limited. Overall, conditions are expected to be tolerable for planned uses and this effect is minor adverse.

Surrounding Area - Conditions on surrounding streets would remain suitable for leisurely strolling and pedestrians and the impact is negligible. Conditions around main entrances to surrounding buildings and at the bus stop on Medlock Street would be acceptable.

Amenity Areas: Conditions within the central courtyard within the Parkway Gate student residence would be slightly enhanced and remain suitable for recreational activities including short periods of sitting or standing. As for existing Site conditions, the existing landscaping features, not represented in the wind tunnel, have potential to alleviate the winds to an extent the conditions would be considered suitable for long periods of outdoor sitting, such as for picnics, during at least summer. The sunken courtyard within Macintosh Mills, to the north of the Site, retains suitable conditions for associated recreational activities, including outdoor seating from spring through to autumn. The effect on surrounding amenity spaces is therefore considered negligible.

Cumulative Effects

The pedestrian level wind conditions in and around the Site, have also been assessed with the introduction of the future approved developments within the surrounding area.

The cumulative consented schemes were modelled for Plot 9 a+b, including plot 11 as proposed using Computational Fluid Dynamics which simulates the effect of wind and is an acceptable industry standard alternative to wind tunnel testing. This was, combined with adjusted meteorological data from Manchester Airport. It concluded that the intended uses remain acceptable with both developments in situ.

The wider cumulative effect on pedestrian safety and comfort is therefore considered negligible. No significant additional construction effects over and above those for the completed development are expected.

### Air quality

An air quality assessment (AQA) has considered whether the proposal would change air quality during the construction and operational phases. The site is within an Air Quality Management Area (AQMA) where air quality is known to be poor as a result of surrounding roads. Residents could experience poor air quality and vehicles travelling to and from the site could increase pollution levels in this sensitive area.

Good on site practices would ensure dust and air quality impacts are not significant and should remain in place during the construction period and should be a condition. Arrivals at and departures in operation may alter the use of the local road network. Detailed atmospheric dispersion modelling has been undertaken for the first year of operation and impact is considered to be 'negligible'. The premises would have air tight windows and mechanical ventilation.

600 cycle spaces are proposed. A travel plan would aim to reduce vehicle trips, traffic congestion, noise and air pollution, and greenhouse gas emissions. All parking spaces would be useable by electric vehicles.

The implementation of these measures would ensure that the residual effects would not be significant. Pollutant concentrations would be within the relevant health-based air quality objectives. Building users would be exposed to acceptable air quality and the site is suitable for the proposed use. Cumulative effects with other committed development would be negligible for both construction and operational phases

Noise and Vibration - A report concludes that internal noise levels would be acceptable subject to appropriate acoustic design and mitigation.

The mitigation measures required for any externally mounted plant and ventilation should be a condition of any consent granted.

Delivery and service vehicles would be restricted to daytime hours to mitigate any impact on adjacent residential accommodation.

During the operational phase the proposal would not produce noise levels or vibration that would be significant.

Disruption could arise during construction. The applicant and their contractors would work and engage with the local authority and local communities to seek to minimise disruption. A Construction Management Plan should be a condition and provide details of mitigation methods. Construction noise levels have been estimated based on worst case assumptions to be of moderate temporary adverse effect. Following mitigation construction noise is not likely to be significant.

The potential noise impact within the public realm is considered to be negligible but a perimeter screen would be provided as part of the scheme which would provide reduce noise levels within the garden.

Telecommunications (TV and Radio reception and Broadband provision) –A  
Baseline TV Reception Report notes that the proposal could affect TV transmissions in the surrounding area; Terrestrial coverage for main services is generally of moderate quality in the shadow zone of the proposal and one location showed poor or no signal for six out of ten channels. Signal strength increases with the distance from the site. This could create small/moderate losses of signal strength and quality may result in noticeable interference especially in dwellings located concurrently within 1km from the development and within its shadow zone.

It is recommended that any reported television or radio interference should be investigated by means of a post-construction reception measurement. Should there be any post construction impact a series of mitigation measures have been identified which could be controlled by a condition attached to any consent granted.

The location of the site is such that it is 'high speed' ready with the infrastructure is in place for the development to be connected into superfast broadband.

### **Conclusions in relation to CABI and English Heritage Guidance and Impacts on the Local Environment.**

On balance, it is considered that the applicant has demonstrated that the proposal would meet the requirements of the CABI 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, additional residents and the improved lighting would improve security and surveillance. Greater Manchester Police have provided a crime impact assessment and the scheme should achieve Secured by Design accreditation. A condition is recommended.

Archaeological issues - Any archaeological interest has been removed by previous archaeological investigations.

### Biodiversity and Wildlife Issues/ Contribution to Blue and Green Infrastructure (BGIS) / Climate change adaptation and mitigation from Green Infrastructure

The site contains no statutory nature conservation sites; none are within 2km of the site and none likely to be directly affected by its development. There are three non-statutory SBI sites within 2km of the Site which are all situated upstream and 1.4km

or more away. Impacts on these sites are unlikely as there are no direct links. The habitats and plant species recorded within the Site are widespread and common throughout the UK and Greater Manchester.

The site provides low quality foraging habitat and is unlikely to be used by significant numbers of foraging bats. The loss of the vegetation during construction and increased lighting post-construction would have a negligible impact on the conservation status of bats. There are indication of foraging behaviour at the River Medlock corridor and it is unlikely bats would commute to or across the site. Some areas of dense scrub and trees provide nesting habitat for birds, including some of conservation concern, and disused magpie nests were noted in some trees. All site clearance should be undertaken outside of the bird breeding season.

There are opportunities to maintain and enhance the biodiversity on the site, and improve connectivity to adjacent habitats by providing 'ecological stepping stones' to link to the wider existing and developing green/blue infrastructure. The proposal would include a significant quantum of green infrastructure along with a bio –solar green roofs and an increase of tree cover. This would provide an opportunity to secure ecological enhancement for both flora and fauna. Measures to mitigate habitat loss and improve biodiversity are included in the Ecology Report and should be a condition. The new species proposed would be either native, or benefit the local ecosystem. Artificial habitat features are proposed such as insect boxes; planting to include nectar- and pollen-rich plant species to support pollinators, along with known food plants for butterfly and moth caterpillars; plants of differing structures and growth forms all of which would provide habitat for a range of different invertebrate species; use of plant species selected should take account of the specific environmental conditions of the site post-development including potential for shading, increased wind effects and drought along with any public use and maintenance requirements over the long-term; inclusion of green walls; and inclusion of biodiverse and green/brown roofs with at least a proportion in an undisturbed location to provide opportunities for foraging by black redstart and other bird species local to the area. The development would therefore result in a net gain in Biodiversity.

Manchester Green & Blue Action Strategy highlights that Manchester needs to be a green city and a growing city. Urban greenery would be created across the site with the Park and Public Square as a focus. The tree planting and soft landscaping would improve biodiversity and form corridors which enable natural migration through the site. This would increase opportunities for habitat expansion leading to greater ecological value.

The design of the proposed public realm been considered in relation to mitigating impacts on climate change as well as improving biodiversity. Soft landscaping can provide climate change benefits in its own right:

- Carbon sequestration (CO<sub>2</sub> offsetting) from the planting of new trees, a net 118 addition.

- The planting and provision of public amenity space will support the Sustainable Drainage Systems (SuDS), by means of interception and transpiration.
- The increase of c.118 trees on the Site would increase shade within the local area and evapotranspiration from the trees and planting would also mitigate the urban heat island effect. The height massing of this scheme has been specifically designed to allow for the movement of air throughout the development and surrounding area, thereby further reducing the urban heat island effect.

The Ecology report recommends that lighting should be sensitively designed to provide opportunities areas within the site for use by bats and moths.

Waste and Recycling - Each building would have a ground floor refuse store linked to the refuse chute. The refuse chutes would be located in the core and accessed from every accommodation level. This would contain a colour coded tri-separator compaction machine to enable residents to recycle pre-sorted separate waste streams which are then deposited into separate 1100L Eurobins. The refuse store has been sized in line with 'GD 04 Waste Storage and Collection Guidance for New Developments. Compacted General Waste will be collected by a private service.

The bins would be accommodated within the buildings, and only taken out to the designated street a short time before the agreed collection and returned shortly after. The refuse collection strategy would be part of the Resident Management Strategy which would be covered by the legal agreement. The waste would be collected by Manchester City Council on a weekly basis.

Flood Risk and Sustainable Urban Drainage Strategy (Suds) - The River Medlock appears by Cambridge Street 145m to the north, flows beneath Gaythorn Gasworks and reappears 235m to the northwest at City Road East. The site is in Flood zone 1 and is low risk site for flooding from rivers and from all other sources, with the exception of groundwater flooding which has a medium-low risk. 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. Measures to mitigate and manage current and future potential flood risk include; a drainage system designed so that there is no flooding to the proposal in a 1 in 30 year event and so that there is no property flooding in a 1 in 100 year plus 40% climate change event; any integral water storage will be sized for climate change based on the recommendations in the current advice from the Environment Agency; Surface water flow rates would be reduced to 50% of the existing brownfield rates; where possible, the use of 'green' SuDS solutions such as green roofs, infiltration trenches and swales and infiltration drainage incorporated into tree pit design, to improve onsite interception and reduce the total amount of run-off generated by the site; the proposal would be drained via the proposed drainage networks and as much of the new hardstanding as possible will be porous, which would reduce surface water run-off; and floor levels would be set above surrounding ground levels.

The porous pavements would reduce the risk of overland flow, slow the discharge rate of water into the public drainage network and reduce the initial discharge of

water from the site during storm events. A further benefit from the use of porous pavements would be improvements in the quality of the water passing through these.

The mitigation during the construction and operational phases would ensure that the effect of the proposal on flood risk and surface water run-off would be low.

No significant cumulative effects have been identified. All other developments within the surrounding area would have to provide sufficient drainage to ensure that: surface water discharge rates are reduced compared to existing brownfield rates; and flooding will be carefully controlled and kept within individual plot boundaries

Contaminated Land Issues – The site is in an urban environment where industrial activities have taken place over time. The site has historically been utilised for a number of potentially contaminative land uses which includes a coal yard, engineering works and garage. Off-site potentially contaminative uses include the former Gaythorn gasworks and rubber works located to the north of the site. Some of the pre-commencement conditions on the previous residential consent were discharged and this included agreement of a detailed remediation strategy. The implementation of this would be a condition of any consent granted.

Disabled access – All apartments will meet Building Regulations Part M4(1), - VISIBLE dwellings, and requirements for accessibility for all visitors in DFA2. Just over 10% (149 units) of the shared-living rooms / studios would be fully accessible or adaptable for a disabled person. 10% of the apartments would be adapted with adapted rooms in some of the units with more than 1 bedroom.

Entrances would be flush and step free. Revolving doors would have accessible power access side doors provided. The entrance to the apartment lead directly to the circulation cores and each has three or two passenger lifts. All residential units are located along wheelchair accessible routes.

On site 24 hour management would be located adjacent to the entrance with good visibility for security, deliveries, and can assist visitors and residents if required. Within the car park Low level bike stands would be provided.

The external lighting would ensure that routes are adequately lit during daylight hours and after dark. Trees and furniture would be located and designed to keep pedestrian routes free from hazards.

Vehicular 'drop-off' points would be provided on Hulme St, Wilmott St and Newcastle St. These are incorporated into the landscape design located near the entrances for each Building.

10 parking spaces are designated as disabled sized 4.8 x 3.6m and would be located within 50m of the main entrances of Buildings.

Local Labour – A condition would require the Council's Work and Skills team to agree the detailed form of the Local Labour Agreement.

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.



Construction Management – Measures would be put in place to minimise the impact on local residents such as dust suppression, minimising stock piling and use of screenings to cover materials. Plant would also be turned off when not needed and no waste or material would be burned on site. Provided appropriate management measures are put in place the impacts of construction management on surrounding residents and the highway network can be mitigated to be minimal.

Socio- Economic Impacts / Human Health - During the construction phase, approximately 541 full time equivalent (FTE) (including supply chain) jobs would be created at the site.

Local expenditure would also increase during the construction phase as construction workers use of local facilities. On completion the site could accommodate up to 2,224 people. The expenditure by residents should have a positive economic impact and help to sustain the economic viability of local services and facilities

Approximately 30 direct FTE jobs would be required to run the development. This job creation is considered to result in a permanent, minor beneficial effect on the local economy. There are 10 GP surgeries and 5 dental surgeries within one mile of the Site who are accepting new NHS patients. It is considered that the majority of the additional demand could be absorbed by the existing healthcare facilities.

#### Summary of Climate Change Mitigation / Biodiversity enhancement

Biodiversity and ecosystem services help us to adapt to and mitigate climate change and are a crucial part of our effort to combat climate change. Healthy ecosystems are more resilient to climate change and more able to maintain the supply of ecosystem services on which our prosperity and wellbeing depend. The underlying principle of green infrastructure is that the same area of land can offer multiple benefits if its ecosystems are healthy.

The external amenity spaces, green roofs wider public realm should improve biodiversity and enhance wildlife habitats that could link to established wildlife corridors between the Medlock Valley and the City Centre. The provision of bat boxes and bricks, bird boxes and planting would be investigated through planning conditions.

Climate Change adaptation and mitigation and minimising embodied carbon have been central to the design development. Benchmarking of Embodied Carbon would inform the next stages of design and inform decisions about, building sub-structure, superstructure and façade and minimise construction waste.

As per the requirements of policy EN6 of the Core Strategy, developments must achieve a minimum 15% reduction in CO2 emissions (i.e. a 15% increase on Part L 2010). Since the Core Strategy was adopted, Part L 2010 has been superseded by Part L 2013 which has more stringent energy requirements. The 15% requirements translates as a 9% improvement over Part L 2013.

The majority of journeys should be by public transport and active modes, supporting the climate change and clean air policy. The Framework Travel Plan (TP) sets out a

package of measures to reduce the transport and traffic impacts, including promoting public transport, walking and cycling and would discourage single occupancy car use.

The proposals would include measures which could mitigate climate change for a development of this scale in this location. The proposal would have a good level of compliance with policies relation to CO2 reductions and biodiversity enhancement set out in the Core Strategy, the Zero Carbon Framework and the Climate Change and Low Emissions Plan and Green and Blue Infrastructure Strategy.

### Social Value from the Development

The proposal would support the creation of a strong, vibrant and healthy community.

In particular, the proposal would:

- Seek to maximise social interaction amongst residents;
- Would create a destination for the local community within the ground floor health & wellbeing centre and café and extensive public realm;
- Promote regeneration in other areas of the City Centre and beyond;
- Not harm the natural environment and reduce carbon emissions through design. The local labour agreement would provide job opportunities for local people.
- Help to reduce crime with increased passive surveillance from active ground floor uses and overlooking from residents;
- improve linkages between the City Centre and increase the attractiveness of routes within First Street for pedestrians;
- Provide access to services and facilities via sustainable transport;
- Not result in any adverse impacts on air quality, flood risk, noise or pollution and there will not be any adverse contamination impacts;
- Would not have a detrimental impact on protected species;
- Would regenerate previously developed land with limited ecological value in a highly efficient manner; and
- The public realm will bring a new place for people to gather in which to relax, socialise and enjoy.

**Cumulative impacts** - A cumulative impact assessment has considered whether there are any significant major, moderate, minor or negligible impacts on the environment during the construction and operational phases of development.

During construction there could be some minor / moderate adverse and minor / major adverse impacts on neighbouring residential properties which would be short term arising from noise and vibration potential dust impacts during construction works. This would not be significant provided appropriate mitigation is put in place. There would be no significant effects on the highway network to local streets and key roads (construction and operational)

In combination wind impact effects would be minor to moderate beneficial. Daylight and sunlight impacts would be minor adverse overall.

In combination visual and socioeconomic impact effects would be minor to moderate beneficial.

The impacts relating to the construction phase are temporary and predictable. The cumulative effects of the operational phases would not be unduly harmful.

The interaction between the various elements is likely to be complex and varied and will depend on a number of factors. Various mitigation measures are outlined elsewhere within this report to mitigate against any harm that will arise and these measures are capable of being secured by planning condition. Overall given the densely developed City Centre location with mitigation as described in this Report it is considered that there will be no unduly harmful cumulative impacts as a result of this development.

**Response to Councillor Comments-** The majority of the comments are covered in the Report above however the following is also noted:

There is no policy requirement to provide social and community infrastructure for a particular number of residents. The proposal amenity provided would be available to occupants and local residents. A healthcare facility will be provided as part of the nearby development at Great Jackson Street.

The 624 apartments previously approved could have contained 1970 residents i.e. 300 less than the current scheme and not over 1600 as suggested by Cllr Johns. On a gross internal area per occupant basis, this proposal would exceed the Manchester Space Standards within the consented scheme. The proposal would provide an average of 35 sq. m per person which is 25% larger than the 28 sq. m per person provided by the permitted scheme. Compared with the Manchester Space Standards within 3 bed 3 person apartments there would be 17% additional space for residents, within a 4 bed 4 person 26% and a 5 bed 5 person 29% of additional space.

The principle of Co-living in the City was endorsed by the Executive in July but on a limited basis and in a limited number of locations, First Street was one of the locations where it was considered to be acceptable. People will live in the building, some on a short term basis and some on a longer term basis. The majority of units would be space standard compliant and their occupancy would be very similar to others who rent apartments in the City Centre. Many of those who choose the short term options may already occupy short term space in hotels or serviced apartments in the City Centre.

There is no evidence to suggest that residents in a co-living scheme would be likely to cause more anti-social behavior than those living elsewhere. The difference here is that there would be a 24 hour management presence to manage any anti-social issues. .

The approval of a previously lower building does not preclude consideration of a taller building on a site.

### **Response to Objectors Comments**

- Noise would be managed via the on-site operations being undertaken in line with MCC's required working hours of construction sites of 0730 to 1800h Monday to Friday and 0830 to 1400h on Saturday and with no work on Sundays or Bank Holidays. The construction activity will be for a temporary duration.
- There is a need to carefully balance the development of the proposals from the point of view of ground floor activation and sustainability. Any development requires plant, bin stores and cycle stores which can lead to less active frontages if housed at ground level. Putting the plant, car parking and cycle storage in a basement is 2 – 3 times more carbon intensive than that built above ground and on balance at odds with the objective of reducing embedded carbon. The development includes other measures to increase activation and vibrancy. The green wedge creates views onto the podium with high levels of planting and screening with trees. 62% of ground floor is a positive active frontage. Around Hulme, Wilmott and Charles St 34 trees are proposed, which help to screen the façade and add visual interest.
- The approval of a previous scheme with a lower height does not mean that greater scale and massing is not appropriate. The height and layout has been developed to enable the scheme to incorporate a significant, high quality public realm, which will be available for all members of the public to enjoy.
- The proposed only includes 26 vehicle spaces. The transport statement confirms that the proposals would not have a significant impact on the traffic network or vehicle movements. The site was previously in use as a 350 space car park which attracted a much greater number of vehicle movements. The emissions have been assessed and are acceptable. The significant green space, green roofs and trees will lead to carbon sequestration and would improve air quality.
- Rights of light are not a planning issue.
- The Applicant considers that a sense of community is critical to the success of the development. .
- The viability assessment has been independently assessed and verified and is robust and sound.

- Policy H12 is not an applicable policy consideration as the proposals are not for student accommodation.
- In terms of comments about capacity of services the EIA Assessment has identified these impacts as minor adverse which in EIA terms does not require mitigation, as noted within the relevant ES Chapter there is anticipated to be further new provision as part of the Crown Street development, and the consultation for Plot G in Great Jackson Street also outlined provision for a community medical use.
- A robust and proactive management strategy and implementation of the recommendations within the submitted Crime Impact Assessment will mitigate any potential anti-social behaviour problems and crime and disorder issues which might otherwise be associated with a development of this scale and nature.

### **Legal Agreement**

Any Planning Permission would be subject to completion of a Section 106 Legal Agreement the Heads of Terms of which have been outlined above but include restrictions on the length of occupancy / tenancies within the studio units. In terms of the Management Agreement this would be based on the submitted Residential Management Strategy which sets out the managerial practices and procedures that would be implemented.

### **Covid 19 Potential Impact on Co-Living Developments**

The city centre is the region's economic hub, providing a strategic employment location, with a significant growing residential population. At present there is an undersupply of both Grade A floor space and residential accommodation. Therefore, it remains critical to ensure a strong pipeline of both residential and commercial development. The impacts of COVID-19 are being closely monitored at a national, regional and local level to understand any impacts on the city's population, key sectors and wider economic growth. At the same time, growth of the city centre will be important to the economic recovery of the city following the pandemic. Although there may be a short-term slowdown in demand and delivery, it is expected that growth will resume in the medium long term. Demand for the proposals set out within the framework will be robustly assessed as part of the planning process to ensure alignment with demand.

The Council is currently working with a range of partners to plan amenity provision for a growing population. This approach takes a holistic city-wide view of where demand is increasing most significantly. There are specific plans in train for new healthcare provision and a new primary education facility to be located within the Great Jackson Street SRF area to service city centre demand.

It is not yet possible to predict the full impact of COVID-19 on the Greater Manchester economy. However, Government and Local authorities have already taken steps to help employers cope with the initial lockdown period. While in the

short term it is likely to slow the growth in Manchester, in the medium term the city is well placed to recover and to return to employment and economic growth, coinciding with the delivery of this important residential scheme. The timing of construction works will also play an important role in supporting the construction sector to return to pre-lockdown levels of activity.

## **Conclusion**

The proposal would deliver the vision, objectives and development principles contained within the First Street East SRF which would include the delivery of place making objectives and substantial public realm. This would, along with the recently approved office development on Plot 9 continue the process of establishing this new City Centre Neighbourhood.

The proposals would deliver a sustainable, high density, high quality and accessible residential model that will widen accessibility to city centre living right within an employment hotspot and reduce pressure on transport and traffic. The proposals will offer an alternative to the suburbs and potentially release suburban family housing back into the market for its original purpose.

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. It would deliver a high quality building and regenerate a site which is principally characterised by a poor quality environment. The site is considered to be capable of accommodating a building of the scale and massing proposed whilst avoiding any substantial harm to the setting of the adjacent Listed Mill Buildings, or the Whitworth Street and Castlefield Conservation Areas.

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 setting of the adjacent listed buildings and the character of the 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 benefits of the development.

The impacts modelled within the submitted EIA technical chapters have been fully considered in relation to the officer recommendation with respect to this application

Subject to the S106 agreement the development would be consistent with the Core Strategy, saved UDP policies and the NPPF.

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

Protocol 1 Article 1, and Article 8 where appropriate, confer(s) a right of respect for a person's home, other land and business assets. In taking account of all material considerations, including Council policy as set out in the Core Strategy and saved policies of the Unitary Development Plan, the Director 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 : MINDED TO APPROVE** ( subject to a legal agreement in respect of the Heads of Terms set out above)

### **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. There have also been ongoing discussions about amending the development to secure an appropriate mix and size of unit types to align with emerging co-living policy and MCC Housing policy, responses to consultee comments and the scope and heads of terms of the S106 agreement which would support the determination of this application.

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

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

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

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

a. Dwgs 10266-Z0-A-G100-XP-XX-99001 (GA Site Plan - Existing Site Plan), 10266-Z0-A-G100-XP-XX-99002 (GA Existing Site Location Plan) and 10266-Z0-A-G100-XP-XX-99003 (GA Site Plan - Existing Site Plan - Gas Easement Location);

b. Dwgs 10266-Z0-A-G100-EL-EE-99001 (East Elevation)P01, 10266-Z0-A-G100-EL-EE-99002 (Central East Elevation) P01, 10266-Z0-A-G100-EL-EN-99001 (North Elevation) P01, 10266-Z0-A-G100-EL-ES-99001 (South Elevation) P01, 10266-Z0-A-G100-EL-EW-99001 (West Elevation)P01, 10266-Z0-A-G100-EL-EW-99002 (Central West Elevation) P01;

c. Dwgs 10266-Z0-A-G100-PL-00-99001(GA Site Plan - Ground Floor Plan) P01 as amended by P51 and P52 of Brochure 10244-SHP-A-RP-PA-006 Rev 01, 10266-Z0-A-G100-PL-01-99001 (GA Site Plan - First Floor Plan) P01, 10266-Z0-A-G100-PL-02-99001 (GA Site Plan - Second Floor Plan) P01, 10266-Z0-A-G100-PL-10-99001 (GA Site Plan - Level 10 Floor Plan) P01, 10266-Z0-A-G100-PL-17-99001 (GA Site Plan - Level 17 Floor Plan) P01, 10266-Z0-A-G100-PL-21-99001 (GA Site Plan - Level 21 Floor Plan), 10266-Z0-A-G100-PL-25-99001 (GA Site Plan - Level 25 Floor Plan), 10266-Z0-A-G100-PL-44-99001 GA Site Plan ( Level 44 Floor Plan) P01, 10266-Z0-A-G100-PL-RF-99001 (GA Site Plan - Roof Plan)P01, 10266-Z0-A-G100-PL-TY1-03-09-99001 (GA Site Plan - Typical 1 - Levels 03-09) P01, 10266-Z0-A-G100-PL-TY2-11-13-99001 (GA Site Plan - Typical 2 - Levels 11-13)P01, 10266-Z0-A-G100-PL-TY3-14-16-99001 (GA Site Plan - Typical 3 - Levels 14-16)P01, 10266-Z0-A-G100-PL-TY4-18-20-99001 (GA Site Plan - Typical 4 - Levels 18-20)P01, 10266-Z0-A-G100-PL-TY5-22-24-99001 (GA Site Plan - Typical 5 - Levels 22-24) P01, 10266-Z0-A-G100-PL-TY6-26-43-99001 (GA Site Plan - Typical 6 - Levels 26-43 P01);

d. Dwgs 10266-Z0-A-G100-SC-XX-99001 (GEA Area Schedule) P01 to include kitchen areas and facilities as shown on pages 12,15,16,18 and 19 of Brochure 10244-SHP-A-RP-PA-006 Rev 01;

e. Dwgs 10266-Z0-A-G100-SE-AA-99001 (Section AA) P01 and 10266-Z0-A-G100-SE-BB-99001 (Section BB P01);

f. Dwgs 10266-Z0-A-G251-DE-XX-99001 (Detail Elevation Type 1 - Double Glazed Unit (Light Frit)), 10266-Z0-A-G251-DE-XX-99002 (Detail Elevation Type 2 - Double Glazed Unit (Dark Frit)), 10266-Z0-A-G251-DE-XX-99003 (Detail Elevation Type 3 - Podium Terracotta Façade), 10266-Z0-A-G251-DE-XX-99004 (Detail Elevation Type 4 - Podium Curtain Walling) and 10266-Z0-A-G251-DE-XX-99005 (Detail Elevation Type 5 - Building C Base);

g. Dwgs M90183 L100 Landscape Masterplan Revision A, M90183\_L200 General Arrangement Plan (Sheet 1 of 3) Revision A, M90183 L201 General Arrangement Plan (Sheet 2 of 3) Revision A, M90183 L202 General Arrangement Plan (Sheet 3 of 3) - Revision A and M90183\_Landscape Design Statement - Revision 02;

h. Dwgs M90183 SK001 Car Club Location Plan, M90183\_SK002 Trees in Ground / Planters Plan, M90183SK003 Two Metre Pavement Clearance Plan and M90183 SK004 Smoking Bins Plan;

i. Vectos, Waste Strategy Report, VN91423, December 2019;

j. Simpson Haugh's Design and Access Statement Sections 4.1, 4.1.12 and 5.6;



k. Inclusions of measures and targets set out Element Sustainability - FIRST STREET SOUTH, MANCHESTER, ENVIRONMENTAL STANDARDS STATEMENT, JANUARY 2020, REF: 2019.163

l. Plot 11, First Street South, Manchester, DESIGNING FOR ACCESSIBILITY - ACCESS STATEMENT, 10266-A-RPT-BC-AD-M-001 Date: 1st May 2020 and M4(2) Accessible Schedule- 10266-Z0-A-G100-SC-XX-99002 by Simpson Haugh

m. Implementation of Broadband installation in accordance with Broadband Connectivity Assessment Downing Property Services Limited, First Street South, September, 2019 by Pager Power;

n. Air Quality Assessment - Mitigation set out within ES Appendix 6.2 paragraph 6.13 and on the basis that the agreed mitigation measures set out in the Air Quality Assessment Report (above) shall be implemented as part of the development and shall remain in situ whilst the use or development is in operation.

o. Measures and recommendations within FLOOD RISK ASSESSMENT & DRAINAGE STRATEGY REPORT, The Alan Johnston Partnership LLP Ref: FSS-AJP-ZZ-XX-RP-C-3000 dated 30-04-20;

p. Pager Power, Television and Radio Baseline Survey Report First Street South Downing Living (Manchester) Limited October, 2019 and mitigation measures set out within.

q. Details within Transport Statement (sections 5 and 7) by Sanderson dated November 2019 as amended by Transport Statement Addendum by Sanderson dated 23-03-20; and

r. Foundation Design - Groundwater Considerations Risk Assessment stamped as received on 14-07-20

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 DC19.1, DC20 and DC26.1.

3) Before development commences final details of any wind mitigation measures required to mitigate any impacts from the phasing of the development as agreed within the timetable for implementation in condition 5 below, including in relation to the development of Plots 9 and 10 within the First Street SRF shall be submitted to and approved 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 - In interests of the amenity and safety of pedestrians using the areas adjacent to the development pursuant to policies SP1 and DM1 of the Core Strategy.

4) No development shall commence on site until a Radar Mitigation Scheme (RMS)(1), (including a timetable for its implementation during construction), has been agreed with the Operator(2), in consultation with the Aerodrome Safeguarding Authority for Manchester Airport, and approved in writing by the City Council as local planning authority. The Radar Mitigation Scheme (RMS) shall thereafter be implemented and operated in accordance with the approved details.

(1)'Radar Mitigation Scheme' or 'Scheme' means a detailed scheme agreed with the Operator which sets out the measures to be taken to avoid at all times the impact of the development on the M10 Primary and Secondary Surveillance radar and air traffic management operations of the Operator.

(2)'Operator' means NATS (En Route) plc, incorporated under the Companies Act (4129273) whose registered office is 4000 Parkway, Whiteley, Fareham, Hants PO15 7FL or such other organisation licensed from time to time under sections 5 and 6 of the Transport Act 2000 to provide air traffic services to the relevant managed area (within the meaning of section 40 of that Act).

Reason - In the interests of aviation safety, pursuant to policy DM2 of the Core Strategy for the City of Manchester.

5) Conditions 6 to 33 inclusive of this planning permission shall apply separately to the different phasing zones of the site as defined on the Phasing Site Wide Phasing Plan (Simpson Haugh): 10266-Z0-A-G100-PL-XX-99001 and Interim Landscaping Statement dated 01-06 20 by Deloitte Real Estate as relevant to that phase.

Prior to commencement of development a timetable for the implementation of each phase and the interim landscape treatments shall be submitted and approved in writing by the City Council as Local Planning Authority.

For the avoidance of doubt, the development can be delivered in any combination or sequence of Phases A, B and C as identified in this plan and the demolition of any on site structures and removal of hardstanding, on site vegetation, service diversions and removal of below ground obstructions is permitted prior to any pre-commencement conditions being formally discharged but will not constitute commencement of development.

Reason - For the avoidance of doubt, to allow the development to be carried out in a phased manner on a flexible basis and to allow scope for an appropriate level of site preparation works in advance of the full consent being implemented, pursuant to Policy DM1 of the Core Strategy

6) (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:

Samples and specifications of all materials to be used on all external elevations drawings to illustrate details of full sized sample panels that will be produced. The panels to be produced shall include jointing and fixing details between all component materials and any component panels , details of external ventilation requirements,

details of the drips to be used to prevent staining and details of the glazing and frames, a programme for the production of the full sized sample panels and a strategy for quality control management; and

(b) The sample panels and quality control management strategy shall then be submitted and approved in writing by the City Council as local planning authority in accordance with the programme and dwgs 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.

7) Prior to commencement of development a Strategy for the reduction of embodied carbon and how material circularity will be embedded within the process of material sourcing, design, construction and stewardship/ building management and how this will be monitored as part of the In depth Life Cycle analysis, shall be submitted to an approved in writing by the City Council as Local Planning Authority.

Within 6 months of the completion of development a Monitoring Report to assess the performance of the Strategy, lessons learnt, constraints and any proposed mitigating measures for improving performance on futures phases and overcoming constraints shall be submitted to the City Council.

Reason - In order to minimise the environmental impact of the development, pursuant to policies SP1, DM1, EN4 and EN8 of Manchester's Core Strategy, and the principles contained within The Guide to Development in Manchester SPD (2007) and the National Planning Policy Framework

8) (a) The development shall be carried out in accordance with the previously agreed Remediation Strategy and a Completion/Verification Report (application ref no 111170): Plot 8 - First Street, Detailed Remediation and Verification Strategy, For: Ask Real Estate Ltd

Job No: 1011906, Doc Ref: 1011906.RPT.GL.006, Latest Revision: A Date: 09/08/2016 and Plot 8 First Street, Manchester, Supplementary Ground Investigation Report, For: Southside Regeneration Ltd., Job No: 1011906, Doc Ref: 1011906.RPT.GL.007, Latest Revision: - Date: 12/10/2016

(b) 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 in each phase 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

For the avoidance of doubt an imported soils need to be validated in accordance with MCC criteria, 1 per 200m<sup>3</sup> for Greenfield and 1 per 50m<sup>3</sup> for brownfield, minimum of 3 samples per source.

(c) After completion of site works, and prior to occupation a verification report to validate that the work undertaken conforms to the remediation proposals previously approved as outlined in (a) above and that imported soils are validated in accordance with MCC criteria (1 per 200m<sup>3</sup> for Greenfield and 1 per 50m<sup>3</sup> for brownfield, minimum of 3 samples per source) shall be submitted and approved in writing by the City Council as Local Planning Authority.

9) Prior to the commencement of development, a detailed construction management plan (CMP) outlining working practices during development shall be submitted to and approved in writing by the local planning authority. For the avoidance of doubt the CMP shall 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 that shall include details of how engagement, consultation and notification of residents during the works shall take place;

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).

10) Prior to the commencement of development a programme for submission of final details of the public realm works and highway works as shown in Dwgs M90183 L100 Landscape Masterplan Revision A, M90183 L200 General Arrangement Plan (Sheet 1 of 3) Revision A, M90183 L201 General Arrangement Plan (Sheet 2 of 3) Revision A, M90183 L202 General Arrangement Plan (Sheet 3 of 3) Revision A and M90183\_Landscape Design Statement - Revision 02; 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 (a) all hard (to include use of natural stone or other high quality materials) and (b) all soft landscaping works (excluding tree planting) which demonstrably fully consider and promote inclusive access (including older and disabled people);

- (b) Details of measures to create potential opportunities to enhance and create new biodiversity within the development to include, the choice of planting species within the public realm, bat boxes and brick, bird boxes to include input from a qualified ecologist and which demonstrates Biodiversity Net gain across the site ;
- (c) Details of the proposed tree species within the public realm including within (a) soft; and (b) hard landscaping to include proposed size, species and planting specification including tree pits and design (in compliance with City Centre Street Tree Standard) and details of on going maintenance;
- (d) Details of how surface water from the public realm would be managed within the public realm through Suds interventions such as infiltration, swales, soakways, rain gardens and permeable surfaces;
- (e) Details of Bio Solar Green roofs;
- (f) Location and design of all street furniture including seating, lighting, bins, handrails, recycling bins, play and exercise equipment, boundary treatments, planters and cycle parking provision: all to include features which fully consider and promote inclusive access (which includes older and disabled people);
- (g) Street lighting around the site (which includes for consideration of older and disabled people) and which demonstrates clearly that any impacts on the River Medlock for bats would be negligible;
- (h) Details of a wayfinding strategy to include signage (including for directing cyclists to nearby cycle routes) and any other appropriate methods to ensure the legibility of linkages within the First Street SRF Area with Oxford Road Station, the Metrolink and other adjacent Neighbourhoods (which includes consideration of older and disabled people);
- (i) A management strategy for the external amenity areas including hours during which these areas would be open to residents;
- (j) A building cleaning schedule;
- (k) Details of how the design has minimised any potential hazards to the use of the public realm for the safe use of disabled people to include details of: designated routes for pedestrians; cyclists and vehicles; management of cyclists ; kerb edges; crossing and controlled crossing design and location; location of drop kerbs (including level areas between grass and hardstanding); location of rumble strips; location of raised crossings; design and location of any pop up power supplies; location of on site vehicle parking and drop off points; management of mortar cycle parking; provision of clear routes to ensure unrestricted access for all; and
- (l) Details of on site management and security for the publically accessible areas of public realm;
- (m) Location and number of cycle stands within the public realm;

The detailed scheme shall demonstrate adherence to the relevant sections of DFA2 and MCC-recommended guidance in relation to Age Friendly Public Realm including Age-Friendly Seating and Sense of Place and the Alternative Age-Friendly Handbook, 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 a satisfactory development delivered in accordance with the above plans and in the interest of pedestrian and highway safety pursuant to Section 170 of the NPPF 2019, 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.

11) Notwithstanding the details as set out within condition 2 no development shall take place until surface water drainage works have been submitted to and approved in writing by the Local Planning Authority in accordance with Non-Statutory Technical Standards for Sustainable Drainage Systems (March 2015) or any subsequent replacements national standards.

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

\*Maximise use of green SuDS in design including the public realm (For the avoidance of doubt this should include details of how surface water from the public realm would be managed within the public realm though Suds interventions such as infiltration, swales, soakways, rain gardens and permeable surfaces as set out in condition 8(d) and run off from the buildings) ;

\*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. Hydraulic calculation needs to be provided;

\*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.

\*Construction details of flow control and SuDS attenuation elements.

The development shall be constructed in accordance with the approved details within an agreed timescale.

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.

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 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.

13) Prior to occupation of the development a servicing and access strategy for the building including management of delivery and refuse vehicles, resident drop off and pick up and arrival and departure of residents, shall be submitted to and approved in writing by the local planning authority.

Servicing shall be carried out in accordance with the approved strategy plan.

Reason - To safeguard the amenities of nearby residents and highway safety, pursuant to policies SP1 and DM1 of the Manchester Core Strategy (July 2012) and the safeguard potential HS2 related works.

14) The development hereby approved shall be carried out in accordance with the Element Sustainability FIRST STREET SOUTH, MANCHESTER, ENVIRONMENTAL STANDARDS STATEMENT, JANUARY 2020, REF: 2019.163.

A post construction review certificate/statement shall be submitted for approval, within a timeframe that has been previously agreed in writing by the City Council as local planning authority.

Reason - In order to minimise the environmental impact of the development, pursuant to policies SP1, DM1, EN4 and EN8 of Manchester's Core Strategy, and the principles contained within The Guide to Development in Manchester SPD (2007) and the National Planning Policy Framework.

15) Prior to occupation of

(a) The residential accommodation; and

(b) Each of the ground floor commercial units

a scheme for the acoustic insulation of any externally mounted ancillary equipment associated with the development to ensure that it achieves a background noise level of 5dB below the existing background (La90) 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 completed before the premises is occupied and a verification report submitted for approval by the City Council as local planning authority and any non compliance suitably mitigated in accordance with an agreed scheme prior to occupation. The approved scheme shall remain operational thereafter.

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

16) Prior to the commencement of the superstructure a scheme for acoustically insulating and mechanically ventilating the residential accommodation against noise from adjacent roads shall be submitted to and approved in writing by the City Council as local planning authority.

The approved noise insulation shall be completed before any of the dwelling units are occupied.

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

Prior to occupation a post completion report to verify that all of the recommended mitigation measures have been installed and effectively mitigate any potential adverse noise impacts in the residential accommodation shall be submitted and agreed in writing by the City Council as local planning authority. Prior to occupation any non compliance shall be suitably mitigated in accordance with an agreed scheme.

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

17) Before each of (a) the residential accommodation and (b) each of the Class A3 (Cafe and Restaurant) use and D2 (Gym) units within Block B commences a scheme for acoustically insulating the ground floor commercial to ensure that there is no unacceptable level of noise transfer from the ground floor uses to the residential accommodation above shall be submitted to and approved in writing by the City Council as local planning authority.



Where entertainment noise is proposed the LAeq (entertainment noise) shall be controlled to 10dB below the LA90 (without entertainment noise) in each octave band at the facade of the nearest noise sensitive location, and internal noise levels at structurally adjoined residential properties in the 63Hz and 125Hz octave frequency bands shall be controlled so as not to exceed (in habitable rooms) 47dB and 41dB, respectively.

The approved noise insulation scheme shall be completed before any of the approved uses commence.

Prior to occupation a post completion report to verify that all of the recommended mitigation measures have been installed and effectively mitigate any potential adverse noise impacts in adjacent residential accommodation arising directly from the proposed development shall be submitted and agreed in writing by the City Council as local planning authority. Prior to occupation any non compliance shall be suitably mitigated in accordance with an agreed scheme.

Reason - To secure a reduction in noise in order to protect future residents from noise nuisance, pursuant to policies SP1 and DM1 of the Core Strategy and saved UDP Policy DC26.

18) Before (a) the Class A3 (Cafe and Restaurant) use and (b) D2 (Gym) use commences details of the proposed opening hours shall be submitted to and approved in writing by the City Council as local planning authority. The units shall be not be operated outside the hours approved in discharge of this condition.

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.

19) Final details of the method of extraction of any fumes, vapours and odours from any kitchen within the ground floor commercial unit shall be submitted to and approved in writing by the City Council as local planning authority prior to commencement of those uses. The details of the approved scheme shall be implemented prior to occupancy and shall remain in situ whilst the use or development is in operation.

Defra have published a document entitled 'Guidance on the Control of Odour and Noise from Commercial Kitchen Exhaust Systems' (withdrawn but still available via an internet search). It describes a method of risk assessment for odour, guidance on minimum requirements for odour and noise control, and advice on equipment selection. It is recommended that any scheme should make reference to this document (particularly Annex B) or other relevant guidance or documents which supersede this guidance. Details should also be provided in relation to replacement air. The applicant will therefore need to consult with a suitably qualified ventilation engineer and submit a kitchen fume extract strategy report for approval.

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

20) Notwithstanding the TV reception survey prepared by Pager Power, October 2019 if 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. No action shall be required in relation to television interference complaints after the date 12 months from the completion of development.

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

21) 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.

(c) When an End User has been Identified Prior to the start of the end-use of the development, a Local Labour or Recruitment Plan shall be submitted and approved in writing by the City Council which outlines the immediate and future staffing of the approved end-use.

(d) Details of the results from the End User Local Labour Proposal or Recruitment Plan shall be submitted to Manchester City Council within three months of occupation.

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

22) 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

23) Prior to implementation of any proposed lighting scheme details of the 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.

24) The development hereby approved shall be carried out in accordance with the Proposed Co-Living-Led Development First Street, Manchester Framework Travel Plan by Sanderson 27th November 2019 and Addendum 23rd March 2020. In this condition a travel plan means a document that includes the following:

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;
- vi) measures to identify and promote walking routes connecting Piccadilly Station, the Metrolink, the City Centre and areas towards the Etihad Campus and New Islington;
- vii) details of cycle parking within the public realm

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.

25) No part of the development shall be occupied unless and until details of a parking management strategy for residents 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 (e.g. parking leases with car parking companies; car sharing; or car pool arrangement) for the needs of future residents whom may need to use a motorcar and Policies DM1 and T1.

26) Deliveries, servicing and collections associated with the management of the building and ancillary uses within it 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.

27) 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 prevent pollution of controlled waters from potential contamination on site. Infiltration methods on contaminated land carries groundwater pollution risks and may not work in areas with a high water table. Where the intention is to dispose to soakaway, these should be shown to work through an appropriate assessment carried out under Building Research Establishment (BRE) Digest 365.

28) The development hereby approved shall include for full disabled access to be provided to all areas of public realm and via the main entrances and to the floors above.

Reason - To ensure that satisfactory disabled access is provided by reference to the provisions Core Strategy policy DM1

29) The windows within the podium and at ground floor facing the central public realm and private landscaped areas shall be retained as a clear glazed window opening at all times and views into the premises shall not be screened or obscured in any way unless they relate to service areas.

Reason - The clear glazed window(s) is an integral and important element in design of the ground level elevations and are important in maintaining a visually interesting street-scene consistent with the use of such areas by members of the public, and so

as to be consistent with saved policy DC14 of the Unitary Development Plan for the City of Manchester and policies SP1 and DM1 of the Core Strategy.

30) If any external 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

31) Notwithstanding the details contained within condition 2 above , prior to the commencement of development a scheme of highway works and details of footpaths reinstatement 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:

- (a) Loading bays on Hulme Street and Wilmott Street;
- (b) Amendments to the existing TROs to accommodate 2 Car Club bays (and potentially additional disabled bays);
- (c) Resurfacing of the footways across the site's perimeter. This should also include appropriate dropped kerbs/ tactile paving where required across access points and adjacent junctions (Wilmott Street- Hulme Street, Wilmott Street- Chester Street);
- (d) Resurfacing of the carriageway on Hulme Street;
- (e) Cycle improvements on Hulme Street to connect to Medlock Street/ Mancunian Way
- (f) Detailed designs in relation to the above to including materials, layout, junction protection, carriageway widths, kerb heights, street lighting, entry treatments, signing, lining and traffic management including installing dropped kerbs with tactile pavers across any vehicle access to the site and at adjacent junction crossing points, reinstatement of any redundant vehicle crossing points, installation of some guard railing to ensure pedestrians cross at the safest and most appropriate locations.

The approved scheme shall be implemented and be in place prior to the first occupation.

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).

32) The development shall be carried out in accordance with the Crime Impact Statement Version dated 26/11/19;. 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

33) The proposed communal uses within the building hereby approved (excluding the A3 and D2 uses) shall be ancillary to the residential use of the building and not operate as separate planning units or commercial uses for which a separate application for planning consent would be required.

Reason - For the avoidance of doubt and in order to secure a satisfactory form of development due to the particular circumstance of the application site, and in the interest of residential amenity, pursuant policy DM1 of the Core Strategy for Manchester.

### **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: 125573/FO/2019 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**  
**City Centre Regeneration**  
**Environment & Operations (Refuse & Sustainability)**  
**Work & Skills Team**  
**Environment & Operations (Refuse & Sustainability)**  
**Oliver West (Sustainable Travel)**  
**Strategic Development Team**  
**Greater Manchester Police**  
**United Utilities Water PLC**  
**Environment Agency**  
**Transport For Greater Manchester**  
**Greater Manchester Archaeological Advisory Service**  
**Counter Terrorism SA**  
**Greater Manchester Ecology Unit**  
**Greater Manchester Pedestrians Society**  
**Wildlife Trust**  
**Planning Casework Unit**  
**Civil Aviation Authority**

**Manchester Airport Safeguarding Officer  
National Air Traffic Safety (NATS)  
Natural England  
Sport England**

**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:**

<b>Relevant Contact Officer :</b>	Angela Leckie
<b>Telephone number :</b>	0161 234 4651
<b>Email :</b>	a.leckie@manchester.gov.uk

