



## **Planning and Highways Committee**

Date: Thursday, 21 January 2021

Time: 2.00 pm

Venue: Virtual meeting - <https://vimeo.com/event/586617>

### **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**

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**Councillors** - Curley (Chair), Nasrin Ali (Deputy Chair), Shaukat Ali, Andrews, Y Dar, Davies, Flanagan, Hitchen, Kamal, Leech, 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 17 December 2020.

7 - 18

**5. 128189/FO/2020 - 39 Daisy Bank Road, Manchester, M14 5GP - Rusholme Ward**

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

19 – 34  
Rusholme  
Ward

**6. 121252/FO/2018 - Great Marlborough Street Car Park, Great Marlborough Street, Manchester, M1 5NJ - Deansgate Ward**

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

35 – 166  
Deansgate  
Ward

**7. 126328/FO/2020 - Speakers House, 39 Deansgate, Manchester, M3 2BA - Deansgate Ward**

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

167 – 246  
Deansgate  
Ward

**8. 128002/FO/2020 - One City Road, 1 City Road East Manchester, M15 4PN - Deansgate Ward**

The report of the Director of Planning, Building Regulation and

247 – 298  
Deansgate  
Ward

Licensing I enclosed.

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|------------|---|--|
| <b>9.</b>  | <b>127881/FO/2020 &amp; 127882/LO/2020 - 109 -127 Market Street, Manchester, M60 1TA - Piccadilly Ward</b><br>The report of the Director of Planning, Building Control and Licensing is enclosed. | <b>299 – 398<br/>Piccadilly<br/>Ward</b> |
| <b>10.</b> | <b>128045/VO/2020 - Manchester Cathedral, Victoria Street. Manchester, M3 1SX - Deansgate Ward</b><br>The report of the Director of Planning, Building Control and Licensing is enclosed.         | <b>399 – 446<br/>Deansgate<br/>Ward</b>  |

## Meeting Procedure

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. There is information below on how to seek to register to speak at an online meeting.
4. The Applicant, Agent or their representative will be allowed to speak for up to 4 minutes. There is information below on how to seek to register to speak at an online meeting.
5. Members of the Council not on the Planning and Highways Committee will be able to speak.
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 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

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.

Copies of the agenda are available beforehand from the reception area at the Main Entrance of the Town Hall in Albert Square and may be viewed on the Council's website up to seven days prior to the date of the meeting (see web information below). Some additional copies are available at the meeting from the Committee Officer.

It is the Council's policy to consult people as fully as possible before making decisions which affect them. Members of the public do not have a right to speak at meetings but may do so if invited by the Chair. 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. Members of the public are requested to bear in mind the current guidance regarding Coronavirus (COVID-19) and to consider submitting comments via email to the Committee Officer rather than attending the meeting in person. The contact details of the Committee Officer for this meeting are listed below.

Agenda, reports and minutes of all Council meetings can be found on the Council's website [www.manchester.gov.uk](http://www.manchester.gov.uk)

Joanne Roney OBE  
Chief Executive,  
3<sup>rd</sup> Floor, Town Hall Extension,  
Lloyd Street,  
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, 13 January 2021** 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, 17 December 2020**

**This Planning and Highways meeting was a hybrid meeting conducted in person and 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, Andrews, Y Dar, Davies, Hitchen, Kamal, Leech, Lovecy, Madeline Monaghan, Riasat and White

**Apologies:**

Councillors: Flanagan, Lyons and Watson

**Also Present:**

Councillors: Jeavons (ward Councillor), Johns (ward Councillor) and Stanton (ward Councillor) and Taylor (ward Councillor)

#### **PH/20/69 Supplementary Information on Applications Being Considered**

A copy of the late representations that were received in respect of applications (126912/FH/2020, 128191/FO/2020, 122280/FO/2019, 128018/FO/2020), since the agenda was issued.

**Decision**

To receive and note the late representations.

#### **PH/20/70 Minutes**

**Decision**

To approve the minutes of the meeting held on 19 November 2020 as a correct record, subject to the inclusion of Councillor Leech in the list of those present.

#### **PH/20/65 126912/FH/2020 - 1C Ardern Road, Manchester, M8 4WN - Crumpsall Ward**

This application relates to the erection of a two-storey side extension and a single storey rear extension together with the installation of a front dormer, including a roof light and a dormer to the rear, porch and canopy to form additional living accommodation.

The proposal includes at ground floor level the addition of a kitchen, hallway, WC and morning room. The first floor includes two bedrooms and a utility room and the roof space includes two bedrooms and a shower room.

The Planning Officer provided an update including drawing Members attention to the late representation report. The update related to the advice that if Members agree with the recommendation then it will be necessary to revise the wording of condition 9 which relates to tree protection in order to ensure an appointed tree consultant supervises the excavation element and ensure that adequate protection is in place to ensure root protection. To also include an additional condition to require and agree proposed levels within the rear garden. The Planning Officer also reported that additional correspondence had been received from a planning consultant representing a neighbouring occupier which claims that the advice given to Committee by officers within the report in relation to the assessment and conclusions reached on the impact of the Conservation Area is deficient and may be seriously and materially misleading. Reference is made to Section 72 of the Planning, Listed Building and Conservation Areas Act, Paragraph 193 and Paragraph 194 of the National Planning Policy Framework. The Planning Officer advised Members that the Planning Service was satisfied that the relevant guidance had been fully considered and taken into account in the assessment and recommendation made and is proportionate to the scheme proposed.

The Committee undertook a site visit to the site prior to the meeting.

The Chair invited the objector's spokesperson to address the committee.

The objector's spokesperson referred to points raised within the report and highlighted the negative impact the application would have the neighbouring property through the loss of amenity, the conservation area (history and character), street scene through the terracing effect of the design and impact on trees. The application did not provide a balanced design and the size of the development did not provide any public benefit with the loss of an affordable home. It was added that there was no necessity for a six bedroomed property.

The Planning Officer responded to the points raised and informed the Committee that the application had been substantially amended since it was first submitted. The concerns outlined had been addressed and met national standards regarding conservation areas and design. A gap was introduced to the design to prevent terracing effect and the investment being made to the property would benefit and enhance the area.

The applicant's representative was not present at the meeting.

The Chair invited members of the Committee to ask questions and comment of the application.

A member referred to the width of the path at the side of the property and asked if it is sufficiently wide enough for a wheelie bin. Also, with reference to the rear garden, officers were asked what level the area would be.



It was reported that the width of the path had been raised with the applicant and the drawing submitted shows the path width is sufficiently wide for a wheelie bin. In response to the level of the rear garden the Committee was informed that the plan submitted stated that the grassy knoll would be retained. The proposed recommendation is that discussions would take place with the applicant and planning officers on the level of the garden.

A member referred to the size of the rear extension and the potential impact on the adjacent property and asked officers to explain the guidance on allowing an extension over 3.65metres.

The Committee was informed that the decision to agree the extension over the 3.65metres was considered acceptable due to the proposed building having a flat roof and its orientation. It was explained that the national guidance allows for larger extensions over 4 metres, with prior approval.

Councillor Andrews moved the recommendation to approve the application, subject to an amendment to Condition 9 and an additional condition relating to the rear garden level. Councillor Hitchen seconded the proposal.

### **Decision**

The Committee approve the application, subject to the conditions and reasons set out in the report submitted, the amendment of Condition 9 and an additional condition regarding the rear garden level.

(Councillor Monaghan did not take part in the vote on the application.)

**PH/20/71      128191/FO/2020 - Land Bounded by Ashton Canal, Great Ancoats Street, Munday Street and Pollard Street, Manchester, M4 7DS - Ancoats and Beswick Ward**

This application is for the erection of five office buildings and new public realm comprising: 3 no. 8 storey mixed use buildings (Buildings A, D and E) comprising workspaces (Use Class E) together with flexible uses at ground floor (Use Class E) and/or theatre/bar (Sui Generis) together with a multi-use rooftop amenity area to Building A; and 2 no. 5 storey mixed use buildings (Buildings B and C) comprising workspaces (Use Class E) together with flexible uses at ground floor (Use Class E) and/or theatre/bar (Sui Generis); together with cycle parking, creation of pedestrian and cycle routes, external amenity spaces, new public realm and other associated engineering and infrastructure works.

The Planning Officer provided an update, as reported in the late representations received. The update related to the receipt of ten letters of support for the application and three letters of objection. The letters received in objection raised additional issues relating to loss of sunlight and daylight and reference to a newt located less than 500metres from the site. Ward Councillor (Councillor Majid Dar) had raised resident's concerns about the application and the impact it would have on the local community amenity and the belief that the proposal is very excessive and

overindulgent. It was reported that HS2 had no objections to the scheme subject to the additional detailed conditions on the implementation of the scheme.

The Chair invited an objector to address the Committee. The objector made reference to the Council's Core Strategy (Spatial Principle 6) regarding the provision of green infrastructure and questioned the development on valuable green space which is used by the local community. It was suggested that more recognition of changes to working behaviour should be given, in view the increase in office space and the ongoing increase in homebased working. Other issues were the lack of infrastructure for travel to the area and the number of objections received from local residents. Reference was made to the cost of the sale and purchase of the land involved in the proposal

The applicant's agent addressed the Committee on the application.

Councillor Taylor (ward Councillor) addressed the Committee to voice the concerns of local residents and the other two ward councillors. The main concern related to the loss of space which is used by residents for leisure and recreation in an area with properties with little or no outdoor space. Concerns were raised that the loss of green spaces would have an adverse impact on the health and wellbeing of local people at a time when access to green spaces is very much valued. It was considered that the new green spaces proposed in the application are too small for the number of residents who currently use the existing space.

The Planning Officer reported that the Core Strategy should be considered as a whole and not as individual parts. The planning report submitted had addressed the Core Strategy and the relevant policies had been referred to. The green space identified for the proposal does not have any status and had been earmarked for development for many years. The proposal is consistent with a long-term vision for the area of New Islington and East Manchester. The Committee were informed that costs attributed to the sale or purchase of land is not a material planning issue and should not be considered. With reference to the proposed increase in office space it was reported that an economic recovery plan was in place and the increase in residential and office accommodation were integral to the plan. Discussions with a cross section of businesses within the city had indicated that there is a desire to return to work and there is a need for good quality office accommodation. The site is sustainable with a tram stop close by and the location also enables other form of transport to be used such as cycling. In addition, the proposal will provide large scale employment during the construction (1200) and afterwards.

The Chair invited the Committee to comment and asked questions.

A member referred to the number of blocks involved in the proposal and the amount of green space proposed and considered this to be insufficient to replace what is currently there. Reference was also made to the New Islington Metrolink stop and whether any conditions included for the increase of green coverage.

The Planning Officer reported that a third of the proposed site would be used as green and open space and access will be opened onto the canal towpath. With reference to the Metrolink it was reported that HS2 may potentially result in changes

to the Metrolink network and it would be anticipated that Metrolink would be encouraged to provide a suitable tram stop for a popular area, such as the tram stop located at Castlefield.

In welcoming the proposal, a member referred to the accessibility of the routes into and around the proposed buildings and the potential loss of light on green spaces and the current access road currently used by residents of adjacent buildings which may become congested.

The Planning Officer explained to the Committee that the development design must take into account elements of access, green space the proposed build and the integration with the surroundings and the residents living there. It was reported that the proposal combines different routes to allow access. With reference to light on open spaces it was reported that an assessment was made on the impact of the proposed buildings on the loss of day light and it was considered that the level of sunlight/ daylight would be adequate in those areas of green space. The proposal would mean that there will be eighty less parking spaces and this would reduce the number of cars and congestion. It was explained that light levels to the existing buildings is high due to the open nature of the space. The proposal will impact on the amenity of the residents of the adjacent buildings however, officers did not believe that this was unusual in this type of development elsewhere in the city centre.

A member asked officers why Condition 26 had been omitted and what other conditions would be expected as a result of HS2.

It was reported that Condition 26 had been removed at the request of Metrolink which had originally requested it to be added. The input of HS2 for specific conditions for the scheme were for the purpose of future proofing the site for potential changes to the Metrolink Network as a result of HS2 to enable co-ordination of both schemes.

Councillor Andrews moved the recommendation to approve the application.  
Councillor Shaukat Ali seconded the proposal.

## **Decision**

The Committee approve the application, subject to the conditions and reasons set out in the report submitted, the removal of Condition 26 and the addition of Conditions relating to arrangements for HS2 developments.

(Councillor Leech declared a prejudicial interest and took no part in the consideration of the application.)

### **PH/20/72      122280/FO/2019 - Land Bounded by Great Ducie Street and Mirabel Street, Manchester, M3 1PJ - Deansgate Ward**

This application relates to an application for the erection of new mixed-use development to comprise of one 10 storey building fronting Mirabel Street to accommodate 45 no. Use Class C3 residential apartments (9 no. 1-bed studios, 27

no. 2-bed 3 person apartments and 9 no. 2-bed 4 person apartments) and 8 no. residential car parking spaces at ground level and one part 10, part 14 storey building fronting Great Ducie Street to accommodate 84 no. Use Class C3 residential apartments (31 no. 1-bed 2 person apartments, 26 no. 2-bed 3 person apartments, 18 no. 2-bed 4 person apartments and 9 no. 3-bed 5 person apartments) and 345 sq. m of commercial floor space at ground level (flexible use Use Class A1 shop, Use Class A2 financial and professional services and Use Class A3 cafe/restaurant) together with creation of roof terrace amenity space, cycle parking, access, servicing and associated works following demolition of existing building

The Planning Officer provided an update, as reported in the late representations received. The report referred to representations received from ward Councillors to object to the development for the reasons that:

It is an overdevelopment;

The proposed building is too tall and fails to meet the requirements of Core Strategy Policy EN2;

The development would cause overlooking;

The development does not appropriately reflect the character of the area;

The proposal harms the setting of heritage assets;

The development would strain local roads;

The proposal would promote crime and anti-social behaviour;

The proposal does not address the existing and future deficiencies in physical, social and green infrastructure;

The proposal fails to meet Core Strategy Policy H8 and mixed communities (H1).

One further objection had been received.

The late representation report included amendments to the conditions and additional conditions.

The Chair invited the objector's spokesperson to address the Committee. The objector's spokesperson referred to the area of the proposal and suggested the Committee visit the site. Reference was also made to the listed building on Mirabel Street which had not received a response from Historic England. The objector spokesperson stated that the responses that had been received from the developer on the issues raised by objectors were considered misleading and the comparisons given cannot be relied upon. The design of the building using a blue grey colour material, was not considered to be in keeping with the surrounding area which are predominantly red brick and would be an eyesore. Concern was expressed on the narrow street which is in a state of poor repair and causes access issues for vehicles and may result in issues for emergency vehicle access. The area suffers from vehicles parking on the pavement and the number of vehicle journeys would increase as a result of the development. There are concerns on the lack of light already for buildings adjacent. A request was made that if agreed the undertakings proposed by the applicant are taken up.

The applicant's agent addressed the Committee on the application.

Councillor Davies addressed the Committee to oppose the application as a Ward Councillor and then left the meeting for the consideration of the application.

The Planning Officer reported the in response to points raised: the roof terrace element of the proposal would be carefully controlled by a condition (Condition 14). The location of the bin store access gates provides to best access to the premises and the Condition will require this is managed properly. A further condition could be added to the address the issue of pavement parking by installing bollards. It was reported that the area of the development does not hold any heritage status, although there are listed buildings within the vicinity. The Committee was informed that this is a development site and is on a major access road into the city centre. The Committee has also previously agreed to a seventeen-storey building in this location.

The Chair invited the Committee to comment and ask questions.

A member of the Committee referred to the previous 106 agreement made in 2007 and asked officers to provide more information. Officers were also asked to clarify the contribution to affordable housing, although no reason has been provided on why no affordable housing is being provided on site. Reference was made to a condition being added to introduce bollards and if this would increase access and egress from the area.

The Planning Officer reported that information would be provided on the details of the 106 agreement. The contribution for affordable housing is £615,000, as stated in the report. In response to the installation of bollards and the impact on access, the Committee was informed that accessibility or obstruction issues on the highway would be subject to enforcement action. The Committee was informed that the application had received an independent viability appraisal, that is publicly available, which had identified £615,000 allocation for affordable housing.

A member referred to the provision of electric vehicle charging points and asked officers if additional points were required in the development, in view of the phasing out of new diesel and petrol cars by 2030.

The Planning Officer referred to the sustainable location of the site which would reduce the need for vehicles and the need for resilience within the development to provide additional charging points for future use.

Councillor Leech proposed a Mind to Refuse the application based on the lack of affordable housing within the application and for the reason that the application is an over development. The proposal was not seconded.

Councillor Andrews moved the recommendation to be minded to approve, subject to an additional condition to address parking issues through the installation of pavement bollards to prevent pavement parking and improve vehicular access to the development. Councillor White seconded the proposal.

## **Decisions**

The Committee is minded to approve the application, subject to a legal agreement in respect of a reconciliation payment of a financial contribution towards off-site

affordable housing and subject to an additional condition to address parking issues through the installation of pavement bollards to prevent pavement parking on Mirabel Street.

(Councillor Davies declared a prejudicial interest and spoke as a ward Councillor and then left the meeting and took no part in the consideration of the application.)

**PH/20/73      126328/FO/2020 - Speakers House, 39 Deansgate,  
Manchester, M3 2BA - Deansgate Ward**

This application relates to the erection of a 17 storey building comprising office use (Use Class B1a) and flexible ground floor commercial units (Use Classes A1 shop, A2 financial and professional services, A3 restaurant/cafe and A4 drinking establishment), new electricity sub-station, basement cycle parking and rooftop plant enclosure, together with access, servicing and associated works following demolition of the existing building.

The Committee held a site visit at the proposed development site prior to the meeting.

The Planning Officer did not provide any additional information to the report submitted.

The Chair invited the objector's spokesperson to address the Committee.

The objector's spokesperson made reference to the concerns raised to the application regarding the height of the structure, overlooking on existing residential buildings adjacent to the proposed site, loss of light and opening hours.

The applicant's agent addressed the Committee on the application.

Councillor Johns (ward councillor) Addressed the Committee and opposed the application.

The Planning Officer reported that the issues raised by objectors had been addressed within the planning report. The Committee was also informed that the building One Deansgate does not have special status and the impact of the proposed building on light and views would be no different to that of other new buildings within the city centre.

The Chair invited members of the Committee to comment and ask questions.

Members of the Committee referred to the impact of the development on the amenity of residents and heritage assets, conservation area, due to its location, height, scale and dominance of the area and indicated that they would not support the application.

Councillor White moved a proposal to Mind to Refuse the application the reasons stated. The proposal was seconded by Councillor Davies.

## Decision

The Committee is Minded to Refuse the application for the reasons that the negative impact of the development on the amenity of residents, heritage assets, conservation area, due to its location, height, scale and dominance of the area.

(Councillor Shaukat Ali left the meeting room during consideration of the application and took no further part in the meeting.)

Councillor Nasrin Ali lost connection to the meeting during the consideration of the application and took no further part in the meeting.)

### **PH/20/74      126308/FO/2020 - 2-4 Whitworth Street West, Manchester, M1 5WX - Deansgate Ward**

This application relates to the demolition of 2 to 4 Whitworth Street West and the construction of a mixed-use building, comprising flexible units for retail, food and drink use at ground floor level with a hotel at upper storeys, together with associated landscaping, servicing, cycle parking and other associated works.

The Planning Officer introduced the application.

The applicant's agent addressed the Committee on the application.

No objector attended the meeting.

Councillor Jeavons (ward Councillor) addressed the Committee to oppose the application for the reasons that the purpose as a hotel and appearance of the proposed building, due to poor architecture, would not fit in with the surroundings and the development would result in the loss of two important, although not listed, heritage buildings and a rise in anti-social behaviour. The Committee was also reminded that there are residential dwellings to the rear of the proposed building that would suffer a loss of amenity.

The Planning Officer reported that a hotel would be appropriate for this area of the city centre. The existing buildings on the site are not listed. The proposed building being offered is a high quality modern design that has been amended that would fit in with the surrounding area.

The Chair invited the Committee to comment and ask questions.

A member of Committee referred to the existing buildings, which although did not have architectural merit, do have historic merit and commented that the buildings in question could be demolished at any time.

A member referred to the number of street trees to be included in the development and whether additional trees could be included.

The Planning officer informed the Committee that Historic England had been approached regarding the listing of the buildings which was refused. With reference to street trees it was reported that agreement would be reached to ensure that the maximum number of street trees would be included in the development.

Councillor Andrews moved the recommendation to approve the application.  
Councillor Y Dar seconded the proposal.

### **Decision**

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

#### **PH/20/75      128002/FO/2020 - One City Road, 1 City Road East, Manchester, M15 4PN - Deansgate Ward**

This is for a full Planning Application for demolition of existing structures on site, erection of one 11-storey plus basement office building (Use Class E) and one 14-storey plus basement office building with ground floor commercial unit (Use Class E), landscaping, highways works, and associated works.

The Planning Officer did not make any additional comment on the report submitted.

The applicant's agent addressed the Committee on the application.

Councillor Jeavons (ward Councillor) addressed the Committee to oppose the application. The Committee was informed that the objector to the application had left the meeting. Reference was made to the objections submitted regarding the development and the impact on over four hundred apartments. There would be overlooking and overdevelopment for the area and loss of mature trees as well as amenity, privacy, sunlight and daylight. The Committee was asked to reject the application or to defer consideration to undertake a site visit.

Councillor Davies referred to the issues raised and objections received and requested that in view of this it would be appropriate for the Committee to hold a site visit.

Councillor Davies made a proposal for a site visit and this was seconded by Councillor Hitchen.

### **Decision**

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

#### **PH/20/76      128018/FO/2020 - Jessiefield, Spath Road, Manchester, M20 2TZ - Didsbury West Ward**



This application relates to the erection of a part three, part four storey building to provide 34 retirement apartments with associated communal facilities, landscaping and car parking following the demolition of the existing dwelling.

The applicant's agent addressed the Committee on the application.

Councillor Kilpatrick (ward Councillor) addressed the Committee to object against the application.

Councillor Leech addressed the Committee as a ward Councillor to object against the application and then left the meeting.

Councillor Stanton (ward Councillor) addressed the Committee to object against the application.

The objections received related to overdevelopment, detrimental impact on the character of the area, impact on highways and road safety, impact on residential amenity including overbearing, overlooking, loss of privacy and increase in noise disturbance; loss of green space, trees and associated impacts on ecology including bats.

The Planning Officer reported that there were 26 parking spaces included in the proposal to serve the 34 units. The location of the development is within walking distance of transport links and is in a sustainable area.

Members commented that the proposed application is excessive and would be an over development of the site and for that reason should be refused.

Councillor Hitchen proposed that the Committee refuse the application for the reason that the application would be an over development. Councillor Andrews seconded the proposal.

### **Decision**

The Committee refuse the application, for the reasons set out in the report submitted.

(Councillor Leech declared a prejudicial interest and spoke as a ward Councillor and then left the meeting and took no part in the consideration of the application.)

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<b>Application Number</b>	<b>Date of Appln</b>	<b>Committee Date</b>	<b>Ward</b>
128189/FO/2020	13th Oct 2020	21st Jan 2021	Rusholme Ward

**Proposal** Change of use to a residential care home providing accommodation for up to 6 people (Class C2)

**Location** 39 Daisy Bank Road, Manchester, M14 5GP

**Applicant** Mrs Chinyere Laureen Akaegbu , Daisy-Fieldz Care Services Limited, 1139 Hyde Road, Manchester, M18 7LN,

**Agent** Mrs Shazda Ahmed, Monarch Solicitors, City Point, 156 Chapel Street, Manchester, M3 6BF

### **Executive Summary**

**Proposal** - This planning application relates to a relatively large vacant 2-storey, semi-detached dwelling house with an existing two storey side and rear extension. The application property is unoccupied but has a current licence for use as an 8 person house in multiple occupation (HMO); a use that appears to have first commenced in 1997. The proposed development would relate to the care of up to 6 adults with mental health needs or learning difficulties requiring 24-hour support over short and longer term periods.

**Objection** - One letter and 2 emails of objection have been received from residents. Residents are concerned that the proposals would further undermine the residential character of the local area, which has been harmfully affected by an over proliferation of 'institutional properties' and student accommodation. These uses, together with the nearby school, MRI and universities, generate significant on-street car parking, which may be exacerbated by the development. The proposed use would also be harmful to residential amenity due to additional activity, noise and disturbance.

**Principle** - The application property, through its previous HMO use, has a history of shared residential occupation with characteristic noise and activity, which is comparable to the proposed use. The development has received support from the Supported Needs Monitoring Group (SNMG), as it would respond to an identified adult social care need. It is therefore considered that the principle of the development is acceptable.

### **Key Issues**

- Ensuring that an identified need for residential care and support is provided for people with learning difficulties and mental health issues, whilst ensuring that the magnitude of the development would not undermine the amenities and character of the surrounding area. This includes an assessment of existing social care provision in the locality;

- The provision of satisfactory operational arrangements to ensure that the development meets the needs of residents and is managed appropriately to reduce and potential harm to the surrounding area.

The planning application has been submitted by Daisy-Fieldz Ltd, which operates an existing care home in Manchester and is registered with the Care Quality Commission (CQC). The SNMG has not identified any potentially adverse impact on social care provision and related supporting infrastructure in the surrounding area. The development would have a relatively low level of occupation with associated activity and traffic generation that would be comparable to occupation by a larger family. It is considered that the formation of a small-scale care home could be undertaken without causing undue harm to the character of the residential character of the surrounding area.

A full report is attached for Members consideration.

### **Description**

This planning application relates to a relatively large vacant 2-storey, semi-detached dwelling house with an existing two storey side and rear extension. The property is constructed in red brick with white render panels and red tiled roof reflecting the character of houses in the local vicinity. The front garden is hard surfaced and used for vehicular parking via the existing driveway from Daisy Bank Road. The front boundary is defined by red-brick wall and piers. Although the surrounding area is predominantly residential, a centre operated by the probation service is located immediately to the west of the site and accessed via Laindon Road.

Although the application property is unoccupied, it has a current licence for use as an 8 person house in multiple occupation (HMO). It is understood that the HMO use first commenced in 1997. The proposed development relates to the care of up to 6 adults with mental health needs or learning difficulties requiring 24-hour support and care over short and longer term periods. The proposed layout would comprise:

- i. Ground floor – 1 x en-suite resident bedroom, shared communal areas for residents and visitors, staff rooms, kitchen and dining areas;
- ii. First floor – 5 x resident bedrooms (3 en-suite and 2 with shared facilities) and a staff office.

The application site has a driveway from Daisy Bank Road providing access to 3 car parking spaces within the front garden.

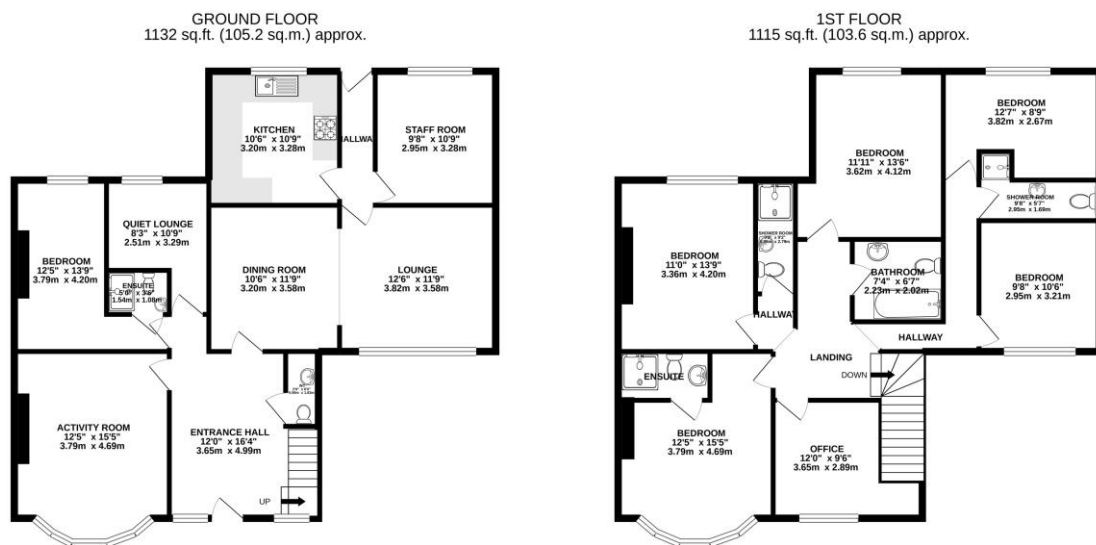
The following staffing arrangements would be provided:

- i. 1 x full-time manager;
- ii. 1 x deputy manager;
- iii. 3 x day-time support staff;
- iv. 2 x overnight staff.

The development would also have access to a well-being and activities co-ordinator, part-time administrator and mental health and occupational therapists as required.



Fig.1 – View of application site from Daisy Bank Road



TOTAL FLOOR AREA : 2248 sq.ft. (208.8 sq.m.) approx.  
 Whilst every attempt has been made to ensure the accuracy of the floorplan contained here, measurements of doors, windows, rooms and any other items are approximate and no responsibility is taken for any error, omission or mis-statement. This plan is for illustrative purposes only and should be used as such by any prospective purchaser. The services, systems and appliances shown have not been tested and no guarantee as to their operability or efficiency can be given.  
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Fig.2 – Proposed internal layout drawing 39 Daisy Bank Road

## Consultations

Local residents – One letter and 2 emails of objection have been received and are summarised below:

- i. The local area has an over proliferation of 'institutional properties' and student accommodation, which have undermined the residential character of the area;
- ii. These uses, together with the nearby school, MRI and universities, generate significant on street car parking and there is concern that the development will increase on street car parking and congestion in the local area. It is not considered that the site has the capacity to accommodate satisfactory car parking;
- iii. The nature of the proposed use is not considered to be compatible with the surrounding residential area. It would result in additional noise and disturbance activity in and around the site would be detrimental to residential amenity and privacy.

Environmental Health – The following comments have been received:

- i. 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.
- ii. The submitted waste management scheme identifies arrangements for the separated storage of general and clinical waste. The proposed arrangements need to include additional bins to allow the storage of pulpable material (paper and cardboard), mixed glass and plastic and food).

Highway Services – Highways in-principle have no objection to the proposals. However, it is recommended that more comprehensive arrangement of waste management and collection arrangements should be provided.

Supported Needs Monitoring Group (SNMG) – The group has confirmed support for the proposal.

GM Police Design for Security – Recommend that the development incorporates physical security measures, alarm systems and CCTV cameras. These recommendations have been related a condition requiring implementation prior to the occupation of the property.

## Issues

National Planning Policy Framework (NPPF) - This Framework came into effect on 27th March 2012 and was amended and updated in February 2019. It sets out the Government's planning policies for England and how these are expected to be applied. It defines the Government's requirements for the planning system 'only to the extent that it is relevant, proportionate and necessary to do so'. It provides a mechanism through 'which local people and their accountable councils can produce their own distinctive local and neighbourhood plans, which reflect the needs and priorities of their communities'.

The Framework re-iterates that planning law requires that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise. The statutory status of the development plan remains as the starting point for decision making. However, paragraph 10 states that 'at the heart of the Framework is a presumption in favour of sustainable development' and, in 'decision-taking', this means that development proposals should accord with the development plan should be approved without delay unless: any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole or specific policies in this Framework indicate development should be restricted.

The Framework has been related to the development, with reference to the following:

Chapter 8: Promoting healthy and safe communities - States that planning decisions should aim to achieve healthy, inclusive, accessible and safe places, where crime and disorder (and the fear of crime) do not undermine the quality of life or community cohesion (paragraph 91). These considerations have been related to the layout of the development and the incorporation of measures to address issues of security and potential opportunities for criminal and anti-social behaviour. The applicant has been advised of the comments of GM Police Design for Security, which will be taken into consideration as a supplement to the security arrangements required for care home registration. The property is visible from Daisy Bank Road and existing boundary treatments and gates to the side of the house would be retained. It is considered that appropriate security is capable of being achieved to secure compliance with Chapter 8.

iii. Chapter 9: Promoting sustainable transport - States that in assessing specific 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).

It is considered that, given the magnitude of the development, the generation of traffic and vehicular movement would be predictable and capable of being accommodated within the local highway infrastructure. The site has some parking provision and is in a sustainable location, in terms of access to public transport. A condition has been included relating to the provision of a staff travel plan to further reduce reliance of private car usage. The development would thereby positively related to Chapter 9.

Planning Practice Guidance - On 6 March 2014 the Department for Communities and Local Government (DCLG) launched this planning practice guidance web-based resource and is relevant to key planning issues of significance to applicants and local authorities. In considering this application the following aspects of the PPG have been referenced and appropriately responded to:

- i. Consultation and pre-decision matters;
- ii. Health and well-being;
- iii. Noise;
- vii. Travel plans.

Manchester's Local Development Framework: Core Strategy - The Core Strategy Development Plan Document 2012 -2027 ('the Core Strategy') was adopted by the 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 are relevant to the development:

Policy SP 1 (Spatial Principles) - Policy SP1 specifies the Core Development Principles for parts of the City. In this case the relevant principles relate to the extent to which the development:

- a. Makes a positive contribution to neighbourhoods of choice including the creation of well designed places that enhance or create character; making a positive contribution to the health, safety and well-being of residents, considering the needs of all members of the community regardless of age, gender, disability, sexuality, religion, culture, ethnicity or income and to protect and enhance the built and natural environment;
- b. Minimise emissions, ensure efficient use of natural resources and reuse previously developed land wherever possible;
- c. Improve access to jobs, services, education and open space by being located to reduce the need to travel and provide good access to sustainable transport provision.

It is considered that the scale and nature of the development would be consistent with the residential character and amenities of the surrounding area. It would also meet an identified housing need and support the well-being of potential residents. The development would bring the property back into a suitable and sustainable use. The site benefits from access to local transportation routes, which would support access to the employment opportunities presented by the development. The development would thereby comply with policy SP1.

Policy EN 14 (Flood Risk) - Policy EN 14 states that in line with the risk-based sequential approach, development should be directed away from sites at the greatest risk of flooding and towards sites with little or no risk of flooding. The application site is located in Flood Zone 1 and therefore there no requirement additional attenuation against flood risk.

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



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

The applicant has identified a suitable location for the location of a waste storage enclosure adjacent to the western site boundary relating to general and clinical waste storage. The applicant has been asked to clarify the arrangements for the storage of segregated waste streams within the site. It is considered that the design of the proposed storage enclosure is capable of being amended to ensure appropriate arrangements and compliance with policy EN19 via the recommended condition.

Policy H 10 (Housing for people with additional support needs) – Identifies a number of supported housing needs, including those experienced by people with mental issues and learning disabilities. It also states that proposals for accommodation for people with additional support needs will be supported where:

- i. There is not a high concentration of similar uses in the area already;
- ii. The development would contribute to the vitality and viability of the neighbourhood;
- iii. There would not be a disproportionate stress on local infrastructure, such as health facilities.

In this case, there are a number of neighbouring uses providing various forms of social care. However, the character of the area remains predominantly residential. Furthermore, the SNMG supports the location of the development and has not identified a proliferation of such use in the locality or any potential harm to local health care infrastructure. It is therefore not considered that the development would undermine vitality and viability of the surrounding neighbourhood. It is therefore considered that the development would comply with policy H10.

Policy T1 (Sustainable transport) - Policy T1 relates to the delivery of sustainable, high quality, integrated transport system, which encourages a modal shift away from car travel to public transport, cycling and walking and prepare for carbon free modes of transport. In this case that development incorporates in curtilage car parking, with the site benefitting from access to nearby public transport links along Plymouth Grove and Upper Brook Street. Given the nature there would be generation of car parking would be related to staff and visitors rather than residents. It is considered in this case that any impact would be predictable and capable of being managed. Compliance with policy T1 would thereby be achieved.

Policy T2 (Accessible areas of opportunity and need) - Policy T2 states that the Council will actively manage the pattern of development to ensure that new development is easily accessible by walking, cycling and public transport; connecting residents to jobs, centres, health, leisure, open space and educational opportunities. Policy T2 requires that appropriate car parking and cycle storage is provided. The site is in a sustainable location of the application site, in terms of access to public transport. Some on-site car parking and cycle storage would be provided. It is considered that the development would be suitably related to policy T2, particularly as a staff travel plan has been recommended.

Policy DM1 (Development Management) - Policy DM1 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. Relevant considerations in this case are:

- a. Appropriate siting, layout, scale, form, massing, materials and detail;
- b. Impact on the surrounding areas in terms of the design, scale and appearance of the development to ensure that development has regard to the character of the surrounding area;
- c. Effects on amenity, including privacy, light, noise, vibration, air quality and road safety and traffic generation;
- d. Accessibility: buildings and neighbourhoods should be fully accessible to disabled people with new development providing access to all via sustainable transport modes;
- e. Community safety and crime prevention;
- f. Design for health;
- g. Adequacy of internal accommodation and external amenity space;
- h. Refuse storage and collection.

The development would be related to the existing property and therefore would not result in the formation of any related extensions. As stated, the development would limit occupancy by up to 6 residents with support staff to ensure that the character of the surrounding residential area would be maintained. It is also considered that activity in and around the site would be predictable and manageable, including traffic generation. Any noise associated with the development would be consistent with residential occupation. The applicant has confirmed that appropriate security measures would be put in place. The proposed quality of living space within the reconfigured property would be acceptable. A condition has been included to ensure that the proposed waste management arrangements adequately accommodated segregated waste streams. It is therefore considered that the development would comply with policy DM1.

Unitary Development Plan (UDP) saved policies -The following saved policies are relevant to the assessment of the development:

Policy DC2 (Rest Homes and Nursing Homes) – Relates to the assessment of planning applications for rest homes, nursing homes and other uses within Class C2 of the Use Classes Order and requires that consideration is given to:

- a. The effect of the operation of the business on the amenity of neighbouring residents;
- b. The standard of accommodation for the intended occupiers of the premises, including the availability of private outdoor amenity space;
- c. The effect of the proposals on visual amenity;
- d. The availability of adequate, safe and convenient arrangements for car parking and servicing;
- e. The ease of access for all, including disabled people;
- f. The desirability of avoiding an over-concentration of special needs or housing in any one area of the City;
- g. The desirability of broadly maintaining the existing character of a residential street or group of adjoining streets.

It is considered that the proposal would achieve these objectives through the provision of care facilities that would respond to a recognised care needs of adults requiring more comprehensive residential care. The applicant has demonstrated that the development can be appropriately managed as a small-scale care home without unduly affecting the residential character of the surrounding area. The development would also be supported with an appropriate standard of accommodation and amenity space. Policy DC2 would thereby be accorded with.

Policy DC26 (Development and noise) – Requires that consideration be given to the likely generation of noise attributable to new development. It also identified the associated need to manage the potential impact of noise through the implementation of any identified attenuation measures.

In this case, it is considered that noise would be generated by the proposal would be consistent with occupation by a larger family. The development would be limited to 6 residents by condition thereby achieving a level of occupancy that would limit noise and disturbance. The development is therefore capable of achieving accordance with policy DC26.

Guide to Development in Manchester: Supplementary Planning Document and Planning Guidance - The Guide aims to support and enhance the on-going shaping of the City by providing a set of reasoned principles which will guide developers, designers and residents to the sort of development we all want to see in Manchester.

The following paragraphs are relevant:

- i. Section 3 Accessibility;
- ii. Section 8 Community Safety and Crime Prevention.

For the reasons set out in this report, it is considered that the development would positively respond to the above guidance.

Positive and proactive engagement with the applicant - An amendment to the DMO, which came into effect on 1st December 2012, requires every decision notice relating to planning permission and reserved matters application to include an explanation as to how the local planning authority have worked with the applicant in a positive and proactive manner based on seeking solutions to problems which arise during the determination of the planning application.

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. In this case, officers have engaged with the applicant to secure clarification of the characteristics of the proposed uses leading agreement that it should be considered as a Class C2 development. Further discussions have ensured the submission of sufficient information, including details of staffing arrangements, to allow the development to be appropriately assessed.

Principle of the development – The proposal relates to a property that is currently vacant but retains a license for use as an 8-person house in multiple occupation (HMO), albeit without planning permission. It has been established that the HMO use

was in place from 1997 onwards and thereby demonstrates that the property has a history of shared residential occupation with characteristic noise and activity. The applicant originally applied for a Class C3B use, which would allow 6 unrelated people to live as a single household whilst receiving on-site support. Following an assessment of the proposal it was found that the level of care required in support of residents would be consistent with the formation of a Class C2 (Residential care home). The development has received support from the Supported Needs Monitoring Group (SNMG), which comprises stakeholders involved in the co-ordinated provision of social care in Manchester. The development would respond to an identified adult social care need. However, in response to the size of the property and constraints of the site, a condition has been included to limit occupation to 6 residents and for the use to be implemented in accordance with the submitted management plan. It is therefore considered that the principle of the development is acceptable.

Proposed care provision – The planning application has been submitted by Daisy-Fieldz Ltd, which is a care provider established in 2017 and registered with the Care Quality Commission (CQC). The company operates an existing care home in Manchester, which provides nursing and personal care for adults with learning and physical disabilities. The residents are under and over 65 years of age.

Residential amenity – The concerns of local residents have been considered. The SNMG, as part of its assessment of the development, has not identified any potentially adverse impact on existing levels of social care and supporting service infrastructure in the surrounding area. However, it is acknowledged that there are a variety of supported living and social care facilities in the local area but it is considered that the development would provide a relatively low level of occupation that would be restricted to 6 residents by the operational condition described above. It is therefore considered that the development would not produce unduly harmful levels of activity. The residential character of the surrounding area would thereby be maintained.

It is noted that there would be activity associated with the proposed use including comings and goings of the residents as well as staff. However, it is not considered that the activity would be such to warrant a refusal of planning permission. Large family houses can often lead to similar levels of activity. It is also the case that the property has also previously been used as a large scale house in multiple occupation with a far greater potential for noise and disturbance. By limiting the number of residents, it is considered the levels on activity, noise and disturbance in and around the property would be comparable to its occupation by a large family.

Accessibility – The provision of inclusive access would be affected by the constraints of the property, which includes steps to its principal entrances. It is acknowledged that 5 of the proposed bedrooms would be located on the first floor and the provision of a through floor lift may be unviable given the scale of the development. However, circumstances may change and access to the upper floor may be required in the future. The provision of ramped access points may prove beneficial should improvements to internal access arrangements be brought forward at a later date. Notwithstanding the above, the proposal involves the formation of a resident's bedroom on the ground floor. The provision of ramped access to at least one external doorway would facilitate future occupation of this bedroom by a resident with reduced

mobility. In response, a pre-commencement condition has been recommended relating to the submission and approval of access arrangements to the ground floor of the property, including details of the siting and appearance of access ramps, balustrades and level thresholds to external doorways and confirmation of door set widths to facilitate access. The condition requires that approved scheme be fully implemented upon commencement of the authorised development and maintained in situ thereafter. It is considered that satisfactory access can therefore be achieved.

Staffing arrangements – The applicant has indicated that up to 6 staff would be employed (5 full-time and 1 part-time) and on-site during the day-time shift. The night-time shift would consist of 2 over-night staff. Additional specialist support staff would be in attendance on a periodic basis. It is considered that the staffing levels have been demonstrated to be necessary but proportionate in terms of additional activity in and around the site, including traffic generation and on-street car parking. It is also noted that the development may provide some employment opportunities for care staff in the local area.

Car parking, cycle parking and highways issues – Concerns raised by local objectors relating to on-street car parking are acknowledged. Whilst there may be some incidence of on-street car parking associated with neighbouring use, it is considered that this is more likely to occur within the western sections of Daisy Bank Road, i.e., in closer proximity to MRI. The applicant has indicated the provision of 3 car parking spaces within the curtilage of the site. It is considered that any traffic and on-street car parking generated by visitors is likely to occur during the evening periods and at weekends when demand for peak time car parking is reduced. On balance, it is considered that traffic generated by the development is likely to be predictable and capable of being managed. The applicant has indicated the provision of 3 cycle stands. A condition has been recommended to ensure that the specification of a secured cycle enclosure is approved and implemented as part of the development.

Staff travel plan - The applicant has sought to reduce reliance on private car usage through the provision of 3 cycle stands. The site also benefits from its walking distance proximity to bus routes. The provision of cycle storage and availability of public transport give confidence that an appropriate staff travel plan could be delivered to further reduce private car usage. An appropriate travel plan condition has therefore been recommended.

Amenity space and landscaping – The existing residential gardens would be retained, including hard surfaced areas within the front garden. It is considered that the relatively large rear garden would provide a satisfactory amenity space for residents.

Waste management – The proposed location for the location of a waste storage enclosure, adjacent to the western site boundary, is acceptable. The applicant has been asked to expand the identified arrangements for the storage of general and clinical waste to include segregated waste streams. It is considered that the capacity of proposed storage enclosure is capable of being amended to provide satisfactory storage. The development has been conditioned to require the approval and implementation of satisfactory arrangements.

Servicing – Consideration has been given to the Environmental Health request for a condition to manage times for the undertaking of services and deliveries. It is considered that, as development shares many of the characteristics of occupation by a larger family, such a condition would be an onerous requirement in this case.

Crime and security – The frontage of the application site is highly visible from Daisy Bank Road and existing gates and fencing at the side of the house separates the front and rear garden. The applicant has indicated that the development would be required to meet the security requirements for care home registration.

Notwithstanding the above, a condition has been recommended that identifies existing security arrangements and details improvements that can be incorporated into the development in response to the comments of GMP Design for Security. It is considered that appropriate security arrangements can be incorporated into the development prior to the commencement of the proposed use.

Flood risk and drainage - The site is located in Flood Zone 1 and therefore has a low risk of flooding. The development is consistent with a residential use and therefore there is no requirement for any additional drainage mitigation.

Conclusion – It is considered that the proposal would provide care facilities for adults requiring more comprehensive residential care. The applicant has demonstrated that the development can be appropriately managed as a small-scale care home without unduly affecting the residential character of the surrounding area. The development is therefore considered to be acceptable subject to the recommended conditions.

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

Protocol 1 Article 1, and Article 8 where appropriate, confer(s) a right of respect for a person's home, other land and business assets. In taking account of all material considerations, including Council policy as set out in the Core Strategy and saved policies of the Unitary Development Plan, the 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 based on seeking solutions to problems arising in relation to dealing with the planning

application. In this case, officers have engaged with the applicant to secure clarification of the characteristics of the proposed uses leading agreement that it should be considered as a Class C2 development. Further discussions have ensured the submission of sufficient information, including details of staffing arrangements, to allow the development to be appropriately assessed.

### **Condition(s) to be attached to decision for approval**

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:

Planning application forms received 26 November 2020;  
 Location plan with a red edge received 14 October 2020;  
 Proposed ground and first floor layout received 12 November 2020;  
 Proposed site layout drawing ref: PL-01 Rev A received 26 November 2020;  
 Statement of purpose (Management Plan relating to 39 Daisy Bank Road) received 8 October 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 for the City of Manchester.

3) The planning permission hereby granted relates to the use of 39 Daisy Bank Road as residential care home (Class C2) for occupation by a maximum of 6 residents with support staff providing day and over-night care.

Reason – For the avoidance of doubt and in the interests of residential amenity, pursuant to policies SP1 and DM1 of the Core Strategy for the City of Manchester.

4) Before the occupation of the authorised development a scheme shall be submitted to and approved in writing by the City Council as local planning authority detailing the provision of arrangements to the ground floor of the property, including details of the siting and appearance of access ramps, balustrades and level thresholds to external doorways and confirmation of door set widths to facilitate access. The agreed scheme shall be fully implemented upon commencement of the authorised development and maintained in situ thereafter.

Reason – In order to secure inclusive access to the property and in the interests of residential amenity, pursuant to policies SP1 and DM1 of the Core Strategy for the City of Manchester.

5) The car parking area shall be demarcated in accordance with the detail on drawing referenced: Proposed site layout drawing ref: PL-01 Rev A received 26 November 2020 upon commencement of the development and maintained in situ thereafter.

Reason – To ensure the provision of appropriate car parking and in the interests of residential amenity, pursuant to policies SP1, T2 and DM1 of the Core Strategy for the City of Manchester.

6) Before the occupation of the development, a scheme detailing the specification, siting and appearance of secured 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 upon occupation of the building, which shall be maintained in situ thereafter for use by staff only.

Reason - In the interest of residential amenity and to promote sustainable transportation modes, pursuant to policies SP1, T1, T2 and DM1 of the Core Strategy for the City of Manchester.

7) Before the occupation of the development, a scheme for the storage (including segregated waste recycling, general waste and clinical) and disposal of refuse has been submitted to and approved in writing by the City Council as local planning authority. The details of the approved scheme shall be implemented upon occupation of the building and shall remain in situ whilst the use or development is in operation.

Reason - In the interests of residential amenity and to secure appropriate arrangements for the storage and collection of segregated waste and recycling, pursuant to policies SP1, EN19 and DM1 of the Core Strategy for the City of Manchester.

8) Before the occupation of the development, a drawing detailing the siting and appearance of an enclosure for the storage of segregated waste containers shall be submitted to and approved in writing by the City Council as local planning authority. The details of the approved drawing shall be implemented upon occupation of the building and shall remain in situ whilst the use or development is in operation.

Reason - In the interests of residential amenity and to secure appropriate arrangements for the storage and collection of segregated waste and recycling, pursuant to policies SP1, EN19 and DM1 of the Core Strategy for the City of Manchester.

9) Before the development hereby approved is first occupied a staff travel plan shall be submitted to and agreed in writing by the City Council as Local Planning Authority. In this condition a staff travel plan means a document which includes:

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



Within six months of the first use of the development, a revised staff 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 staff travel plan which has been approved by the City Council as local planning authority shall be implemented in full at all times when the authorised development is in use.

Reason - To assist promoting the use of sustainable forms of travel to the authorised care home (Class C2), pursuant to policies SP1, T2 and DM1 of the Core Strategy for the City of Manchester and the Guide to Development in Manchester SPD (2007).

10) Before the occupation of the development a scheme shall be submitted to and approved in writing by the City Council as local planning authority relating to the provision of measures to improve on-site security and to reduce the risk of crime. The scheme shall review existing security arrangements and detail related improvements that can be incorporated into the development. The approved scheme shall be implemented prior to the occupation of the development and maintained in situ thereafter.

Reason - To reduce the risk of crime, pursuant to policies SP1, EN1 and DM1 of the Core Strategy for Manchester and to reflect the guidance contained in the National Planning Policy Framework.

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

The documents referred to in the course of this report are either contained in the file(s) relating to application ref: 128189/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.

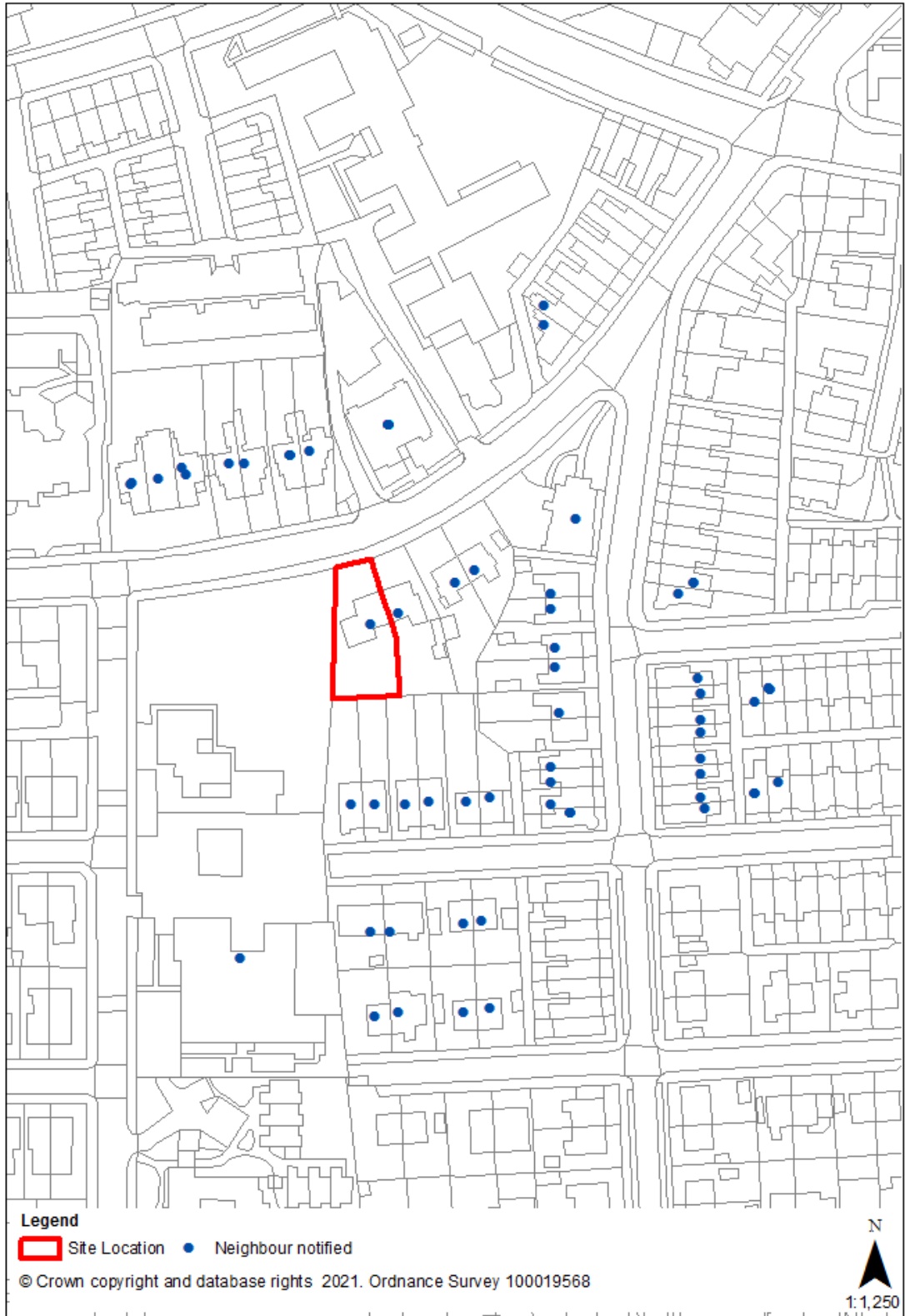
#### **The following residents, businesses and other third parties in the area were consulted/notified on the application:**

Environmental Health  
Highway Services  
Greater Manchester Police  
Supported Needs Monitoring Group

**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 :** Carl Glennon  
**Telephone number :** 0161 234 4530  
**Email :** carl.glennon@manchester.gov.uk



<b>Application Number</b>	<b>Date of Appln</b>	<b>Committee Date</b>	<b>Ward</b>
121252/FO/2018	13th Sep 2018	21st Jan 2021	Deansgate Ward

**Proposal** Partial reconfiguration of existing Multi-Storey Car Park (MSCP), including temporary access off Great Marlborough Street, construction of 5 storey external ramps, closure of vehicular access to top level; and construction of new facade; and partial demolition of the surplus part of existing MSCP and erection of a part 55, part 11 storey, part 4 storey mixed-use building comprising 853 Purpose Built Student Accommodation units (sui generis), ancillary amenity space and support facilities, and 786sqm (GIA) SME incubator workspace (Use Class B1), including public realm improvements and other associated work

**Location** Great Marlborough Street Car Park, Great Marlborough Street, Manchester, M1 5NJ

**Applicant** GMS (Parking) Limited, C/o Agent,

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

## EXECUTIVE SUMMARY

The proposal would create 853 purpose built student accommodation units and 786 sqm of SME incubator workspaces within a part 55, part 11, part 4 storey building with associated amenity and support facilities.

Three rounds of neighbour notification took place due to amendments being made during this application. This generated objections from Macintosh Village Management Company, Councillor Marcus Johns, Councillor William Jevons as well as 134 individual objections (73 of which supported the objections of the Management Company). Manchester Metropolitan University Support the proposal.

## Key Issues

**Principle of the proposal and the schemes contribution to regeneration** The development is in accordance with national and local planning policies, and the scheme would bring significant economic, social and environmental benefits. This is a brownfield site, previously developed as a car park and is located in a highly sustainable location close to Oxford Road, the University Campuses and public transport modes and amenities. The proposal accords with policy H12. The proposal has University Support, is sustainable and provides an appropriate standard of accommodation (including supporting the wellbeing of students) and meets carbon objectives.

**Economic** The proposal would result in £130 million of investment and deliver 853 student beds. The ability to attract students, particularly as a high proportion of graduates stay in the City once they have finished their course, is vital to a successful and thriving economy. 3,130 direct and indirect construction jobs are

expected to be created. 15 jobs would be created once the development becomes operational together with 52-79 jobs associated with the SME space.

**Social** A local labour agreement would ensure that Manchester residents are prioritised for construction jobs. The provision of high quality student accommodation is vital to attract the right skills to the city given the high graduate retention rates. Amenity areas in the student accommodation and the SME spaces would allow for interaction and sharing of ideas and well as supporting student welfare.

**Environmental** This would be a low carbon building in a highly sustainable location. The development would be car free with active travel and use of public transport encouraged. 290 car parking spaces would be removed from the site which would reduce emissions and EV charging points cycle spaces would be provided. There would be public realm improvements around the with trees and hard landscaping. Biodiversity would be improved with new habitats created including bird and bat boxes. Flood risk can be managed and the adjacent watercourse utilised for drainage to minimise the pressure on the local sewer network.

The height, scale and appearance would be innovative and contribute positively. Secured by Design principles would ensure the development is safe and secure. Waste management would prioritise recycling to minimise the amount of waste going to landfill.

**Impact on the historic environment** Any harm to heritage assets would be less than substantial and would be outweighed by the economic, social and environmental public benefits of the scheme, in accordance with the provisions of Section 66 and Section 72 of the Planning (Listed Building and Conservation Areas) Act 1990.

**Impact on local residents** The impact on daylight/sunlight, overlooking and wind conditions are considered to be acceptable in this context. Construction impacts would not be significant and can be managed. Noise outbreak from plant would meet relevant standards and the operational impacts of the accommodation can be managed.

A full report is attached below for Members consideration.

## **Description**

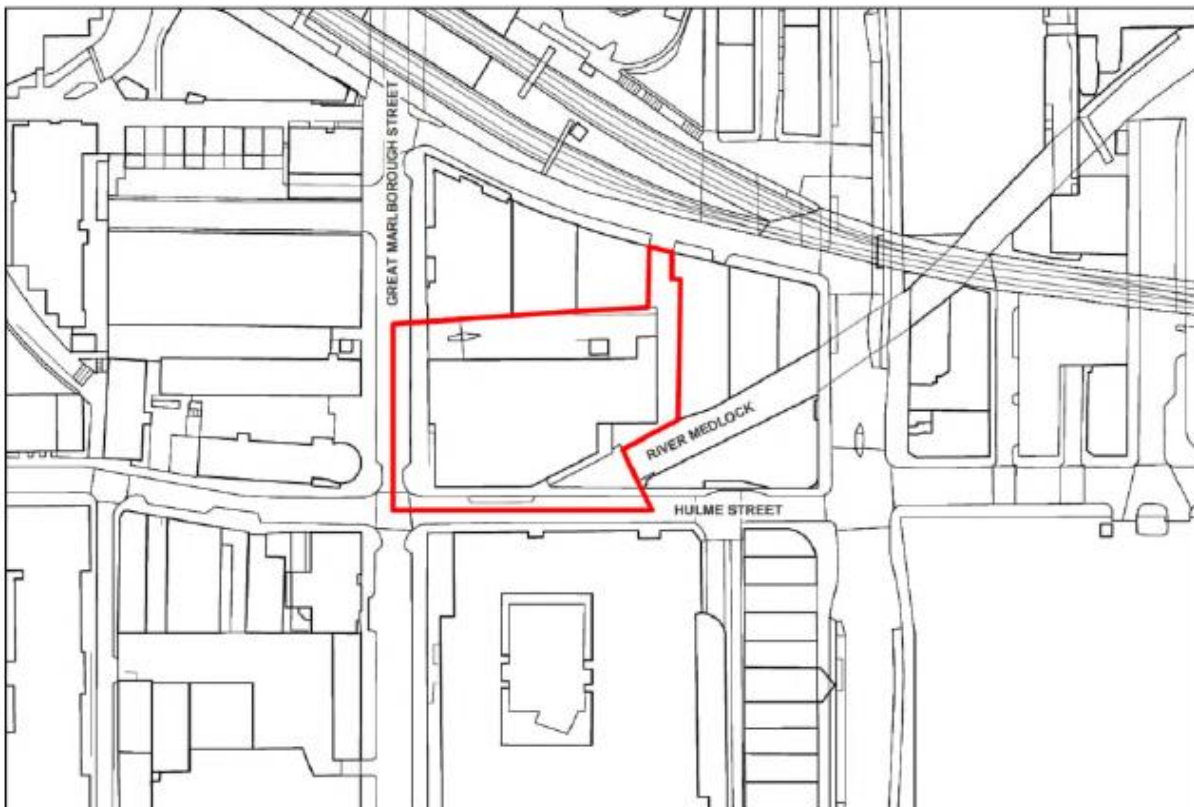
The site is approximately 0.22 hectares at the corner of Great Marlborough Street and Hulme Street and comprises a 5 storey Multi Storey Car Park (MSCP) and ground floor commercial unit. Vehicle access to the MSCP is from Great Marlborough Street. The site is within 'The Corridor Manchester' which is a major regeneration priority.

Macintosh Village, an established residential community, is on the opposite side of Great Marlborough Street. Liberty Heights and 1-5 New Wakefield Street are to the north and north east and provide high-rise purpose-built student accommodation on New Wakefield Street. This area contains residential and commercial developments which provide an active frontage to the railway viaduct.



***Existing MSCP at the application site***

To the east of the site is the Holiday Inn Express and the River Medlock and a range of commercial, retail and leisure uses which front Hulme Street.



***Location plan***

The site is not within a Conservation Area but owing to their age and format, some buildings in the local area could be considered to be non-designated heritage assets. The Whitworth Street Conservation Area is to the north east and the following listed buildings are nearby, the Former Refuge Assurance Company Offices ( the Principal Hotel) Grade II\*, Oxford Road Station and platforms, the Dancehouse Theatre, the Dalton Statue at Dalton College and Chatham Mill, all Grade II.

This is a highly sustainable area close to Oxford Road station with Deansgate/Castlefield Metrolink Station and Deansgate Station are nearby.

### **The Proposal**

The site contains a lower ground and 5 storey 391 space MSCP and a commercial unit fronting Hulme Street and Great Marlborough Street. Approximately 100 spaces within the car park are subject to long leases.

Planning permission is being sought to reconfigure the car park to provide 101 spaces, 20% of which would be fitted with an electric car charging point, (a loss of 290 spaces) with modification to its height and elevations. A 64 space secure cycle store would be created specifically for use by local residents.

Between 30-40 spaces are currently in use at any one time, however, it is understood that there a leasehold arrangement for 100 spaces. The proposal would retain the spaces which are subject to the lease arrangement and would be kept operational at all times in line with the current provision.

The changes to the car park would allow the erection of a part 55, part 11, part 4 storey mixed use building providing 853 purpose-built student accommodation units. The accommodation comprises individual studios with kitchen, shower, study area and sleeping accommodation. 9% of the development would be adaptable and suitable for those in a wheelchair.



***View from Hulme Street***

99% of the room sizes would range between 17.2 sqm and 27.3 sqm. Room sizes at Vita (Circle Square (18.2 sqm)), River Street (18.6 sqm) and Liberty Heights (18.8 sqm). The proposal would provide the largest average room size of these schemes.

The building would include a range of amenities including gym, private dining rooms, laundry, TV and games rooms, study areas and seating areas totalling 582 sqm.

262 cycle spaces would also be provided at the ground floor store with direct access from the street. 60 bikes would be freely available to students for those who do not have a bike.

Incubator workspaces would be provided, which would also be accessible to students, providing a unique opportunity for students to work alongside SMEs in a professional and collaborative environment.

The applicant also has an events programme specifically designed to support the physical and mental wellbeing of students and actively promote social interaction and the use of the onsite facilities.

The proposals include public realm improvements along Hulme Street and on-street planters on Great Marlborough Street. A dedicated ground floor bin store would contain general waste and recycling bins.

## **The planning submission**

This planning application has been supported by the following information:

- Supporting planning statement;
- Tall buildings statement;
- Design and access statement;
- Environmental standards statement;
- Travel plan;
- Waste management plan;
- Telecommunication assessment;
- TV reception statement;
- Crime Impact Statement;
- Archaeology;
- Ecology Report; and
- Ventilation strategy.

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

- Construction methodology and programme;
- Consideration of alternatives;
- Townscape and visual impact assessment;
- Built Heritage;
- Noise and Vibration;
- Sunlight, daylight and overshadowing;
- Traffic and transport;
- Flood risk, drainage and water resources;
- Wind microclimate;
- Air quality;
- Ground conditions and contamination;
- Socio-economic assessment;
- Human health; and
- Climate change.

## **Consultations**

The proposal has been advertised as a major development, as being of public interest, as affecting the setting of Listed Buildings and Conservation Areas together with being an EIA development. A Site notice was displayed. Notification letters have been sent to an extensive area, local residents and businesses.

Three rounds of neighbour notification have been carried out. The comments received can be summarised below.



## First notification

### *Macintosh Village Management Company*

A detailed objection from Macintosh Village Management Company was received supported by 216 residents (80 have a car parking space in the MSCP). This is a lengthy objection and summary is provided below:

Residents have creased homes in the area and contributed towards creating a neighbourhood. This has produced significant Council tax contributions, with some buildings being 100% owner occupied. Service charges have contributed towards creating and maintaining this residential quarter of the city. These service charges are not sustainable as purpose built student accommodation in the area increases. The proposal would create a high concentration of sui generis accommodation with over 72% of accommodation within 100 metres of the site within this established residential area.

Crime has increased by one third since the opening of Liberty Heights. Macintosh Village is a successful and vibrant residential neighbourhood. The density and largely regular building form of the Village, together with its narrow street, would mean the impact of a tall built such as this would be dominate, remove daylight, privacy and overlook.

This tall building, with a 165 metre cladded gable end would turn its back on our neighbourhood. In turning its back to the neighbourhood, it would present large frontages in parallel to the 37 storey Liberty Heights and the Quadrangle creating canyons. This would create new microclimates into Macintosh Village accelerating south westerly and north easterly winds. This would make standing, siting and cycling unsafe particularly in winter. Many of the public spaces, balconies, gardens and shared spaces have not been included in the wind assessment and Unite and Circle Square were added retrospectively. The methods and findings have not been presented and no mitigation is proposed.

The applicant plays down the requirements of Policy H12 and does not have the support of the Universities. The proposal is a niche product that does not meet the needs of the majority of students. It would affect the potential of the area to create family accommodation. It would change the residential neighbourhood of Macintosh Village and result in a unacceptable loss of amenity. The proposal is not complaint with plans or policies for this area and should be refused.

This applicant attempts to claim precedents for tall building in this residential area with a tight urban grain. There are no material considerations for precedents in planning. The location for a tall building is further challenged as the site is not a key nodal point on the corner of either of the four nodes of the grid street pattern that frames Macintosh Village: Oxford Road, Oxford Road Station, Chester Street or Cambridge Street. The site is in the village and some distance along the narrow Hulme Street.

The building is over dominant and out of scale with its surroundings. How many landmarks does a 100m radius of the site needs before they work against each other and produce a harsh discordant mix.

The application would result in a cluster of tall buildings. A cluster of tall buildings can offer shelter to one another and push the windy areas to the edge of the cluster. The site would be at the edge of the cluster and be particularly exposed to the prevailing south west winds and cold north easterly winds. The north easterly wind would shoot directly across Oxford Road where those standing, sitting and vulnerable pedestrians (cyclists) would be significantly at risk. This is also replicated at Oxford Road Station. Two independent wind surveys should be carried out together with a wind tunnel analysis along with other criteria outlined in the objection letter. This would ensure the technical quality and robustness of the wind statement.

The substantial architectural and design challenges of this site result in a building with large frontages exposed and this accelerates the most sensitive wind directions. The applicant has not correctly modelled nor identified streets, buildings nor considered issues identified in the local area or any mitigation measures.

Similar proposals have been refused at 20 storeys and this proposal is for 55 storeys. Buildings should be developed in similar style and height to the existing buildings. The building would also overlook and overshadow nearby buildings and detract from the listed former Refuge Assurance Clock Tower and Oxford Road Station.

There are impacts from 'no car buildings' and impact on crime.

The design and choice imitation brick cladding will affect the articulation of the mills and chimney including those which are grade II listed. The application introduces a harsh discord with the use of imitation and unavoidable uniformity of mortar and fake brick cladding which would detract from both old and the new.

The proposal would cause overlooking the back to back distances being below 20 metres as described in the residential quality guidance. Living rooms and balconies from the Quadrangle overlook Hulme Street. The applicant acknowledges material reductions in daylight and sunlight levels from the massing and height of the building. The Quadrangle would be shrouded by an application which faces 45 degrees either side of north and is impacted further by the development being within 20 metres of it.

The tall building would negatively impact on the character and atmospheric quality of the buildings in the area, narrow streets, patios, gardens and shared spaces. The applicant has not considered all relevant properties in the area and the impact of the development on daylight and sunlight.

The design and access statement is inadequate and does not consider the impact on existing residents car park by the development. There was inadequate consultation with local residents prior to the submission of the application.

Residents are concerned with inflation of land values in relation to building tall buildings. By flipping purpose building student accommodation projects so quickly, it is clear the market returns and operating models exceed those of the market. The

applicant appears bullish on the land parcels around the site and this is of great concern. The applicant is attempting to reverse the Macintosh masterplan and create a densification of student accommodation within a residential neighbourhood.

Obtaining planning permission on this site would inflate the land value and improve the viability and deliverability of the scheme. This is contrary to policy EN2. The distortion of land value in the city and surrounding area affects all schemes. It is crucial that the deliverability of the proposed tall building is proven. Unimplemented planning permissions for tall buildings can have a significant impact on land value and can distort the market in an unacceptable manner. This can hinder development of other sites and impact their deliverability and regeneration of an area.

There are ground conditions risks and flood risks. There are also air quality risks from demolishing the car park creating dust in the residential area.

The applicant presents 'The Fallowfield Fallacy' as a way to support their proposal. Their product is niche and does not meet need in affordability or space the students using HMOs in areas like Fallowfield would require. The impact on student accommodation has been felt on this area, When Liberty Heights opened, crime and anti-social behaviour increased. A balanced neighbourhood has many benefits – Council tax and creation directly attributed from residents. If properties are occupied by students, this is no longer sustainable. Students are Council tax exempt and it puts a strain on local services such as health. These problems are heightened in areas where between 20-40% are student households. Once the 20% threshold is reached problems become hard to manage. The Councils policy is 10% threshold.

The proposal does not comply with policy H12 for the following reasons:

- Proximity to public transport – students use UBER and not public transport as it evident from experiences at Liberty Heights due to fear of crime. This blocks carriageways and disrupts available on street parking;
- Regional Centre (including Oxford Road) and low carbon developments – the proposal is not sustainable and does not generate green energy sources;
- High density developments comparable with existing developments and not lead to on street parking - the proposal would lead to a high concentration of students – 72% within 100m of the site. No parking would be available which would lead to use of on street bays and congestion by UBER and taxis which is already an issue in the local area.
- Regeneration – the proposal would have a negative impact on the local area from wind, overshadowing, loss of privacy and daylight.
- Safety and security – as above;
- Waste management is inadequate for the development;
- Need – the applicant market is international students. The price point would not be available to most students and would remove adaptable rooms. There is degree of uncertainty to justify the need for the accommodation.

73 individual comments have been received which support the objections of Macintosh Village Management Company.

20 individual objections have been received and the comments can be summarised as follows:

- It would disrupt access to the car parking spaces in the MSCP;
- It would overshadow neighbouring buildings which would affect residential amenity.
- It would substantially dwarf the student castle building and is far too large;
- It would increase noise, traffic and would be out of place in the local area;
- It would result in a loss of privacy from overlooking;
- It would cause a wind tunnel effect within Macintosh Village and this issue has not been properly taken into consideration;
- Despite its brick façade it would not complement the local area and would stick out amongst the other buildings in the area;
- The exit/entrance of the car park on Hulme Street causes issues of manoeuvrability;
- There has been a lack of consultation with those who have a car parking space in the building;
- It would cause 4 years of disruption in the local area along with the other developments in the local area;
- There is not sufficient demand for student accommodation in the area as there are no actual increases in student numbers;
- There would be unacceptable impact on Chorlton Mill as a result of loss of light and loss of privacy from overlooking;
- It is 40% taller than Liberty Heights which is excessive and would have an impact on nearby listed buildings. The prevailing character of the area is 8 storeys;
- It would impact on resident's mental health and affect the value of properties;
- The scale would reduce the amount of natural light which can be seen from nearby residents windows;
- There is a lack of services to support students and they would create rubbish, noise and crime. The students do not pay Council tax and therefore do not contribute to the services which are required to resolve this;
- This part of the city is turning into a student ghetto and in the summer months it is empty in this area which contributes to the lack of community. There needs to be a greater focus on housing for everyone not just students and luxury flats;
- A smaller proposal would be acceptable that would be 9 storey and focused on SME accommodation or affordable housing;
- The proposal would have a negative impact on the surrounding listed buildings;
- The accommodation is small the impact on student wellbeing is concerning;
- It is not clear what impact will be on the leaseholders who park in the car park;
- It is not clear if the proposal would interfere with TV reception in the area;
- The current car park height is in keeping with the scale of developments in the area. At 55 storeys, this development would be one of the tallest buildings in Manchester and there would be 100s of window overlooking residential properties resulting in a significant loss of privacy;
- It would cast a significant shadow on the Quadrangle eliminating any natural sunlight and a drastic reduction in natural light;
- It would result in an overdevelopment of a very small site;

- The student accommodation is like a small cell with no room for interaction within each room and no shared student living spaces. This would be detrimental to the wellbeing of the students;
- There is only one single escape stair which poses a fire risk;
- Bikes would need to be carried up a staircase which is a fire risk;
- Dispute the level of occupancy of the car park suggested by the applicant;
- The cost of the accommodation being created at this development would be out of reach for most students.

## **Second Notification**

Following receipt of additional information relating to the size of the studio apartments, amount of amenity floor area, cycle provision and co workspace a further notification on the was carried out.

30 individual objections have been received and the comments can be summarised as follows:

- It would take away car parking spaces where there is already limited;
- The size is excessive, would be out of keeping with Macintosh Village, the conservation area and would be a huge eye sore in the Manchester skyline. The visual impact would be overwhelming with the building overshadowing a densely packed residential area. There is no case for such a tall building;
- The access from Hulme Street would have impact on the junction with Oxford Road. Hulme Street is also too narrow to accommodate the traffic on this road;
- 853 students would create intensive food and internet deliveries together with Uber and Taxis. This would lead to congestion and worsening of air quality;
- It is not clear how residents would access the car park during construction and operational phases;
- There is no contribution to the public realm and rely on other planned developments in the area for this;
- Noise and disturbance from vehicles in the area;
- Loss of privacy to the apartments in the Quadrangle;
- Lack of demand for student accommodation given the number of blocks being developed in the area;
- There would be impact on light to a number of surrounding developments;
- It is too tall and would a precedent for other tall building;
- It would impact on property prices in the area;
- There would be 20 metres or less between the proposal and surrounding living accommodation at the Quadrangle this would impact on light and block views;

## **Third Notification**

Following receipt of additional information relating to the MSCP (including retaining of the entrance to Great Marlborough Street), reduction of spaces to 101, elevational alterations to the MSCP, introduction of a four storey amenity blocks to Great Marlborough Street, revision to the Energy Strategy, revisions to the waste management strategy, revisions to the lay by to Hulme Street, introduction of electric car charging points and cycle provision to the MSCP, internal alterations to the

student accommodation, introduction of art work to the Great Marlborough Street elevations and details of a student wellbeing strategy. Amendments and revisions were also made to the Environmental Statements (ES).

### *Macintosh Village Management Company*

A further detailed objection from the Management Company has been received. This is a lengthy objection and summary is provided below:

- The revisions are significant and should be subject to further consultation with residents by the applicant;
- MSCP: There are concerns with regards to the means of access to the MSCP, number of spaces, Easements / private rights of way issues, removal of street level access to car park due to engine room, ramps only 2m wide from Student Castle and Wakefield House creating an 'alley' for residents to access the cycle store, the number of disabled spaces is reduced from 20 to 5, the location of the five disabled space on the plan appear at the furthest points on each floor from access and fire escape, two way ramps system and internal traffic light system for safety has been removed for one lane ramps;
- Highways and logistics: Hulme Street distance with hoardings 4.6 m means 2 cars cannot pass, further details on temporary car park access required including - Entrance and exit points, dimensions from crossroads to entrance/exit, total length of the pavement/highway dedicated to these entrance / exit points from the edge of the building to include at least two cars stacking, gradient of the hill for these locations and mitigations for cars rolling backwards, crossroads correctly describing as narrowed and those dimensions included and fire escapees/strategy, further details on the cranes including location and need for road closures and how this would affect access to other car parks; clarification on demolition and a structural survey should be undertaken on the car park;
- Mitigation measures: Question whether mitigation measures for reducing anti-social behaviour have been removed along with mitigation of mirrored walls and 'harm' to nursery, treatment to windows with regard to overlooking/light pollution, whether the windows are fully openable and are noise mitigation measures required, clarification on waste management arrangements;
- Wind: Request for street and building locations together with mitigation measures and how the scheme interact with an unplanned cluster in close proximity;
- Due to timeframe since 2018 application – request current verified views are updated;
- A condition was moved from Student Castle V1 to the MSCP for 84 cycle spaces and other items. This was to facilitate the proposed reception area as a cycle store converting to an internal use only gym. Can the applicant confirm this condition will be continued and are in addition to the 64 cycle spaces net new cycle spaces. They are described for "residents". Is this exclusive to Macintosh Village and not Student Castle V1? Which cycle store will house the 64 cycles for Macintosh Village? Will cycle store house the conditioned 84 cycles for Student Castle V1?;
- Clarification regarding the energy tariff referenced in the energy strategy;

- Contamination – requests details of containment strategy and safety during temporary car park and whether ventilation plan and mitigation for car park remains;
- Contract parking rights – states these are leaseholder rights and covenants. Would like to see advice from agent and officer;
- Delivery: All residents of Macintosh Village were promised by Taylor Wimpey of a future option to purchase a car park space or additional space;
- Restrictive covenants exist on the land;
- The car park was acquired with long leasehold rights and conditions;
- Taylor Wimpey affirmed this was a car park without development gains during negotiation and did not transfer assignment to GMS of any material rights or reservations under the leases owned by the 999-year leaseholders;
- GMS has a lack of legal rights to pursue the application due to the inability to carry out any permission;
- The car park works will be detrimental to payment of residential mortgages due to the impact on the lease;
- The development works and reduced Car Park would constitute substantial interference with the right of way, right to park and permanent loss of access/amenity. The Lease (which GMS are not party to) does not in itself permit redevelopment of the Car Park in a way which would reduce the number of car parking spaces potentially available to the tenants, who are 999-year leaseholders;
- Taylor Wimpey affirmed this was a car park without development gains during negotiation and did not transfer assignment to GMS of any material rights or reservations under the leases owned by the 999-year leaseholders. The estates were transferred to the RMC MVML. GMS was not party to the block lease, has not taken on an assignment of the lessor's interest, and is not a person entitled to the reversion immediately expectant upon the determination of the term. GMS does not fall within the definition of "Landlord" (in relation to 102 long leaseholders with a right to park) and would not take the benefit of the material rights reserved under the lease;
- Ability to deliver within 3 year life of permission;
- Legal opinion confirms Actionable Interference via Injunction(s) will be granted;
- Deliverability of proposals in context of Policy EN2 and H12;
- Principle of development: Need to retain existing car parking spaces, need to retain existing commercial unit, proposal is not in accordance with policy H12;
- MSCP: MSCP impacts on residential amenity on dwellings in Wakefield House, concern around structural integrity of MSCP, MSCP Circulation reduced to one way, proposals are not in accordance of proposals with Macintosh Village Masterplan; inappropriate access arrangements to the MSCP, the service charge will increase, inappropriate for scope of Operational Management Strategy to be agreed at a later date;
- Design: Inappropriate location for tall building in the middle of a small residential street and not key nodal point for its height, tall building design – requirement for podium or set-back, poor quality design and inappropriate pastiche of factory chimneys, impact on existing residential uses, dead frontage along GMS, the proposals offer no contribution to place making;
- Waste: Waste Strategy not in accordance with guidance, inappropriate location of waste storage and unacceptable noise impacts;

- Construction: Crane exclusion zones will prevent safe construction, requirement to leave slew brakes off while unattended and oversailing will not be accepted by HSE, inability to control contamination impacts during construction and length of construction period;
- Restriction to one way along GMS and Hume Street and waste Collections will block Hulme Street;
- Concerns around noise emanating from openable windows;
- Heritage: The group of heritage assets in the area face harm from the out of scale ratio in the form of a pastiche. The policy framework states that the 'significance of any heritage assets affected, including any contribution made by their setting' should be understood in order to assess the potential impact of any development. The applicant has failed to understand this. The use of a pastiche design next door to the group of heritage assets is certainly not complementing (nor contrasting) and is not supported at local policy level EN3. What is not cited is how valued this group of local heritage assets is to us the community and how much we want to maintain its setting;
- Our mills and chimneys grouped together add a rich diversity to the local sense of identity that is Macintosh Village. Their role is as a focus of our community and community value. We can differentiate the old and the new for a very important reason. All those who have come to be welcome One Cambridge / Assembly Rooms, UNITE Tower, Student Castle 1 and Hotspur Press have intentionally sought to use massing and materials to contrast with the red brick of our heritage assets and the built environment. They have not sought to imitate, nor have they offered an unwelcome pastiche of the local heritage assets and our neighbourhood and homes;
- Creation of an unplanned cluster;
- Wind Micro-climate: Existing wind conditions haven't been suitably considered in the assessment.
- The proposal is likely to modify the local wind environment and create some localised wind accelerations at pedestrian level
- Bus stop location on Oxford Road wind environment not suitable to meet the 'standing' criteria;
- Commitment to energy tariff not enforceable;
- The application is not utilising an industry defined CHP system. The application is not deploying a Building Management system (BMS). The building will be relying primarily on fossil fuel source of gas for circa 80% of the energy required. The building will have no latent or spare heat capacity to feed into the decentralised system nor has indicated any spare capacity in its energy statement.

11 individual objections have been received and the comments can be summarised as follows:

- There is an ongoing legal dispute over the freeholders intention to off load responsibility for the much reduced car park to the small number of leaseholders who bought parking spaces some years ago. All of the potentially prohibitive costs associated with the car park would fall on c. 100 individuals, with less than one quarter of the current number of parking places shouldering the entire responsibility. The applicant is seeking to demonstrate that there is 'no demand' for parking in this area, despite the fact that there has



been no attempt to market the car park to local residents in the existing or the many newly-constructed residential buildings nearby which have no car parking provision.

- It will also overlook existing buildings adjacent and tower above even the newly-constructed blocks in the area. It is almost twice the height of other developments so there would be no privacy at all from prying eyes;
- Neither of the main universities in Manchester has expressed support for this new student residence and in other cities, such as Cardiff, student housing is now being converted into general housing, for which its design is fundamentally unsuitable.
- After Grenfell and the impact of Covid-19, it is questionable how many people - students or not - would choose to live in high-rise flats without any outside space and only limited means of egress. Population density in these streets is already extraordinarily high without adding such an enormous tower on a very small footprint, with its potentially adverse effects on mental well-being and social cohesion.
- The number of student rooms proposed is 853. This would constitute a massive overdevelopment of this very small site. A 55 storey tower is proposed and this is totally inappropriate in this location. To accommodate this number of students the rooms are exceedingly small cells.
- There is virtually no space for social interaction within each room and there are insufficient shared social spaces for use by small groups of students living in proximity to each other. This lack of social spaces will be detrimental to the wellbeing of some students and is likely to cause a rise in mental health issues, depression, anxiety etc.
- The proposal would change the fundamental character of this residential neighbourhood. The activities of the student night time economy would affect amenity and put stress on this residential neighbourhood;
- It is unclear how long the works to the car park would take or how access would be affected;
- It is apparent that the applicant has not considered the viability of the application. The proposals would directly impact enjoyment of rights under the lease;
- Concern about impact on footways during construction particularly disabled users. There would be noise and traffic associated with the construction activities which would impact on residents;
- The use would drain on public health services and increase crime in the area. There would also be increased waste generation from the site which would need to be managed.

**Councillor Marcus Johns (Deansgate Ward)** objects on the grounds of excessive height, harm to visual amenity, overdevelopment, negative effects on residential amenity, reduction in pedestrian comfort due to wind, the omission of a transport statement and insufficiencies of the demand analysis and socioeconomic statement.

The height at 55 storeys and 16 metres above ground level is too tall for its location. The tall buildings policy (EN2) in the Core Strategy clearly expresses that a building should have regard of the neighbouring buildings and local area in general.

There is a clear narrative of buildings stepping down away from the taller buildings along the railway viaduct (such as Liberty Heights and Number 1 Cambridge Street) to mid and low rise buildings that predominate the Macintosh Village area, particularly along Hulme Street, Chester Street and Lower Ormond Street. These buildings create a grid based urban grain with a canyon effect created by the brick warehouses along these streets. Along Hulme Street, the canyon sits between six and ten storeys above street level on the side of the proposal and up to nine storeys on the opposite side. The tight urban grain, characterised by a similarly high canyons along these streets, is an important characteristic of the area. The proposal does not have regard to these neighbouring buildings.

There is an emerging cluster of taller buildings to the north of the proposed development towards the railway viaduct. The townscape and visual impact assessment claims that developments in the immediate vicinity are of the same or similar scale to the proposal which is untrue. The proposal is significantly taller than the other buildings within the cluster. The planning statement cites tall developments within the cluster:

- Number 1 Cambridge Street – 28 storeys (83 metres) is just over half the height of the proposed development;
- 1-5 New Wakefield Street – 31 storeys (93 metres) would be 56% of the height of the proposed development;
- Liberty Heights – 37 storeys (109 metres) would be 2/3s of the height of the proposed development; and
- Circle square – buildings ranging from 14 to 36 storeys. The tallest building which is under construction would be 105 metres or 64% of the height of the proposed development.

It is clear from the above that this building would not complement and is not similar to the scale of the other buildings in the taller cluster of buildings in this area.

The proposal, stepping up significantly from the height of other buildings in the local area, would significantly shift the weight of the cluster in terms of height away from the existing tall buildings towards the lower buildings in the Macintosh Village area, including the Quadrangle and the Holiday Inn, which step down from the cluster. This would fundamentally alter, and damage, the character of the neighbourhood.

The proposal would severely impact the visual amenity of the local area. The NPPF advises that decisions should be visually attractive, create a strong sense of place and be sympathetic to the local area. The development is visually oppressive and would dominate the sense of place of Macintosh Village detracting from its current characteristics. The development can also be seen from the Whitworth Street Conservation Area and, for context, the site is within a shorter distance to the conservation area than its proposed height.

The Great Marlborough Street and North East elevations are of particular concern as they do not contain windows. These façades, though detailed with a grid pattern, would create a sheer, brick clad face that is oppressive and overbearing on the immediate vicinity of the site and in all views which can be seen. Despite the

detailing, these two facades are essentially 165 metres of blank walls. This is poor design and poor place making contradicting policy EN2.

The proposal amounts to overdevelopment. The intensity of the development, which provides 850 purpose-built student accommodation is excessive. It would fundamentally impact the amenity and character of the Macintosh Village and place a large amount of demand on local infrastructure and services.

This is particularly important on healthcare facilities and requires mitigation or the application should be refused.

The proposal would concentrate further purpose-built student accommodation in the area. The application references a large number of existing and pipeline purpose-built student accommodation in the vicinity. This would tip the balance away from a mixed-use neighbourhood with residential communities towards purpose built student accommodation because of the high number of units proposed.

The proposal would affect residential amenity by increasing noise and disturbance. 850 residents would result in increased noise particularly at entry and exits of the building. There would also be noise from construction and vibrations. There would also be significant overlooking of residents living in the Macintosh Village area. This is a particular issue for those living in the Quadrangle where balconies and roof terraces would be overlooked by the development with clear sightlines into their dwellings from some windows.

The proposal would decrease pedestrian comfort and reduce public amenity in the vicinity. Though the wind microclimate assessment finds an acceptable pedestrian safety level and in general acceptable pedestrian comfort, it finds a deterioration from the baseline position. There would be a reduction in terms of comfort for the vast majority of locations tested. Though considered safe, the reduction in pedestrian comfort is another negative impact on public interest.

The transport statement does not adequately take into account the sharp increase in food deliveries and shopping deliveries that is an increasing characteristic of city centre living. The transport statement only references taxis with respect to the waiting rank on the corner of Oxford Road and Whitworth Street West. This needs to be considered with regards to the private hire services which can be offered door to door. There would also be a concentrated amount of activity during evenings and weekends.

The proposal is not being brought forward with the support of the Universities and therefore lacks the benefits required by policy H12. The economic claims are weak and do not stand up to scrutiny.

The nature of the accommodation is more like C3 than sui generis and therefore should be considered against policy H8 (affordable housing).

**Councillor William Jeavons (Deansgate)** objects to the application on the grounds that a 55 storey building in this location is too tall. The Core Strategy for this area says that the building must have regard for the neighbouring building and local area.

The current tall buildings, such as Liberty Heights and No.1 Cambridge Street which run along the Viaduct, step down in size to the medium to low rise Macintosh Village. This tower would break this natural city scaling and character. It would also negatively affect the local community who already live there and has no regard for the local buildings.

The proposal would be overdevelopment and would result in adverse impacts on local services and amenities.

The nature of the tower creates significant overlooking of residents living accommodation particularly for those in Macintosh Village and residents of the Quadrangle building who have balconies and roof terraces that would become overlooked. There would also be an increase in noise and disturbance from the students on existing residents.

The wind assessment, whilst stating that there is an acceptable level of impact on pedestrian safety, would result in a deterioration from the baseline position.

There is no demand for this accommodation and it is not being developed in partnership with any of the local universities and doesn't form part of their strategic planning. It is purely speculative. Similar accommodation is already being met in the current rental market which has an increasing stock already being built and marketed. The local development plan identifies the need to limit the mix of types of accommodation specifically identifying limits to student accommodation which has already been met.

The proposal would have no positive benefit to the level of council tax because students are exempt with the economic benefits focused on clothing, food and drink sectors and not sustain or support the broader Manchester economy.

Deliveries to the building would not be limited to the building management and need to consider food deliveries and taxi services. Activity is likely to be focused on night time which would cause disturbance to local residents.

**Manchester Metropolitan University** support this proposal. The proposals are genuinely complementary and well located meaning that there is no reason for the University to oppose the scheme. Further information and reassurance has been provided on the quality of management, pastoral care and support facilities for students, which is critical to the University.

A target market and well strategy has been considered which indicates that the development would be targeted at students in 2<sup>nd</sup> and 3<sup>rd</sup> years of study. The overall quality of the product and amenity spaces would appear to be appropriate to this target market and there is a track record of this working well in a wide range of locations. There are established operational platform of providing pastoral care that is required and a clear strategy around mental health support. In terms of operation, it appears a wide variety of opportunities would be provided for students to take part in social, active and wellbeing events throughout the year which are designed to appeal to a wide range on interests and needs.

**University of Manchester** is not in a position to support this planning application. The University's position is as a result of uncertainty over the demand for purpose-built student accommodation in the coming years, resulting from a number of factors:

- The demand for University accommodation has reduced since 2016-17;
- At the start of the 2018-19 academic session there remained bed spaces still available in a number of centrally located purpose-built student accommodation buildings;
- New sector developments in Manchester that have recently opened or had planning approved will impact on future demand for non-University purpose-built student accommodation.

In addition to the general concerns over the Manchester purpose-built student accommodation market, the University has reservations relating to the proposal. The University recognises the need for affordable purpose built student accommodation in Manchester, however, this proposal includes 850 higher rent, studio units, the cost of which will not meet the needs of the majority of University of Manchester students.

The studio accommodation is by nature self-contained, with no shared communal areas on all but 5 of the 55 floors. The communal facilities are located on the top floor and the bottom floors. It is a concern that students living in the majority of the 55 floors would not be inclined to use these facilities. The scale of the development and the arrangement of the communal facilities does therefore raise concerns over student well-being.

**Highway Services** the significant reduction in car parking spaces would reduce vehicle trips compared to when the car park is fully occupied. This level of vehicle trips is not expected to impact local highway safety or operation. Details of a suitable taxi pick up/drop off point need to be agreed. A travel plan and operations plan should be agreed.

The provision of electric vehicle charging points is welcomed. it is recommended that further cycle spaces are provided and monitoring takes place and should there be demand further spaces provided. A onsite car club bay should be provided and a servicing/waste management strategy should be agreed.

Traffic calming measures on Great Marlborough Street and Lower Ormond Street (speed cushions from Whitworth Street to Chester Street and restrict vehicle access from Whitworth St into Great Marlborough Street) should be agreed and conditions. Public realm works to the highways would be required including reinstatement works. A construction management strategy should be agreed.

**Network Rail** there is a list of asset protection measures which require consideration.

**Environmental Health** recommends conditions regarding hours for deliveries and servicing, plant, fume extraction, construction management plan, lighting and control of glare, glazing specifications and acoustic insulation of the accommodation. The waste management strategy has been reviewed and is acceptable. The air quality assessment is acceptable. Further ground gas monitoring and agreement of the remediation strategy for the grounds conditions should form a condition of the

planning approval including a verification regarding contamination should be submitted on completion of the development.

**Flood Risk Management** details of a surface water drainage scheme shall be submitted for approval together with a management regime and verification report.

**Environment Agency** no objection in principle. The flood risk assessment demonstrates that the development would not be at an unacceptable risk of flooding or exacerbate flood risk elsewhere. The development must be built in accordance with the flood risk assessment together with the mitigation measures identified.

The public realm and the area around the culvert inset to the River Medlock should be kept clear of structures or street furniture that would impede access to the culvert and river channel.

The previous use of the site as a Cotton Mill presents a medium risk of contamination that could be mobilised during construction to pollute controlled waters. Controlled waters are particularly sensitive in this location because the development site overlies a Principal aquifer and is adjacent to the river Medlock, which culverts under the site.

A site investigation has shown that the made ground is not significantly impacted by leachable contamination, and there are no groundwater quality issues with the perched water or the deeper aquifer. In addition, significant amounts of made ground would be removed to form the basement, and will encapsulate the site in hardstanding, this minimising leachate generation. A condition should be imposed that should any unexpected ground conditions be found these are investigated further.

**Greater Manchester Ecology Unit (GMEU)** there are no ecological constraints. The MSCP was assessed for bat roosts and had negligible roosting potential. Prior to any demolition it should be checked that there are no nesting birds. A method statement should be produced to minimise the impact on the River Medlock during construction.

**Historic England** no objection to the proposal. The development would affect the setting of the grade II\* listed Principal Hotel, a building of high architectural significance.

Perspectives suggest that the development would be visible along the Oxford Road/Street corridor and from Oxford Road Station. While very tall, the proposed building appears to be reasonably well positioned and the location of the site back from the main road frontage mitigates its impact on views in which the grade II\* hotel is experienced. The form and mass together with the architectural approach suggests a distinctive design, appropriately drawing its inspiration from the mill chimney on Cambridge Street, yet one that would not compromise the setting and status of the listed hotel and its striking clock tower.

Elsewhere within the adjacent conservation area, the highly enclosed streets mean that the proposal would only be visible in certain locations. Where visible it would not

be inappropriate given the highly urban character of this city centre location, with a number of other towers nearby built or with planning permission and which would form a cohesive group.

Similarly, given the distances involved there would be no harmful impact on views from Manchester's Civic Quarter, including the Town Hall

**Greater Manchester Archaeology Advisory Service (GMASS)** the archaeology assessment demonstrates that the site is unlikely to retain any below ground archaeological interests or heritage assets of significance and no further archaeological work is necessary.

**Aerodrome Safeguarding** the proposal could affect the RADAR. A condition should agree a scheme of mitigation to minimise the impact on any interference.

**Design for Security at Greater Manchester Police** the development should be carried out in accordance with the submitted Crime Impact Statement and this should be a condition.

## 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.

The relevant policies within the Core Strategy are as follows:

Strategic Spatial Objectives - The adopted Core Strategy contains Strategic Spatial Objectives that form the basis of its policies, as follows:

**SO1. Spatial Principles** The development would be in a highly accessible location and reduce the need to travel by private car and therefore support the sustainable development of the City and help to halt climate change.

**SO2. Economy** The scheme would provide jobs during construction along with permanent employment in a highly accessible location. These jobs would support the

City's economic performance, reduce economic, environmental and social disparities, and help to create inclusive sustainable communities.

**S05. Transport** The development would be highly accessible, reduce the need to travel by private car and make the most effective use of public transport. This would promote the use of sustainable transport and help to enhance the functioning and competitiveness of the city and provide access to jobs, education, services, retail, leisure and recreation.

**S06. Environment** The development would be consistent with the aim of seeking to protect and enhance both the natural and built environment of the City and ensure the sustainable use of natural resources in order to:

- mitigate and adapt to climate change;
- support biodiversity and wildlife;
- improve air, water and land quality; and
- improve recreational opportunities;
- and ensure that the City is inclusive and attractive to residents, workers, investors and visitors.

**Policy SP1 Spatial Principles** one of the key spatial principles is the emphasis on the creation of neighbourhoods of choice, providing high quality accommodation for all housing needs in the city. 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 needs for student accommodation in the City. Consideration has been given to minimising the impact on local residents along with protecting the historical context.

**Policy EC3 The Regional Centre** states that housing would be appropriate within the Regional Centre and should complement mixed use employment areas and higher density development is appropriate. The proposal would provide a dense student accommodation building contributing to a need for student accommodation close to higher education provision.

**Policy CC6 City Centre High Density Development** - The proposals would be a high-density development and use the site efficiently.

**Policy CC7 Mixed Use Development** – The proposal would create an active ground floor to Hulme Street and provide accommodation for SMEs.

**Policy CC8 Change and Renewal** - The proposal would create employment during construction.

**Policy CC9 Design and Heritage** - The development would be of a high quality. It would have an impact on the settings of nearby listed buildings. This is discussed in more detail later in the report.

**Policy CC10 A Place for Everyone** – The proposals would complement the ongoing regeneration of the Oxford Road Corridor. It would be fully accessible and 9% of the



studios could be adapted for wheel chair users. An on street disabled parking bay would be provided on street.

**Policy T1 Sustainable Transport** The site is close all forms of public transport modes and is accessible by cycling, car sharing and car clubs. Parking for existing lease holders would be provided within the multi storey car park.

**Policy T2 Accessible areas of opportunity and needs** This is a highly sustainable location, close to all forms of public transport. The impact on the impact highway network would be acceptable.

**Policy EN1 Design principles and strategic character area** This would be a high quality scheme in terms of its design and appearance that would enhance the regeneration of the area.

**Policy EN2 Tall Buildings** must be of excellent design quality, appropriately located, contribute to sustainability and place making and bring regeneration benefits. They must complement the City's built assets and make a positive contribution to the evolution of a unique, attractive and distinctive City, including its skyline and approach views. Suitable locations include sites within and immediately adjacent to the City Centre with particular encouragement given to non-conservation areas and sites which can easily be served by public transport nodes. This high quality development would have a positive impact on views into the City and the regeneration of the area.

**Policy EN3 Heritage** proposals for development that complements and takes advantage of the distinct historic and heritage features of the City Centre are encouraged. They 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 proposal has been designed to preserve the setting of the adjacent Listed Buildings and Conservation Areas and this is discussed in more detail below.

**Policy H12 Purpose Built Student Accommodation** the provision of new purpose built student accommodation will be supported where the development satisfies the criteria below. Priority will be given to schemes which are part of the universities' redevelopment plans or which are being progressed in partnership with the universities, and which clearly meet Manchester City Council's regeneration priorities.

1. Sites should be in close proximity to the University campuses or to a high frequency public transport route which passes this area.
2. The Regional Centre, including the Oxford Road Corridor, is a strategic area for low and zero carbon decentralised energy infrastructure. Proposed schemes that fall within this area will be expected to take place in the context of the energy proposals plans as required by Policy EN 5.
3. High density developments should be sited in locations where this is compatible with existing developments and initiatives, and where retail facilities are within

walking distance. Proposals should not lead to an increase in on-street parking in the surrounding area.

4. Proposals that can demonstrate a positive regeneration impact in their own right will be given preference over other schemes. This can be demonstrated for example through impact assessments on district centres and the wider area. Proposals should contribute to providing a mix of uses and support district and local centres, in line with relevant Strategic Regeneration Frameworks, local plans and other masterplans as student accommodation should closely integrate with existing neighbourhoods to contribute in a positive way to their vibrancy without increasing pressure on existing neighbourhood services to the detriment of existing residents.

5. Proposals should be designed to be safe and secure for their users, and avoid causing an increase in crime in the surrounding area. Consideration needs to be given to how proposed developments could assist in improving the safety of the surrounding area in terms of increased informal surveillance or other measures to contribute to crime prevention.

6. Consideration should be given to the design and layout of the student accommodation and siting of individual uses within the overall development in relation to adjacent neighbouring uses. The aim is to ensure that there is no unacceptable effect on residential amenity in the surrounding area through increased noise, disturbance or impact on the streetscene either from the proposed development itself or when combined with existing accommodation.

7. Where appropriate proposals should contribute to the re-use of Listed Buildings and other buildings with a particular heritage value.

8. Consideration should be given to provision and management of waste disposal facilities, that will ensure that waste is disposed of in accordance with the waste hierarchy set out in Policy EN 19, within the development at an early stage.

9. Developers will be required to demonstrate that there is a need for additional student accommodation or that they have entered into a formal agreement with a University, or another provider of higher education, for the supply of all or some of the bedspaces.

10. Applicants/developers must demonstrate to the Council that their proposals for purpose built student accommodation are deliverable.

The proposals are in accordance with this policy and this is discussed in detail below.

**Policy EN6 Target Framework for CO2 reductions from low or zero carbon energy supplies** - An Energy Statement sets out how the proposals would meet the requirements of this policy.

**Policy EN8 - Adaptation to Climate Change** - A Sustainability Report identifies measures to ensure the proposal would minimise its impact on climate change.

**Policy EN14 Flood Risk** - development should minimise surface water run off, and a Flood Risk Assessment (FRA) is required for proposals on sites greater than 0.5ha within critical drainage areas. A scheme would be agreed which minimises the impact from surface water run off.

**Policy EN15 - Biodiversity and Geological Conservation** – The site is not considered to be of high quality in ecology terms. The proposals include extensive measures to improve the biodiversity across the site including new planters and landscaping which would create new habitats and bat and bird boxes.

**Policy EN16 - Air Quality** - The proposal would be highly accessible by all forms of public transport and reduce reliance on cars and minimise emissions from traffic generated. It would not compromise air quality. The overall number of parking spaces in the MSCP would be reduced by 290 spaces and one of the existing on street bays would be converted for disabled use. The secured cycle storage would encourage cycling. Dust suppressions measures would be used during construction.

**Policy EN17 – Water Quality** – An assessment of the site’s ground and groundwater conditions shows that subject to specific measures being adopted it is unlikely that the development would cause contamination to surface watercourses and it is considered that any impact water quality can be controlled through a condition.

**Policy EN18 - Contaminated Land and Ground Stability** - A desk study identifies possible risks arising from ground contamination and any impact of the development can be controlled through a condition.

**Policy EN19 Waste** - 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. The onsite management team would ensure the waste streams are appropriately managed.

**Policy DM1 Development Management** - Careful consideration has been given to the design, scale and layout and functioning of the building (particularly waste management, deliveries/taxis and access to amenities or students) to minimise impacts on residential and visual amenity together with ensuring that the development meets overall sustainability objectives.

**DM2 ‘Aerodrome safeguarding’** – The proposal could the Radar and planning condition would secure mitigation.

**PA1 ‘Developer Contributions’** states that where needs arise as a result of development, the Council will seek to secure planning obligations. A financial contribution has been agreed for off site infrastructure which would be secured by a legal agreement.

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 DC18 ‘Conservation Areas’** states that the Council will give particularly careful consideration to development proposals within Conservation Areas. This is discussed in detail below.

**Saved policy DC19 ‘Listed Buildings’** - the Council will have regard to the desirability of securing the retention, restoration, maintenance and continued use of such buildings and to protecting their general setting. This is discussed in detail below.

**Saved policy DC20 Archaeology** states the Council will give particular careful consideration to development proposals which affect scheduled Ancient Monuments and sites of archaeological interests, to ensure their preservation in place. This is discussed in detail below.

**Saved policy DC26, Development and Noise**, states that the Council intends to use the development control process to reduce the impact of noise on people living and working in the City. In particular, consideration will be given to the effect of new development proposals which are likely to be generators of noise. Conditions will be used to control the impacts of developments.

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

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

### **Other material policy considerations**

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

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

Chapter 2 ‘Design’ – outlines the City Council’s expectations that all new developments should have a high standard of design making a positive contribution to the City’s environment;

Paragraph 2.7 states that encouragement for “the most appropriate form of development to enliven neighbourhoods and sustain local facilities. The layout of the scheme and the design, scale, massing and orientation of its buildings should achieve a unified form which blends in with, and links to, adjacent areas.

Paragraph 2.8 suggests that in areas of significant change or regeneration, the future role of the area will determine the character and design of both new development and open spaces. It will be important to ensure that the development of new buildings and surrounding landscape relates well to, and helps to enhance, areas that are likely to be retained and contribute to the creation of a positive identity.

Paragraph 2.14 advises that new development should have an appropriate height having regard to the location, character of the area and specific site circumstances. Although a street can successfully accommodate buildings of differing heights, extremes should be avoided unless they provide landmarks of the highest quality and are in appropriate locations.

Paragraph 2.17 states that vistas enable people to locate key buildings and to move confidently between different parts of the neighbourhood or from one area to another. The primary face of buildings should lead the eye along important vistas. Views to important buildings, spaces and landmarks, should be promoted in new developments and enhanced by alterations to existing buildings where the opportunity arises.

Chapter 8 ‘Community Safety and Crime Prevention’ – The aim of this chapter is to ensure that developments design out crime and adopt the standards of Secured by Design;

Chapter 11 ‘The City’s Character Areas’ – the aim of this chapter is to ensure that new developments fit comfortably into, and enhance the character of an area of the City, particularly adding to and enhancing the sense of place.

**Manchester Residential Quality Guidance (2016)** The City Council’s Executive has recently endorsed the Manchester Residential Quality Guidance. As such, the document is now a material planning consideration in the determination of planning applications and weight should be given to this document in decision making.

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

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

Make it Manchester;  
 Make it bring people together;  
 Make it animate street and spaces;

Make it easy to get around;  
 Make it work with the landscape;  
 Make it practical;  
 Make it future proof;  
 Make it a home; and  
 Make it happen.

**City Centre Strategic Plan 2015-2018 (March 2016)** On the 2 March 2016 the City Council's Executive approved the City Centre Strategic Plan which seeks to provide an up-to-date vision for the City Centre within the current economic and strategic context along with outlining the key priorities for the next few years for each City Centre neighbourhood. This document seeks to align itself with the Manchester Strategy (January 2016) along with the Greater Manchester Strategy. Overall the City Centre plan seeks to "shape the activity that will ensure that the City Centre continues to consolidate its role as a major economic and cultural asset for Greater Manchester and the north of England".

The report recognises 'Corridor Manchester' as a unique area of the City, and the most economically important in Greater Manchester.

The plan identified that there has been strong population growth over the last 20 years and demand for city centre living is rapidly increasing. It also reflects on the scale of development in the 'Corridor Manchester' area which include the delivery of initial phases of the University of Manchester Campus Masterplan, new facilities for Manchester Metropolitan University and new City labs which are bespoke built biomedical facilities.

The strategy identified the continuing development of the University of Manchester and Manchester Metropolitan campus masterplans to create high quality learning environments that enhance the student experience.

### **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.

The strategy identifies the importance of the Universities in the City (and region) and recognises their established reputation in the science, research and development sector. This attracts and retains students in the City. The strategy also recognises the importance of education, particularly to degree level and the importance of apprenticeships. It seeks to ensure all children have access to high quality education and seeks to retain and grow the high quality Universities.

Amongst other matters, the vision includes:

- Have a competitive, dynamic and sustainable economy that draws on our distinctive strengths in science, advance manufacturing, culture and creative and digital business – cultivating and encouraging new ideas;
- Possess highly skilled, enterprising and industrious people;
- Be a place where residents from all backgrounds feel safe, can aspire, succeed and live well;
- Be clean, attractive, culturally rich, outward looking and welcoming.

**Corridor Manchester** Corridor Manchester is a strategically important economic contributor and a key growth area within the city. The Corridor Manchester Strategic Spatial Framework is a long term spatial plan for the Corridor which recognises that there is an inadequate pipeline of space for businesses and institutions within the Corridor to properly grow and realise its potential. This is evidently a constraint to the realisation of the Corridor Manchester vision. The Framework seeks to strengthen the Corridor as a place to live, visit and work for students and knowledge workers from across the world. The strategy recognises that for the area to continue to be successful there needs to be a focus on the development of a cohesive, inclusive area. The development programme plans to deliver over 4 million sq ft of high quality commercial, leisure, retail, and residential space.

Corridor Manchester already contains one of the largest higher-education campuses in the UK with nearly 70,000 students studying at the University of Manchester, Manchester Metropolitan University and the Northern College of Music. These educational institutions are world renowned and Manchester is recognised as a destination of choice for students across the globe.

Both the UoM and MMU have put in place growth plans. This includes the UoM's £1 billion capital investment programme to deliver the 'world class estate' needed to support its 2020 vision to be one of the leading universities in the world by 2020. MMU has a ten year Estates Strategy with strategic investment proposals of c£300m. This concentration of students is a key part of the success of the Corridor. It underpins and supports the research activities of the educational institutions, whilst the large population living, working and spending time in the Corridor give the area its vibrancy and contribute significantly to its large economic output.

However, Manchester is operating in a highly competitive higher education market. The City must continue to look to enhance the student experience if it is to maintain its position on the world stage and realise its growth aspirations for the Corridor. As at present, the future success of Manchester as a student destination will, in part, underpin the realisation of the Council's aspirations for Corridor Manchester. This requires continued investment in the infrastructure which supports the student population and ensures the student experience remains world renowned. This requires investment in educational facilities but also extends to transport infrastructure, retail and leisure facilities and, critically, high quality and accessible residential accommodation. Consideration must be given to the whole student experience.

**Oxford Road Corridor Strategic Spatial Framework (March 2018)** The Oxford Road Corridor is an economically important area, with more job creation potential than anywhere else in the region. The area generates £3 billion GVA per annum,

consistently accounting for 20% of Manchester economic output over the past five years. The area has more than 60,000 jobs over half of which are within knowledge intensive sectors, including health, education and professional, scientific and technical sectors.

The Strategic Vision highlights the need to support committed future investment and the future growth potential of its institutional partners in delivering research, innovation, commercialisation, skills, academic excellence and incubation facilities.

It also highlights the need to support the private sector in terms of high value added and high growth companies, something that clearly has the scope to be realised on a significant scale within Oxford Road Corridor.

The spatial framework has been prepared to help guide development and investment activity in the area in order to achieve the vision for the area. The document was endorsed at the City Council Executive in March 2018.

The framework highlights that the Oxford Road Corridor may also need to accommodate further student accommodation. The document stipulates that this must be controlled in line with the City Council's Core Strategy policy H12 and led by institutional partners with the wider city regeneration objective in mind. It should be in with evidenced demand.

*There is scope for further student accommodation; however, this should continue to be controlled in line with the City Council's Core Strategy Policy H12 and led by institutional partners with the wider city regeneration objectives in mind. It should be in line with evidenced demand and be in locations that are within a reasonable walking distance to the heart of the universities. This will include an upgrade of existing stock that is reaching the end of its life as well as additional provision. New student accommodation must incorporate a range of price points and be of a quality in terms of product, management and pastoral care that will safeguard the student experience, particularly for first year and overseas students"*

This proposal is in line with the objective of the framework. The proposal has been assessed against policy H12 and meets the criteria. The proposal is in walking distance of the main university campuses and the transport corridor of Oxford Road, has the support of MMU with regards to meeting student accommodation demands, exceeds carbon reduction targets outlined by the Core Strategy, has a strategy to deal with deliveries, servicing and taxi pick up as well as encourage students to cycle, walk and use public transport, would contribute positively to the ongoing regeneration of the area with a high quality development, is safe and secure and has a wellbeing strategy to support the students along with amenity areas within the building, waste can be managed and the scheme is deliverable in its current form by an experienced operator.

**Executive Report (9 December 2020) Purpose Built Student Accommodation in Manchester** The report aims to guide the decision-making process in advance of the review of the Local Plan. The document is a material consideration but does not change existing planning policy.



Key considerations alongside the consideration of policy H12 are as follows:

- Supporting Regeneration Objectives: The starting point for all student residential schemes is that they should deliver regeneration objectives; support employment growth, graduate and talent retention, place making and the city's international reputation.... Student accommodation should, therefore, be in the right locations, in appropriate numbers, and only where it supports wider growth.

The proposed development is within walking distance of the main university campuses and the Oxford Road transport corridor. It would redevelop a site and provide 853 high quality studios and amenity areas along with 786 sqm of SMEs which support job creation for small businesses.

- Affordability: Manchester is one of the most expensive cities in the UK for purpose-built student accommodation (PBSA). A more diverse pipeline of new PBSA is now needed to help stabilise rental growth. New accommodation would need to adhere to the quality criteria, including adequate room sizes, storage and social spaces. However, more studio-style accommodation, may provide examples of how more affordable PBSA could be delivered.

The proposal would provide studio accommodation which exceeds space standards adopted by other recent PBSA schemes. There are significant ancillary amenity areas within the development together with a wellbeing strategy. Whilst the price point of the development has not yet been decided, the applicant has indicated that it would be competitive.

- Quality: The overall quality of Manchester's PBSA stock is poor compared to other cities. Accommodation is considered to be less sustainable where:
  - 1. It is a greater than 20 minute walk to campus
  - 2. Room quality is below average
  - 3. There is below average quality common space

For Manchester to remain competitive as a world class education hub, with an accommodation offer to match, the current level accommodation needs to be addressed. New stock in appropriate locations should deliver an improved student experience, which better reflects Manchester's institutions and its educational reputation, and also helps to contribute to sustainability targets.

All PBSA must be of a high quality, providing a high standard of living, close to the city's higher education institutions. To ensure the delivery of student accommodation that is high quality and highly accessible, with strong and sustainable connections to the city's universities, all future PBSA should be within or immediately adjacent to Oxford Road Corridor. Design should allow sufficient facilities to cater for the overall wellbeing of students, including, for example, generous living space, communal spaces for students to socialise, and public realm, which contributes to the quality of place. PBSA design must also be sufficiently flexible to allow for re-purposing as demand varies.

- The proposal would be a short distance from Oxford Road and the University campuses and would cater for the wellbeing of students.
- Wellbeing, Safety and Security: purpose build accommodation should consider the welfare and wellbeing of students as a major factor, in both design and management.
  - The proposal has a clear wellbeing strategy with has the support of Manchester Metropolitan University. The proposal would meet secured by design accreditation.
- Density: Density of student accommodation will be essential to deliver the level of new high quality accommodation needed within the context of scarce land availability both in the Oxford Road Corridor area and the wider city centre.
  - The proposal would represent a dense form of development. The localised impacts have been considered and would not give rise to impacts that would warrant refusal of this application. This is considered in further detail within this report. The impact on the residential character is also considered and there are also other developments taking place in the area which would help ensure a balanced and sustainable community.
- Location: purpose built student accommodation should be located in the areas immediately adjacent to the core university areas, principally the Oxford Road Corridor area.
  - The proposal meets the criteria.
- Sustainability: The requirements driving quality in new PBSA will ensure that all new accommodation meets the highest standards of sustainability, to meet the Council's zero carbon policies.
  - The proposal would exceed the Council targets and see a 43% reduction in carbon on current Part L building regulations. The proposal is car free and would be supported by a robust travel plan to ensure students take advantage of the location.
- Mix of uses: It is essential that the Oxford Road Corridor, and the city centre as a whole, is able to maintain the right balance of commercial, educational, residential, cultural and leisure use, in order to ensure that it can maximise its contribution to the economic growth of the city.
  - The proposal would include 786 sqm of SME floor space which would also be utilised by the students to support start-up businesses within the Oxford Corridor area.

## 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 development would support the ongoing regeneration of the Oxford Corridor and provide significant investment and job creation during construction and offer flexible accommodation for small business in the form of the SME space.

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. Wellbeing and support facilities are an integral part of the development to support the students welfare. Cycle provision is well catered for at the site and no on site parking would be provided for the students.

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 site. 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 workers to use public transport, walking and cycle routes to the site.

No onsite parking would be provided as part of the overall sustainable transport strategy, with the overall objective being to reduce car journeys to the site.

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 design for the building would be highly quality and complement the distinctive architecture within this part of the city centre. The building 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 buildings fabric would be highly efficient and it would predominately use electricity. The landscaping scheme would include trees, planting, green screens and other planting. 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 soil, air, water or noise pollution or land instability and remediating contaminated land.

The high performing fabric of the building would ensure no unduly harmful noise outbreak on the local area. Biodiversity improvements, where possible, would be provided.

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.

*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.

**Whitworth Street Conservation Area Declaration** The development of the textile industry and cotton trading within the conservation area focused on both major thoroughfares and smaller side streets and alleyways, with a mix of grand Victorian warehouses on primary and secondary routes throughout the area.

The primary character of the area is the ‘canyon’ like streets, which contain tall imposing warehouse buildings of a monumental scale to either side, which tower above the pavement, giving a distinctive quality which is only to be found in this part of Manchester.

The tall and ornate clock tower of the Grade II\* Palace Hotel is a highly important local landmark, which forms the south-west corner of the Conservation Area.

The conservation area largely retains most of its historic built form and street pattern, with the exception of the large cleared site at the junction of Princess Street and Whitworth Street, which is currently being developed, which will return the historic sense of enclosure and built form in the area.

**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 methodology and programme;
- Consideration of alternatives;
- Townscape and visual impact assessment;
- Built Heritage;
- Noise and Vibration;
- Sunlight, daylight and overshadowing;
- Traffic and transport;
- Flood risk, drainage and water resources;
- Wind microclimate;
- Air quality;
- Ground conditions and contamination;

- Socio-economic assessment;
- Human health; and
- Climate change.

The Proposed Development is an “Infrastructure Project” (Schedule 2, 10 (b)) as described in the EIA Regulations. 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 and contribution to regeneration** The contribution that a scheme would make to regeneration is an important consideration. The City Centre is the primary economic driver in the Region and is crucial to its longer-term economic success. The City Centre must continue to meet occupier requirements and the growth and maintenance of the higher education function, and the infrastructure required to support it, is critical to economic growth. There is an important link between economic growth, regeneration and the provision of a range of residential accommodation.

The scheme would bring a high-quality building to ‘The Corridor’ which would respond positively to the local environment and not unduly harm the setting of nearby listed buildings. A key objective in the Corridor is to deliver the accommodation and infrastructure needed to attract students to Manchester and which matches its reputation as a world class place to study. This would ensure that Manchester remains competitive on a global higher education stage.

The proposal would require the partial demolition and reconfiguration of the existing MSCP which contains 391 spaces of which 100 are on a long lease hold arrangement to residents who live in Macintosh Village. 290 spaces would be lost and the remaining 101 would be retained and would be available both during construction and once the development becomes operational to the lease holders.

The lease holders have raised a number of objections on the grounds that the any grant of planning permission in this case would interfere with their legal rights to park/rights of way afforded to them in their lease arrangement. The objections go on to state that the lease arrangements do not permit redevelopment of the car park in a way which would reduce the number of car parking space potentially available to the leaseholders who are 999 year leaseholders.

The residents that utilise a parking space in the MSCP do so by way of right. This interest, and whether any rights afforded to the leaseholders could preclude the implementation of this scheme, is not a material planning consideration in the determination of this application. Should the leaseholders believe that their legal rights would be affected by any grant of planning permission, they would need to pursue these rights separately from the planning process.

It is understood that since the applicant purchased the car park the rights of the residents to park in the car park have been retained. The rights would be maintained should planning permission be granted. The appropriate number of car parking spaces would be retained and made available during construction and when the redevelopment works have been completed.

Any commercial parking rights at the MSCP have either expired or have been surrendered. A restrictive covenant lies outside of the applicant's ownership and is not affected by this planning application.

The estimated construction costs are in the region of £130 million. 1,289 construction jobs would be created over the 3-year construction period. This increases to 3,130 jobs when combined with the indirect jobs from the wider supply chain. Jobs would be targeted at Manchester residents through local labour commitments which would form a condition. The presence of construction workers is likely to have a positive impact on local expenditure. During the 3-year construction period it is estimated that £958,729 would be spent locally.

Once the development becomes operational, it is expected that 15 jobs would be created from the development plus supporting SMEs who would occupy the workspaces (which students would also be able to access).

Students would generate their own expenditure with the 850 students likely to spend around £6,431,100 per year in the region. Graduates also make an important contribution to the city's economy with over 50% of those who graduate from Manchester's Universities staying here to work, the second highest level of graduate retention behind London. This high level of graduate retention is vital to the growth and retention of businesses in the City.

Objectors believe that this development would fundamentally change and diminish the residential character of this part of the city centre. There are high-density student accommodation buildings nearby at Liberty Heights and 1-5 New Wakefield Street. However, alongside the existing residential accommodation around Macintosh Village, other substantial residential developments are taking place at Circle Square which would bring up to 1000 new homes to the Corridor Area. In addition, there are expected to be 6,300 homes created in and around Great Jackson Street. This will create a substantial amount of homes and a varied population in the area between Castlefield and Circle Square.

The development would be consistent with the regeneration frameworks for this area including the City Centre Strategic Plan and The Corridor Manchester framework. The proposal 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, H12, CC1, CC3, CC4, CC7, CC8, CC10, EN1 and DM1. As such, it is necessary to consider the potential impact of the development.

**Consideration of alternatives** A statutory requirement when considering EIA developments is the need to consider alternatives in the development of a proposal. In this instance, alternative sites were discounted as they failed to be located in such close proximity to the University campuses and offer the regeneration opportunities that will be delivered by this proposal in line with the Oxford Spatial Framework.

**Principle of Student accommodation and compliance with Policy H12** Whilst the proposal would deliver key outcomes and objectives within the Oxford Road Corridor Spatial Framework, consideration must be given to policy H12 'Purpose Built Student Accommodation'. In addition, it is material to consider the proposal against the Executive report in December 2020 on Purpose Built Student Accommodation in advance of the Local Plan review. Policy H12 outlines key criteria which must be addressed.

The site is located close to Oxford Road which is the main north south arterial road linking the University campuses with the City Centre and is therefore well connected to and in close proximity to the University Campuses. It would be an energy efficient development and achieve a 43% reduction in CO2 against Part L (2010).

A wide variety of amenities and services are within easy walking distance. Students would have access to all forms of public transport and travel planning would monitor this and promote sustainable forms of travel.

The proposal would support the objectives of the Oxford Corridor Manchester strategic spatial framework. It would re-use a brownfield site and create a high quality landmark building adjacent to a major public transport interchange. The area is undergoing significant change as a result of investment by the universities and the private sector at St Peters Square, the Civic Quarter, First Street, Circle Square and Great Jackson Street. This is a crucial component of the economic growth and

development of the City and the region and this proposal would make a major contribution to that process.

The proposal is acceptable in principle in this location. The product would be particularly attractive to international students, who seek high end living, in addition to the benefits of living within a well-managed student community. The accommodation is also enhanced by the SME workspace which the students would have access to in order to work alongside SME professionals.

Comments from the University's have sought clarification on the applicant's wellbeing strategy given the nature of the self-contained studio accommodation. The strategy highlights that careful consideration is given to the welfare of the students. The studios are purposefully designed with an efficient layout and large windows to maximise natural light. Private study rooms, booths and shared co-working spaces are provided in the communal amenity areas to encourage interaction and collaborative working. A social calendar of events would encourage students to socialise. There would be an on site staff presence 24/7 to support the students and their needs together a enhanced support for those with disabilities.

Waste management arrangements would meet the requirements of the users and would encourage recycling and is considered in detail in this report.

The need for a development of this nature is reinforced in correspondence from MMU expressing their support. There is identified demand for accommodation such as this and their support demonstrates this and is required to comply with policy H12. The applicant has indicated that, subject to planning permission, they would commence on site and be operational following a 3-year construction period. 1-5 New Wakefield Street was promptly implemented following planning permission and is now ready for occupation.

Finally, policy H12 discusses the importance of schemes being deliverable. As detailed above, the applicant is one of the largest student accommodation providers in the UK. As a result, it has extensive experience in developing and managing large student residential schemes together with in depth knowledge of the market and type of products students are looking for. The applicant is committed to delivering this proposal and, subject to planning permission, intent to commence work at the site.

It is considered that the proposal complies with the requirements of policy H12 in full together with the detailed criteria within the December 2020 Executive report. Therefore, the principle of developing this site for purpose-built student accommodation is considered to be acceptable. In addition, the proposal complies with the aspirations of Corridor Manchester Spatial Framework which seeks to increase the supply of purpose built student accommodation within walking distance of the University Campuses.

**Climate change, sustainability and energy efficiency** The building would be low carbon, energy efficient and in a highly sustainable location with excellent access to public transport. It would develop a brownfield site and sustainability would be embedded into the design, construction and operational aspects of the building.

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 building would be energy efficient and minimise its impact on air quality, waste and recycling where possible.

The building would have high performance fabric and air tightness and highly efficient services. Highly efficient gas fired boilers and all electricity would be from zero carbon sources meaning the building would be minimise its carbon emissions.

Policy EN6 of the Core Strategy requires developments to achieve a minimum 15% reduction in CO<sub>2</sub> 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 CO<sub>2</sub> emissions from the development is targeting a 43% reduction in carbon over Part L. The proposal therefore exceeds the Core Strategy target.

There would be no on-site car parking for the student accommodation with the exception of a loading bay for servicing and pick up and drop off and the conversion of one of the existing on street bays to a disabled/car club bay.

The changes to the MSCP would remove 290 spaces and 20% of the reaming 101 would be fitted with an electric vehicle charging point. There would be 262 secure cycle spaces with 60 freely available bikes for hire. 64 cycle spaces would be created within the MSCP for use by lease holders.

These initiatives would reduce car journeys and vehicle emissions and impact positively on local air quality conditions. The development would be supported by a travel plan to inform and support green travel choices.

There would be limited opportunity for biodiversity and green infrastructure improvements at the site. The provision of street trees or planters on Hulme Street and Great Marlborough Street would help green the local street scene and provide air quality benefits.

Social value would be derived during the construction and operational phases of the development. The estimated construction costs are in the region of £130 million. 1,289 construction jobs are expected to be created over the 3 year construction period. This increases to 3,130 jobs when combined with the indirect jobs from the wider supply chain. Jobs would also be targeted to Manchester residents through local labour commitments which would be a condition. It is estimated that the construction workers would spend £958,729 locally during the 3 year construction period.

Once the development becomes operational, it is expected that 15 jobs directly associated with the development would be created plus supporting SMEs who would occupy the workspaces (which students would also be able to access).

The 850 students are likely to generate expenditure in the region of £6,431,100 per year. Students and graduates make a wider and valuable contribution to the City. Manchester has the second highest level of student retention (behind London) with over 50% who graduate from Manchester's Universities staying and working in the City. This high level of graduate retention means the City benefits significantly from the skills that they have rather than losing it to other City's.

The development would be accessible and inclusive to all with the studios being adaptable to meet the needs to the students with 9% of the studios being accessible to those in a wheelchair.

The local community would have out of hours access to the gym and use of the 54<sup>th</sup> amenity area and co-working spaces.

**Tall Building Assessment including impact on townscape** A computer modelling process has provided accurate images that illustrate the impact on the townscape from agreed views on a 360 degree basis which 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*,

24 key viewpoints were considered in the townscape assessment as follows:

Viewpoint 1: Oxford Road;  
 Viewpoint 2:Wilmot Street;  
 Viewpoint 3:Charles Street;  
 Viewpoint 4:Whitworth Street;  
 Viewpoint 5:Lower Ormond Street;  
 Viewpoint 6: Station Approach;  
 Viewpoint 7:Oxford Street;  
 Viewpoint 8:Manchester Central;  
 Viewpoint 9: St Peters Square;  
 Viewpoint 10:Whitworth Street;  
 Viewpoint 11: Brook Street;  
 Viewpoint 12: Pritchard Street car park;  
 Viewpoint 13: Canal Street;  
 Viewpoint: 14: Rochdale Canal;  
 Viewpoint 15: Whitworth Street West;  
 Viewpoint 16: Great Bridgewater Street;  
 Viewpoint 17:Whitworth Street West;  
 Viewpoint 18:Castlefield basin;  
 Viewpoint 19:Chester Road roundabout;  
 Viewpoint 20:Mancunian Way;  
 Viewpoint 21:Medlock Street;  
 Viewpoint 22:Hulme Park;  
 Viewpoint 23:Streford Road; and

Viewpoint 24:Oxford Road.

Detailed assessment on the impact on the following Strategic character areas has been undertaken:

- E) Corridor Manchester
- F) The Village
- H) Central Business District
- N) Petersfield
- O) Castlefield
- P) Southern Gateway
- Q) Hulme

The effect of the development on the above zones, through an assessment of relevant viewpoints, can be summarised as follows:

#### *Zone E Corridor Manchester*

This zone is characterised by dense educational buildings focused around Manchester Metropolitan University but also with elements of buildings associated with Manchester University. Liberty tower, at 34 storeys, and 1-5 New Wakefield Street, at 32 storey, are the principal landmark buildings close to Oxford Road station. It also includes Whitworth Street Conservation Area. The nature of the urban grain would provide views of the proposal. The zone includes the development at Circle Square with multiple tall buildings. A 10-storey development has also been constructed at York Street. The overall effect on townscape character on this zone is one of substantial developments with height.

Viewpoint 1 'Oxford Road' is beneath the Mancunian flyover with an uninterrupted view. It is dominated by modern buildings associated with MMU and the Manchester Technology Centre and are no more than 5 storey. The 32 storey tower of 1-5 New Wakefield Street is now complete. The top of the Liberty Heights development can be seen as well as the clock tower of the refuge assurance tower. The library and Town Hall complex provide significant listed landmarks at the end of the street providing a mixture of old and new developments.





***View point 1 – Oxford Road (existing)***

The proposal would be a major new landmark in the view. It would rise above and obscure Liberty Heights and be taller than 1-5 New Wakefield Street. The modern nature of the proposal would be clearly different from the Refuge Assurance Tower ensuring limited harm. The views of the library and Town Hall are not impeded. Given the relatively low townscape value of this view due to its character and location, it is not considered that there would be any unduly harmful impact on the character of the view or the listed buildings. Indeed, the building complements the existing and emerging verticality in the area around this section of Oxford Road.



***View point 1 – Oxford Road (proposed including cumulative view)***

Viewpoint 3 is at the intersection between Charles Street and Princess Street. There are a combination of older buildings such as the Lass O' Gowre (grade II listed) and modern developments such as the Holiday Inn and developments at Circle Square.



***Viewpoint 3 – Charles Street (existing)***

The dominance of Circle Square now provides a different context for this view. The view is experienced in transit and the development does not negatively impact on its surroundings. It would appear as a slender addition to the townscape. The impact on the conservation area and listed buildings would be low level and is considered elsewhere within this report.



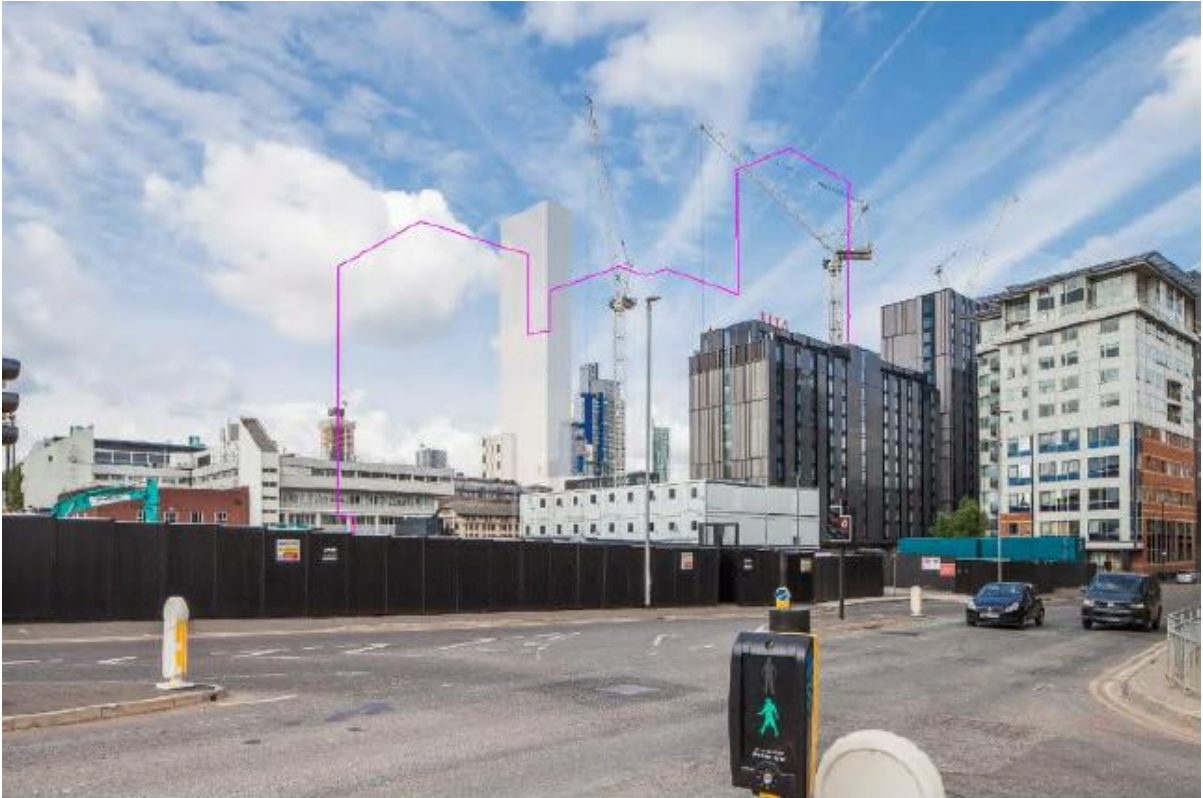
***Viewpoint 3 – Charles Street (proposed including cumulative impacts)***

Viewpoint 11 'Brook Street' has altered since this image was taken with the developments at Circle Square now well advanced. Notwithstanding this, the view demonstrates the dense urban form in this location and the height and scale provided by buildings such as Liberty Heights, Owen Street and Beetham Tower which dominate the skyline and townscape.



***Viewpoint 11 – Brook Street (existing)***

Impact of the development would be relatively low given its position on a busy road and the effects of committed development. The proposal would be marginally viewed above Circle Square and be consistent with the emerging character and other tall buildings. Nevertheless, the proposal would rise above these buildings and be the highest building in the view. This would not impact on any sensitive buildings or areas..



***Viewpoint 11 – Brook Street (proposed including cumulative impacts)***

Viewpoint 24 is dominated by modern buildings associated with the University and the Royal Northern College of Music which give it its value in townscape terms. The view, however, is largely only appreciated in transit.



***Viewpoint 24 – Oxford Road (existing)***

The proposal would be a slender vertical element amongst the modern buildings and add to the quality of buildings on this section of Oxford Road. It would not dominate the view and provides a high quality addition to the street scene with a cluster of modern buildings. It would be of moderate benefit to the city townscape.



***Viewpoint 24 – Oxford Road (proposed including cumulative impacts)***

### *Zone F The Village*

This is a compact area of the city with a mixture of leisure, commercial and residential uses set amongst historic buildings arranged in a traditional grid street pattern with limited modern intervention. The scale and mass of buildings varies with views focused along the narrow grid pattern. Canal Street forms the main spine of this zone alongside the Rochdale Canal. Whitworth Street and Princess Street are the main road in this zone and the Whitworth Street conservation area also extends into this zone.

Viewpoint 10 is dominated by Victorian red brick buildings and limited new development and the potential impact of the development is considered against a historic townscape in the centre of Manchester.



***Viewpoint 10 - Whitworth Street (existing/proposed)***

The proposal would not be visible and has no impact on the setting of the view and the buildings within it.

Viewpoint 12 provides a close up view from the east of the site and highlights the dominance of the red brick Victorian buildings which contribute positively to the conservation area. The most notable building in this view is the Refuge Assurance Tower. Since this was taken, a 32 storey building has been completed at 1-5 New Wakefield Street and provides a new backdrop to the Refuge Assurance Tower.





***Viewpoint 12 – Pritchard Street car park (Existing)***

The view now contains developments of scale with Liberty Tower and 1-5 New Wakefield Street. This is a sensitive view in the conservation area view listed buildings visible. However, it is on a quiet side street off Princess Street and is viewed across a car park. The proposal would be a further modern building taller than Liberty Tower and 1-5 New Wakefield Street. Its slender form adds to the character and variety of building heights in this area and it is distinguishable against the Refuge Assurance Tower. The development complements other buildings in the view and its high quality design could make a positive contribution to the view.



**Viewpoint 12 – Pritchard Street car park (proposed including cumulative impact)**

Viewpoint 13 'is a niche view along the tree lined Rochdale Canal. The buildings in the view are red brick of no more than 4 storey. The proposal would have no perceptible impact on this view.



**Viewpoint 13 – Canal Street (existing/proposed)**

### *Zone H Central Business District*

This area contains many old and new office buildings and a heavily used tram stop. The Town Hall (grade I) including its historic spire and Albert Square form an important civic space. Other important buildings are the City Art Gallery (grade II\*), Central Library (grade II\*) and Midland Hotel (grade II). The St Peter's square conservation area covers the central part of this area and there views down Oxford Road.

Viewpoint 9 is at the south eastern corner of St Peter's Square and provides a clear view down Oxford Road illustrating the high quality nature of the townscape.



***Viewpoint 9 St Peter's Square (existing)***

The townscape value of this view is high due to the cluster of historic buildings created around this civic space. The view is also experienced by a high number of visitors to this space. There are no tall buildings but the proposal would be in the distance and fit into the skyline and the main features remain dominant and legible. The proposal would not be detrimental and the impact on the heritage assets considered to be low.



***Viewpoint 9 – St Peter's Square (proposed including cumulative impacts)***

*Zone N Petersfield*

This area includes Manchester Central, Bridgewater Hall and the Great Northern Warehouse (grade II\*) and new squares and plazas providing an open spacious quality. Modern developments are also evident including the Beetham Tower, Axis and Owen Street.

Viewpoints 4 and 15 provide the opportunity to explore the impact of the development on the emerging character in this area created by developments such as HOME. The railway viaduct which runs parallel to the street provides an historic horizontal features amongst some of the vertical forms of architecture.



***Viewpoint 4 – Whitworth Street (existing)***



***Viewpoint 15 – Whitworth Street (existing)***

The proposal is within a cluster of tall buildings and is highly visible rising above Liberty Heights. The development would contribute positively to the townscape and emerging character of this area.



***Viewpoint 4 – Whitworth Street (proposed including cumulative impacts)***



**Viewpoint 15 – Whitworth Street (proposed including cumulative impacts)**

Viewpoint 6 is the closest to the site, directly outside station entrance. It is currently dominated by Liberty Tower and Holiday Inn and railway infrastructure is evident.



**Viewpoint 6 – Oxford Road Station (existing)**

It is not a sensitive view with the capacity to absorb new development. The townscape assessment considers the view to be incoherent, unbalanced and fragmentary and the development adds value. The impact is substantial and would reinforce the sense of enclosure created by the other tall buildings to the south of the railway. The high quality architecture and slender profile would add character and enhance the view.



***Viewpoint 6 – Oxford Road Station (proposed)***

Viewpoint 7 looks south down Oxford Street and Historic buildings dominate such as the Palace Theatre, St James’s Building and the Corner House. Modern buildings such as the Holiday Inn and the 1-5 New Wakefield Street (at 32 storeys) (which has been constructed since the image was taken) dominate the view and demonstrate that the view has been subject to recent change.





***Viewpoint 7 – Oxford Street (existing)***

The view is in the conservation area with surrounding listed buildings and is sensitive. The proposal would be the tallest in the view above 1-5 New Wakefield Street and the Liberty Heights. It would have a significant impact but would sit amongst other tall buildings and form part of the setting to the Refuge Assurance Tower. It would be a new focal in a cluster of tall buildings and enhance the townscape. The architecture would be high quality.



***Viewpoint 7 – Oxford Street (proposed including cumulative impacts)***

Viewpoint 8 is from a major civic space outside conference and exhibition venues. It includes Chepstow House and more modern developments including Liberty Heights.



***Viewpoint 8 – Manchester Central (existing)***

The proposal would form an important, but background, component to the townscape with the full width of its elevation to be visible. The use of brick complements the warmer tones found at Manchester Central and the proposal would complement the character of the area and allow the public square to remain legible and understood.



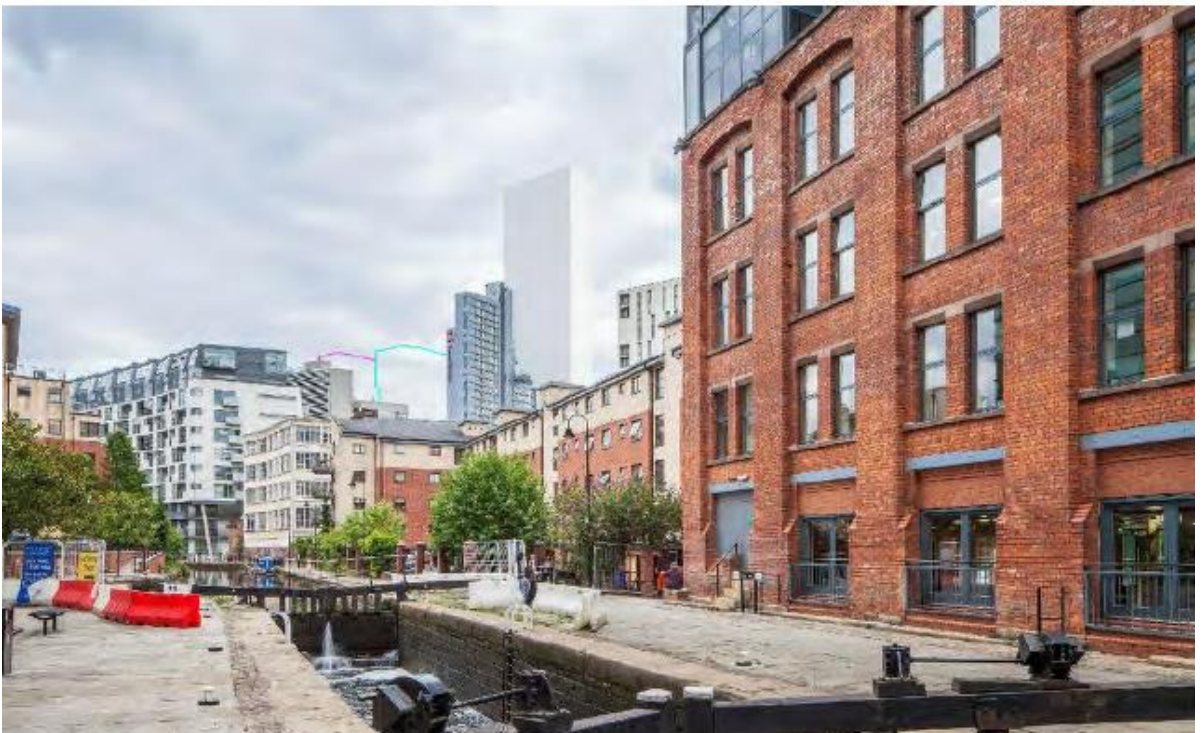
***Viewpoint 8 – Manchester Central (proposed)***

Viewpoint 14 The proposal be visible from the canal as well as residential properties. This view marks one of the few locations along the canal network where the development would be visible. The canal is of historical significance, however, the view is characterised by modern developments including Liberty Heights.



***Viewpoint 14 – Rochdale Canal (existing)***

The proposal would become the principal feature within the view and would be higher than Liberty Heights and 1-5 New Wakefield Street. The cluster of modern developments ensures that the proposal would have a minor impact on the townscape with no unduly harmful impacts on the character of the view.



***Viewpoint 14 – Rochdale Canal (proposed)***

Viewpoint 16 is down Great Bridgewater Street and is heavily influenced by the Beetham Tower with Liberty Heights on the skyline.



***Viewpoint 16 – Great Bridgewater Street (existing)***

Deansgate would remain the dominant feature. The transitional nature of the view means that visitors would only experience the view fleetingly or glimpsed. The Beetham Tower dominates the view and the proposal would have a negligible impact.



**Viewpoint 16 – Great Bridgewater Street (proposed including cumulative impacts)**

Viewpoint 17 is on the footbridge from Deansgate Castlefield to Deansgate Stations above Whitworth Street West. The view offers elevated, open views of central Manchester. Transport infrastructure heavily dominates this view.



**Viewpoint 17 – Whitworth Street West (existing)**

The proposal would contribute to the cluster of tall buildings in this part of the city. The view would still be dominated by the road network and would provide a balancing effect with the Axis tower. In the cumulative scenario the proposal would be obscured by committed development.



***Viewpoint 17 – Whitworth Street West (proposed including cumulative impacts)***

### *Zone O Castlefield*

The area is the terminus for the world's first industrial canal: the Bridgewater canal and the world's first passenger railway terminated near by in 1830. It also includes remaining sections of a Roman Fort. Castlefield conservation area covers this area. The visual character of the area is varied. The many viaducts that pass through the it provide panoramic views of the city but also encloses the spaces below. These strong horizontal features contrast with the chimneys and towers associated with the industrial character of the area. Historic fabric is evident in Castlefield.

Viewpoint 18 'Castlefield Basin' is taken from the ramped entrance path down into the basin from the pedestrian bridge over the Bridgewater canal. Apart from the Merchants Warehouse, there are no historic buildings in the view. Notwithstanding this, the Castlefield Basin has high townscape value. The skyline is far from uniform and contains an eclectic mix of historic and more recent towers (Owen Street).



***Viewpoint 18 - Castlefield Basin (existing)***

The towers at Owen Street dominate the view reducing the impact of any building in the background such as this development. The proposal would be too distant to have any material impact and in any event is obscured in the cumulative scenario.



***Viewpoint 18 - Castlefield Basin (proposed)***



### *Zone P Southern Gateway*

This area forms the major gateway into the City Centre from South Manchester and the proposal is in this zone. There are cleared sites used as temporary car parks. The railway viaduct and arches provide a strong horizontal feature punctured by the older mill buildings of Macintosh Village namely the chimney of Chorlton Mill, Dunlop and Macintosh Mill buildings. There is major regeneration activity in the eastern part of the zone: HOME with further development activity taking place there with buildings of significant scale.

Viewpoint 2 is an area dominated by the Dunlop buildings which have been converted into residential uses and have largely retained their historic exterior providing high townscape quality. Vertical emphasis is provided in this area by the Chorlton Mill chimney and Liberty Heights which is a feature behind.



***Viewpoint 2 - Wilmott Street (existing)***

The townscape is of high quality and high value with historic mill buildings and tight urban grain and the area is sensitive to change. Due to the nature of the viewpoint, only the lower part of the building would have any real influence on the view. Notwithstanding this, the proposal would be substantially taller than the established scale and pattern of development. The magnitude of the impact on this view is minimised to some extent by its high-quality architecture providing a contemporary contrast to the historic buildings.



***Viewpoint 2 - Wilmott Street (proposed including cumulative impacts)***

Viewpoint 5 'provides a close up view of the site on a street which is already dominated by a tall building: Liberty Heights. The view demonstrates the mixed character of the area from the historic former mills to new apartment buildings.



***Viewpoint 5 – Lower Ormond Street (existing)***

The view highlights the older mill buildings on the west side of the street and the newer modern buildings to the east. The impact of the development should be measured against the impact of Liberty Heights which is a building of scale on the east side of the street. The proposal would obscure Liberty Heights and provide a well detailed masonry building complementing the historic buildings. The full scale of the building cannot be full appreciated from this view but provides a robust development to the street edge reinforcing the grid pattern of the area.



***Viewpoint 5 – Lower Ormond Street (proposed)***

Viewpoint 20 is taken from the footbridge over the Mancunian Way and provides a key view from which to appreciate the changing Manchester townscape. The Owen's Street towers are in the foreground and frame numerous residential and office buildings. The bridge forms an important pedestrian link between Hulme and the city centre and offers elevated views.



***Viewpoint 20 – Mancunian Way (existing)***

The Mancunian Way dominates the view and has a negative impact on townscape character. The view shows that the proposal would rise above Liberty Heights and become a prominent. When considered against the cluster of taller buildings at Owen Street the overall effect on the townscape would be low with a minor beneficial impact to the skyline.



**Viewpoint 20 – Mancunian Way (proposed)**

Viewpoint 21 provides a view of the site from the west. Liberty Heights is prominent as are the historic buildings of Hulme Street and Cambridge Street. However, the First Street developments are the buildings which dominate the view.



**Viewpoint 21 – Medlock Street (existing)**

The townscape value is considered to be low as the emerging First Street regeneration development rise up obscuring the historic buildings. The proposal, when considered in the context of the other tall buildings in this area, is considered to complement the cluster of development. Although taller than the other buildings, the slender nature of the building provides an elegant addition to the skyline with a positive impact on the overall townscape.



**Viewpoint 21 – Medlock Street (proposed including cumulative impacts)**

### *Zone Q Hulme*

There has been a considerable amount of regeneration in recent years and a large area of low-rise housing has been built. The area contains one of the largest public open spaces close to the city centre, Hulme Park. Princess Road cuts through this zone with footbridges providing views into the city centre.

Viewpoint 19 'is a view of the site on the townscape from a more distant perspective. The view is dominated by the Owen Street development.



***Viewpoint 19 - Chester Road roundabout (existing)***

The dominance of the Owen Street development, Axis tower, the Beetham Tower and other emerging development in the cumulative scenario means the views can absorb new development without causing significant harm or impact on the townscape. The proposal features in a minor way and is dwarfed by the Owen Street development.





***Viewpoint 19 - Chester Road roundabout (proposed including cumulative impacts)***

Viewpoint 22 'Hulme Park' is a popular green space to the south of the city centre. Its wide-open aspect offers views of the city centre skyline above the tree line.



***Viewpoint 22 – Hulme Park (existing)***

The proposal is distant and offers a slender profile. Whilst the open nature of the site has an impact on the area, the distance of the application and the characteristics of the view dominated by trees, it is considered that any impacts are minor.



***Viewpoint 22 – Hulme Park (proposed including cumulative impacts)***

Viewpoint 23 'Stretford Road (Bridge over Princess Road) provide a viewpoint on the edge of a densely populated residential area of Hulme. Liberty Heights is visible above HOME. The bridge over Princess Road is the dominant feature in the foreground and mature trees soften the view.



***Viewpoint 23 – Stretford Road (existing)***

The proposal is distant, offers a slender profile and provides a new landmark feature.



***Viewpoint 23 – Stretford Road (proposed)***

The development would be significant in some of the views identified above 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, conservation areas and non-designated heritage assets. However, this would be mitigated by the benefits of the proposal through the addition of new accommodation, place making and high-quality architecture. These benefits would be considered in further details elsewhere within this report.

### **Layout, scale, external appearance and visual amenity**

The main entrance to the building would be from Hulme Street with a separate access for the bin storage area as well as a designated entrance to for students to access the cycle store together with entrance to the SME space.

The ground floor would also contain the secure bike store which would be accessed via a separate entrance adjacent to the main entrance. The first floor also accommodates the SME space in the eastern part of the building providing a large open plan space with individual desks and break out areas.

Communal areas for the students are on the first, second and third floor providing active windows over Great Marlborough Street. The incubation spaces associated with the SME also occupy these levels overlooking Hulme Street.

The third and fourth floors also contain studio accommodation. Levels 5 -11 have 24 studios per floor including one adaptable studio. At levels 12-26, the floor plate reduces and accommodates 16 studios, including one adaptable studio, with two lift cores. Levels 27 and 29-53 all follow the same arrangement as the lower levels with the exception that a second adaptable studio is introduced. At level 28, the floor plate accommodates 10 studios including two adaptable studios with the remainder of the floor plate being used for plant. Level 54 is a double height space that would be used as a common area for students as well as study, break out and common spaces. The roof of the building would be used for plant.

The exterior would be red brick providing a reference to the sites red brick context. The slender nature of the building also makes reference to the scale, form and nature of the nearby former mill chimneys.

A consistent floor to ceiling height has allowed a rhythm to the window arrangement to be established. Façade brick panels to Great Marlborough Street would provide pattern and depth and deep window reveals would be created along Hulme Street. The overall effect creates a continuous surface to the building replicating the regular facades found on the older buildings in the area.



***Window arrangement to Hulme Street elevation***

Aluminium louvres are required for the mechanical ventilation system and openable windows would be screened by an aluminium screen. Window would also be aluminium and a colour would complement the brick.



***Main entrance off Hulme Street including patter brick work to Great Marlborough Street***

Natural surveillance would be provided at street Hulme Street by the main entrances to the student accommodation, SME space and views through to the reception area. Great Marlborough Street would overlooked by the 4 storey amenity block which would have windows overlooking the street. This together with the public art on this elevation would be interest to this elevation.

At 55/11 storeys the proposal would be substantial in the area as well as being seen from key viewpoints across the city. It would be the tallest building in this area exceeding Liberty Heights at 37 storeys and 1-5 New Wakefield Street at 32 storeys.

The building would form part of a cluster of tall buildings and whilst this would be the tallest, it would help to bring some cohesion with the other tall building. The building would be a slender addition to the skyline, particularly when viewed along Great Marlborough Street and long-range views along Hulme Street.



***Great Marlborough Street – showing the narrow, slender elevation and deep panel reveals***



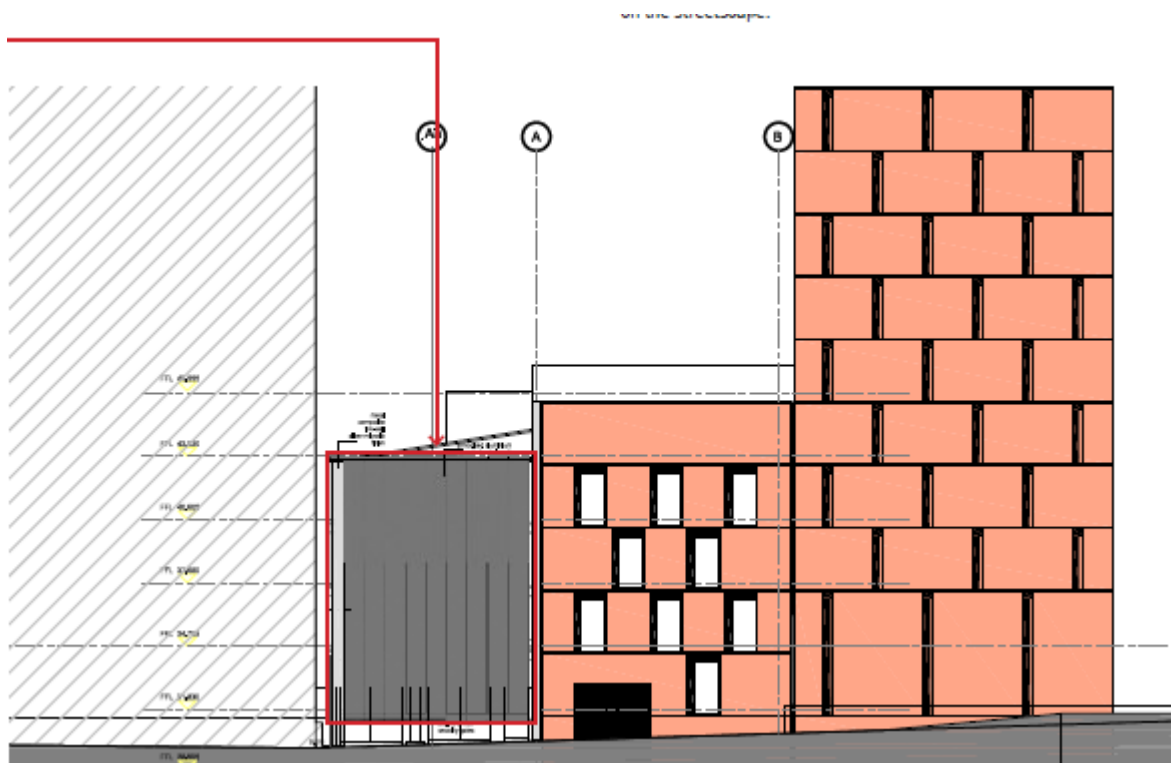
***Hulme street elevation – showing deep regular window pattern and double height window to the crown of the building***

Local residents are concerned about the overall scale of the building considering it to be an overdevelopment of the site, resulting impacts on the wind environment, loss of light/overshadowing and loss of privacy. These local impacts are covered in detail in the report.

The development is close to Oxford Road Station and within The Corridor and would form a cluster with other tall buildings in the area. Whilst this development would be the tallest building in the immediate locality, it would meet the required standards in terms of design, materiality, sustainability and realise regeneration benefits as required by the Core Strategy's tall building policy (EN2).

Part of the MSCP would be demolished to provide two way access ramps to the north of the existing building. The car park would remain operational throughout the construction period with phased arrangements.

The new MSCP would be 3 storeys with the main elevation to Great Marlborough Street fitted with a mesh system for ventilation. A large portion of the MSCP would be concealed behind the proposed tower, and it would be a relatively subservient element in the street scene. The east elevation would be treated in a ribbed material. The choice of materials for the building allow the car park to be natural ventilated.



***Car park façade to Great Marlborough Street***

Overall, the design would be high quality and distinctive. A tall building would be acceptable here and the materials would deliver a simple and effective façade treatment. Conditions of the planning approval would ensure that the materials are appropriate and undertaken to the highest standard.





***The proposed development forming a cluster with Liberty Towers (37 storeys) (and now 1-5 New Wakefield Street at 32 storeys)***

### **Credibility of the Design**

Proposals of this nature are expensive to build so it is important to ensure that the standard of design and architectural quality are maintained through the process of procurement, detailed design and construction. The design team recognises the high profile nature of the proposed use.

The applicants acknowledge that the market is competitive and the quality of the development is paramount. A significant amount of time has been spent developing and carefully costing the design to ensure that the scheme as submitted can be delivered.

The proposed materials have been selected following detailed research and discussions with contractors and suppliers to establish the cost parameters, maintenance requirements and to understand weathering characteristics, to ensure that they can be delivered within the cost parameters and are of appropriate quality and longevity.

The development team have experience of delivering high quality buildings, including residential schemes, in city centre locations. They recognise the high profile nature of the site which has ensured that the design response is appropriate for this strategically important site.

The proposal has also been the subject of a Places Matter! review.

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

The site is not within a Conservation Area but there are a number of Listed Buildings and Conservation Areas in close proximity to the site. The proposal would have an impact on the surrounding historic environment and on key views across the City. The listed buildings near the site are: Dance House Theatre (Grade II), Chatham Mill (Grade II), Oxford Road Station and Platforms (Grade II), Former Refuge Assurance Building (Principal Hotel) (Grade II\*), Chorlton Old Mill (Grade II), Chorlton New Mill (Grade II), Ritz Dance Hall (Grade II), Palace Theatre (Grade II), Tootal, Broadhurt and Lee Building (Grade II\*), St James Building (Grade II), 61 Oxford Street (Grade II), 127-133 Portland Street (Grade II), Mill Chimney (Grade II), Cotton Mill (Grade II) and Manchester South Junction and Altrincham Railway Viaduct (Grade II). The site is not within a conservation area, however, the Whitworth Street Conservation Area is close to the site.

Legislation and planning policy seek to preserve or enhance the character, appearance, and historic interest which heritage assets possess. Sections 16, 66 and 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 (“P(LBCA)A 1990”) require that ‘special regard’ be paid in taking decisions affecting listed buildings and their settings and conservation areas.

Whilst a number of listed buildings have been identified, the key listed and heritage assets affected by the proposal are:

The Former Refuge Assurance Company Offices (now known as the Principal Hotel) (Grade II\*) is a distinctive landmark building along Oxford Road whose tower is prominent in views across the City. The building is four storeys plus basement and attics and together with the decorative features outlined above. The building contains distinctive element: the elongated tower element, the elevations to Oxford Street with square four light 17th Century inspired mullioned window openings and the Baroque entrance. The brickwork to the principal Oxford Street elevation appear darker than the orange tower with the contrasting white-grey stone entrance.

It would be seen in the same context as the proposal. The proposal is set back from Oxford Road and this would reduce its impact on the setting of the listed building and allow it to be appreciated and experienced in its current context. The proportions of the proposal, together with the high quality façade and materials would provide a high quality and distinctive building within the setting of the listed building. Historic England conclude that the proposal would not compromise the setting and status of the listed hotel and its tower.

Manchester Oxford Road Station (Grade II) is a post war railway station and has a unique and striking design. It is constructed of laminated timber shells supported on a cruck like frame. Its unusual shape, design and use of timber cladding create a striking addition to the street scene. The station is located to the north of the site. Views of the Station would be retained because of its elevated position above New Wakefield Street. It is therefore considered that there is no impact on it as there is no physical or visual relationship with the station and the site.

The Dancehouse Theatre (Grade II) is a former cinema built between 1929-30. It is four storeys over nine bays, with a white faience principal façade with brick rear elevations and retains its internal layout of double auditoria over a first floor restaurant and waiting halls, foyer and shops. The building is located south of the site between Hulme Street and Chester Street. There would be long range views of the proposal behind the listed building when looking towards the City Centre. However, there is a degree of physical separation between the listed building and the site and it would not adversely impact on its setting or how it is appreciated and viewed in the street scene.

The Dalton Statue in forecourt of Dalton College (Grade II) is a statue of the Chemist and Physicist John Dalton and dates to 1854 by William Theed the Younger. It is cast in bronze on a sandstone plinth with cut lettering and is located on Charles Street to the east of the site. Given the physical separation of the structure to the proposal, it would continue to be unaffected within the setting of John Dalton College which it forms part of.

Chatham Mill (Grade II) is a six storey mill constructed in brown red bricks. It consists of six storey rectilinear block of 17 bays, with engine house against the gable wall to the southwest. The mill dates from 1820 and is a good example of an early 19th Century mill. It is located on Chester Street and is physically separated from the site. Given the scale of the proposal, there is potential for some long range views of it from the listed building. However, it is not considered that this would result in any harmful impacts on the listed building, its setting or the understanding of its importance.

Chorlton Old Mill (Grade II) is a former cotton spinning mill, converted to residential accommodation in 1993. The earliest mill on the site was built in 1795, considerably extended c1810, and then largely rebuilt in 1866. Brick with slate roof and is 6 storey in height. The mill is physically separated from the site and whilst the building would be seen in the same context of the site (from long ranging views along Hulme Street) the listed building would remain legible and understood in the street scene.

Chorlton New Mill and chimney (Grade II) is a former cotton spinning mill converted into residential accommodation. It is constructed of red brick with a slate roof and is 8 storeys (with two below street level) with small rectangular windows. The building has an associated chimney which dates back to 1852 constructed of brick with iron bands in an octagonal form. The mill is physically separated from the site and whilst it would be seen in the same context, particularly its chimney, the significance of the listed building would remain legible and understood.

Cotton Mill (Grade II) for cotton spinning mill converted into residential accommodation. It is constructed of red brick with a slate roof and is 5 storeys. The mill is physically separated from the site and whilst it would be seen in the same context the significance of the listed building would remain legible and understood.

There are other listed building and a number of non-designated heritage assets in close proximity to the site, namely the former picture house cinema, textile finishing works, hotspur press (former Medlock Mill) and Kingston Public House. These

buildings hold some historical value reflecting a way of life during their time of construction and intended use. Whilst there would be views of the proposal within the same context as these buildings, it is not considered that there would be any unduly harmful impacts in this regard and are considered as part of townscape and visual impact assessment.

A heritage assessment has considered the impact of the proposal on the historic environment within the context of the key viewpoints as required by paragraph 189 of the NPPF.

The scale of the impact, together with the impact on the significance of the heritage asset, has been judged to be either low beneficial, negligible or neutral in most cases together with there being instances where the proposal improves the visual amenity of the area thus being beneficial.

In this instance, the main viewpoints which impact specifically on the heritage assets are views 1-10 which are considered in detail below.

Viewpoint 1 is a view along Oxford Road and one of the principal views of the proposal. It contains a number of listed buildings including the Refuge Assurance building and its tower, the Library and Town Hall and views of the Conservation Areas.

The proposal would be highly visible. However, it would be set back from the street so would not visually intrude on the enclosed views along Oxford Road. It would provide some verticality to the strong horizontal form of the lower buildings in the view. When considered alongside the other tall buildings in the area, namely 1-5 New Wakefield Street, it is concluded that the overall effect on the historic environment is negligible.

Viewpoint 2 is experienced looking east along Hulme Street, at the junction with Cambridge Street and illustrates the industrial character of the area with views of the Grade II listed Chorlton Old Mill to the left side of the view and the Grade II Chorlton New Mill to the right which are appreciated and understood in the view. The proposal would be seen as the backdrop to the listed buildings, however, the harm caused would be minimised as the development would clearly be read as contemporary form of development with contextual references from its materials and articulation. The overall effect is concluded to be negligible given the other large scale developments at 1-5 New Wakefield and Circle Square.

Viewpoint 3 highlights the current fragmented urban form of the area. Circle Square now screens views of the Dance House Theatre. Modern development such as the Holiday Inn and 1-5 New Wakefield Street are also visible. The assessment judges the heritage value in this view to be low. The proposal would appear slender in form and in the background and add some visual interest. The impact on the significance of the heritage assets would be neutral, particularly when viewed in the context of other committed developments and that under construction.

Viewpoint 4 highlights the dominance of modern tall buildings contrasting against the horizontal form of the Grade II listed. Due to the length of the viaduct, its setting is

vast thereby being understood and appreciated as part of the wider urban form. The proposal would be part of a cluster of tall developments and form a cohesive urban skyline and provide visual interest. There would be limited impact on the heritage assets and the historic environment remains legible and understood.

Viewpoint 5 'Lower Ormond Street' illustrates a wider variety of height, form and materiality. The Grade II Chatham mill is visible. The assessment concludes that the building would give greater articulation to the junction of Great Marlborough Street and Hulme Street and the use of brick would give greater cohesion to the urban form. Accordingly, there would be a minor beneficial impact on the setting of the Grade II Chatham Mill.

Viewpoint 6 is a view in front of the Grade II listed Oxford Road station currently dominated by Liberty Heights. The view highlights the enclosed nature of the station which limits the appreciation of the heritage asset. It is concluded that the proposal would provide some variety to the view and would be neutral in heritage terms.

Viewpoint 7 'Oxford Street' demonstrates the dominance of Liberty Heights and the concealed nature of Oxford Road Station. The Grade II\* Refuge Assurance Building is to the left and the unlisted former Corner House Cinema forms the junction with Oxford Road. The proposal would be highly visible and add to the variety and interest in the view. The form, articulation and materials contrast to other modern buildings in this area and provide a contextual reference to the wider historical industrial character of the area. The development would form a cluster with the other tall buildings in the area and minimise the impact on the historical environment.

Viewpoint 8 provides the view from the public realm outside of the Grade II\* Manchester Central Building. The roofline and chimney of the Grade II listed Chepstow House can be seen above the entrance ramp in the foreground and illustrates the low-medium significance of the setting of the Grade II\* listed Manchester Central building. The proposal would be seen to the right of 101 Barbirolli Square, behind Liberty Heights and would add interest and variety to the wider city-scape, illustrating the continuation of the city beyond. The proposal would have a neutral effect on the significance of the identified heritage assets.

Viewpoint 9 is outside the entrance to the Grade II\* listed Central Library building. The Grade II listed St Peter's Cross is seen in the middle of the public realm whilst No.1 St Peter's Square marks the southern side of the square. St Peter's Square provides a formal setting to the nationally important group of civic buildings (the Grade II\* Central Library, the Grade II\* Town Hall Extension and the Grade I Town Hall), however, this viewpoint does not best represent this. Consequently, this view illustrates the medium significance of the setting to the identified heritage assets. The proposal would be a backdrop to Peter House and the wider setting of St Peter's Square. Consequently, it would have a neutral effect on the significance of the identified heritage assets. Where the proposal is considered alongside other committed developments, the effect would remain neutral; the New Wakefield Street development would act as a terminus to the view.

Viewpoint 10 illustrates the character and appearance of the Whitworth Conservation Area at the junction of Princess Street and Whitworth Street. The proposal would not

be visible from this location. This development would be seen in the same context of a number of heritage assets. The current low-rise nature of the existing building at site has, at best, a neutral impact on the local area and the assets identified above.

The building would be visible on Oxford Road/Street corridor, from within the Whitworth Street Conservation, in the setting of the listed buildings, Oxford Road Station, viaduct and Chorlton New and Old Mill and Chatham Mill. Whilst tall, the building is set back from Oxford Road, and its proportions, slender form and architecture mitigates against any significant harm on these heritage assets. The proposal would form a distinctive piece of architecture providing appropriate and well-conceived references to the historical environment without unduly compromising the historical environment.

There is local concern about the impact on the nearby former mill buildings, both individually and their group value. The tight urban grain means that proposed building is only visible in certain location and when viewed with other tall buildings it would not be considered to be unduly harmful to warrant refusal. The level of harm is low and would be outweighed by the public benefits set out below.

It is considered that there would be some low-level impacts on the surrounding listed buildings. This would be less than substantial harm, as defined by paragraph 196 of the NPPF, to the setting and significance of the identified heritage assets.

Notwithstanding this low level of harm, the significance of heritage assets would remain legible and understood with only a low-level harm to their wider setting. Any harm would be 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 changes to the setting of the Whitworth Street conservation area, Refuge Assurance building, Oxford Road Station, Manchester south junction and Altrincham Railway Viaduct, Chorlton Old and New Mill, Cotton Mill and Chatham Mill would result in instances of low level of harm which would be less than substantial harm within the NPPF.

It is therefore 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. The more important the asset, the greater the weight should be (paragraph 193 NPPF). The harm should be outweighed by the public benefits that would be delivered in accordance with the guidance provided in paragraph 196 of the NPPF. In considering whether the public benefits outweigh any harm, consideration has been given to paragraph 8 of the NPPF which outlines the three dimensions to achieve sustainable development: economic, social and environmental.

The site would be redeveloped and provide 853 purpose-built student accommodation units. There is identified need and support from Manchester

Metropolitan University in close proximity to the Oxford Road Corridor. 786 sqm of SME accommodation would provide flexible workspace supporting start-ups and SMEs.

The proposal represents £130 million of investment and 1,289 construction jobs are expected to be created over the 3 year construction period. This increases to 3,130 jobs when combined with the indirect jobs from the wider supply chain. Jobs would also be targeted to Manchester residents through local labour commitments which would form part of the condition.

Once the development becomes operational, there would be 15 jobs directly associated with the development. 52-79 jobs would be created with the SMEs workspaces, which students would also be able to access.

Local business would benefit from expenditure during the construction period which is estimated to total £958,729 for the 3 year period. Once the development becomes operational, students are likely to generate expenditure in the region of £6,431,100 per year.

Manchester has the second highest level of graduate retention after London. Graduate retention is an essential component of economic growth and prosperity.

The visual and heritage assessment demonstrates that low level of harm would be caused where the development would be viewed in the same context as the listed buildings/structures and to the Whitworth Street conservation area. The level of harm is low as, in most instances, 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 continued regeneration of the Oxford Road Corridor. The proposal would also be high quality in terms of its architecture, which would also bring its own heritage benefits. The buildings would be highly sustainable, using low carbon technologies and a highly efficient building fabric.

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 listed buildings as required by virtue of S66 of the Listed Buildings Act, and paragraph 193 of the NPPF, the harm caused to the listed buildings and the Whitworth Street conservation area 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** GMAAS accept the conclusions of an archaeological assessment that there are unlikely to be any retained below ground archaeology of any interest or heritage significance and no further archaeological requirements are necessary.

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

The site is accessible by a range of transport modes and is close to amenities and services. The site is close to Oxford Road station with many bus routes along Oxford Road. The student accommodation would have a minimal impact on the surrounding highway network. The development is car free and students would be encouraged to walk, cycle and use public transport. A travel plan would be prepared to help support the students travel choices and this should be a condition.

Servicing, waste collections, taxi pick up/drop off and food/online deliveries would take place from a loading bay created outside of the main entrance on Hulme Street. The creation of this loading bay would retain the existing parking, traffic calming and two-way vehicle movement along Hulme Street but would require a modification to the highway and existing traffic regulations order.

The on-site facilities management team would manage the loading bay to ensure that it remains clear and available at all times. This is particularly important in order to manage taxi and food/online delivery services which have become particular characteristic of student accommodation and can cause disturbance locally. It is recommended that a management strategy for this loading bay is agreed in order to minimise the effects of taxis and food deliveries which are likely to be attracted to this development.

Highway Services recommend the provision of an on street car club/disabled bay to service the development (which would require the conversion of one of the on street parking bays). The location and final details should be agreed by planning condition.

262 secure cycle spaces would be provided for students and 4 space for the SME workspace on the ground floor along with secure locker space. The applicant would provide 60 bikes which would be freely available for students to book. Cycle provision would be monitored as part of the travel plan and increased storage provided if required.

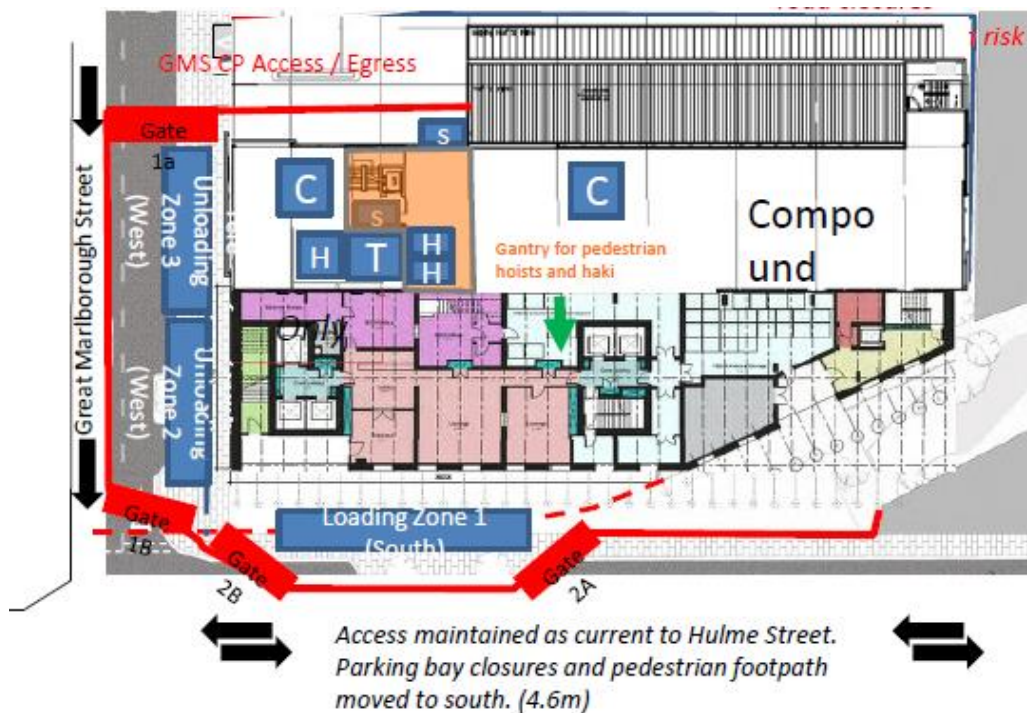
The MSCP would be modified to facilitate the development. There are 391 spaces within the car park of which approximately 100 spaces are the subject of long leases by residents who live in Macintosh Village. The number of spaces would be reduced to 101 spaces of which 5% would be disabled. The car park is relatively underutilised with the exception of the long lease holders. Given the desire to reduce parking in the city centre in favour of more sustainable travel patterns, it is not considered that the loss of parking in this instance is significant. The lease holders provision would be retained during construction and when the development becomes occupied.

The access to the car park from Great Marlborough Street would be retained including during the construction period, albeit with temporary arrangements in place during this time. As part of the overall improvements to the car park for the lease holders, the applicant intends to improve CCTV and install electric vehicle charging points to 20% of the spaces. In addition, a 64 space cycle store would be created behind the secure boundary line of the car park for the sole use of the lease holders.



A construction management plan should be agreed to minimise the impact of these activities on the local highway network and local disturbance to residential amenity. This includes management of HGV activities to ensure no waiting on the local highway network around the site.

The applicant has provided indicative details for how construction impacts would be managed. Great Marlborough Street would temporarily be made one way for the duration of the works. Whilst the footway immediately outside of the site on Hulme Street would need to be temporarily closed, two way traffic along Hulme Street would be retained. Final arrangements would be agreed by planning condition.



### **Indicative logistics plan**

A series of highways would be required to be agreed as part of the proposal, this includes traffic calming measures on the surrounding road network to reduce traffic speeds at appropriate locations around the application site.

The development would not have an unduly harmful impact on the local highway network. Travel planning would help the students take advantage of the sustainable location of the site including enhance cycle provision. The long lease holders with the MSCP would see improved provision in the form of electric car charging and cycle provision providing greener travel options within the safety of the car park. Servicing and construction requirements can also adequately met at the site subject to clear operational management plans. The proposal therefore accords with policies SP1, T1, T2 and DM1 of the Core Strategy.

**Accessibility** The principle entrance to the building is via a continuous pavement along Hume Street together with step free access to the building. The loading bay associated with the site is located outside of the main entrance to the building which can also be utilised for taxi pick up and drop off. Access to the loading bay would be

managed by the on-site facilities management team who would be able to assist in the management of this area to ensure it remains available at all times.

All floors of the building are accessible by lift. A number of studio apartments are capable of being adapted to meet specific needs of a disabled user depending on the nature of their disability. Adaptable units are available on each floor equating to 9% of the studio. The studios are converted on a demand basis and can be made fully accessible to wheel chair users with an accessible bathroom.

**Ecology** An ecological appraisal considers the impact of the development on bats, birds, other species and habitats together with the proximity to the river Medlock. GMEU concur with the results and recommend an informative to advise that if bats and birds are found during the works all work should cease until an assessment has been made by a suitably qualified individual. They also recommend a method statement should be submitted to protect the River Medlock from spillages, dust and debris.

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

The footways around the site would be improved with street trees or planters on Hulme Street and Great Marlborough Street.

The proposal would also include art work to the brick on the lower floors of the Great Marlborough Street elevation to provide visual interest.



*Indicative view of the proposed art work to Great Marlborough Street elevation*

The development would provide communal areas as part of the student wellbeing strategy to encourage interaction with a schedule of events and small break out spaces. The main space would be on the 54<sup>th</sup> floor with panoramic views of the city.

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

- (a) Sunlight, daylight, overshadowing and overlooking

An assessment of the impact on the daylight and sun light received by surrounding properties has been undertaken. Consideration has also been given to any instances of overlooking which would result in a loss of privacy.

The following residential properties were assessed:

- River Street apartments;
- 9 Hulme Street;
- 7 Hulme Street;
- 2 Lower Ormond Street;
- Quadrangle (Hulme Street/Chester Street);
- Shell House, Oxford Road;
- 7/9 New Wakefield Street; and
- Block A and B Lockes Yard, Great Marlborough Street.

In determining the impact of the development on available daylight and sunlight, consideration should be given to paragraph 123 (c) of section 11 of the NPPF which states that when considering applications for housing, a flexible approach should be taken in terms of 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).

The BRE guidelines provide the requirements governing daylight to existing residential buildings around development sites. The light available to a window depends on the amount of unobstructed sky that can be seen from the centre of the window. The amount of visible sky and amount of available skylight is assessed by calculating the vertical sky component (VSC) at the centre of the window. The guidelines advise that bathrooms, toilets, storerooms, circulation areas and garages need not be analysed. They also suggest that distribution of daylight within rooms is reviewed although bedrooms are considered to be less important.

If VSC is greater than 27% then enough skylight should still be reaching the windows. If reduced to less than 27% and less than 0.8 times its former value, occupants would be affected. As such, if 27% VSC cannot be achieved a reduction of up to 0.8 times its former value would not be noticeable.

The BRE guidelines also sets out a more detailed tests that assesses the daylight conditions in rooms. These include the calculation of the Average Daylight Factors (ADF) which determines the level of illumination with the standard recommended being a minimum of 2% for kitchens, 1.5% for living rooms and 15 for bedrooms.

The non sky line or daylight distribution (DD) shows the extent of light penetration into a room at working plane level, 850mm above floor level. If a significant element of the room area does not receive direct daylight penetration then the distribution of light within the room may look poor. As with the VSC assessment, if the reduction in daylight is within 0.8 times its former value there would not be a notable reduction in daylight and would not therefore be considered material.

Where a VSC result show that a room would be adversely impacted, an ADF and/or DD analysis should be prepared to enable a more informed view to be taken as to

the overall impact on daylight levels. In terms of the magnitude of the impact the effects can be negligible, minor, moderate or major.

A negligible impact occurs when the VSC is at or above 27% (for half of the windows to a room/area) and/or a VSC reduction of less than 20% (for more than half the windows to a room/area) and/or a ADF at or above 1% (bedroom) or 1.5% (lounge) and/or DD to over 80% of room area and/or reduction of less than 20%.

A minor impact occurs when the VSC is between 20-27% (for more than half the windows to a room/area) and/or a VSC reduction between 20-25% (for more than half the windows to a room/area) and/or an ADF between 0.75-1% (bedrooms) or 1-1.5% (lounge) and/or DD between 60%-80% of the room area and/or a DD reduction of between 20-30%.

A moderate impact occurs when the VSC is between 15-20% (for more than half the windows to a room/area) and/or VSC reduction between 25-30% (for more than half the windows to a room/area) and/or ADF between 0.5-0.75% (bedroom) or 0.75-1% (lounge) and/or DD to 40%-60% of the room area and/or a DD reduction of between 30-40%.

A major impact occurs when the VSC is below 15% (for more than half the windows to a room/area) and/or VSC reduction above 30% (for more than half the windows to a room/area) and/or ADF below 0.5% (bedroom) or 0.75% (lounge) and/or DD below 40% of the room area and/or a DD reduction above 40%

For sunlight, there is a requirement to assess main windows which face within 90 degrees due south. Windows which do not face within 90 degrees due south do not get direct sunlight. The guidelines consider kitchens and bedrooms to be less important when considering sunlight. A good level of sunlight to a window is 25% annual probable sunlight hours, of which 5% should be in winter months. Where sunlight levels fall below this level a comparison with the existing condition is made and if the reduction is within 0.8 of its former value the loss would not be noticeable.

In terms of the magnitude of the impact on sunlight the effects can be negligible, minor, moderate or major.

A negligible effect occurs when APSH is above 25% (including at least 5% winter months) and /or a reduction of less than 20% in total APSH.

A minor effect occurs when APSH is between 20% and 25% (including at least 4% winter APSH) and/or a reduction of less than 30% in total APSH and/or less than 20% reduction to winter APSH and/or 5% winter APSH.

A moderate effect occurs when APSH is above 10% (including at least 2% winter months) and/or a reduction of less than 50% in total APSH.

A major effect occurs when APSH is below 10% and/or a reduction of more than 50% in total APSH and/or less than 2% winter APSH.

A summary of the impacts is detailed below:

**River Street Apartments** 15 windows were tested for daylight to 5 lounge/living room areas and 5 bedrooms. All of the lounge/living room areas have 2 windows. Currently, only one bedroom window (at the top/5<sup>th</sup> floor) achieves a VSC at or above 27%.

The development would result in 5 of the lounge/living windows having a VSC of less than 10% with the remaining 5 lounge/living windows showing a reduction ranging from 20.2% (at the 5<sup>th</sup> floor) to over 70% at both first and second floors. The VSC reductions in excess of 70% arise primarily on account of the windows having existing very low VSC (below 3%). All 5 bedroom areas show VSC reduction below 20%.

The ADF results show that 1 lounge/living room area achieves 1.5% ADF with the development in place, 2 achieve 1% and 4 achieve 0.75%.

The DD analysis shows that all lounge/living room areas achieve DD to over 80% of the relevant area with the proposal in place, less than 20% from the existing situation.

None of the bedroom areas currently achieve 1% ADF. The DD results show that currently 3 of the bedrooms DD is less than 50% of the relevant area. As a result of the development, 2 of these bedrooms achieve DD to over 75% of the relevant area with the reduction to these areas being less than 11% of their current condition. The DD reductions to the remaining bedrooms range from some 24% to 54% and are, to a large extent a function of their current low DD.

The impact on the identified lounge/living room windows in the River Street apartments is therefore considered to be negligible as all retain over 80% of DD/VSC reduction to half windows below 10%. The impact on the bedroom areas is also negligible with VSC reductions below 20%.

10 windows were assessed for sunlight and only 3 windows, one each at the 3<sup>rd</sup>, 4<sup>th</sup> and 5<sup>th</sup> floor levels currently achieve at least 25% APSH with at least 5% APSH (winter). With the development in place, the windows at the 4<sup>th</sup> and 5<sup>th</sup> floors retain 25% APSH whilst the windows at the 3<sup>rd</sup> floor level show a reduction to 23% APSH (but no reduction to the winter APSH).

The other windows assessed in this property show only comparatively minor reduction to the current winter APSH levels with the reduction ranging from 33.33% at the 1<sup>st</sup> and 2<sup>nd</sup> floors to 6.67% at the 5<sup>th</sup> floor level.

The impacts on sunlight at the River Street apartments are predominately negligible or minor with 3 windows having a moderate adverse impact to available sunlight. For a city centre context this is considered acceptable as the impacts which would arise are not unusual or harmful to the extent that would warrant refusal.

**7/9 Hulme Street** 67 windows (20 in 9 Hulme St and 47 in 7 Hulme St) were assessed for daylight to 31 lounge/living room areas (11 in 9 Hulme St and 20 in 7 Hulme St).

Currently, none of the windows in 9 Hulme St achieve a VSC at or above 27% and only 6 windows achieve 27% VSC in 7 Hulme St. No windows in either property would achieve 27% VSC. However, the reduction in VSC from those currently are significantly below 20% - the highest reduction being 16%.

The ADF results show that 18 room areas would achieve above 1.5% ADF with the development in place. The DD analysis shows no reduction from the current position to the 16 rooms, with 9 rooms showing a reduction of 1% with the remaining 6 rooms showing reductions of less than 5%.

The magnitude of the effects on 7 and 9 Hulme Street are considered to be negligible.

**2 Lower Ormond Street** 42 windows were assessed for daylight to 7 lounge/living room areas (3 windows each) and 21 bedrooms (one each). The total number of rooms assessed was 28 (four at each level ground and 6 upper floors).

Currently, none of the windows below the third floor achieve a VSC at or above 27% with the range in VSC for these windows being 12.59% to 24.03%. 12 windows at and above the 3<sup>rd</sup> floor currently achieve 27% VSC with a further 10 achieving VSC between 20% and 27% and the remaining 2 achieving VSC of 16.6% and 18.77%.

The proposal would result in all but 3 of the windows below the 3<sup>rd</sup> floor having a VSC reductions above 20% (the range being 21.6% to 26.14%). At and above the 3<sup>rd</sup> floor, 3 windows would retain over 27% of VSC and a further 5 show VSC reductions below 20%. The remaining windows show VSC reductions above 20% (ranging between 21.85% to 34.94%).

The ADF results show that all 7 of the lounge/living room areas achieve over 1.5% ADF with the lounge/living room areas at the 2<sup>nd</sup> floor level and above (5 in total) achieving over 2% with the development in place.

The ADF range for the bedrooms is currently 0.81% to 1.47% (13 bedrooms achieving at least 1% ADF). With the development in place, the ADF range is 0.68% to 1.22% (with 6 bedrooms achieving at least 1% ADF and 11 achieving over 0.9% ADF).

The relatively small daylight reduction to the bedroom areas in the ADF analysis are reinforced by the results of the DD analysis which show that 14 bedrooms show DD reductions of below 7% and only a single bedroom shows a DD reduction above 20% - the relevant figure being 20.51% and exceeds the 'target' 20% reduction by a negligible amount. The DD analysis results for the lounge areas show that all retain DD to over 90% with the proposal in place with minimal reductions – the reduction range being 0.00% to 2.12%.

The overall the impacts are considered to be negligible in respect of daylight impacts. 12 bedroom windows would suffer minor impacts but this is considered acceptable within the city centre context and the harm would not warrant refusal.

**Quadrangle development** 422 windows were considered for daylight to 119 lounge/living rooms and 214 bedrooms, 333 in total. The majority of rooms have a single windows with those with multiple windows on the ends/corners of elevations. The windows and rooms are best considered in two distinct groups – the Hulme Street (site) facing group (Group A) and the Courtyard facing group (Group B). Group A comprises 169 windows to 37 lounge/living rooms and 62 bedrooms and Group B comprises 253 windows to 82 lounge/living rooms and 152 bedrooms. Currently, the Group A VSC ranges between 1.10% to 39.02%. This changes to 0.10% - 38.31% with the development in place. The higher VSC figures relate to the windows at the ends/corners at each level of the Hulme Street elevation which generally show only a minimal reduction in VSC levels. 116 Group A windows (68.63%) show VSC reductions of at least, and in the majority of cases significantly above, 40%. These windows serve 26 lounge/living rooms and 48 bedrooms. Within Group A the majority of the rooms with windows showing VSC reductions above 40% are bedrooms which the BRE Guide recognises are less sensitive to daylight levels.

Currently, the Group B VSC ranges between 3.29% to 32.06%. With the development in place, this changes to 3.29% - 30.33%. The higher VSC levels (over 27%) are only achieved at floors 6 and above. The VSC reductions to Group B are less than the corresponding reductions to Group A with 178 windows (70.35%) showing reductions of less than 20% and 12 (4.75%) showing reductions of over 40%. In Group B the rooms served by windows showing VSC reductions above 40% are located at lower levels in the courtyard facing elevations and the relevant windows generally have low VSC levels currently which result in small numerical reductions being expressed as “high” VSC reductions in percentage terms.

It is important that the Group A VSC analysis results are considered in the context of a City Centre development. The BRE Guide was developed to assist in the design of low density, mainly suburban, residential developments. The BRE Guide recognises its limitations and the numerical guidelines need to be interpreted flexibly. The majority of the windows and rooms assessed in all neighbouring properties do not achieve, and are often significantly below, the BRE “target” VSC, ADF and DD figures currently.

The ADF and DD analysis results for the relevant lounge/living room areas and bedrooms follow the VSC analysis results. The Group A rooms sited in the central part of the Hulme Street elevation show generally low ADF values and large reductions to DD from the Baseline Conditions. The Group B rooms opening to the Courtyard show generally acceptable ADF values and either minimal/minor or no reductions to DD.

The daylight analysis results for Quadrangle show that the impact to the majority of rooms will be either negligible or minor although some rooms, principally those rooms sited in the central section of the Hulme Street elevation show moderate and/or major impacts. When considered on an overall basis the adverse effects on daylight levels to Quadrangle are predominately negligible and/or minor. There will be instances of moderate and major adverse effects although mainly to bedrooms.

The impacts on the Quadrangle need to be considered in the city centre context with medium and high-density developments nearby. It is not unusual for developments

in locations such as this to have impacts on neighbouring buildings. The harm caused would not warrant refusal of the proposal.

14 windows were assessed for sunlight. The windows at floors 2-6 is one of several windows which serve the relevant area at each level of the building. None of these windows show a reduction in winter APSH levels with the windows at the 7<sup>th</sup> and 8<sup>th</sup> floors all retain 25% APSH and show no reduction to winter APSH.

**Shell House, Oxford Road** 18 first floor windows were assessed for daylight serving 5 bedrooms and 3 lounge/living rooms. The 3 lounge/living areas and 2 of the bedrooms have at least 2 windows. This property was assessed in order to assess any cumulative impacts as a result of the development at 1/5 New Wakefield Street.

Currently, only one window achieves a VSC at or above 27% (with the VSC range being 16.18% to 27.51%). The VSC reductions are below 20% with several windows showing no VSC reduction. The reduction range is 0.00% to 5.55%.

The VSC results are reinforced by the ADF and DD analysis results which show only a minimal impact to daylight and are considered negligible.

17 windows were assessed for sunlight. 8 show no reduction in ASPH and 6 show total APSH reduction of less than 20% with no reduction in winter APSH.

3 windows show total APSH reduction of less than 20% but with winter APSH reductions of 25%, 33.33% and 100% respectively. The reduction to the window of 100% only has 1% winter APSH currently.

**7/9 New Wakefield Street** 32 windows were assessed for daylight to 13 bedrooms and 9 lounge/living rooms. A single lounge/living area has 3 windows with the remaining lounge/livings each having 2. All bedrooms have a single window.

Currently, none of the windows below the 5<sup>th</sup> floor achieve a VSC at or above 27% with the VSC range for these windows being 7.82% to 24.69%. 4 windows achieve over 27% at 5<sup>th</sup> floor level, 3 windows achieve VSC between 20% and 27% with the remaining 4 windows achieving VSC between 16.46% to 18.57%.

1 window would retain a VSC above 27% and 5 show either no or minimal VSC reductions below 1%. The remaining windows all show reductions in excess of 20% (the range being 29.48% to 71.15%).

The ADF results show that a single lounge/living room area achieves over 1.5% ADF with 4 windows achieving 1% ADF and the remaining 4 achieving over 0.75% ADF.

The current ADF range for the lounge/living rooms are 0.93% to 2.33%. With the development in place, the ADF range would be 0.75% to 1.52%.

The current ADF range for the bedroom areas are 0.30% to 2.44%. With the development in place the range would be 0.25% to 1.36%. Currently, 7 bedrooms achieve over 1% ADF, 4 between 0.5% and 1% ADF and 2 have ADFs below 0.5%.



With the development in place, 4 windows achieve over 1% ADF, 4 between 0.5% to 1.00% ADF and 5 below 0.5% ADF.

The results of the DD analysis show DD reductions of less than 20% to 7 lounge/living areas (5 showing reductions of less than 10%). 2 lounge/living areas and 6 bedrooms show DD reductions in excess of 20%. 8 bedrooms show DD reductions below 20%.

The proposal would have a moderate impact on 1 lounge/living room and 9 bedrooms and a minor impact to 7 lounge/living rooms and 4 bedrooms and a negligible impact on 1 lounge/living area.

Given the city centre context and as the most significant impacts are to bedrooms the level of harm would not warrant refusal with the rooms retaining a reasonable amount of daylight.

26 windows were assessed for sunlight which are situated immediately due north of the application site. 17 windows currently achieve 25% APSH with at least 5% winter APSH, 3 achieve at least 20% APSH with over 5% winter APSH, 5 achieve over 15% APSH with over 5% winter APSH and a single window received 19% APSH with 2% winter APSH.

Due to orientation, it is inevitable that the impacts would show APSH reductions. 21 windows show a total APSH reduction of over 50% and 3 show a total APSH reduction of over 40%. The remaining 2 windows show reductions in APSH of 36.84% and 25%.

6 windows do retain 5% winter APSH, 12 retain levels between 4% and 2% and 6 show winter APSH below 2%. 14 would retain summer APSH levels of at least 10% or above with the remaining windows all retaining at least 5% summer APSH.

The impact on sunlight would be moderate to minor with 3 instances of major effects. On balance, these impacts are considered to be acceptable in a city centre context and the more significant levels of harm are associated with a low number of windows.

**Blocks A and B Lockes Yard** 147 windows were assessed for daylight to 20 bedrooms and 17 lounge/living room areas across 2 accommodation blocks. All the lounge/living areas and 10 of the bedrooms have at least 2 windows.

Currently, only 8 windows achieve a VSC at or above 27% (one in block A and 7 in block B) within the remaining windows having a range of 0.36% to 27.45% for block A and 5.57% to 28.49% for block B.

The VSC reductions would be significantly below 20%. There are, however, several windows showing no VSC reduction or small gains. 5 windows retain over 27% VSC. The combined VSC reduction range for blocks A and B is -0.27% (a small gain) to 35.28%. Only 17 windows show VSC reductions above 20% and all serve bedrooms which have multiple windows which would minimise the impact.

The VSC results are reinforced by the ADF and DD results which both show a minimal impact to daylight. The ADF analysis results show only minimal changes between the current conditions and with the development in place. The DD analysis also indicate minimal impact on daylight and also demonstrate a small improvement to some of the windows like the VSC result.

The impact on these properties is therefore considered to be negligible when considered against the current conditions.

**Overlooking** The only windows in the Great Marlborough Street elevation are in the 4 storey element. Great Marlborough Street is a restively wide road which provides a degree of separation between buildings. It is therefore considered that there would not be an impact on privacy from overlooking to properties on the western side of the road, particularly the residential building of Lockes Yard A and B.

The Hulme Street elevation would contain a significant number of windows at all levels. All buildings along Hulme Street including The Quadrangle and 2 Lower Ormond Street are at back of pavement line. The carriageway is narrow and reflects the tight grid network which is evident throughout Macintosh Village.

There are windows and balconies on the Hulme Street elevations of the Quadrangle and 2 Lower Ormond Street that would directly face the proposal. However, this same relationship exists in other tight grid networks within the city centre and is not unusual. Similar levels of impact would occur if a lower scale building was to be progressed at the site. The loss of privacy which would arise from overlooking would not be unusual and would not warrant refusal.

The rear of the building would contain a significant number of windows which would face the rear elevation of 7/9 New Wakefield Street. These properties have a relatively open outlook over the car park. The relationship between the proposal and these properties would generate some overlooking. The gap between them is similar to that of other developments within Macintosh Village where there is also a degree of overlooking between properties. Any impact on privacy would be acceptable in this context.

The other properties in the study area are considered to be sufficiently far away from the application site to not result in any loss of amenity from overlooking.

#### (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 within an Air Quality Management Area (AQMA) where air quality conditions are known to be poor as a result of emissions from the road network. An

assessment has considered the impact on air quality during the construction and operational phases.

Dust would be inevitable during construction but there is limited demolition with works mainly associated with earthworks and above ground construction activities. Good on site practices would ensure dust and air quality impacts are not significant. This should remain in place for the duration of the construction period and should be a condition.

The impacts on air quality once the development is complete would be negligible. The only car parking would be two on street bays for disabled people. Students would be encouraged to cycle and there is 30% on site provision 60 on site bicycles provided by the operator. The applicant would improve opportunities for green travel within the multi-storey car park by providing 64 secure cycle for local residents and fitting 20% of the spaces within an electric car charging point. Given the proximity of the Universities to the application, a large number of students would walk or use public transport.

In light of the mitigation measures proposed above, it is considered that the proposal will comply with policy EN16 of the Core Strategy, paragraph 8 of the PPG and paragraph 124 of the NPPF in that there will be no detrimental impact on existing air quality conditions as a result of the development.

#### (d) Wind environment

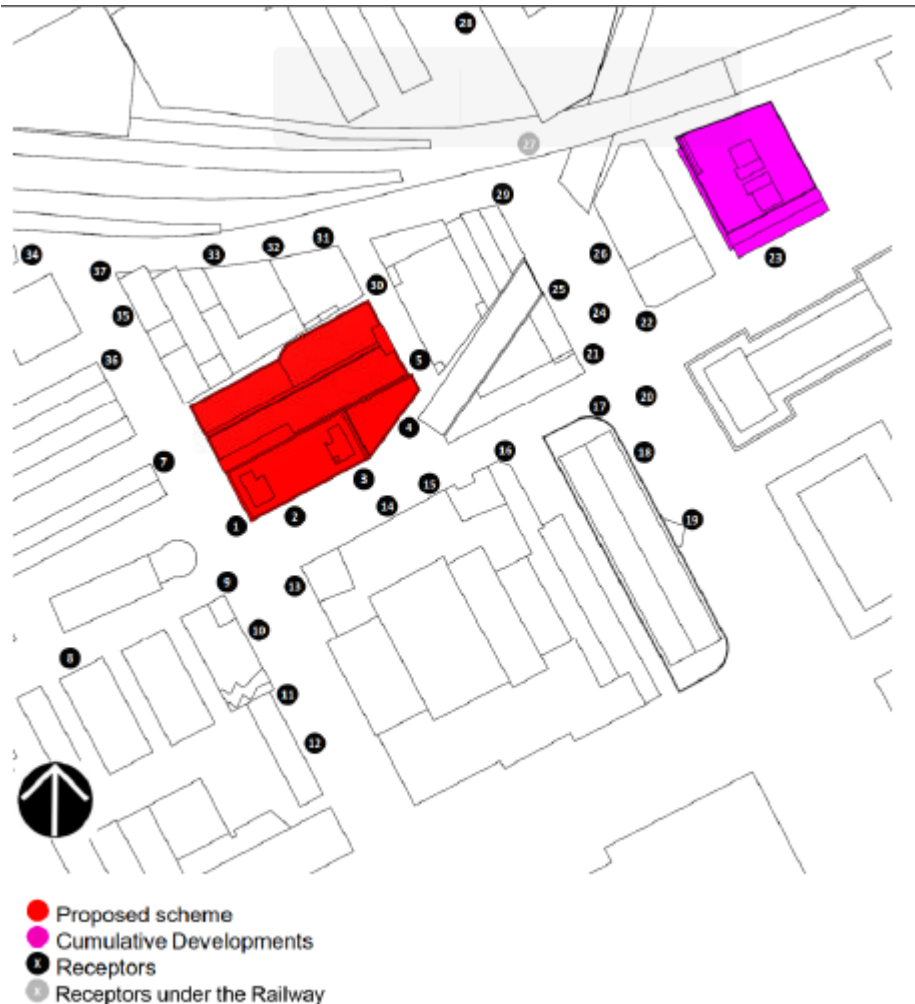
A wind assessment has examined the potential effects in and around the site. In particular, it considered the wind flows that would be experienced by pedestrians and the influence on their activities. A study area of 500 metre diameter around the was established. Effects beyond this area are considered insignificant in line with best practice guidance.

The technical methods used to assess the impact of wind include a wind tunnel analysis and Computational Fluid Dynamics (CFD) analysis. This considered the effects of the development on existing wind conditions, the conditions with the development in place and the cumulative scenario with other committed developments. Considering the proposal against these methodologies follows the most up-to-date guidance for assessing wind impact for buildings over 100 metres.

The wind assessment takes into account the season and expected activity based on a number of criteria: -

- Outdoor amenity and seating areas: Sitting during the summer season
- Building entrances, bus stops, drop off areas: Standing throughout the year;
- Pedestrian circulation routes: Leisure walking during windiest season;
- Pedestrian thoroughfares (minor pedestrian routes: Business walking during windiest season;
- Areas reporting winds within uncomfortable classification are preferably to be avoided because of their association with occasional strong winds (safety concerns)

37 sensitive receptors were identified and all pedestrian circulation routes, building entrances, bus stops within the site and the surroundings (500m) have been assessed. The magnitude of changes from the existing situation to the conditions with the development in place is assessed on a scale of major, moderate, minor, negligible or no change.



### ***Receptors identified within the wind assessment***

The assessment indicates that the proposal is likely to modify the local wind environment and create some localised wind accelerations at pedestrian level. However, in the majority of cases there would be little to no change on the suitability of the receptors for use when compared to the existing conditions, with the effects being the same or with only minor or negligible changes.

Currently, the areas immediately around the site are deemed to be safe for all pedestrians within relatively calm conditions. There are, however, areas of increased windiness further away from the site along New Wakefield Street and Oxford Road.

The wind conditions when assessed for pedestrian comfort are currently largely suitable for standing throughout the year. Whilst there are areas of increased windiness, particularly during winter months, the conditions are suitable for leisure walking at the north and east areas outside the site.

As a result of the development, the assessment indicates that pedestrian entrances to the proposed building, and those in the surrounding area, would be suitable for standing and therefore suitable for their intended use. There is an exception at receptors 21 to 26 on Oxford Road where wind conditions are higher than recommended, however, this is currently the case and cannot be attributed to the impacts of this development.

The wind conditions at all bus stops at the site, and in the surrounding area, would be suitable their intended use expect for one receptor (27) on Oxford Road where wind conditions would be higher than recommended. This is, however, currently the case and cannot be attributed to this development. The same level of impact would also occur in the cumulative scenario.

Wind conditions for pavements/walkways around the site, and in the wider study area, would remain suitable for intended use as a result of the development and in the cumulative scenario.

The magnitude of change to pedestrian comfort is considered to be neutral with there being no significant change when compared to current conditions.

The impact on the wind conditions, when assessed for pedestrian safety, on the receptors immediately around the site indicate that they would be safe for intended use by pedestrians. Within the wider study area, a small area opposite receptor 37 on New Wakefield Street would exceed the relevant criteria for its use. However, it should be noted that this area is small, is not a pedestrian thoroughfare and is not located along a cycle path. In addition, the size of the impact marginally reduces in the cumulative scenario. As such, the impact of this change is not considered unduly harmful to warrant refusal of the application.

The magnitude of change to pedestrian safety is considered to be negligible with there being no significant change when compared to current conditions.

Local residents have expressed concerns about the impact of the proposal on local wind conditions and believe that the assessment fails to consider the wind conditions of the courtyards of the Quadrangle and Cotton Mill as well as walkways/passageways internal to and in between The Foundry, Lockes Yard, 6/8 Great Marlborough Street, River Street Townhouses and the Green Building.

The wind assessment was updated during the course of the application to ensure that the result were comprehensive and robust. The technical methods used to assess the impact of wind are sufficient to understand the impact on the Quadrangle (and its courtyard) and the passageways/entrances to Lockes Yard, 8 and 6 Great Marlborough Street. The result did not indicate that the proposal would have an unduly harmful impacts on these properties that would warrant refusal of the application with conditions remaining safe for their intended use.

A sensor was placed near the corner of the River Street apartments and 6 Great Marlborough Street to consider if wind accelerations might occur as a result of the development. The result did not reveal any significant impacts would occur in this area or that safety would be compromised.

River Street (the Green Building) and the courtyard associated with Cotton Mill are relatively far away from the site and there are buildings located between these areas which would act as barriers to any down drafts. In addition, these areas are also not in the prevailing wind directions for the site. The wind conditions at these locations were not required to be measured in the assessment based on the relevant assessment criteria as any changes in these locations would not be material.

**Fume extraction** Fume extraction for the commercial operations and kitchen areas could be integrated into the scheme and a condition is recommended.

**Noise and disturbance** A noise assessment has considered the noise insulation requirements for the accommodation. The main sources of noise from the development are from the construction activities and plant. Consideration has also been given to external noise sources on the habitable accommodation.

Noise levels from construction would not be unduly harmful provided the strict operating and delivery hours are adhered to along with the erection of the hoarding with acoustic properties, silencers on equipment and regular communication with nearby residents. It is recommended that such details are secured by a condition.

The proposal is likely to require plant and details are required prior to first occupation and it is recommended that this is included as a condition of the planning approval.

The report also considers external noise sources on the proposed accommodation. The main sources of noise would be from the traffic, and other noise, along Oxford Road and the railway line. The accommodation would have to be acoustically insulated to mitigate against any undue harm from noise sources.

It is anticipated that through the use of mechanical ventilation and appropriate glazing, the necessary noise criteria within the apartment can be met. Further information is required in respect of these measures together with a verification/post completion report prior to the first occupation of the residential and commercial accommodation.

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

**Waste strategy and management** A development of this nature is likely to generate a significant amount of waste which has to be managed on a daily basis. There are challenges in ensuring efficient waste removal within a tall building including ensuring that waste is recycled.

There is a dedicated waste store on the ground floor measuring 133 sqm and it is expected that waste would be collected 3 times a week (1 Council and 2 private collections). Anticipated waste generation is expected to be around 50,000 litres.

The waste store would accommodate 46 x 1,100 litre Eurobins (including 14 dedicated for recycling) for the student accommodation and 6 x 660 litre bins for the SME space.

Students would be expected to take their own waste to the waste storage area which is next to the main entrance to encourage refuse to be deposited as students leave the building. All students would be issued with guidance on how to manage their waste and encourage them to recycle and they would have separate bins in their studio apartments.

The waste would be collected from Hulme Street from a newly created layby. The one site facilities management team would move the refuse bins from the store, via doorways directly onto Hulme Street, to the collection point. Once emptied, the bins would be promptly returned to the bin store once collection has taken place.

The refuse arrangements have been carefully considered and are appropriate in principle. Further information has been required by Environmental Health before the final strategy can be agreed. As such, it is recommended that a condition of the planning approval is that the final details shall be agreed.

**Water quality, drainage and flood risk** The site is in flood zone 2 'medium risk of flooding'. As the upper floors of the building are intended to be occupied by students, the development is classified as 'vulnerable'. As such, the sequential and exception test is required.

A flood risk assessment has concluded that the site is at risk of fluvial flooding from the River Medlock. The sequential test requires consideration to be given to alternative, less vulnerable sites. There were no other reasonably available sites identified locally.

The ground and upper floors of the development are set above the 1 in 100 year plus climate change floor level and are therefore considered to be acceptable. The lower ground floor areas are for plant and whilst accessible from ground, would be unaffected during the 1 in 100 year plus climate change event.

The ground floor would flood 1 in 1000 year floor level. There are no habitable rooms on the ground floor and safe refuge above the flood level is available within the communal areas and bedrooms.

Although the development is classified as vulnerable due to its end user within flood zone 2, it would be 500 mm above the 1 in 100 year plus climate change flood event.

The Environment Agency has no objection if the mitigation outlined is implemented which includes raising of the finished floor levels of the building. It is therefore recommended that this forms part of the conditions of any planning approval.

The site is at risk of surface water flooding and is located within a critical drainage area where there are complex surface water flooding problems from ordinary watercourses, culverts and flooding from the sewer network. The flood risk management team have assessed the drainage strategy which details that a series

of measures would be incorporated into the scheme to minimise any incidents of surface water flooding and reduce flow rates. This includes discharging of some of the surface water into the adjacent watercourse (i.e. the Medlock) at an agreed discharge rate.

A detailed drainage scheme would be required through a condition along with a management/verification plan. In order to satisfy the provisions of policy EN14 of the Core Strategy, it is recommended that this floor resilience measures, together with the drainage plan, form part of the conditions of the planning approval.

**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 requires the CIS to be implemented in full to achieve Secured by Design Accreditation.

**Impact of rail infrastructure** Network Rail have provided comments on conditions and informative which seek to protect the rail infrastructure from damage and obstruction during construction and conditions are recommended.

**Ground conditions** Previous industrial uses increases the likelihood of land contamination being present that may impact on the water environment. A detailed risk assessment remediation strategy is required together with conditions relating to understanding the methods for piling or other foundation design in order to ensure that there is no unacceptable impact on ground water.

The implementation of the remediation strategy should be confirmed through a verification report to verify that all the agreed remediation has been carried out. This approach should form a condition of the planning approval in order to comply with policy EN18 of the Core Strategy.

**Construction Management** Measures would be put in place to help minimise the impact of the development 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. It would not be possible to site the compound/welfare facilities within the site boundaries due to the restricted size and this would need to be created locally and early indication indicated this would be accommodated on the local highway network.

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

As recommended by GMEU and the Environment Agency, it is recommended that detailed consideration is given to the impacts of the construction activities on the river Medlock to ensure appropriate mitigation measures are put in place. In addition, and in line with the comments of Network Rail, it is recommended that informatives and conditions are used to protect the surrounding railway infrastructure from an impacts associated with the construction activities.



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 should require the final construction management plan to be agreed to ensure the process has the minimal impact on surrounding residents and the highway network.

**Public opinion** Objections have been received on the grounds that the principle of development is unacceptable due to lack of demand for student accommodation, impact on the residential character of the area and that the scheme is not deliverable due to the effects on the rights to park by leaseholders.

Objections also contend that the proposal is overdevelopment, excessive in height and scale and would impact on key listed buildings in the surrounding area. Localised impacts on the wind environment, loss of daylight and sunlight, overlooking, generation of crime, inadequate waste management arrangements, impacts of noise and disturbance (from taxis and deliveries) and logistical impacts from the construction process are also highlighted.

This report provides a detailed analysis of those comments and concerns. The principle of development, contribution to regeneration and need for the student accommodation has been tested, meets the required planning policy criteria and guidance and has the support of Manchester Metropolitan University. The application site location close to Oxford Road and the University Campuses makes it suitable. The rights of the car parking space holders are not material to the consideration of this application. The applicant, would maintain these rights and ensure the required number of spaces is available both during construction and when the site has been redeveloped.

The impact on the existing residential neighbourhood in and around Macintosh Village has been considered. Whilst there have been a number of high density student schemes which have been developed in this area in recent years, there have also been a number of residential schemes some of which are still being developed such as Circle Square, First Street and Great Jackson Street. These development would ensure that neighbourhoods in and around the Oxford Corridor are sustainable and meet the needs of mainstream residential accommodation.

It is acknowledged that there may be some localised impacts as a result of the development particularly from change in outlook, impact on daylight, sunlight and wind conditions. In addition, there would be short term but temporary disruption from the construction process. These matters are not considered to be unduly harmful in a city centre context such as this and matters such as construction impacts can be carefully mitigation through a construction management plan.

The operational impacts of the development can also be managed. The student accommodation would be well managed by an experienced operator. A well being strategy would be put in place to support students. Impacts from Waste, online deliveries, servicing and taxis can be managed. The layby on Hulme Street would be utilised for taxis and online deliveries which would be managed by the applicant to ensure that the local highway does not become congested.

The changes in outlook from surrounding residential buildings and changes to day and sunlight are not unusual in a City Centre context and would not warrant refusal.

The proposal would bring significant economic, social and environmental benefits to the city and the local area. This must be given significant weight in the decision-making process as directed by the NPPF.

**Aerodrome safeguarding** There would be an impact on the airport radar which would require mitigation. This would be secured by a condition with an informative about the use of cranes.

**Legal Agreement** This application will be subject to a legal agreement which will secure monies for infrastructure improvements.

**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 represents £130 million of investment with the Oxford Corridor.

The proposal is wholly consistent with planning policies for the site (policy H12) and would help realise regeneration benefits and meet demand for student accommodation in a sustainable location. Significant weight should be given to this (paragraph 80 of the NPPF). This investment also comes at a critical time as the City recovers from the economic effects of the Covid 19 pandemic.

The design would set high standards of sustainability (paragraph 131 of the NPPF). A comprehensive travel plan and improvements to the pedestrian and cycling environment would exploit the city centre location and support walking, cycling, tram, rail and bus journeys to the site (paragraphs 103, 105 and 111 of the NPPF).

The site would be car free (except for disabled and servicing provision) which would minimise emissions. The leaseholder spaces would be retained within the MSCP, however, there would be an overall reduction in car parking space in line with Council objectives of minimising the reliance on the car within city centre locations.

Careful consideration has been given to the impact of the development on the local area. There would inevitably be impacts in terms of the use and the scale of the building on light, noise, air quality, water management or wind conditions. However, none of these impacts would be unusual in a city centre context and mitigation measures are in place to help to address them. Waste can be managed with recycling prioritised. Online deliveries and taxis would be managed to minimise impacts on the residential neighbourhood.

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 legal agreement in relation to infrastructure improvements**

#### **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 scheme including height appearance and impact on surrounding receptors. Further work and discussions have taken place with the applicant through the course of the application as a result of matters arising from the consultation and notification process. The proposal is considered to be acceptable.

#### **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

2142-A-L001, 2142-A-L-005, 2142-A-L-010, 2142-A-L-015, 2142-A-L-156, 2142-A-L-202, 2142-A-L-400 and 2142-A-L-401 stamped as received by the City Council, as Local Planning Authority, on the 18 September 2018

PL 10 REV P9 stamped as received by the City Council, as Local Planning Authority, on the 16 November 2018

2142-A-L-105 A, 2142-A-L-106 A, 2142-A-L-107 A, 2142-A-L-108 A, 2142-A-L-112 A, 2142-A-L-113 A, 2142-A-L-114 A, 2142-A-L-125 A, 2142-A-L-126 A, 2142-A-L-127 A, 2142-A-L-128 A, 2142-A-L-130 A, 2142-A-L-154 A, 2142-A-L-155 A, 2142-A-L-200 A and 2142-A-L-203 A stamped as received by the City Council, as Local Planning Authority, on the 21 May 2019

2142-A-L-100 C, 2142-A-L-101 C, 2142-A-L-102 C , 2142-A-L-103 C, 2142-A-L-104 C, 2142-A-L-201 REV C, L1917R-SK01 (D06), L1917R-SK02 (D06), L1917R-SK03 (D06), L1917R-SK04 (D05), L1917R-SK05 (D05), L1917R-SK06 (D05), L1917R-SK07 (D05), L1917R-SK08 (D07), L1917R-SK09 (D04), L1917R-SK10 (D04), L1917R-SK11 (D04), L1917R-SK12 (D02), L1917R-SK13 (D02), L1917R-SK14 (D01), L1917R-SK15 (D01), L1917R-SK22 (D03), L1917R-SK23 (D03), L1917R-SK24 (D03), L1917R-SK25 (D03), L1917R-SK26 (D03), L1917R-SK27 (D03) and L1917R-SK28 (D03) stamped as received by the City Council, as Local Planning Authority, on the 18 September 2020

#### Supporting Information

Design and access statement stamped as received by the City Council, as Local Planning Authority, on the 18 September 2020

Design and access statement stamped as received by the City Council, as Local Planning Authority, on the 18 September 2018

Updated Environmental Statement (including Volume 2 (committed developments) and appendices 9 (overshadowing plans) 10 (Transport Statement/Travel Plan), 11 (letter update Flood Risk Assessment) socio economic), ES Non Technical Summary, Accommodation Schedule, Amenity block design justification, construction plan, Energy Statement, Student Wellbeing Strategy, Waste management, Construction Environmental Management Plan and highways logistics plan stamped as received by the City Council, as Local Planning Authority, on the 18 September 2020

Outline method statement stamped as received by the City Council as Local Planning Authority, on the 21 May 2019

Ventilation report, management plan, market report, planning statement, TV report, Ecology report, ground investigations report, Archaeology report, Crime Impact Statement, Appendices 6 (Townscape Impact Assessment), 7 (Heritage), 8 (Noise), 11 (Flood Risk Assessment and drainage strategy), 13 (Air Quality), 14

(Ground Conditions) of the Environmental Statement stamped as received by the City Council as Local Planning Authority, on the 18 September 2018

Response letters from Deloitte dated 11 January 2021 and 16 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.

- 3) Prior to any above ground works, a radar mitigation scheme (RMS) (including a timetable for its implementation during construction) should be submitted for approval in writing by the City Council, as Local Planning Authority. The approved scheme shall then be implemented in accordance with an agreed timetable.

Reason - In the interest of aircraft safety and operations pursuant to policy DM2 of the Manchester Core Strategy (2012).

- 4) 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 for each phase of development, 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) 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) The development permitted by this planning permission shall only be carried out in accordance with the approved Flood Risk Assessment (FRA) by WSP (ref: 70035213-FRA-001 dated 11/0/18) and the mitigation measures detailed within section 8 of the FRA stamped as received by the City Council, as Local Planning Authority, on the 13 September 2018 (and update letter dated 18 September 2020):

(b) The mitigation measures hereby approved shall be implemented prior to the first occupation of the development and a verification report shall be submitted, including relevant photographic evidence, that the scheme has been implemented in accordance with the previously approved details.

Reason: To reduce the risk of flooding to the proposed development and future occupants and reduce the impact of flooding on the development pursuant to policy EN14 of the Manchester Core Strategy.

7) (a) Prior to any above ground works, details of the disposal of foul and surface water from the development shall be submitted for approval. This shall include details of any potential impacts on the River Medlock and appropriate mitigation.

(b) The approved details shall be implemented in full prior to the first occupation of the student accommodation element of the development and a verification report shall be submitted, including relevant photographic evidence, that the scheme has been implemented in accordance with the previously approved detail.

Reason: In the interest of the ecology of the River Medlock pursuant to policy EN15 of the Manchester Core Strategy (2012).

8) Notwithstanding the Flood Risk Assessment (FRA) and drainage report by WSP (ref: 70035213-FRA-001 dated 11/0/18) and the mitigation measures detailed within section 8 of the FRA stamped as received by the City Council, as Local Planning Authority, on the 13 September 2018 (and update letter dated 18 September 2020), (a), the development shall not commence (excluding demolition) until a scheme for the drainage of surface water for the new development shall be 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 Conurbation Core Critical Drainage Area;
- Evidence that the drainage system has been designed (unless an area is designated to hold and/or convey water as part of the design) so that flooding does not occur during a 1 in 100 year rainfall event with allowance for climate change in any part of a building;

- Assessment of overland flow routes for extreme events that is diverted away from buildings (including basements). Overland flow routes need to be designed to convey the flood water in a safe manner in the event of a blockage or exceedance of the proposed drainage system capacity including inlet structures. A layout with overland flow routes needs to be presented with appreciation of these overland flow routes with regards to the properties on site and adjacent properties off site;
- Hydraulic calculation of the proposed drainage system for 1 in 2, 1 in 30, 1 in 100 and 1 in 100 + 40% climate change;
- Construction details of flow control and SuDS elements.

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

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

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

9) Notwithstanding the preliminary risk assessment (Great Marlborough Street) prepared by Tier Consult (ref. T/14/1396/PGIR) (Dated 11/09/18) stamped as received by the City Council, as Local Planning Authority, on the 13 September 2018, (a) prior to the commencement of the development (excluding demolition), the following information 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 whole monitoring period;
- Provision of findings of any further site investigations to support the preliminary investigations;
- Submission of an updated Risk Assessment and Remediation Strategy in required.

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

In the event that ground contamination, groundwater contamination and/or ground gas, not previously identified, are found to be present on the site at any time before the development is occupied, then development at the affected area 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) If, during the development, contamination or conditions not previously identified as part of the agreed documents within condition 9 are found to be present at the site (or in the monitored vicinity) then no further development shall be carried out in the affected area until a strategy which details how this unsuspected circumstance shall be dealt with has been submitted for approval in writing by the City Council, as Local Planning Authority. The approved strategy shall then be implemented and then verified as required by part (b) of condition 9.

Reason - To ensure that the works to be undertaken do not contribute to, or adversely affect, unacceptable levels of water pollution from previously unidentified contamination sources pursuant to policies EN17 and EN18 of the Manchester Core Strategy (2012).

11) Notwithstanding highways logistics plan stamped as received by the City Council, as Local Planning Authority, on the 18 September 2020, prior to the commencement of development, a detailed construction management plan outlining working practices for the proposed development construction shall be submitted to and approved in writing by the Local Planning Authority.

For the avoidance of doubt the construction management plans shall include:

- Display of an emergency contact number;
- Measures to protect the River Medlock from spillages, dust and debris;
- Communication strategy with residents;
- Details of Wheel Washing;
- Dust suppression measures;
- Compound and hoarding locations where relevant;
- Location, removal and recycling of waste;
- Routing strategy and swept path analysis;
- Parking of construction vehicles and staff; and
- Sheeting over of construction vehicles.

The development shall be carried out in accordance with the approved construction management plans for the duration of the demolition and construction parts of the development.

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).

12) Prior to the commencement of the development, 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 preparation of a sample panel(s)) and specifications of all materials to be used on all external elevations of the development along with jointing and fixing details, soffit details, details of the drips to be used to prevent staining in, ventilation and a strategy for quality control management along with details of Public Art to Great Marlborough Street.

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.

- 13) Prior to the first occupation of the development hereby approved, 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.
- evidence that there will be no impact on the River Medlock from the disposal of water from the development.

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).

- 14) The development hereby approved shall be carried out in accordance with the Energy Statement prepared by WSP stamped as received by the City Council, as Local Planning Authority, on the 18 September 2020.

A post construction review certificate/statement for the development shall be submitted for approval, within a timescale that has been previously agreed in writing, to the City Council as Local Planning Authority.

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

15) (a) prior to the first occupation of the development hereby approved details of a hard and soft landscaping scheme (including appropriate materials specifications and street trees) for the public realm area shall be submitted for approval in writing by the City Council as Local Planning Authority.

(b) The approved scheme shall be implemented prior to the first occupation of the 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 Core Strategy.

16) Prior to the first occupation of the development hereby approved, full details of the specification and locations of bat and bird boxes, shall be submitted to and approved in writing by the City Council as Local Planning Authority. The bat and bird boxes shall be installed prior to the completion of the development and therefore be retained and remain in situ.

Reason - To ensure the creation of new habitats in order to comply with policy EN15 of the Manchester Core Strategy (2012).

17)(a) Prior to the occupation 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 occupation of the development, 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).

18)(a) Prior to the first use of the SME accommodation, as indicated on drawings 2142-A-L-100 C, 2142-A-L-101 C, 2142-A-L-102 C , 2142-A-L-103 C, 2142-A-L-104 C stamped as received by the City Council, as Local Planning Authority, 18 September 2020, a scheme to acoustically insulate the accommodation to limit

the break out of noise in accordance with a noise study shall be submitted for approval in writing by the City Council, as Local Planning Authority.

(b) The approved scheme shall be implemented and prior to the first use of the SME accommodation, 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 safeguard the amenity of the student accommodation 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).

- 19) (a) Notwithstanding the noise chapter of the Environmental Statement, stamped as received by the City Council, as Local Planning Authority, 18 September 2020, prior to the first occupation of the student accommodation hereby approved, a scheme for acoustically insulating the proposed accommodation against noise from Great Marlborough Street and Hulme Street shall be submitted for approval 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.

Noise survey data must include measurements taken during a rush-hour period and night time to determine the appropriate sound insulation measures necessary. The following noise criteria will be required to be achieved:

Bedrooms (night time - 23.00 - 07.00) 30 dB LAeq (individual noise events shall not exceed 45 dB L<sub>Amax,F</sub> by more than 15 times)

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

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

(b) The approved scheme shall be implemented and prior to the first occupation of the student accommodation, 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 secure a reduction in noise in order to protect future occupants from noise from the surrounding road and rail network 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).

- 20) The waste management strategy shall be carried out in accordance with drawing 2142-AL0100 C and strategy stamped as received by the City Council, as Local Planning Authority, on the 18 September. The details of the approved scheme shall be implemented as part of the first occupation of the student accommodation and/or commercial element 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.

- 21) Prior to the first use of the SME accommodation, as indicated on drawings 2142-A-L-100 C, 2142-A-L-101 C, 2142-A-L-102 C, 2142-A-L-103 C, 2142-A-L-104 C stamped as received by the City Council, as Local Planning Authority, 18 September 2020 details of the hours of use of the workspace shall be submitted for approval in writing by the City Council, as Local Planning Authority. The approved hours shall then be implemented for as long as the accommodation remains in use.

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).

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

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

- 23) 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.

- 24) 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): 10:00 to 18:00

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

- 26) The SME workspace, as indicated on drawings 2142-A-L-100 C, 2142-A-L-101 C, 2142-A-L-102 C, 2142-A-L-103 C, 2142-A-L-104 C stamped as received by the City Council, as Local Planning Authority, 18 September 2020 can be occupied as offices/workspaces (Use Class B1) and for no other purposes of The Town and Country Planning (Use Classes) Order 1987 (or any order revoking and re-enacting that Order with or without modification).

Reason – In the interest of retaining the provision of office/employment space within the development pursuant to policies EC1, EC4 of the Manchester Core Strategy (2012).

- 27) The student accommodation element of the development hereby approved shall be used as purpose built student accommodation (Sui Generis) 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) (including 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).

Reason - To ensure that the accommodation is used solely for the intended purpose - student accommodation and 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.

- 28) 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 13 September 2018.

The development shall only be carried out in accordance with these approved details.

Prior to the first occupation of the development the Council as Local Planning Authority must 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.

29) 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 13 September 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 use of the development, a Travel Plan which takes into account the information about travel patterns gathered pursuant to item (ii) above shall be submitted for approval in writing by the City Council as Local Planning Authority. Any Travel Plan which has been approved by the City Council as Local Planning Authority shall be implemented in full at all times when the development hereby approved is in use.

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

30) Prior to the first occupation of the student accommodation hereby approved, the cycle store and provision of 262 cycle stands (including 60 bookable bikes) as indicated on drawing 2142-A-L-100 C stamped as received by the City Council, as Local Planning Authority, on the 18 September 2020 shall be implemented and made available for the occupants of the development. The cycle store shall remain available and in use for as long as the development is occupied.

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

30) Prior to the first occupation of the student accommodation hereby approved, the 64 space cycle provision within the Multi Storey Car Park as indicated on drawing L1917R-SK02 (D06) stamped as received by the City Council, as Local Planning Authority, on the 18 September 2020 shall be implemented and made available for the occupants of the development. The cycle store shall remain available and in use for as long as the development is occupied.

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).

31) Prior to the first use of the modified multi storey car park hereby approved, final details of the layout of the car park and security measures shall be submitted for approval in writing by the City Council, as Local Planning Authority. This shall includes dimensions of the parking bays, number and location of disabled parking bays, location of a minimum of 20% 7kw electric vehicle charging points, details of CCTV provision and any other security measure.

Reason – In order to ensure that the car layout and function of the car park is acceptable pursuant to policies SP1 and DM1 of the Manchester Core Strategy (2012).

32) Prior to the first occupation of the student accommodation element of the development hereby approved, details of a cycle provision strategy for the development shall be submitted for approval in writing by the City Council, as Local Planning Authority.

The strategy shall include the on cycle provision, and measures to encourage the use of cycling for the development. The approved strategy shall be implemented prior to the first occupation of the student accommodation element of the development and remain in use for as long as the development is occupation.

Reason - To mitigate against the lack of on site car parking is available for the development pursuant to policies SP1, T1, and DM1 of the Manchester Core Strategy (2012).

33) Prior to the first occupation of the student accommodation element of the development, a detailed servicing and deliveries strategy 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 the management arrangements for moving in and out times, taxi pick up and drop off and food and online deliveries and any other associated management and operational requirements. The approved strategy, including any associated mitigation works, shall be implemented and be in place prior to the first occupation of the student accommodation element and thereafter retained and maintained in operation.

Reason - To ensure appropriate servicing management arrangements are put in place for the development in the interest of highway and pedestrian safety pursuant to policy SP1 and DM1 of the Manchester Core Strategy (2012).

34) Prior to the first occupation of the student accommodation element of the development hereby approved a scheme of highway works and details of footpaths reinstatement/public realm for the development 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:

- Improvements to the public realm including the provision of street trees where possible;
- Creation of layby to Hulme Street and associated Traffic Regulation Orders (TROs);
- Creation of a disabled bay/car club bay in close proximity to the development.
- Traffic calming measures (in the form of speed cushions and other associated works) from Whitworth West (under the railway bridge), along Great Marlborough Street, across to Lower Ormond Street terminating at Chester Street together with measures to restrict vehicle access from Whitworth St into Great Marlborough Street.

Improvements to the public realm including details of materials (including high quality materials to be used for the footpaths and for the areas between the pavement and building line) and tree planting and soft landscaping where appropriate.

The approved scheme shall be implemented and be in place prior to the first occupation of the student accommodation element 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).

35) Notwithstanding the TV Reception Survey, stamped as received by the City Council, as Local Planning Authority, on the 18 September 2018, within one month of the practical completion of the development, and at any other time during the construction of the development if requested in writing by the City Council as Local Planning Authority, in response to identified television signal reception problems within the potential impact area 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 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 Manchester Core Strategy (2012).

36) All windows at ground level, unless shown otherwise on the approved drawings detailed in condition 3 shall be retained as a clear glazed window opening at all time and views into the premises shall not be screened or obscured in anyway.

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 Manchester Core Strategy (2012).

37) 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 Manchester Core Strategy (2012) policy DM1.

38) Prior to the first operation of the development hereby approved a signage strategy for the entire building shall be submitted for approval in writing by the City Council, as Local Planning Authority.

The approved strategy shall then be implemented 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).

39) Prior to the first occupation of the development hereby approved, details of scheme to extract fumes, vapours and odours from the development 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 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).

### **Informatives**

1) Under the Habitat Regulation it is an offence to disturb, harm or kill bats. If a bat is found during demolition all work should cease immediately and a suitably licensed bat worker employed to assess how best to safeguard the bat(s). Natural England should also be informed.

2) This development may require a permit under the Environmental Permitting (England and Wales) Regulations 2016 from the Environment Agency for any proposed works or structures, in, under, over or within eight metres of the River Medlock which, is designated a 'main river'. This was formerly called a Flood Defence Consent. Some activities are also now excluded or exempt. A permit is separate to and in addition to any planning permission granted. Further details and guidance are available on the GOV.UK website: <https://www.gov.uk/guidance/flood-risk-activitiesenvironmental-permits>.

3) 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.

4) You should ensure that any external wall treatments approved for planning purposes are discussed in full with Building Control to ensure they meet with the guidance contained in the Building Regulations for fire safety. Should it be necessary to change the external facade treatment due to conflicts with Building Regulations, you should also discuss the changes with the Planning team to ensure they do not materially affect your permission.

5) - 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 oversail onto Network Rail air-space and potentially impact any over-headlines, 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:

- o Alterations to ground levels
- o De-watering works
- o 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.

o 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.

o 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.

o 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

### **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: 121252/FO/2018 held by planning or are City Council planning policies, the Unitary Development Plan for the City of Manchester, national planning guidance documents, or relevant decisions on other applications or appeals, copies of which are held by the Planning Division.

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

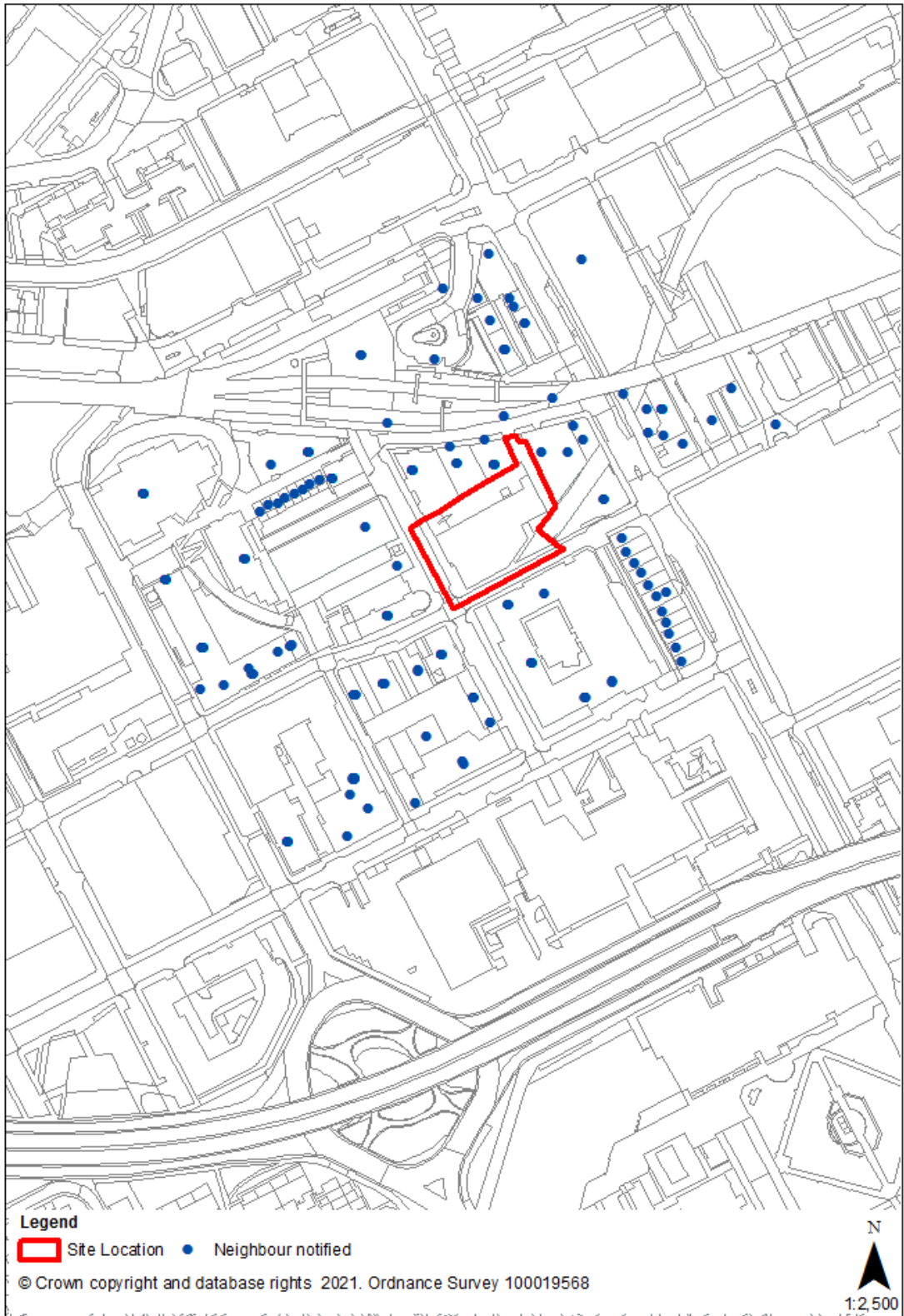
**Planning Casework Unit  
Network Rail  
Environmental Health  
MCC Flood Risk Management  
Highway Services  
Greater Manchester Ecology Unit  
Manchester Metropolitan University  
University Of Manchester**

**Environment Agency  
Greater Manchester Archaeological Advisory Service  
Greater Manchester Police  
Historic England (North West)  
Manchester Airport Safeguarding Officer  
National Amenity Societies  
Transport For Greater Manchester  
Canal & River Trust  
Historic England (North West)**

**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 :** [jennifer.atkinson@manchester.gov.uk](mailto:jennifer.atkinson@manchester.gov.uk)



<b>Application Number</b>	<b>Date of Appln</b>	<b>Committee Date</b>	<b>Ward</b>
126328/FO/2020	25th Feb 2020	21 Jan 2021	Deansgate Ward

**Proposal** Erection of a 17 storey building comprising office use (Use Class B1a) and flexible ground floor commercial units (Use Classes A1 shop, A2 financial and professional services, A3 restaurant/cafe and A4 drinking establishment), new electricity sub-station, basement cycle parking and rooftop plant enclosure, together with access, servicing and associated works following demolition of the existing building

**Location** Speakers House , 39 Deansgate, Manchester, M3 2BA

**Applicant** Kames Property Income Fund, C/o Agent ,

**Agent** Mr Chris Sinton, CBRE Limited, 10th Floor One St Peters Square, Manchester , M2 3DE

## **EXECUTIVE SUMMARY**

The proposal is for a 17 storey office building with ground floor commercial units, plus roof terrace/garden, following demolition of the existing building; new electricity sub-station; 96 spaces cycle parking in basement; rooftop plant enclosure

There were two rounds of notification. There were 8 objections and 1 group objection from a company representing 43 apartments in No. 1 Deansgate to the first and 13 objections and 1 group objection to the second. Councillor Johns has objected.

### Key Issues

**The height, scale, massing and design of the proposal and its visual impact in the streetscene:** The design, scale, architecture and appearance of the building would result in a high quality development that would make a positive contribution to the streetscene.

**The impact on the setting of heritage assets:** Any harm to heritage assets would be less than substantial and would be outweighed by the public benefits of the scheme, in accordance with the provisions of Section 66 and Section 72 of the Planning (Listed Building and Conservation Areas) Act 1990.

**Public benefits:** The proposal would generate circa 227 gross direct construction jobs and around 1000 FTE operational jobs. The gross business rates contribution to the Council would be approximately £2.3 million per annum. The proposal would generate additional economic benefits of the local economy through indirect local expenditure. The employment opportunities would result in a potential uplift in employee spending of approximately £1.9 million – £1.92 million annually based on a 220-day working year with an inflation rate of 10.1% applied. A local labour agreement would be included.

**Residential amenity:** The effects on the residents in No. 1 Deansgate in terms of loss of privacy and overshadowing/loss of light have been considered given the dense nature of the City Centre. It is acknowledged that there would be some impact on nearby residents, but it would not be so harmful so as to warrant refusal of the application.

**Wind:** 2 studies have shown the proposal would not have an adverse impact on wind effects in the local area and would not cause an issue with regard to the functioning of the ventilation louvres in No. 1 Deansgate

**Sustainability:** The proposal has been developed with sustainable design and innovation as a priority, from controlling solar gain through passive measures to incorporating low and zero carbon technologies to reduce day to day emissions.

A full report is attached below for Members consideration.

The application was considered by the Planning and Highways Committee on 17 December 2020 who were minded to refuse the application because of its impact on the amenity of residents and heritage assets, and the conservation area, due to its location, height, scale and dominance. They requested officers to present a further report with potential reasons for refusal and these are set out below.

1. The proposed development would be unacceptable due to the resultant loss of amenity for the residents of No. 1 Deansgate and therefore contrary to guidance within the National Planning Policy Framework and inconsistent with policies SP1 and DM1 of the Core Strategy.

2. The proposed development would represent overdevelopment of the site and would be unacceptable due to the negative impact on the heritage assets of St. Ann's Church, the Royal Exchange and the St. Ann's Square Conservation Area and therefore contrary to guidance with the National Planning Policy Framework and inconsistent with policies SP1, EN3, CC9 and DM1 of the Core Strategy and saved policies DC18.1 and DC19.1 of the Unitary Development Plan for the City of Manchester.

The impacts on amenity at No. 1 Deansgate are not unusual in a City Centre context and many schemes with this type of relationship have previously been granted permission by the Planning and Highways Committee. As such, officers do not believe that this reason could be sustained. The impacts on heritage are set out in detail in the report. This acknowledges that there is some harm, particularly in the view from St. Ann's Square looking north-west where it appears above listed buildings. Historic England and officers believe that the harm caused is less than substantial and it clearly does not cause substantial harm. The harm therefore has to be considered against the substantial public benefits that would be delivered which are also set out in detail in the report. On this basis, officers do not consider that a refusal could be sustained.

The manner in which this scheme complies with approved planning policies is clearly set out and addressed in the report. It is these policies that must form the basis of decisions made by the Local Planning Authority, including the Planning and



Highways Committee. Planning law requires that applications for planning permission are determined in accordance with the development plan, unless material considerations indicate otherwise.

Officers consider that the scheme as proposed is acceptable and should therefore be approved.

### **Description**

This 0.12 ha site is at the junction of Deansgate and St. Marys Gate. It is occupied by Speakers House, a 9 storey office building built in 1963. It includes an area of MCC Highway land on Deansgate. The ground floor contains 7 commercial units and there are 13 parking spaces at the rear.

On the opposite side of St. Marys Gate, is No. 1 Deansgate, a 17 storey residential building. To the east are retail units and offices on St Mary's Gate and Exchange Square. To the south is the Grade II\* listed Barton Arcade which houses retail units, offices and apartments. To the west is offices and retail units and an NCP car park. The site is in the St. Ann's Square Conservation Area and opposite the Parsonage Gardens Conservation Area. There are listed buildings nearby including the Grade II Royal Exchange, the Grade I listed Church of St. Ann, the Grade II listed Hayward Buildings and the Grade I Listed Cathedral Church of St Mary. Diagonally opposite is the 15 storeys Renaissance Hotel. The site is not subject to any statutory or non-statutory nature conservation designations and there are no trees on or adjacent to the site. The site is within Flood Zone 1.

The building was refurbished in 2013 when new cladding was added to the shop fronts but now is in a poor state of repair with rotten window frames and damp on internal walls. It lacks new infrastructure such as superfast fibre broadband and is nearing the end of its economic life. The office floorplates are inefficient and split by a central core which is not attractive to the market. The floor to ceiling height is low with limited space and creates an oppressive environment.

Planning permission is sought for the erection of a 17 storey office building with flexible ground floor commercial units (A1, A2, A3 and A4), an electricity sub-station, basement cycle parking and a rooftop plant enclosure following demolition of the existing building. The new building would provide around 197,000 sq. ft (gross)/136,000 sq. ft (net) of 'Grade A' office space and approximately 5,000 sq. ft (net) of flexible retail space at ground floor.

The floorplates would be flexible with active frontages on Deansgate and St Mary's Gate. The main entrance on Deansgate would lead directly into a double height reception area. An external roof terrace would include seating and raised planters and would operate as either a communal co-work area for the office on the fifteenth floor or as an amenity space for the development. Inclusive access has been integrated into all aspects of the design.

The building would step out beyond the building line of Speakers House and re-establish the continuous frontage along Deansgate and re-instate the strong urban

grain which is characteristic of the area. The building would be chamfered at ground level on the corner of Deansgate and St Mary's Gate.



The elevations would have a tripartite subdivision with an oversized base, a unified and repetitive mid-section of regular vertically proportioned windows and an articulated top. The main facades would be composed of slender, repeating elements. The base would have horizontal members referencing the arch form on Barton Arcade. The structural elements would consist of profiled aluminium piers and aluminium window frames. The ventilation strategy would include dummy spandrel panels with concealed vents at intermediate floor junctions overlaid with decorative metal screens. They would reflect the layering effect of the delicate ironwork throughout Barton Arcade. A perforated metal vent panel would be incorporated within the profiled metal banding.



The office would operate on a 24-hour basis but the external roof terrace would be limited between 07:00 and 23:00 Monday to Friday and between 10:00am and

10:00pm on Saturday, Sundays and Bank Holidays. The roof terrace would be actively managed and access would be controlled. It is anticipated that the retail units would be operational during typical trading hours in line with surrounding operators.

There would not be any on-site parking. There would be a 96 space cycle hub in the basement with facilities for runners and cyclists. Servicing and deliveries would be from a rear service yard via an existing access off Exchange Street. Access is restricted by automatic bollards which operate from 7am to 11am.

The refuse store would be to the rear of the ground floor. Bin capacity has been calculated using MCC standards, for weekly collections and 44 bins are required with a combination of 1,100l Eurobins and 660l and 240l wheeled bins. Refuse collection for the office use and retail unit 2 would be from the service yard. Refuse collection for retail unit 1 would be from a loading bay on St. Mary's Gate.

Sustainable design and innovation has been a priority in the design, from controlling solar gain through passive measures through to incorporating low and zero carbon technologies to reduce day to day emissions. The development should achieve a BREEAM 'Excellent' rating for the office space. A 'Fabric First' approach would reduce the energy required to heat and cool the building and negate the need for Photovoltaics. Target U-Values for the building envelope would be a 28.9% improvement over the current Approved Document Part L2A Building Regulations (2016). The sustainable drainage strategy includes a blue roof to attenuate rainwater and reduce runoff. The scheme would include enhanced biodiversity features such as bat boxes, bug hotels and a roof level wild-flower bed.

The external envelope would be sealed to minimise air leakage. Fresh air would be provided mechanically on a floor by floor basis which would give tenants increased flexibility and increased control to saving energy. External shading would be provided by deep facade profiles and high-performance glazing and glazing would be reduced on the south facade where insulated panels would reduce overheating. Internal blinds would provide another layer of solar control and prevent glare and would reduce loading on the mechanical systems. Air would be drawn through the building facade via intakes behind decorative screens. All heat recovery intakes would incorporate carbon filters to limit external contaminants. A facility would be provided within each of the retail units to incorporate heat recovery type ventilation systems. Should the retail area be used as a restaurant, space has been provided for exhaust ductwork to be routed through the building to roof level.

## **Consultations**

The application has been advertised in the Manchester Evening News as: a major development; affecting the setting of listed buildings; affecting a conservation area; and in the public interest. Site notices have been displayed and the occupiers of nearby properties have been notified. 8 individual representations were received as a result of the first neighbour notification, along with 1 group objection from the No. 1 Deansgate Right to Manage Company Limited which represents 43 households and over 100 residents within the building. A second neighbour notification took place following the receipt of further information from the applicant and in response to that 14 individual representations were received (some of whom had written in again),

together with a new group objection from No. 1 Deansgate Right to Manage Company Limited. The main issues raised are summarised below:

#### Impact of demolition and construction works

- The offices were refurbished and reclad only a few years ago. The development will cause impact and inconvenience for the public and nearby residents due to traffic diversions, construction traffic and noise. It should be refurbished. A recession could cause delays in the development and ongoing disruption
- With the closure of Deansgate, concerned that St Mary's Gate and St Anne's Square will become the main access points for all construction traffic. Also fear that St Marys Gate will become even more congested if it is partially closed. Secondly with the Ramada hotel not reopening and set to be demolished, will there potentially be demolition with associated dust, traffic and disruption on 2 corners adjacent to No. 1 Deansgate?

#### Height and design of building

- There is nothing over 10 storeys within 100 metres of 39 Deansgate so the proposal would dramatically change the character of the northern end of Deansgate and loom over surrounding buildings, including the Royal Exchange building and the other historic buildings that surround St. Ann's Square.
- The scheme is not compliant with local planning policy which seeks to direct tall buildings to non-conservation areas.
- The scale and massing are completely inappropriate and out of all proportion to other buildings in the conservation area and south along Deansgate.
- The proposal would destroy the symmetry and 2 existing 'bookends' of Deansgate formed by Beetham Tower and No. 1 Deansgate. The proposed development will not 'bookend' anything - it will destroy the current symmetry and mean the north end of Deansgate has 2 tall buildings, one of which would be a new blocky mass which dominates and distracts from the glazed lines and sleek look of the other.
- A significantly smaller scheme should be considered, with any taller elements located to the northern part of the site and set back at an appropriate distance from Barton Arcade.
- The tower is set forward from the existing building and flush to Deansgate which would lead to unacceptable townscape and visual impacts.
- 39 Deansgate is within the boundary of the Ramada Complex Strategic Regeneration Framework (SRF) Area which proposes 2 'landmark buildings' but not on this site. There is no justified need for a further tower here.
- The tallest nearby building is No.1 Deansgate. Speakers House provides a harmonious transition between this taller building and the lower height of Barton Arcade and buildings further southwards on Deansgate. The current proposals will destroy this rhythm and the prominence of No.1 Deansgate.
- The existing building was set back to respect the prominence of the grandiose Barton Arcade as an important heritage asset. The proposal will result in a continuous flush façade from the ground floor upwards and the footway on Deansgate will be reduced from 6.3m to 4.4m, severely narrowing the

pavement and hindering the pedestrian experience. The current commercial units provide outdoor seating which the new footway could not accommodate.

- The proposed development does not enhance the current poor pedestrian environment. Further, given that the Classes allowed may include eateries which may require pavement space, the loss of pavement on a busy corner will impact the pedestrian experience adversely.
- The proposal will obscure the landmark No. 1 Deansgate, a signature building built as a symbol of Manchester's rebirth and regeneration after the IRA bomb.
- There are no other buildings in the city with the unique design of No. 1 Deansgate and that to build a monolithic development so close would destroy the unique character of No. 1 Deansgate and adversely affect the north corner of St Mary's Parsonage
- It is perverse to apply the guidelines for the Ramada complex to a building in a conservation area. Permitting such a large building would set a precedent for development in other conservation areas.
- The scale and mass is inappropriate and unsympathetic to the setting within the wider city block and the more immediate surrounding built environment. The proposal compromises the cityscape and adjacent uses, rising significantly higher than adjacent built form and very close to existing sensitive uses.
- The predominant line of Deansgate between St Mary's Gate and Great Bridgewater Street is characterised by low to mid roof levels. The proposed development will destroy that.
- There appears to be no commentary upon the requirement for a specific minimum quantum of office floorspace to be achieved to make the scheme viable and therefore the need for a building of a certain height. No assessment of financial viability has been provided. Delivery should be robustly justified.
- Townscape and Visual Impact Assessment
- The Townscape and Visual Impact Assessment has fallings in its methodology and assessment with inaccuracies within the text. The impact has been grossly misjudged from various viewpoints. Many of the views which are 'beneficial' could alternatively be clearly demonstrated to be significantly adverse. These conclusions point to a clear policy conflict with Core Strategy Policy EN1.
- The TVIA cites GLVIA 3rd edition frequently, which is normal practice, but on the issue of significance it follows guidance on procedures and terminology that are an intrinsic part of an EIA, which this TVIA is not. (ref. screening letter contained in the Planning Statement). If an assessment is not part of an EIA then an assessment of significance is not required. Yet the TVIA measures significance which is both misleading and confusing. Either this assessment has been carried out as part of an EIA or it has not. This assessment implies by citing EIA regulations (2017), falsely, that it has.
- In relation to the assessment of visual effects no ZTV (Zone of Theoretical Visibility) or Splat Diagram has been supplied. Therefore viewpoint selection may be arbitrary. Furthermore, it fails to take in account the effect of proposals on more middle distance viewpoints such as Piccadilly Gardens or Albert Square. Similarly, there is no reference supplied of the new guidance on Visual Representation of Development Proposals, LI technical guidance note 6/19, which was published, well before this application was submitted and before the photographs were taken. Nor is there any supporting technical

document which transparently records the Verified View process. Was a FFS camera with fixed 50mm lens used which is now the accepted standard approach unless an alternative methodology has been agreed with the Local Planning Authority? There is also no information supplied about image print size or viewing distance which is again a requirement of the new guidance. The TVIA states the viewpoints were reviewed by Local Planning Authority officers but it does not state whether they were agreed or not.

- Various supporting documents suggest that the proposal would have moderate adverse impact on heritage assets and townscape. Despite this, these statements do not appear to have influenced the judgement of townscape effects in the TVIA, all of which are judged to be beneficial. The only adverse impacts recorded in the 8 townscape receptors assessed, including heritage, were in relation to the construction phase which is consistent with the construction of a building of this nature and largely unavoidable.
- In terms of Townscape effects the conclusions are at odds with a significant component of the townscape of this area: heritage. The TVIA suggests that all effects are neutral whereas the Heritage Assessment and Historic England suggest that it is moderate adverse. The proposal would cause significant harm to heritage assets.
- There is no explanation as to why this extremely prominent, contemporary styled building in view 1, dominated as it is by high quality heritage assets, is 'in keeping with the existing characteristics of the receptor' when it has been admitted that contemporary development is limited. For most other views, the objectors disagree with the conclusions made about the impact. The assessment has underplayed the scale of development on numerous occasions such that the magnitude of effect values are much lower than they appear. If the values are raised to moderate then the effect in TVIA terms becomes significant. The significance of key heritage assets has also been significantly underplayed and the lack of robust argument for beneficial effect implies that adverse judgements are applicable in some cases.
- There appears to be an apparent contradiction applied to the description of embedded mitigation in all 10 viewpoints. The embedded mitigation which describes the building with 'Traditional red masonry and terracotta materials which define Manchester referenced and given a modern interpretation' is inaccurate and inconsistent with the proposal which has aluminium cladding.
- There is no Cumulative Effect assessment provided in the TVIA which is a serious omission.
- We note that Planit has essentially re-written the Townscape and Visual Impact Assessment that was originally submitted to support the application - a direct response to the detailed appraisal undertaken and submitted with our original letter of objection. This raises a significant credibility point and the fact that it has taken an objection to encourage the applicant to essentially re-write their Assessment, and bring it up to the standard required. This update by Planit includes an alteration to a number of the conclusions - e.g. harm to the Conservation Area and Listed Buildings - however, these conclusions have not been taken into account in the final design (which was finalised prior to this update and has subsequently not been reviewed and amended). Again, this brings into question the reliability and credibility and the validity of the conclusions.

## Impact on heritage assets

### (i) Barton Arcade

- The application has not appropriately assessed the impact on the Grade II\* listed Barton Arcade and fails to preserve or enhance its setting and significance. The proposals will result in the loss of key views of the arcade and will completely dominate, detract attention away from it and lead to substantial harm with no public benefits to outweigh such harm.
- Whilst the existing Speakers House is subservient and not a valuable contributing factor to the significance of Barton Arcade, this does not lead to the conclusion that its removal and replacement with something of a much larger scale would not have a detrimental impact on the significance of the Grade II\* listed building.
- The assessment methodology uses the significance of the existing building as the baseline from which to assess the scale and effect of change, rather than the significance of Barton Arcade itself. This gives a false "minor beneficial" outcome, due to the "low" attribution assigned to the existing site. In reality, this should reflect the "high" significance of Barton Arcade as the baseline, with the "major change" scale of heritage impact, which would result in "large/very large" adverse outcome. The Heritage Assessment should be amended to thoroughly assess the applicant's baseline position and the significance of Barton Arcade as an important Grade II\* heritage asset.
- Current views along Deansgate offer significant attention to Barton Arcade. The existing Speakers House building is stepped back from the principal building line at ground floor level and again at third floor level, respecting the setting and significance of Barton Arcade and allowing views of its dome from the north. The development proposals will completely dominate and dwarf Barton Arcade due to it being flush along Deansgate and disrespect it as a designated heritage asset.
- Both the proposed design and the Heritage Assessment fail to recognise the significance of the interior space of Barton Arcade. The proposal would block all existing views to the sky, which is particularly significant due to the arcade's decorative glass and cast-iron domes, which were intended to provide a maximum use of light into the Victorian shopping arcade and afford shoppers views of the sky. It will negatively impact the shoppers' experience. There are concerns about the greatly increased height of the proposal and the impacts on the nature of the quiet isolation of the internal glazed arcade space.
- The submitted Heritage Assessment refers to Land Registry documents dated 20th December 1963 which reveal that prior to the construction of Speakers House, there were concerns that the new building would "cause disruption to the access of light and air of the north wall of the Barton Arcade". As a result, the south side of Speakers House was set back from the site boundary and specifically from a lightwell to the north side of Barton Arcade. This clearly should remain the case for any future development proposals on the site.
- The Heritage Assessment states that the harmful impact of the height and massing of the proposed development at 39 Deansgate is partly mitigated by detailed design that "reflects the architectural rhythm of [...] the adjacent Grade II\* listed Barton Arcade". The drawn information submitted with this application shows that this is not the case; the ground floor level of the new



building is split into 7 bays which is clearly intended to reflect the bays of Barton Arcade. However, the lights within each bay do not correspond to the rhythm of Barton Arcade, which has 3 light bays. Additionally, the floor breaks within the new building do not line through with the horizontals of the façade of Barton Arcade, and the triple height bays do not terminate at a point that would suggest correlation between the existing and the proposed. The floors above this in no way correspond to the detailing or rhythm of Barton Arcade. The inclusion of decorative metal banding on the principal façade does not have a significant enough visual link with Barton Arcade for it to be a clear design influence, or something that stylistically ties the buildings together.

- We disagree with the assessment made at Table 2 of the Heritage Statement that the contribution made by setting to the significance of the Grade II\* Listed Barton Arcade is low.
- The Heritage Statement identifies that the proposals will have a 'minor beneficial' effect on Barton Arcade in relation to improved public realm at street level. We feel this doesn't accurately represent the level of impact.
- The existing building is physically attached to the northern elevation of the Grade II\* Listed Barton Arcade. There is a requirement for Listed Building Consent given the proposals involve the demolition of the existing building and its replacement with a new building which physically adjoins Barton Arcade.
- Although the current building occupying the site is poor, one benefit is that it has a neutral impact on the neighbouring Barton Arcade. The rear of the Barton Arcade has been ruined by over-development. If this goes ahead it would see the Deansgate entrance also ruined.

#### (ii) Royal Exchange

- The proposal will harm the setting and significance of the Royal Exchange overtaking this building as the most dominant building in the conservation area, and completely distort views from its roof terrace.
- The proposals will retain direct views of the building but will sever the wider townscape and gradual step down towards its tower from Blackfriars House.

#### (iii) St Ann's Square Conservation Area

- The proposal fails to preserve or enhance the character and appearance of the conservation area and its listed buildings.
- The Heritage Statement confirms the development will erode the heritage values of the conservation area, and hugely impact the spatial character of St Ann's Square, including its group of Grade II listed townhouses. The Statement concludes that the development would have a "moderate adverse impact" on the listed townhouses and St Ann's Square Conservation Area and we agree with this judgement. The Statement then contradicts this by saying that "the proposals will not result in any harm as defined within the NPPF on the listed buildings, but does not give an equivalent summary for the conservation area. It is clear that the proposals would cause harm to the significance of the 4 no. Grade II listed townhouses to the western side of St Ann's Square and St Ann's Square Conservation Area.
- The applicant has acknowledged and clarified that the scheme causes harm to the St Ann's Square Conservation Area and the three Grade II Listed

townhouses (No's 16-22 St Ann's Square). Paragraph 194 of the NPPF outlines that any harm to the significance of a designated heritage asset should require clear and convincing justification. There does not appear to be any clear or convincing justification for the extent of harm caused nor does there appear to be any attempt to reduce it.

### Public benefits

- It is not clear what the public benefits of the scheme are and would disagree with the assertion that 'the public benefits of the proposed scheme [are] to redevelop this prominent gateway site in the City Centre into a distinctive landmark office building of high architectural merit, in accordance with the Council's strategic policy aims', along with the 6 no. specific points outlined in paragraph 1.4 of CBRE's response. Disagree with the assertion that this is 'a distinctive landmark office building of high architectural merit', but these public benefits are limited in their scope, and it has also not been demonstrated that these public benefits could only flow from the scheme submitted. Such benefits could still be achieved from an alternate scheme which does not result in the identified harm to the heritage assets. This development does not secure the 'optimum viable use' and alternatives should be considered.
- It has not been demonstrated that the harm to the four designated heritage assets is outweighed by the supposed public benefits to the scheme. The limited public benefits identified do not outweigh the identified harm to the four designated heritage assets. Therefore the scheme does not meet the tests outlined within the relevant legislation.

### Alternative proposal

- As there is harm to designated heritage assets the Council is required to consider whether or not there are alternatives which are less harmful. The harm is exacerbated by the materials and appearance of the building. The site could be developed in a more sensitive manner.
- The applicant has not analysed alternative proposals in terms of scale and massing and does not address a material consideration. The Council cannot determine this application without considering alternatives and will have ignored a material consideration and its decision will be open to challenge. A more contextually responsive design would cause less harm to the heritage assets and even enhance them.
- It is evident that the site is capable of being developed in a more sensitive manner than that which is being proposed from a scale and massing perspective. Such alternative development would also result in the same public benefits identified by the applicant. The Applicant must therefore be required to produce alternatives to the development in order that those alternatives can be assessed in the context of the planning balance, including harm to the setting and appearance of the listed buildings and conservation areas, and amenity of neighbouring residential properties (e.g. No. 1 Deansgate).
- Whilst a Viability Assessment may not strictly be a policy requirement when considered against Manchester City Council's latest Validation Checklist, we argue that it forms a central part of the design justification and that one should,

as a matter of best practice, be requested by Manchester City Council as part of their formal design review as part of the application determination. Without this evidence it remains unclear what has led to the specific building height that is being promoted by the applicant. There is no commentary which sets out the requirement for a specific minimum quantum of office floorspace to be achieved on the site to make the scheme viable, and what may therefore be seen to drive the need for a building of a certain height.

- No evidence has been put forward to justify why the building must be 17 storeys, and why it cannot be - for example - a building of 9, 10 or 11 storeys; something that is more proportionate and acceptable.
- Reference is made to the 'Client Brief' and the 'Applicant Brief' which appears to comprise the delivery of more than 130,000 sq. ft of 'Grade A' office space and 5,000 sq. ft of flexible retail space at Ground Floor. There is no further justification however for this quantum of development and one can only assume that it is no more than a private landowner seeking to maximise their financial return from the site - based on the price paid for the land and property - with limited attention paid to the scheme design and relationship with the surrounding cityscape.
- It is essential that Manchester City Council interrogate the proposals to ascertain why a lower building - which would be more acceptable across a number of material planning considerations - cannot be brought forward. In the absence of this robust appraisal we argue that the scheme fails when tested against local and national planning policy.

#### Loss of privacy and overlooking

- Major loss of privacy for some residents of No. 1 Deansgate. The proposed new building will be very close for its total height. All floors which overhang on to St Mary's Gate will be directly overlooked from level 6 to 17. The balconies of No. 1 Deansgate do not have blinds and cannot be fitted with them. The office space would face directly onto bedrooms and the balconies of No. 1 Deansgate are clear glazed,
- There is commentary regarding the new building being used in normal office hours, but if the office is used 24/7, residents will be overlooked at all hours of the day and night. The applicant can provide no assurance that their tenants will utilise the solar blinds proposed.
- The separation distance between No. 1 Deansgate development and the proposal is between 16 and 18 metres. The application site does not lend itself to the proposed separation distance. No.1 Deansgate is a distinctive building which formed a key part of the rebuilding programme following the 1996 IRA bombing. The proposal at 39 Deansgate is an inappropriate neighbouring proposal which will lead to conflict between the uses.
- The assumption that the enclosed balconies of No. 1 Deansgate are somehow not used as living areas is wrong. Because the balconies do not have blinds it is also possible to see into the living areas. There are blinds on the living areas, but the whole point of living in a glass building is to be able to maximise light and be able to see out.
- The design of No. 1 Deansgate is such that the level of privacy could only be protected against this development in such close proximity by having blinds/curtains drawn for the full day and night. The balconies are unable to be

protected by this due to their nature and as such residents will be unable to use a key aspect of the home they have purchased without a severe impact on their daily lives and personal space.

- Overlooking into Barton Arcade and onto the private outdoor terrace for the penthouse. The proposal should be adequately set back from the site boundary in order to mitigate such amenity issues.
- There appears to have been no consideration of the possible future uses of Barton Arcade and its roof space, which will be directly overlooked. The proposal is to build 'hard up' to Barton Arcade with proposals for windows at all levels looking directly over the roofscape. The office 24-hour use will impact adversely on the amenity, privacy and quiet enjoyment of the Barton Arcade roof space, limiting possible future uses. Any windows within the first 5 storeys above the Arcade roof should be obscured for privacy and the Barton Arcade owners should have the opportunity to consent to the materials and specifications to achieve a high level of privacy.
- There is a lightwell for part of the boundary between the proposal and Barton Arcade. The proposal has windows into this lightwell which is owned by Barton Arcade but makes no contribution to it. These windows should be removed/obscured unless a corresponding 'set back' is provided to Speakers House.

#### Shadowing and loss of light

- The building would cast a huge shadow over No.1 Deansgate, significantly reducing the natural light that residents currently enjoy. Some areas in the apartments have only borrowed light and these areas will become even darker. Sunlight on balconies will be lost, affecting the way they are used, and will lead to a reduction in heat coming into the internal rooms. Views of the skyline from balconies will reduce. The purpose of a glass building is to maximise light so one of the key architectural features of No 1 Deansgate will be lost.
- Speakers House was built so as to retain sufficient light into Barton Arcade and a lightwell located on the northern boundary of the site. The application fails to reference this lightwell and does not assess the resulting impact on this feature. The proposal will severely diminish light levels to Barton Arcade. The technical daylight/sunlight report should be revised to include an assessment of the lightwell. Building on the party line and so close to the lightwell will severely impact the ability for the ground floor or basement units to utilise the lightwell for daylight, ventilation and extract ductwork for kitchens. This narrow slot provides light to the ground floor shop units which are otherwise internal.
- The Daylight and Sunlight Assessment refers to the impact on flats on floors 4-8; when clarified, the Planning Officer confirmed this meant actual floors 1-5, i.e. the report numbering was from ground level. This was confusing, even misleading, and there was no key in the report.
- No. 1 Deansgate will be impacted by the mass of the development and will lose light. No 1 Deansgate will also have views to a great portion of the sky blocked, which cannot have been the intentions of the planners when agreeing to a fully glazed building.

#### Amenity issues

- Barton Arcade comprises some retail shops with kitchens and extract systems which discharge at roof level. No air should be taken from any grilles above Barton Arcade so that fumes do not enter the new development.

#### Wind Impact

- No assessment appears to have been made of the impact of new wind effects on No. 1 Deansgate which has a louvre system for light and ventilation. Louvres are automatically closed if it rains or is too windy. The wind sensor is on the roof of No. 1 Deansgate. If the wind effects are greater than now, the louvres will close more, reducing the ventilation to the flats. If the wind effects are too strong or result in unexpected gusts, open louvres may become unstable and dangerous.
- The wind sensors in No. 1 Deansgate will continue to trigger according to wind level. They may trigger (close) more frequently which will adversely impact the ventilation of all apartments in No. 1 Deansgate, not just the ones facing the proposed development, because the sensors are controlled centrally.
- The applicant has stated that the proposed scheme may result in a beneficial effect by sheltering No.1 Deansgate from the prevailing wind angle. Please provide the evidence for this.
- The impact of wind caused by the tall building should be assessed with regard to the fragile nature of the Barton Arcade roof.

#### Amount of/Need for office space

- The amount of office floorspace contravenes local planning policy CC1 which encourages high-density B1a office development to be located in one of five specific areas of the city, in which the application site is not located.
- Given the current mitigation measures in places for Coronavirus where many people are working from home, and the likelihood that a certain percentage will continue with home working afterwards, or that there will be a recession, there are concerns that the demand for office space will reduce.
- The applicant has stated that Grade A office space in Manchester is becoming increasingly constrained with 50 per cent of the development pipeline already let. This is not a justification for such a massive development. If 50% is let, that still leaves 50% unlet. Does Manchester need another empty office building?
- The Council could be giving planning for a site that will blight that area before it is built and afterwards if it is built. The most sensible course of action is to defer a decision on this site until the Council and the planners have a better view of the post COVID demand for offices in the City Centre and to encourage the developer to come forward with a more appropriate plan both in terms of size and visual appeal.

#### Air quality

- Air quality around Manchester city centre and Deansgate is not very good and this proposal would make it worse during rush hour and could possibly cause asthma attacks for people walking past the building site.

#### Green infrastructure

- There is disappointment over the lack of green credentials in the proposed development. Some ideas: an internal green space open to the public, a green roof garden - open to the public, a green wall, an internal hanging garden - open to the public.

### Deliverability

- The application fails to provide accurate ownership. The applicants have no rights beyond the envelope of the existing building as per the legal agreement made when Speakers House was constructed and we therefore question the deliverability of the scheme.
- The site location plan shows the extent of the ownership as on the building line between 39 Deansgate and Barton Arcade. However, the red line boundary shown on various floor plan drawings and on the roof plan show the red line encroaching over onto the boundary of Barton Arcade. The freeholders of Speakers House have no rights beyond the envelope of the existing building. Not only does this question how the proposals will be constructed, it also raises the question of how the building will be cleaned and maintained if built. Certificate B notice has not been served on the freeholders or leaseholder of Barton Arcade. We therefore request that the drawings are amended to reflect the accurate positioning of the boundary line.

### 1963 Deed

There is a 1963 deed made at the time Speakers House was constructed to which the Lord Mayor Aldermen and Citizens of Manchester were party. The deed sets out: agreed height limits for the Speakers House site, no windows are to be constructed along the common boundary, the coexisting lightwell of 7 feet width on the Speaker's House site should be maintained. The applicant has not yet engaged in any dialogue about this with the owners of Barton Arcade.

### EIA

- The original Townscape and Visual Impact Assessment concluded the 'moderately significant' effects trip the threshold for EIA. Whilst the replacement Townscape and Visual Impact Assessment removes the reference to the EIA regulations, the proposed development has not been amended and as such there is nothing which would warrant a departure from the previous conclusions within the revised assessment. Given that we are dealing with important heritage assets, both listed buildings and conservation areas, and that European Law takes a precautionary approach, the assessment of moderate significance of itself is enough to give doubt about the impact and therefore requires the need for an Environmental Impact Assessment ("EIA").
- The Council fails to comply with Regulation 5(5) of The Town and Country Planning (Environmental Impact Assessment) Regulations 2017 because having issued a screening opinion it does not specify the features or measures that will avoid or reduce significant environmental effects.
- It is evident from the submitted assessments that the development will result in significant environmental impacts, in EIA terms, and consequently an

Environmental Impact Assessment should have been submitted with the application submission.

Member representations - Councillor Johns objected to the proposal, centred around four key points:

1. The proposal would cause undue harm to the neighbouring residential building (No. 1 Deansgate) and its residential amenity
2. The proposal would cause undue harm to nearby listed buildings and conservation areas
3. The proposal would harm the existing townscape
4. The proposal amounts to overdevelopment

1. The sheer tall face of the proposed building facing No. 1 Deansgate would be overbearing on residents and would lead to overlooking, thereby detrimental affecting their privacy. For those residents living on the south side of No. 1 Deansgate, their light would be affected. Cllr Johns agrees with the comments made in the submitted group objection. The lack of a microclimate study assessing the impact of the proposal on the dynamic façade of No.1 Deansgate needs addressing.

2. Cllr Johns notes the high number of listed buildings and other heritage assets (such as conservation areas) that could be affected by the proposal. The western side of the Square is of an eclectic, historic, and notably low-rise nature and is of particular importance for the determination of this application. St Ann Square's historic and aesthetic worth is not merely derived from a single viewpoint but the layout of the Square, the retention of the historic building line, its low-rise roofline, and eclectic yet historic style. The setting of the Church of St Ann cannot only be considered in light of viewpoints that contain the Church itself, but must include viewpoints from the Church, from nearby the Church, and the overall nature of the space around the Church. The proposal causes considerable harm to these. It is overbearing, overly massive, and terminates the feeling of structure within the Square which is attributed to its layout and consistent roofline. The Heritage Statement admits that the proposal "would introduce a dominant modern vertical element into a low-level building line which is otherwise largely 18th century in character which would be compromised...". Cllr Johns agrees with this.

One of the viewpoints from within the Square shows a looming effect over these heritage buildings, disrupting the sense of enclosure and drawing the eye towards modern design and away from the historic character of the Square. It intrudes upon the setting of these specific buildings, the Square overall, and the Conservation Area in its totality generating a major adverse impact.

The proposal would also generate severe and obvious harm to the Grade II\* Listed Barton Arcade and Cllr Johns believes the development would be physically attached to it. The proposal would loom over the Arcade and the internal impact within Barton Arcade has not been considered by the applicant. This is likely to cause further harm to a key heritage asset.

Viewpoint 6 of the Heritage Statement demonstrates the significant harm caused by the proposal to the setting of the Grade II listed Royal Exchange Building. It is an

attractive and iconic viewpoint in Manchester and the tower of the Royal Exchange stands against an uninterrupted backdrop from the open pedestrian space at this location on Market Street. The proposal would severely diminish the value of the heritage asset and its setting.

The proposal would be domineering over Police Street and the heritage assets contained nearby and would create an aesthetically poor backdrop to views of historic assets.

The scale and massing of the proposal would be overbearing on the Parsonage Gardens Conservation Area. The Heritage Statement's judgement of 'negligible adverse' impact is a clear understatement from viewpoint 5. There is clear harm caused by the proposal in the proposed viewpoints to the nature of the Parsonage Gardens Conservation Area.

3. The proposal is overbearing and incongruous with its surrounding townscape. This represents an adverse impact on the character of the area. The scale of buildings along Deansgate is fairly consistent low-mid rise with No. 1 Deansgate and Beetham Tower providing bookends. The proposal is taller than No. 1 Deansgate, and creates a displeasing effect to the townscape whereby the roofline on Deansgate's eastern side would rise in a sleek fashion with a sloping roof along No. 1 Deansgate, increase sharply for a significant blocky mass (the proposal), and then drop off sharply for the lower rise datum of the middle section of Deansgate's eastern side until the Beetham Tower to the south. This disrupts the current bookend effect, by creating a large blocky mass in a heavier and blunter style than No. 1 Deansgate. The proposal interrupts the coordinated effect provided by the similar blue colour scheme and glass material palette of No. 1 Deansgate and the Beetham Tower rising above a mid-rise building line with a predominantly brick palette. It further interrupts the sleek shapes used by those buildings to reduce their 'heaviness' in the context of Deansgate - the Beetham Tower with its slender profile and blade, and No. 1 Deansgate with its light steel frame, visible overhang, and angled profile. The proposal is not only overbearing, but it disrupts a pleasant and seemingly coordinated building line which is bookended currently in an aesthetically pleasing way.

There are errors in the Townscape & Visual Impact Assessment which have been noted in the group objection received.

The proposal's site sits within the Ramada Complex Strategic Regeneration Framework (the SRF). The SRF only takes the view that "current mix commercial and retail uses represent the preferred ongoing uses for this site." The SRF requires the proposals' "height will need to be determined through contextual appraisals and townscape analysis of the site". The height and massing of this proposal are inappropriate for the context and townscape within which it is proposed.

4. The Applicant does not seek to justify why this high level of scale and massing is necessary for the financial or economic viability of the proposal and it unclear that the high level of scale and massing provides relevant benefits which outweigh the harm caused by the proposal. It is too broad from all viewpoints, and its irregular shape



gives a highly unpleasant view of an imposing building leaning toward the viewer from the immediate north (especially within No 1. Deansgate).

The proposed massing significantly increases the harm but amounts to overdevelopment in itself. The proposal is an excessively intensive use of the site, overbearing within its context, and it would create sightlines where the proposal sits in a heavy and visually displeasing manner.

Aside from the above 4 main concerns, Cllr Johns also talks about the benefits of the proposal as highlighted in the application submission. These relate to:

- 723-731 FTE net additional jobs
- £2.3m per annum in business rate contributions
- £1.9 million increase in local expenditure

Cllr Johns states that the existing economic context due to Covid-19 should now be considered. This context is one of economic decline and social distancing measures have led to a shift from office-based working to working from home. It is contextually illiterate to consider that there will not be permanent changes to the local (and indeed global) office market resulting from this. The 2015 Employment Density Guide is no longer a relevant guide in determining the amount of employment that will be generated by development due to significant changes in the economic context during a period of growth, but also the Covid-19 pandemic and changes to working from home related to it have distinctly altered the assumptions and data on which the guidance rests. There is significant uncertainty of the permanence of this shift and a dramatic collapse in demand for office space in light of this has taken place. As such, the proposal's estimated operational job figures should be of no relevance to the determination of the application having been superseded by events.

The Planning Statement asserts that the proposal will result in £2.3 million per annum which assumes a rental rate of £33/£35 (office/retail) per sq ft. There is no attempt to justify these assumed values but the severe changes to the economic context and office market as a result of Covid-19 would have brought those assumptions sharply into question.

The applicant also emphasises increased local expenditure of £1.9 million per annum. This is based on a 2015 report on UK Working Day Spend (uprated by inflation by the Applicant), multiplied by a 220-day working year, multiplied again by the 723-731 FTE jobs projected. The 723-731 FTE jobs are not meaningful in determining the benefit of this application and the 2015 report cited is now 5 years old and refers to spending patterns during a very different stage of the business cycle. Given the prevailing context of economic damage caused by the Covid-19 pandemic and the danger this has posed to people's incomes, such a report and calculations derived thereof can no longer be considered relevant to the determination of this application.

The application talks of the identified need for high quality office space. The changes brought about by Covid-19 would suggest that any identification of need is simply irrelevant and unrealistic. It is not clear that there is need for a 18,283 sq m landmark office building at the current time or that this will be the case for a number of years.

Highway Services - No objection. The footways around the site should be replaced with like for like high quality materials. The increase in the number of vehicle trips would be negligible. The applicant will be required to fund the installation of an on-street disabled bay in a suitable location close to the site and a Car Club bay is requested. The entrance doors to the retail units should open inwardly. A Servicing Management Strategy and a Construction Management Plan should be provided. The interim travel plan is acceptable and a full travel plan should be a condition.

Environmental Health - Recommended that conditions relating to delivery and servicing hours, fume extraction, operational hours for the new uses, acoustic insulation of the building and external plant, a construction management plan, air quality, waste management and contaminated land should be applied to any approval granted.

Corporate Property - No representations received

City Centre Regeneration - No representations received

Central Neighbourhood Team - No representations received

Work & Skills Team - Request a condition regarding a local labour agreement to demonstrate commitment to local labour for construction and in operation.

Greater Manchester Police - Recommend a condition to reflect the physical security specifications set out in the Crime Impact Statement,

Historic England (North West) - The site is in the St Ann's Square Conservation Area, which has the grade I listed St Anne's Church as its central focus. The conservation area largely retains its Georgian plan form and some original buildings within the square. It is an important survival of the early historic character of this part of Manchester and of planned squares of the Georgian period; it demonstrates the growing wealth of Manchester as the Industrial Revolution takes hold and its aspirations as a city. Barton Arcade a grade II\* listed grand Victorian shopping arcade. Its decorative style and ambitious use of glass and cast iron provided a maximum use of light and sense of grandeur for discerning shoppers of the time.

The Heritage statement has identified the potentially affected heritage assets, described their significance and assessed the potential impact of the proposals on that significance. It includes a visual impact assessment with proposed views and we are satisfied this information is sufficient to understand the impact of the proposals.

Historic England has no objection to the demolition of the existing building and we generally agree with the statement's findings in terms of the heritage impact. It is our view that the potential harmful impact of the proposals is to the spatial character of St Ann's Square and its group of listed town houses. We agree that the impact is a moderate adverse impact and that the impact is mostly towards the north end of the Square. We consider this level of harm to be less than substantial as defined in the National Planning Policy Framework (NPPF).

Paragraph 193 of the NPPF states "When considering the impact of a proposal on the significance of a designated heritage asset, great weight should be given to the asset's conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance.

Paragraph 194 states "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 "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".

### *Recommendation*

Historic England has concerns regarding the application on heritage grounds. We consider that the issues and safeguards outlined in our advice need to be addressed in order for the application to meet the requirements of paragraphs 194 and 196 of the NPPF. In determining this application you should bear in mind the statutory duty of section 66(1) 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. 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.

Environment Agency - No representations received

Transport For Greater Manchester - Have no comments from a Metrolink perspective.

Greater Manchester Archaeological Advisory Service - The application is supported by an archaeological desk-based assessment (DBA) produced by Orion Heritage Ltd (January 2020). There is also a Heritage Statement (HS) produced by Stephen Levrant heritage Architecture (January 2020).

The DBA draws together and synthesises a range of historic sources of information including HER data, published books and historic mapping to outline what is known of the site's developmental history. Following a discussion of the available evidence on a period-by-period basis it offers a map-based regression and assesses the likelihood of physical remains of past activity to survive and their likely significance. It assesses the impact of the proposals upon the significance of these heritage assets and offers a clear conclusion concerning further archaeological work. The DBA meets the basic requirements for such a study as set-out in the NPPF and GMAAS accepts the report.

The concluding recommendation of the DBA, that no further archaeological investigations are merited is accepted. Not only is the 1960s building a large

construction, but we know the 1902-3 bank was cellared. Furthermore, it is clear from the 60" mapping of 1844-49 that other buildings within the PDA along Deansgate had either light wells or stairs to basements. All of which points to a high level of disturbance to any medieval deposits when the mid-nineteenth century mapped buildings were constructed. GMAAS agrees with this recommendation and advises that no further archaeological requirements are required.

Greater Manchester Ecology Unit - Bats - A suitably experienced bat consultant found no evidence of bats and the building has negligible bat roosting potential. As individual bats turn up on occasion in unexpected locations, recommend an informative.

Nesting Birds - A feral pigeon nest was found on the building proposed for demolition. All British birds nests and eggs are protected by the Wildlife & Countryside Act 1981, as amended. Feral pigeon are regarded as a pest species and nests can be destroyed under a general license. Recommend a condition regarding this.

Greater Manchester Pedestrians Society - No representations received

Manchester Airport Safeguarding Officer - Have no aerodrome safeguarding objections to the proposal.

National Air Traffic Safety (NATS) - No safeguarding objection to the proposal.

Sustainable Travel - No representations received

Strategic Development Team - No representations received

United Utilities Water PLC - Recommended that a condition relating to the submission of a surface water drainage scheme based on the hierarchy of drainage options, foul and surface water should drain on separate systems, and a condition relating to the management and maintenance of the drainage system should be a condition.

MCC Flood Risk Management - A conditions should require the submission of a surface water drainage scheme and a management and maintenance regime,

Civil Aviation Authority - No representations received

## **ISSUES**

### **Relevant National Policy**

The National Planning Policy Framework sets out the Government's planning policies for England and how these are expected to apply. It aims to promote sustainable development. The Government states that sustainable development has an economic role, a social role and an environmental role (paragraphs 7 & 8). Paragraphs 10, 11, 12, 13 and 14 of the NPPF outline a "presumption in favour of

sustainable development". This means approving development, without delay, where it accords with the development plan. Paragraphs 11 and 12 state that:

"For decision-taking this means: approving development proposals that accord with an up-to-date development plan without delay" and "where a planning application conflicts with an up-to-date development plan (including any neighbourhood plans that form part of the development plan), permission should not usually be granted. Local planning authorities may take decisions that depart from an up-to-date development plan, but only if material considerations in a particular case indicate that the plan should not be followed".

The proposed development is considered to be consistent with sections 6, 7, 8, 9, 11, 12, 14, 15 and 16 of the NPPF.

## **Local Planning Policy**

### 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 replaces significant elements of the Unitary Development Plan (UDP) and sets out the long term strategic planning policies for Manchester's future development.

Planning applications in Manchester must be decided in accordance with the Core Strategy, saved UDP policies and other Local Development Documents. The Core Strategy has Strategic Spatial Objectives that form the basis of its policies:

SO1. Spatial Principles – This site is highly accessible, close to good public transport links, and would thereby reduce the need to travel by private car.

SO2. Economy - The proposal would provide jobs during construction with permanent employment and facilities in the offices and commercial units. It would support business and leisure functions of the city centre and the region.

SO5. Transport – The highly accessible location would reduce the need to travel by private car and make the most effective use of public transport.

SO6. Environment - The proposal would help to protect and enhance the City's built environment and ensure the sustainable use of natural resources, in order to: mitigate and adapt to climate change; improve air, water and land quality; improve recreational opportunities; so as to ensure that the City is inclusive and attractive to residents, workers, investors and visitors.

Policy SP1 Spatial Principles – The development would provide offices in a central location. It would be close to sustainable transport provision and contribute to the creation of a neighbourhood where people choose to be. It would enhance the built and natural environment and create a well-designed place that would enhance and create character, re-use previously developed land and reduce the need to travel.

Policy CC1 Primary Economic Development Focus: City Centre and Fringe - The City Centre is a strategic economic location and the focus of employment growth and is expected to accommodate 33ha of office or similar employment development. A variety of high quality accommodation types, sizes and foot-plates would boost investment. The City Centre is suitable for high density buildings and commercially led mixed use schemes.

Policy CC5 Transport – The proposal would help to improve air quality, being accessible by a variety of modes of sustainable transport.

Policy CC6 City Centre High Density Development – The proposal would be a high density development and use the site efficiently.

Policy CC7 Mixed Use Development – This mixed-use development would use the site efficiently. Active ground floor uses are appropriate in this location.

Policy CC8 Change and Renewal - The proposal would create employment and improve the accessibility and legibility of the Centre.

Policy CC9 Design and Heritage – The design would be appropriate to the City Centre context. It would have an impact on views from within the St. Ann's Square Conservation Area and the setting of a number of listed buildings. The harm would be less than substantial and would be outweighed by the public benefits that would be delivered.

Policy CC10 A Place for Everyone – The office accommodation would be highly accessible.

Policy T1 Sustainable Transport – The proposal would encourage a modal shift to more sustainable alternatives. It would improve pedestrian routes and the pedestrian environment.

Policy T2 Accessible Areas of Opportunity and Need – The proposal would be accessible by a variety of sustainable transport modes and would help to connect residents to jobs, local facilities and open space.

Policy EN1 Design Principles and Strategic Character Areas - The design would enhance the character of the area and the image of the City. It would respond positively at street level and would improve permeability.

Policy EN2 Tall Buildings – The high quality design would contribute positively to sustainability and place making and bring significant regeneration benefits.

Policy EN3 Heritage - The existing building has a negative impact and it is considered that the proposal would enhance the site. Any negative impacts on heritage assets would be outweighed by the public benefits of the scheme.

Policy EN4 Reducing CO2 Emissions by Enabling Low and Zero Carbon Development The proposal would follow the principle of the Energy Hierarchy to reduce CO2 emissions.

Policy EN6 Target Framework for CO2 reductions from low or zero carbon energy supplies – The development would comply with the CO2 emission reduction targets set out in this policy.

Policy EN8 Adaptation to Climate Change – The energy statement sets out how the building has been designed to be adaptable to climate change.

Policy EN9 Green Infrastructure – The development includes rooftop planting.

Policy EN14 Flood Risk – The site is not in an area at risk of flooding and has been designed to minimise surface water run-off and would have a blue roof.

EN15 Biodiversity and Geological Conservation – The development would provide ecological enhancement for different species such as breeding birds and roosting bats.

Policy EN16 Air Quality - The proposal would be highly accessible by all forms of public transport and reduce reliance on cars, minimising emissions and traffic generation.

Policy EN17 Water Quality - The proposal would not have an adverse impact on water quality. Surface water run-off and groundwater contamination would be minimised.

Policy EN18 Contaminated Land and Ground Stability - A desk study identifies possible risks arising from ground contamination.

Policy EN19 Waste – The development would be consistent with the principles of the waste hierarchy and is accompanied by a Waste Management Strategy.

Policy EC1 Employment and Economic Growth in Manchester - A minimum of 200 ha of employment land will be developed between 2010 and 2027 for offices, research and development, light industrial, general industry and distribution and warehousing. The City Centre is a key location for this.

Policy EC8 Central Manchester - Central Manchester is expected to provide approximately 14ha of employment land.

Policy DM1 - Development Management – This policy sets out the requirements for developments and outlines a range of general issues that all development should have regard to. Of these the following issues are or relevance to this proposal:

- appropriate siting, layout, scale, form, massing, materials and detail;
- design for health;
- adequacy of internal accommodation and amenity space.
- impact on the surrounding areas in terms of the design, scale and appearance of the proposed development;
- that development should have regard to the character of the surrounding area;
- effects on amenity, including privacy, light, noise, vibration, air quality and road safety and traffic generation;

- accessibility to buildings, neighbourhoods and sustainable transport modes;
- impact on safety, crime prevention and health; adequacy of internal accommodation , external amenity space, refuse storage and collection, vehicular access and car parking; and
- impact on biodiversity, landscape, archaeological or built heritage, green infrastructure and flood risk and drainage.

The application is considered in detail in relation to the above issues.

The proposal is considered to be consistent with the following Core Strategy Policies SP1, CC1, CC5, CC6, CC7, CC8, CC9, CC10, T1, T2, EN1, EN2, EN3, EN4, EN6, EN8, EN9, 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.

DC18.1 Conservation Areas – The proposal would in general enhance the character and appearance of the St. Ann’s Square Conservation Area and other nearby conservation areas. . Any negative impacts on heritage assets would be outweighed by the public benefits of the scheme. This is discussed in more detail later in the report.

DC19.1 Listed Buildings – Whilst there would be an adverse impact to the setting of some listed buildings, the proposal in its entirety is considered acceptable in terms of its impact on the settings of nearby listed buildings. Any negative impacts on heritage assets would be outweighed by the public benefits of the scheme. This is discussed in more detail later in the report.

Policy DC20 Archaeology – An archaeological desk based assessment has been carried out for the site and concludes that no further work or investigations are needed.

The proposal is considered to be consistent with saved UDP policies DC18.1, DC19.1 and DC20 for the reasons set out below.

### **Policy analysis**

NPPF Section 6 (Building a Strong, Competitive Economy) and Core Strategy policies SP1 (Spatial Principles), EC1 (Land for Employment and Economic Development), EC3 (The Regional Centre), CC1 (Primary Economic Development Focus), CC7 (Mixed Use Development) and CC8 (Change and Renewal) – The proposal would deliver economic development and support economic performance within a part of the City Centre identified in policies EC1 and CC1 as a focus for primary economic development. The site is well connected to transport infrastructure. It would create jobs during the construction and operational phases. The development would use the site efficiently, redevelop brownfield land, enhance



the sense of place within the area, provide users and employees with access to a range of transport modes and reduce opportunities for crime.

It would be highly sustainable and would maximise use of the City's transport infrastructure. It would enhance the built environment, create a well-designed place that would enhance and create character and reduce the need to travel. It would contribute to the local economy and support local facilities and services. A high quality office development would improve the range of office accommodation options within the City Centre in an area in need of further regeneration.

NPPF Section 7 (Ensuring the Vitality of Town Centres) and Core Strategy policies SP1 (Spatial Principles) and CC2 (Retail) - The City Centre is the focus of economic and commercial development, leisure and cultural activity and high quality city living. The proposal would attract and retain a diverse labour market. It would increase activity, support business and leisure functions and promote economic growth.

NPPF Section 9 (Promoting Sustainable Transport) and Core Strategy policies CC5 (Transport), T1 (Sustainable Transport) and T2 (Accessible Areas of Opportunity and Need) - The highly sustainable location would give people choices about how they travel and contribute to sustainability and health objectives. The area is within walking distance of Victoria, Piccadilly, Deansgate and Oxford Road train stations, Metrolink stops and Metroshuttle routes. A Travel Plan would facilitate sustainable transport use and the City Centre location would minimise journey lengths for employment, business and leisure activities. The proposal would help to connect City Centre residents to jobs.

NPPF Sections 12 (Achieving Well Designed Places) and 16 (Conserving and Enhancing the Historic Environment), Core Strategy policies EN1 (Design Principles and Strategic Character Areas), EN2 (Tall Buildings), CC6 (City Centre High Density Development), CC9 (Design and Heritage), EN3 (Heritage) and saved UDP policies DC18.1 (Conservation Areas) and DC19.1 (Listed Buildings) - The design has been considered carefully and has been subject to consultation with relevant stakeholders. It would maximise the use of land and would be appropriate to its context. The building could be considered to be tall within its local context. The location is appropriate, would contribute to place making and would bring significant regeneration benefits. The design would respond positively at street level and is discussed in more detail below.

A Tall Building Statement identifies 10 key views and assesses the development's impact on these. The site is within a conservation area and there are a number of listed buildings nearby that would be seen in the context of the proposal. Any negative impacts on heritage assets would be outweighed by the public benefits of the scheme. This is considered in more detail later in the report.

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), EN8 (Adaptation to Climate Change), EN14 (Flood Risk) and DM1 (Development Management - BREEAM requirements) - An Environmental Standards Statement demonstrates that the proposal would be energy efficient and include

sustainable technologies at conception, feasibility, design and build stages and in operation. It would follow the principles of the Energy Hierarchy to reduce CO2 emissions. An Energy Statement sets out how the proposals would meet target framework requirements for CO2 reduction from low or zero carbon energy supplies.

The site is located within Flood Zone 1. A Flood Risk Assessment and Drainage Strategy addresses surface water runoff and drainage. The drainage strategy would manage surface water runoff to ensure that the peak rate and volume would be no greater than pre-development and accord with local planning policies. .

NPPF Section 15 (Conserving and enhancing the natural environment), Manchester Green and Blue Infrastructure Strategy 2015, Core Strategy policies EN9 (Green Infrastructure), EN15 (Biodiversity and Geological Conservation), EN16 (Air Quality), Policy EN17 (Water Quality), EN18 (Contaminated Land and Ground Stability) and EN19 (Waste) - There would be no adverse impacts from risk of pollution from ground conditions, air and water quality, noise, vibration, waste and biodiversity. Surface water run-off and ground water contamination would be minimised.

There is no conclusive evidence about the presence of any protected species on the site or nearby that would be affected. There would be no adverse effect on any statutory or non-statutory designated sites in the wider area. The development would include a new green/blue roof and would enhance ecology.

The development would be consistent with the principles of waste hierarchy and a Waste Management Strategy details measures that would be undertaken to minimise waste production during construction and in operation. The onsite management team would manage waste streams.

NPPF Section 8 (Promoting Healthy Communities) - The creation of active frontages would help to integrate the site into the locality and increase natural surveillance.

Core Strategy Policies CC7 (Mixed Use Development) and CC10 (A Place for Everyone) – The proposal would be an efficient, high-density, mixed-use development in a sustainable location. As the City's economy continues to grow, investment is required in locations that would support and sustain this growth. The City Centre is the biggest source of jobs in the region and this proposal would provide high quality office accommodation to support the growing economy and contribute to the creation of a sustainable, inclusive, mixed and vibrant community. Users of the office accommodation could use local shops, restaurants and bars.

Saved UDP Policy DC20 (Archaeology) – Adequate archaeological investigation has taken place for the site.

### **Other Relevant City Council Documents**

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 2015s 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.

Through its objective of being a progressive and equitable city, from a development and regeneration point of view, this not only means creating and enabling jobs and growth, it also demands a smart and thoughtful approach to how development is executed. This should ensure that residents living in nearby areas and circumstances of disadvantage are connected to employment, skills and training opportunities, and given the support and empowerment necessary to make the most of them.

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. 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 to be taken to become energy-efficient, and investment 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.

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 proposal would be consistent with these principles and standards.

The Greater Manchester Strategy (2017) ("Our People, Our Place") – This was produced by the Greater Manchester Combined Authority (GMCA) and replaces the former "Stronger Together: Greater Manchester Strategy" published in 2009. It sets out a very clear vision for the City-Region, stating that Manchester will be:

- "A place where all children are given the best start in life and young people grow up inspired to exceed expectations.
- A place where people are proud to live, with a decent home, a fulfilling job, and stress-free journeys the norm. But if you need a helping hand you'll get it.
- A place of ideas and invention, with a modern and productive economy that draws in investment, visitors and talent.
- A place where people live healthy lives and older people are valued.
- A place at the forefront of action on climate change with clean air and a flourishing natural environment.
- A place where all voices are heard and where, working together, we can shape our future."

Delivery of a new office block and associated commercial space would create a substantial amount of employment opportunities that range from contributing to the supply chain indirectly in addition to direct job creation through new commercial office floorspace. The new office block would contribute directly to creating an environment that attracts investment into local and regional centres within Greater Manchester and in Manchester, which is seen as the heart of the region.

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 the 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 describes the partnerships in place to deliver those priorities.

The site sits at a key junction of Deansgate and forms the western approach to the City's main retail core. The area surrounding the site is transforming with a number of developments taking place to the north and west, beyond the River Irwell (e.g. Embankment and Chapel Street) as well as at Greengate, NOMA and around Victoria Station. The site is located to the south of the Medieval Quarter SRF and to the east of the Irwell City Park Area. In this regard, MCC have recognised the regeneration opportunities of the site and have developed the Ramada Complex Strategic Regeneration Framework (SRF), of which 39 Deansgate forms part of.

Stronger Together: Greater Manchester Strategy 2016-2025 - This is the sustainable community strategy for the Greater Manchester City Region. The Manchester Strategy 2016-25 also identifies a clear vision for Manchester's future, where all residents can access and benefit from the opportunities created by economic growth. Over a thirty year programme of transformation, Manchester has become recognised as one of Europe's most exciting and dynamic cities. 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 and a high quality of life. All its residents are able to contribute to and benefit from sustained prosperity.

The proposed office accommodation would support and align with the overarching programmes being promoted by the City Region via the GM Strategy.

Manchester Joint Health & Wellbeing Strategy (2016) - is the city's overarching plan for reducing health inequalities and improving health outcomes for Manchester residents. It sets out a ten year vision for health and wellbeing and the strategic priorities which have been identified to support this vision. The vision is that in ten years the people of Manchester will be living longer, be healthier and have more fulfilled lives with a genuine shift in the focus of services towards prevention of problems, intervening early to prevent existing problems getting worse and transforming the city's community based care system by integrating health and social care.

Manchester's Great Outdoors (A green and blue infrastructure strategy and action plan for Manchester) - Highlights that Manchester needs to demonstrate that it can be both a green city and a growing city. It emphasises a need to focus on Open Spaces, Linkages and Networks of "urban green".

#### The Ramada Complex Strategic Regeneration Framework (SRF)

In May 2018, the Council Executive endorsed an updated SRF for the Ramada Complex which serves to guide the future comprehensive regeneration of land at the northern end of Deansgate around the Deansgate/Blackfriars Street junction and along the River Irwell in Manchester City Centre, as well as the site at 39 Deansgate diagonally opposite the Ramada site to which this application relates. The SRF land is currently occupied by the Renaissance Hotel (as well as the application site) and has been a longstanding strategic regeneration priority for Manchester City Council. It is a significant component of the last remaining area within the 1999 City Centre Renewal Area Masterplan which has not been redeveloped, following two decades of substantial investment by the public and private sector. Whilst the site currently has

an economic function as a hotel and car park, it visually and physically represents a significant blight on this part of the City Centre. The scale of the problem is emphasised by the length of the Ramada site's frontage onto Deansgate at 123 metres. During the last 20 years, various attempts have been made to bring forward redevelopment on the site. Most recently, this was in the form of a mixed use scheme, granted planning permission in 2009, comprising 4 new buildings, the tallest at 35 storeys. This permission lapsed in 2014. The SRF will act as planning guidance and form a material consideration to be considered by the Local Planning Authority in the determination of future planning applications.

In terms of 39 Deansgate (the application site), paragraphs 6.72 to 6.74 of the SRF state that:

“The current mix of commercial and retail uses represent the preferred ongoing uses for this site given its location within Manchester City Centre's commercial core. Any proposals that safeguard or further enhance this function of the site will be favoured. Proposals for uses that move either wholly or partly away from the existing commercial offer would not be accepted on this site unless it can be demonstrated that the continued function of the site for commercial retail uses is unviable, or that an alternative use would, on balance, deliver greater public benefit to the City than the existing uses when considered against Manchester's overall strategic policy requirements and vision. Should appropriate proposals come forward for the redevelopment of 39 Deansgate, height will need to be determined through contextual appraisals and townscape analysis of the site and following further consultation with the Local Planning Authority”.

## **Conservation Area Declarations**

### St Ann's Square Conservation Area

St. Ann's Square is in the commercial heart of the City, where almost every building accommodates shops on the ground floor. This was the first conservation area to be designated by Manchester City Council, on 29 July 1970. It comprises an important part of the city centre around St. Ann's Square, extending as far south as John Dalton Street. The boundaries are Deansgate, St. Mary's Gate, Market Street, Cross Street and John Dalton Street, some of which are common boundaries with other conservation areas designated subsequently. Many buildings within the Area are listed for their special architectural or historic interest.

St. Ann's Square was laid out in the Georgian period, early in the 18th century, and is one of the main public spaces in the city centre. The church, which dominates the southern end of the Square is the only surviving building of that time in the area, the remainder being later replacements which continue to enclose the Square in a satisfactory and coherent manner. As these buildings were constructed in various styles over a long period, they create a rich tapestry of built form. Each new building has been designed with due regard and respect for the others that were already there and together they create an imposing street wall and St. Ann's Church is one of only fifteen buildings in the City listed as Grade I. Because of its position at the south end of the Square it is the most prominent building in the conservation area. The Church is constructed in red sandstone, has two tiers of round-headed windows, a

semi-circular apse to the east and a square tower to the west. Originally the tower was surmounted by a three-tier cupola, replaced by a spire in 1777 that was removed in its turn around 1800.

St. Ann's Square is lined with many buildings of architectural merit, while within the space are two bronze statues, one of Richard Cobden and the other a memorial to the Boer War comprising a group of soldiers. Both are listed buildings. On the corner of St. Ann's Square and St. Ann Street stands a building which is a fine example of the Italian palazzo style of architecture, with semi-circular headed arches and Venetian windows. Designed by the architect J. E. Gregan, it was originally Benjamin Heywood's Bank and was connected to the manager's house by a single-storey link. It is listed Grade II\*.

The former bank on King Street (nos.35-37) is a three-storey brick building formerly with two-storey brick wings, now replaced by glazed facades. The windows are framed by moulded stone architraves with key blocks. There are steps up to the typical pedimented Georgian entrance, which is flanked by dwarf stone walls with iron railings, found nowhere else in the City.

The Grade II\* listed Barton Arcade which fronts onto Deansgate and backs onto Barton Square is the City's finest shopping arcade and the only surviving Victorian example in Manchester. It is a four-storey cast-iron framed building with a glazed dome roof and curved internal balconies. The elevations are of brick and stone, but that part on the visual axis of Barton Square is a flamboyant concoction in metal and glass.

The former Grade II listed Royal Exchange building is the dominant building within the Area and the shopping arcade within it was created during the 20th century refurbishment. A large sandstone building in the Classical style with giant Corinthian pilasters and huge projecting cornices, the Royal Exchange has a tall cupola on the northwest corner and large arched entrances on Exchange Street and Corporation Street.

### Parsonage Gardens Conservation Area

The Parsonage Gardens Conservation Area is bounded by Blackfriars Street, Deansgate (a common boundary with the St Ann's Square Conservation Area), Bridge Street (a common boundary with the Deansgate/Peter Street Conservation Area) and St Mary's Parsonage. The River Irwell forms the western boundary of the area along the line of the administrative border of the City of Salford.

It contains several Grade II listed buildings, including Blackfriars Bridge, but also contains a number of more recent buildings such as Alexandra House and Century Buildings (modern element). At the centre of the Conservation Area is Parsonage Gardens which is bordered by large and impressive buildings. Most are in orange-red brick or terracotta, although one modern-style steel and glass structure merges well into its surroundings. The square of Parsonage Gardens itself is surrounded by a rich mixture of buildings of various ages and styles which are relatively harmonious in their relationships with one another.

The Grade II listed Arkwright House, designed by the same architect as Blackfriars House, and similarly dressed in Portland Stone, is a significant 7 storey office block in the conservation area.

Parsonage Gardens Conservation Area embraces a length of river frontage to the Irwell and this also includes part of the Grade II listed bridge on Blackfriars Street, half of which is in Salford. This heavy stone bridge was built around 1820 to replace a light timber footbridge of 1761. One of the three semi-circular arches is partly embedded in the river bank on the Manchester side. Despite this parallel stretch to the River Irwell, the buildings do not provide much scope for the development of a riverside walk.

The architectural emphasis of corners is a characteristic of Manchester buildings which contributes to the urban design character of the city centre. It is evident in the Parsonage Gardens area and its use in new developments will therefore be encouraged.

### Cathedral Conservation Area

The Grade I listed Manchester Cathedral and the part Grade I, part Grade II listed Chetham's Hospital school form the focal point of the Conservation Area. The area was designated as a Conservation Area in April 1972 in order to preserve and enhance the quality of the setting of these buildings.

To the south and east of these two buildings is the confined solemnity of the Cathedral Yard, and they are effectively separated from the rest of the city centre by a partial ring of Victorian Commercial buildings, including the impressive Corn and Produce Exchange (Grade II listed). These all cluster around the medieval street pattern and are bounded on the outside by the curving line of the Cateaton Street, Hanging Ditch, Todd Street, Victoria Station and Hunts Bank approach.

To the north and west the Cathedral overlooks the broad width of the busy Victoria Street and the deep cut of the River Irwell, both of which traverse the area, and beyond, into Salford, to the extensive cobbled forecourt of the disused Exchange Station which forms the western boundary of the area.

The Corn Exchange also lies within the Area boundaries. The existing building, designed by architects Ball and Else, is noted for its glass and steel roofed internal market hall.

For some years, consideration has been given to improving and enhancing the setting of the Cathedral and Chetham's School and to retaining the essential Victorian character of the remainder of the area. The intention is to restrict traffic movement through the area and to establish a series of landscaped pedestrian walkways.

### Legislative requirements

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



the local planning authority shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.

S72 of the Listed Building Act 1990 provides that in considering whether to grant planning permission for development that affects the setting or character of a conservation area, the local planning authority shall have special regard to the desirability of preserving or enhancing the character or appearance of that area.

S149 (Public Sector Equality Duty) of the Equality Act 2010 provides that in the exercise of all its functions the Council must have regard to the need to eliminate discrimination, advance equality of opportunity and foster good relations between persons 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) (England and Wales) Regulations 2015 and an Environmental Impact Assessment is therefore not required for this proposal. A screening opinion was issued by Manchester City Council prior to the application being submitted and an addendum has since been issued.

### **Principle of the Proposed Uses and the Scheme's 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 an important link between economic growth and regeneration and further office provision is required to deliver growth. The proposal would develop a strategic site in one of the City's key regeneration areas.

The Ramada SRF promotes development at the northern end of Deansgate and includes this site and the Ramada complex. It would deliver Grade A office floorspace and support the process of economic recovery in the City. It would create 18,283 sq. m (approx. 197,000 sq. ft) of high quality floor space in a core location.

The proposal would generate circa 227 gross direct construction jobs. Based on standard employment densities, it would create an estimated circa 1000 FTE operational jobs broken down as around 970 FTE jobs for the office space and around 30 jobs in the retail units. The existing building has around 270 FTE jobs so the development would create an additional 730 (approximate) FTE jobs. The proposal would also generate increased revenue from business rates due to the larger floor area of the proposed building over the existing. Based on the proposed development's non-residential floorspace and the potential rental rates, the gross

business rates contribution to the Council would be approximately £2.3 million per annum.

The existing building has reached its useful economic life and has poor quality space. The proposal would revitalise this gateway site. In view of the above, the development would be in keeping with the objectives of the City Centre Strategic Plan, the Greater Manchester Strategy, and would complement and build upon Manchester City Council's current and planned regeneration initiatives. As such, it would be consistent with sections 1 and 2 of the National Planning Policy Framework, and Core Strategy policies SP1, EC1, CC1, CC7, CC8, CC10, EN1 and DM1.

### **Tall Buildings Assessment**

One of the main issues is whether this is an appropriate site for a tall building. The proposal has been assessed against City Council policies on tall buildings (including policy EN2 Tall Buildings), the NPPF and the following criteria as set out in the Guidance on Tall Buildings Document published by English Heritage and CABI in July 2007, as updated by the Historic England Advice Note 4 publication in 2015.

#### Design Issues, Relationship to Context and Impact on Historic Context

The effect of the proposal on key views, listed buildings, conservation areas, scheduled Ancient Monuments, archaeology and open spaces has been considered.

Section 16 of the NPPF establishes the criteria by which planning applications involving heritage assets should be assessed and determined. It identifies that Local Planning Authorities should require applications to describe the significance of any heritage assets in a level of detail that is proportionate to the asset's importance, sufficient to understand the potential impact of the proposals on their significance. In determining applications, the following considerations should be taken into account:

- The desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation.
- The wider social, cultural, economic and environmental benefits that conservation of the historic environment can bring;
- The desirability of new development making a positive contribution to local character and distinctiveness; and
- Opportunities to draw on the contribution made by the historic environment to the character of a place.

The focus of the Government's planning policy guidance is to ensure that the desirability of sustaining and enhancing the significance of heritage assets is taken into account and that they are put to viable use, consistent with their conservation (NPPF paragraph 185). Development within or adjacent to heritage assets could have some impact on their fabric or setting, and this could be either beneficial or harmful. The fundamental design objective is to ensure that the impact on heritage assets is demonstrably beneficial, minimising any negative impact on significance. Consequently, development must be justified by clear and convincing evidence of the impact. Paragraph 193 of the NPPF advises local planning authorities that 'When

considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation (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". Where a development proposal would lead to less than substantial harm to the significance of a heritage asset, this harm should be weighed against the public benefits of the proposal.

A Heritage Assessment and a Townscape and Visual Assessment (TVIA) has assessed the historic environment and the visual impact on the identified heritage assets. The site is within the St. Ann's Square Conservation Area and is opposite the Parsonage Gardens Conservation Area. The Cathedral Conservation Area is further north. The following listed buildings are nearby: the Grade II\* listed Barton Arcade, the Grade II listed Royal Exchange, the Grade I listed Church of St. Ann, the Grade II listed Hayward Buildings at 60-66 Deansgate, the Grade II listed Blackfriars Bridge and the Grade I Listed Cathedral Church of St Mary.

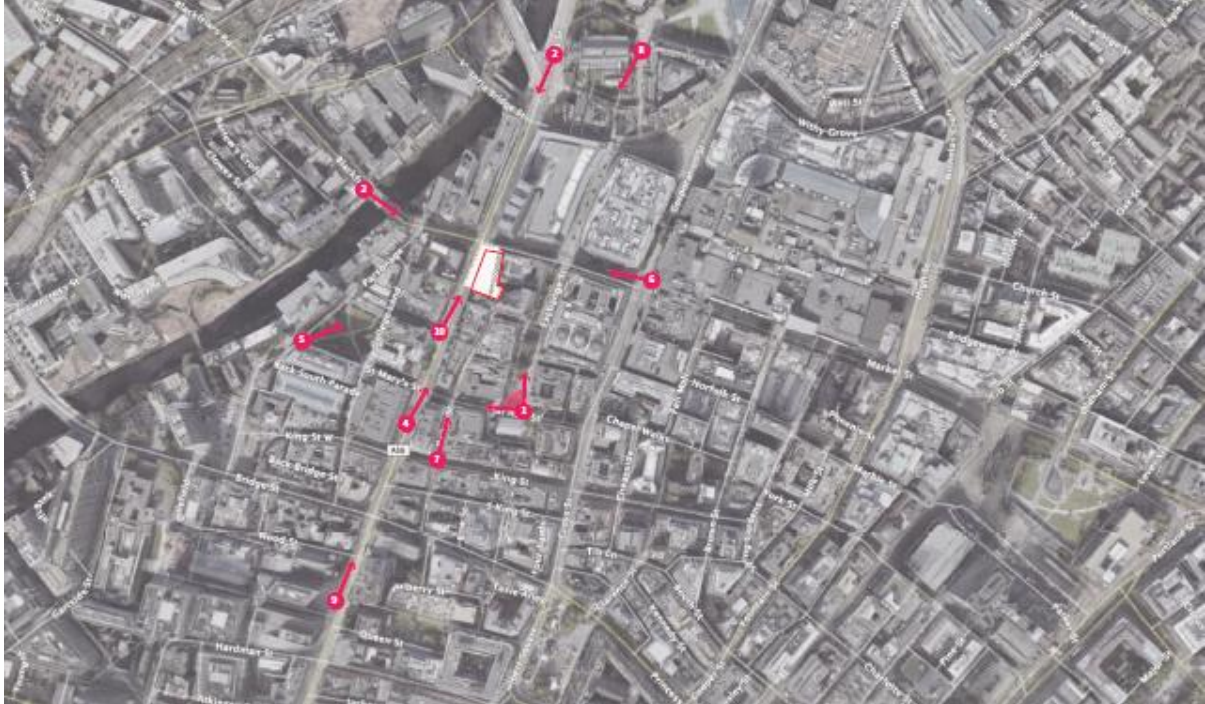
The Townscape and Visual Impact Assessment (TVIA) assesses the baseline position of the site's location and its impact on the heritage assets. The existing building is appropriate to the dense urban grain of the city centre and it addresses this key corner at Deansgate and St. Mary's Gate. However, it does not respond positively to its location within the St. Ann's Conservation Area and does not respond to any of the key characteristics that define the area and give it its special character. The setback of 39 Deansgate detracts from the clearly defined building line along Deansgate. The overall sensitivity of Barton Arcade is considered to be medium as the existing building does not contribute positively to its character, materials, quality and proportions. It is therefore considered that there is some ability to accommodate the proposal without undue harm to this heritage asset. There is potential to use the site more efficiently through increasing density. No. 1 Deansgate is 17 storeys. The proposal would respond positively to the building line, materials, rhythm, detailing and proportions of Barton Arcade and the TVIA concludes that the development would have a minor beneficial impact on the heritage asset.

The ground floor retail uses and active frontages would have a positive effect on townscape character. And a building line consistent with Barton Arcade would enhance the urban grain.

There would be a minor adverse impact during construction as the new building would be higher than the one it would replace but when complete it would be of a higher quality. The proposal would positively define the key junction, address the corner, aid legibility, and conform to the aspirations of the Core Strategy.

The TVIA assesses the impact of the development on 10 key views, paying particular attention to the relationship to listed buildings. The Heritage Statement takes the same views and assesses the impact on the setting of heritage assets. Heritage is an intrinsic part of the townscape assessment so direct and indirect effects on heritage assets have been considered. In the TVIA, heritage is considered as part of the townscape character only, as the setting of heritage assets is covered in the Heritage Assessment. The listed buildings that would be most affected are Barton Arcade and the listed townhouses on the western side of St. Ann's Square. The Grade 1 listed St. Ann's church and Manchester Cathedral are a distance away and have buildings in

between the site so would be indirectly affected. The Grade II listed Haywards building is opposite the site and the Grade II listed Blackfriars Bridge is approx. 100m away. Views 1 and 8 from the Grade 1 listed St. Ann's Church and Cathedral buildings were considered to be of the highest sensitivity. All other views were classed as being of medium sensitivity, apart from View 3 which was classed as low.



The 10 viewpoints

From View 1, the proposal would be highly visible rising above the enclosed space of the former townhouses to the west side of St. Ann's Square. The development would create a new backdrop to the Square and a notable contrast to the historically horizontal form of the group of Grade II listed buildings which broadly retain their 18th century domestic scale. The proposal would not contend with the Grade I listed Church of St. Ann, which is situated to the south end of the Square. The proposal would introduce a dominant modern vertical element into a low-level building line which is otherwise largely 18th century in character, although the sense of enclosure would be retained. The proposal would be read as being in the background, behind the collection of listed townhouses and part of the contemporary skyline. Its height, form and massing would be intrusive and have a moderate adverse impact from this perspective on the setting of the group of Grade II townhouses and the ability to understand and appreciate the architectural form and massing of the enclosed setting maintained in the St. Ann's Square Conservation Area.



View 1 Existing



View 1 Proposed

In View 2, the proposal would largely be obscured by No.1 Deansgate, which is a similar height. The heritage values of the Grade I listed Cathedral would continue to be understood and fully appreciable and the proposal would be read as a contemporary development in keeping with the urban skyline in the distance. It is considered that the proposal would have a neutral heritage impact.



View 2 Existing



View 2 Proposed

From View 3, the proposal would terminate the view, creating a new landmark within the central shopping district and would be read as a complementary addition to the wider townscape. It would be taller than the existing building but would introduce a viewing corridor which would promote key views towards the Grade II listed Royal Exchange in the far distance and would enhance kinetic views between the Parsonage Gardens Conservation Area and into the St. Ann's Square Conservation Area. The proposal would enhance the Deansgate and St. Mary's Gate junction and would not diminish the intrinsic values of the heritage assets in this view or the ability to appreciate them. As such the impact on heritage would be negligible adverse.



View 3 Existing



View 3 Proposed

In View 4, the proposal would be read as a new, landmark on the skyline forming a contemporary backdrop. It would be highly visible above the existing roofline, however any adverse impact would in part be reduced by the detailed design which reflects the architectural rhythm of the streetscape and adjacent Grade II\* listed Barton Arcade. The proposal would re-establish the historic street line and thereby enhance the character and appearance of the St. Ann's Square Conservation Area and the setting of the Grade II\* Barton Arcade Building. The Grade I listed Cathedral remains the central focal point of the view to the far distance. The building would alter, but not

diminish, the intrinsic values of the identified heritage assets and the experience and appreciation of the buildings to any appreciable degree and the impact would be negligible adverse.



View 4 Existing



View 4 Proposed

In View 5 the proposal would be viewed in conjunction with the buildings that frame Parsonage Gardens. The proposal would be viewed as a contemporary addition to the skyline beyond and would not intrude on the ability to understand or appreciate the character and appearance of the Parsonage Gardens Conservation Area. It is considered that the impact of the proposal within this view would be negligible adverse.





View 5 Existing



View 5 Proposed

For View 6, the change to the view is not considered adverse. The proposal would appear as a strong vertical form but would appear lower than the Royal Exchange which would allow it to retain prominence in the view. The form and architectural style of the proposal is distinctly different, with significant areas of glazing which would allow the form of the Royal Exchange Tower to remain distinct and the proposal to function as a backdrop. The impact on this view is considered to be negligible adverse.



View 6 Existing



View 6 Proposed

In View 7, the proposal would be read as a landmark terminating the view in the far distance. It would be highly visible, but not impede on the ability to understand or appreciate the heritage values of the heritage assets including the Grade II\* listed Barton Arcade and the Grade II listed building at 15-17 King Street. The proposal would contribute to the mix of architectural styles creating a contemporary backdrop to the view. The proposal would have no adverse impact upon the settings of any heritage assets in the view, so would have a neutral heritage impact.



View 7 Existing



View 7 Proposed

In View 8 the proposal would terminate the view in the far distance. The development would correspond with the height and contemporary nature of No.1 Deansgate and both would be subservient to the Grade I listed Cathedral, which would continue to dominate the view. The proposal would not intrude on the way in which the Grade I listed Cathedral and Grade II listed Corn Exchange are understood and appreciated, so the impact from View 8 is considered to be neutral.



View 8 Existing



View 8 Proposed

View 9 is to the right of Spinningfields Square, with the Grade I listed John Rylands Library to the left and the Grade II listed building at 105-113 Deansgate dominating the middle ground. No.1 Deansgate is visible in the far distance. The proposal would be highly visible, creating a distinctive landmark in the distance. The development would alter, but not diminish, the intrinsic values of the identified heritage assets, or the experience and appreciation of the buildings or the designated area to any

appreciable degree. The impact of the proposal is considered to be negligible adverse.



View 9 Existing



View 9 Proposed

View 10 is at the north end of Deansgate, with the Grade II\* listed Barton Arcade to the right and the Grade II listed Hayward Buildings to the left. The Grade I listed Cathedral terminates the view in the far distance. The proposal would re-establish the historic street wall and has been designed to respond to the architectural qualities of the adjacent Grade II\* Barton Arcade. The double height arch detail to the street frontage emulates that of the Barton Arcade, enhanced by the inclusion of decorative metal banding. The recessed corner follows the character and appearance of other buildings within the St. Ann's Square Conservation Area. The development would

improve the public realm at street level. The proposal would have a minor beneficial impact from View 10.



View 10 Existing



View 10 Proposed

Of the 10 Views assessed, the proposal would result in 1 instance of minor beneficial; 3 of neutral; 5 of negligible adverse; and 1 of moderate adverse. Consequently, it is considered that the proposal would not result in any “harm” as defined within the NPPF. Despite having an adverse effect on the setting of the group

of Grade II townhouses fronting onto the west side of St. Ann's Square, the proposal would have a beneficial effect on the setting of the Grade II\* listed Barton Arcade and Grade II Haywards Building by improving the pedestrian environment and permeability across the site. Any instances of adverse impact would be outweighed by the public benefits of the scheme.

It should be noted that no views were available from Albert Square at the time of the TVIA assessment as The Square was in use for the Christmas Markets and therefore photography was not possible. However, analysis indicated that there would be no likely significant visual effects from within the Square. The comprehensive viewpoint selection process and testing allowed viewpoints from Piccadilly Gardens to be scoped out of the assessment.

The setting of heritage assets has also been assessed. In determining whether works to a listed building constitute substantial harm, an important consideration would be whether the adverse impact seriously affects a key element of its special architectural or historic interest. The Visual Impact Assessment demonstrates that the proposal would not impact on the ability to appreciate the Grade II\* listed Barton Arcade as it would remain a key focal point in the streetscene. It is the degree of harm to the asset's significance rather than the scale of the development that is to be assessed'. This would result in a minor beneficial impact.

The existing building would be a 'neutral' contributor to the setting of Barton Arcade and the St Ann's Square Conservation Area. There is therefore scope to enhance the setting of this building and introduce a positive contributor to the character and appearance of the conservation Area. Minor beneficial impact is considered to "enhance the heritage values of the heritage assets, or the ability to appreciate those values to a minor extent." It is considered that the proposal would reinstate a sense of place to this prominent corner within the City Centre and the Conservation Area, whilst causing no demonstrable harm to the setting of the Grade II\* listed building. Mention was made in the neighbour comments received about the dome within the Arcade building. The view of the dome when looking southwards along Deansgate is incidental and was never intended to be seen. The proposal would reintroduce the historic building line which characterised Deansgate during the late-19th century and reintroduce a sense of place and cohesion to the streetscape. The proposal has been designed to respond positively to the building line, materials, rhythm, detailing and proportions of Barton Arcade. The townscape context of Barton Arcade is substantially characterised by low quality development such as the Renaissance Hotel complex. The busy junction to the north of Barton Arcade creates a poor pedestrian environment and there is an opportunity to enhance the experience, appreciation and setting of the Grade II\* listed building.

The proposal would not adversely affect views towards the Royal Exchange and it would be appreciated as a contemporary development which mirrors No.1 Deansgate in height. Both buildings have minimal visual impact upon the ability to appreciate the significance of the Royal Exchange and the development would not have an undue impact on its setting. The Royal Exchange building is primarily experienced from St. Ann's Square, St. Mary's Gate and Cross Street. With regard to the impact of the development on views from Blackfriars Bridge, View 3 of the TVIA, shows that the Grade II listed Royal Exchange building would still be partially

appreciated from Blackfriars Bridge. The proposal would introduce a viewing corridor which would promote key views towards the listed building and would enhance kinetic views towards the gateway between the Parsonage Gardens Conservation Area and into the St. Ann's Square Conservation Area.

Unlike the existing building, the proposal would be visible from within St. Ann's Square. The proposal would result in a moderate adverse impact upon the setting of the cluster of Grade II listed townhouses to the western side of St. Ann's Square and to the sense of enclosure to St. Ann's Square, which forms the central focus of the Conservation Area. It is considered that this is the only instance of moderate adverse impact and as it would not define the character of the conservation area or diminish the key focus of the Square (which is orientated southwards towards the Grade I listed Church) the development would be acceptable. The impact upon the Conservation Area must be considered within its entirety and the development would result in numerous instances of minor or negligible impact from other viewpoints looking towards the Conservation Area. The extant building has no architectural or historic interest and the proposal would result in a building of a much higher quality design. Buildings should be designed to enhance the existing quality of the built environment and the proposal would provide a contemporary landmark within a currently dilapidated and underutilised corner of the Conservation Area.

The setting of the Grade I listed Manchester Cathedral is largely enclosed, characterised by wide open paths and select areas of greenery and semi-mature trees. The landscaped, open setting of the Cathedral makes a positive contribution to the way in which it is experienced, allowing for the Grade I building to be the focal point of the Cathedral Conservation Area. The existing building at 39 Deansgate is situated in the far distance to the Cathedral and is considered to have a neutral impact upon its setting. Although the development would be partially visible from the Cathedral it would not have an adverse impact, especially as No. 1 Deansgate is visible adjacent to the proposal in the same view and would partially obscure the new building.

Core Strategy policy EN2 'Tall Buildings' states that suitable locations will include sites within and immediately adjacent to the City Centre with particular encouragement given to non-conservation areas and sites which can easily be served by public transport nodes. This policy encourages tall buildings to be located outside of Conservations Areas but does not preclude this type of development subject to meeting other policy considerations. The proposal would re-introduce the historic building line and bring the front of the building forward to coincide with Barton Arcade, create a more engaging frontage at the pedestrian level, and retain pedestrian flows. The proposal would have beneficial townscape and visual impacts on certain views and improve site character. The scale would respond to the site's context when considering the height of No. 1 Deansgate directly opposite, but also its emerging context to the northern end of Deansgate in the form of the Ramada SRF and the taller buildings being established nearby in Salford. It is acknowledged however that it would be taller than other buildings within the St. Ann's Conservation Area. No. 1 Deansgate has remained the tallest building at the northern end of Deansgate since 2002 and is not subject to any statutory or non-statutory designations and has no special protection in planning terms. A new sense of place could be created around this area that incorporates old and new landmark buildings.



Careful consideration must be given to the impact of a proposal on the setting of heritage assets. Any potential negative impact must be demonstrably outweighed by public benefits, as defined by the NPPF (Para 196).

### Public benefits

Despite the moderate adverse impact from View 1 within St. Ann's Square, the Heritage Statement considers the cumulative heritage impact to evaluate the resulting heritage impact. In mitigation the development would deliver substantial public benefits, including:

- The proposal would provide sustained economic growth and generate 227 gross direct construction jobs. In addition, it would generate 36 net indirect construction jobs over the 30-month build period.
- Based on the standard employment densities, the proposal would create an estimated 993 – 1,001 FTE operational jobs (Office – 970 FTE jobs and Retail - 23-31 FTE jobs)
- Utilisation of Local Supply Chains - The project would prioritise local suppliers and where possible those who procure raw materials from local sources. Through this, the scheme would contribute to the expansion of the regional economy rooted in sustainable practices, products, and services.
- Increased Local Expenditure - The proposal would generate additional economic benefits of the local economy through indirect local expenditure. The 723-731 FTE direct uplift of employment opportunities created during the operation of the proposed development would result in a potential uplift in employee spending of approximately £1.9 million – £1.92 million annually based on a 220-day working year with an inflation rate of 10.1% applied.
- Business Rate Contributions – Based on the proposed development's non-residential floorspace and the potential rental rates, the gross business rates contribution to the Council would be approximately £2.3 million per annum.
- The proposal would create 18,283 sq. m of office space that would meet an identified need for high quality space in the City Centre. The proposal would boost the office supply pipeline post 2023 and attract occupiers from key sectors for Manchester including software developers, fintech, banking, media and leisure.
- The applicant would work with the Work and Skills Team to ensure that employment opportunities are made available to Manchester residents. .
- A 'Be Lean, Be Clean, Be Green' design hierarchy would minimise energy demand and associated CO2 emissions. This would be achieved through the adoption of passive measures including enhanced building fabric to meet Building Regulation ADL2A (2016);
- A blue/green roof which would provide a 'stepping stone' for biodiversity, targeting species reasonably possible to benefit i.e. birds, bats, bees and other insects. Planters on the roof terrace and bat/bird boxes and bug hotels would provide resources for species likely to use the River Irwell, enhancing biodiversity at the site and creating an attractive environmental for occupiers. Opportunities for the planting of street trees would be explored within the public realm surrounding the building where feasible.
- The existing building has reached its useful economic life and provides poor-quality accommodation that does not respond positively to the surrounding

context. The proposed building is of exemplary design quality and would revitalise this important gateway corner plot, aiding regeneration in this part of the City Centre.

- Establishing a strong sense of place, enhancing the quality and permeability of the streetscape and the architectural fabric of the city centre. It would respond to the architectural rhythms of the adjacent Grade II\* listed Barton Arcade
- Optimising the potential of the site to accommodate and sustain an appropriate mix of uses, providing the quality and specification of accommodation required by modern businesses and residents.
- Positively responding to the local character and historical development of the city centre, delivering an innovative and contemporary design which reflects the transformation of the local context while retaining its significant components.
- Creating a safe and accessible environment with clearly defined areas and active public frontages to enhance the local quality of life.
- At present, the building at 39 Deansgate (and other buildings surrounding the junction) create a poor pedestrian environment and therefore have a negative effect on the townscape value. The proposal would regenerate the site with a major contemporary, high quality building in line with the Ramada SRF.
- The proposed development would establish a strong sense of place, enhancing the quality and permeability of the streetscape and the architectural fabric of the city centre. Notably, the development would reinstate the historic build line and improve the legibility of this prominent corner in the City Centre and create a sense of place.

Any harm to the significance of a heritage asset must be weighed against the potential public benefits. In this instance there would be an adverse effect on the Grade II townhouses in St. Ann's Square but the proposal would have a beneficial effect on the streetscape of Barton Arcade and Haywards building, by improving the pedestrian environment and permeability. The cumulative heritage impact has been balanced against the positive contribution to local character and distinctiveness. Whilst the proposal would have some adverse heritage impact, this would be mitigated by the public benefits. The scale of the development has an adverse impact on identified views but it would not physically harm or substantially diminish the experience and appreciation of any heritage assets.

In light of the above, it is considered that the proposal would respond to the scale and massing of No. 1 Deansgate and the Ramada Complex SRF area. The proposal would preserve and enhance the character and appearance of the Conservation Area and the setting of nearby listed buildings. It would lead to less than substantial harm to heritage assets and when weighed against the public benefits it is considered to be acceptable. The proposal would not have a significant adverse impact on views of importance. It would provide a high quality architectural statement and enhance the City's skyline and have a positive effect on the townscape. The development would therefore be in accordance with the requirements of paragraph 192 (NPPF, 2019).

On balance there is policy support for the proposals. There would be a degree of less than substantial harm but the proposals represent sustainable development and

would deliver significant social, economic and environmental benefits. It is considered, therefore, that, notwithstanding the considerable weight that must be given to preserving the 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.

### Alternative scheme

Options to break up the massing of the development were considered and discounted as part of the development process as detailed in the Planning and Tall Building Statement and Design and Access Statement. Extensive pre-application consultation was undertaken with the Council, Historic England, Places Matter! Design Review and the local community, as detailed in the supporting Statement of Consultation.

A range of alternative scenarios were tested and floorplates for residential and hotel uses were appraised. The residential configuration could provide 10 units across a double banked central corridor. A similar arrangement occurs to the hotel option with the two wings of 3\* accommodation providing 20 rooms per floor. Initial massing was worked up based on a 20-storey tower with a rational double banked floorplate which angled away from Deansgate. Ultimately, residential and hotel uses were considered to be unsuitable for the site. Based on the site's context, a business case, viability evidence and agency advice, taken together with the preferences articulated by the Council in the Ramada Complex SRF, it was agreed that a Grade A Office building would respond best to the location.

The evolution of the design has taken into consideration the local context, in particular the Grade II\* Listed Barton Arcade, St Ann's Square Conservation Area and surrounding listed buildings. A number of massing tests were carried out early-on in the process and shared with the City Council and Historic England. A number of buildings are of scale in the vicinity including No.1 Deansgate and the Renaissance hotel. It is also important to note that a previous approval granted a 35-storey tower as part of the Ramada redevelopment in 2009.

### Architectural Quality

The key factors to evaluate are the building's scale, form, massing, proportion and silhouette, facing materials and relationship to other structures. The Core Strategy policy on tall buildings seeks to ensure that tall buildings complement the City's existing buildings and make a positive contribution to the creation of a unique, attractive and distinctive City. It identifies sites within and immediately adjacent to the City Centre as being suitable for tall buildings.

The design complements the existing and emerging context, including No. 1 Deansgate and the vision for the Ramada. It provides a high quality building and creates a landmark at a prominent location. The ground floor layout with the

chamfered corner would encourage pedestrian movement and improve the street level environment.

The design and materials would relate to the surrounding context and be sustainable, cost effective and durable. The modern design responds to the surrounding historic buildings, including Barton Arcade. The proposal would be a contemporary addition to the skyline and create modern office floorspace within a Conservation Area. The architecture aims to strengthen the heritage setting and within its surroundings.

The materials seek to respond to surrounding heritage assets including Barton Arcade, in a modern contemporary way. The tonal aluminium proposed would provide contrast in light and shade across the folded profiled piers and banding. Anodised aluminium was not considered appropriate owing to the angles and folds in the facade elements, however, there are many metallic PPC coatings that provide a distinctive sheen and depth, whilst giving a more consistent surface finish. As part of the decentralised ventilation strategy, 'look-a-like' spandrel panels with concealed vents at intermediate floor junctions would be overlaid with decorative metal screens. They are envisaged to reflect the layering effect of the delicate ironwork throughout Barton Arcade. The decorative metal screens would be matched to the colour of window framing. A perforated metal vent panel would also be incorporated within the profiled metal banding.

A condition relating to the submission of full specifications and samples of all materials to be used for the external envelope of the building is included on the approval.

### Sustainable Design and Construction

An Energy and Sustainability Statement and a BREEAM pre-assessment report outline the sustainability measures proposed, including energy efficiency and environmental design. Sustainability and measures to reduce energy consumption have been considered from the initial phases and for each stage of the build process. The proposal has been developed with sustainable design and innovation as a priority, from controlling solar gain through passive measures to incorporating low and zero carbon technologies to reduce day to day emissions.

A 'Be Lean, Be Clean, Be Green' design hierarchy was adopted during design development to minimise energy demand and CO2 emissions. This is achieved through: passive measures including enhanced building fabric to meet Building Regulation ADL2A (2016); enhanced air tightness and thermal bridging; heating and cooling by a VRF heat pump system; hot water provided by localised electric water heaters; ventilation provided by mechanical ventilation and heat recovery (MVHR) units; and lighting to be provided to all areas by high-efficacy LED-type fittings.

There is a commitment to a BREEAM 'Excellent' rating with a "Fabric First" approach to sustainability which reduces the energy required to heat and cool the building and negates the need for Photovoltaics to generate energy. Target U-Values for the building envelope are a 28.9% improvement over Part L2A building regulations.

The development has no parking provision and would provide enhanced cycle parking over and above the levels prescribed by both MCC and BREEAM.

The site is highly sustainable and accessible via a range of transport modes including walking, cycling, bus, Metrolink and train. The proposal would remove the existing parking provision on site, and provide 96 secure cycle spaces in the basement. The basement would incorporate a cycle maintenance area; shower and changing cubicles, with vanity area; heated drying area for equipment; lockers for personal storage; accessible WC and shower; and direct access to the main reception lobby via the main core, offering a 'cycle in / cycle out' facility.

The proposal would accord with the energy efficiency requirements and carbon dioxide emission reduction targets within the Core Strategy policies EN4 and EN6 and the Manchester Guide to Development Supplementary Planning Document. The development would be designed and specified in accordance with the principles of the energy hierarchy in line with Policy EN4 of the Core Strategy and would achieve high levels of insulation in the building fabric and high specification energy efficiency measures. Given the above, it is considered therefore that the design and construction would be sustainable.

#### Credibility of the Design

The design team has recognised the high profile nature of the application site and the requirement for design quality and architectural excellence. A significant amount of time has been spent developing the proposals to ensure that it can be delivered.

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 materials proposed are considered to be appropriate for the building's context and are consistent to ensure that the proposals are achievable and deliverable. The final proposals have been costed and fully tested for viability.

#### Contribution to Public Spaces and Facilities

The proposal would be located on a prominent site and the commercial units would lead to activity at street level. The footways would be improved and opportunities for street trees have been explored.

#### Effect on the Local Environment

This examines, amongst other things, the impact the scheme would have on nearby and adjoining residents and includes the consideration of issues such as impact on privacy, daylight, sunlight and overshadowing, wind, noise and vibration, night-time appearance, vehicle movements, air quality and the environment and amenity of those in the vicinity of the building.

##### a) Privacy and overlooking

Within the City Centre there are no prescribed separation distances between buildings, and City Centre developments are, by their very nature, more dense and

closer together than in suburban locations. The site layout has been considered carefully in relation to adjacent residential properties.

At the narrowest point, from the face of the angled upper floors of the residential block at No. 1 Deansgate to the north east corner of the proposal, the distance would be 16.3m. At its widest, it would be 18.75m. A taller building would change the outlook for residents in the upper half floors of No. 1 Deansgate. However, the offices would predominantly be in use during weekday working hours (but it is acknowledged that they could be used during evenings and weekends if desired) and would not be facing directly onto bedrooms. Views into living areas would be obscured to some extent by the balconies' external glazing. The proposal would face on to the fully enclosed balconies and not directly into living areas. The office building would be fitted with solar blinds to further limit any potential issues associated with privacy. An office should create less privacy issues than other forms of development such as residential or hotel uses.

Smaller separation distances between buildings are characteristic of dense urban environments and No. 1 Deansgate has benefitted from conditions which are relatively unusual in a City Centre. The smallest distance between the proposal and the nearest apartments at No. 1 Deansgate is over 16m, and as the proposal is for offices and is in the City Centre where developments are located closer together, the impact on privacy is on balance acceptable.

The upper floors of Speakers House overlook the roof terrace and roofscape of Barton Arcade. The proposed offices would predominately be used during working hours Monday to Friday. The office building would be fitted with solar blinds to further limit any potential issues associated with privacy. The applicant has also agreed to obscurely glaze the 3 floors of windows that would directly face into the lightwell that lies between Barton Arcade the application site boundary. This has been conditioned.

#### b) Sunlight, Daylight and Overshadowing

The application is supported by a Daylight and Sunlight Assessment using the methodologies set out within the Building Research Establishment (BRE) Guidelines entitled 'Site Layout Planning for Daylight and Sunlight – A Guide to Good Practice'. No. 1 Deansgate, which is situated to the north of the site was considered.

The BRE Guide provides three methodologies for daylight assessment, namely:

- The Vertical Sky Component (VSC);
- The No Sky Line (NSL); and
- The Average Daylight Factor (ADF).

There is also one methodology for sunlight assessment, denoted as Annual Probable Sunlight Hours (APSH).

The assessment concludes that No.1 Deansgate would be fully compliant with both No Sky Line (NSL) daylight and Annual Probable Sunlight Hours (ASPH) sunlight with the proposal.

When assessed against Vertical Sky Component (VSC), 34 out of 39 (87%) rooms in No. 1 Deansgate were compliant. Of the 5 rooms which would not meet the criteria, all 5 would be marginally short of the target reduction of 20%, and none would be reduced by more than 25% (so are only slightly deficient). Detailed floor plans of No.1 Deansgate have revealed that the 5 affected rooms are dual aspect living kitchen dining rooms on each floor between the fourth and eighth floor. Whilst these rooms would fall marginally short of the 20% target (i.e. between 21.4% and 24.8%), they would still achieve a good VSC level for a City Centre location.

For Average Daylight Factor (ADF), tests revealed that the 5 living kitchen dining areas that would fall short of the VSC targets would achieve ADF levels of between 7.2% and 8.4%. These are all well in excess of the 2% ADF target so all rooms within No.1 Deansgate would comply with the ADF targets.

The results show that all rooms would continue to receive good (high) levels of daylight, in a city centre context. All would receive nearly four times the ADF daylight targets. The living rooms would receive approximately five times the winter sunlight hours target and twice to three times the annual sunlight hours. It would therefore remain a well-lit building with the proposal in place.

Given the above, it is considered that the proposal would not have an unacceptable impact in terms loss of sunlight and daylight with regard to No. 1 Deansgate.

The BRE Guide does not require the assessment of commercial properties and Barton Arcade was excluded from the original assessment. Retail properties rely on artificial light, specific to their layout and displays. It is normal that retail units do not have natural light at the rear. However, the applicant carried out a further assessment in response to concerns raised from neighbours. As the development would be to the north of the listed building, it would have no impact upon the light coming through the Arcade at any time of day. In maintaining views of the sky and light, the architectural character and expression of the glazed roof would remain fully appreciable, forming an integral part of how the heritage asset is experienced and appreciated as a Victorian Shopping Arcade. The existing lightwell which divides the north elevation of the Barton Arcade Buildings from the south elevation of the development would be retained.

There is an apartment at the top of Barton Arcade however the main windows face east/west, and not towards the development. The roof top amenity area associated with the flat is also located to the south and could not be overshadowed.

### (c) Wind

A Wind Microclimate Assessment Report examines pedestrian wind comfort and safety in both existing and cumulative surrounds. The assessment was performed using the LDDC variant of the Lawson Comfort Criteria, well established in the UK for quantifying wind conditions in relation to build developments. Although not a UK 'standard', the criteria are recognised by local authorities as a suitable benchmark for wind assessments.

The proposal would make conditions a category windier around the corner of Deansgate and St Mary's Gate, but still suitable for the area's intended use by pedestrians, cyclists and vehicles, and would not require any wind mitigation.

Without mitigation for either the existing or cumulative surrounds, there was assessed to be:

- substantial adverse wind effects in the service courtyard to the east of the development
- moderate adverse wind effects by the service entrance to the east of the development.
- moderate adverse wind effects by the north west entrance, if the recess at this entrance was not accounted for.

Measures to mitigate these adverse effects included the introduction of a wall across the southern edge of the bin store region and a recessed (chamfered) entrance on the north-western corner. These were incorporated into the final design. With the mitigation measures in place, the wind conditions are suitable for their intended usage. Residual effects in the service courtyard were considered to be negligible, with residual effects by the building entrances deemed to be moderate beneficial. It is considered therefore that the proposal would not have a detrimental effect on the wind environment in and around the site.

In response to neighbour comments received, the applicant has undertaken a further wind study focused solely on the impact of the development on the unique ventilation system in place at No. 1 Deansgate. Surface pressure coefficients on No. 1 Deansgate were measured in computational fluid dynamics (CFD) simulations to assess whether more extreme peak positive or negative pressures would be expected due to the development relative to the existing conditions. More extreme peak positive or negative pressures would result in the wind sensors in No. 1 Deansgate reading higher wind speeds and increase the risk of the louvres within the building being forced to close.

Pressures were measured from a southerly sector (the dominant wind direction) and from a westerly sector (the second dominant wind direction). The pressures were assessed on the south, east and west façades of No. 1 Deansgate. The north façade was not assessed as it was considered to be sufficiently far enough away from the development site to be reasonably expected to not be impacted. Surface pressures for 170deg, 260deg and 280deg were consistent between the existing conditions and the conditions with the proposal. Surface pressures for 190deg and 210deg were less extreme with the proposal than for the existing conditions. This should allow the No. 1 Deansgate louvres, which are controlled centrally, to be open for a greater percentage of the year.

In conclusion, the additional wind study found no adverse impacts as a result of the proposal on the operation of the No. 1 Deansgate louvres and found that the proposal should have a beneficial impact on the operation of the louvres from key wind angles.

(d) Air Quality



The site is located within the Greater Manchester Air Quality Management Area which is designated for the potential exceedance of the annual mean nitrogen dioxide (NO<sub>2</sub>) air quality objective. An Air Quality Assessment was undertaken in support of the application.

A qualitative construction phase dust assessment recommended measures for inclusion in a Dust Management Plan to minimise emissions during construction. These measures would mean that the impact of construction phase dust would not be significant and accord with the Institute of Air Quality Management guidance.

The trip generation was screened using the Institute of Air Quality Management and Environmental Protection UK two stage screening process, to determine whether a detailed road traffic emissions impact assessment was required. The trip generation did not exceed the relevant screening criteria and therefore detailed dispersion modelling of development-generated road traffic was not undertaken.

Dust and increased emissions during construction is likely to be temporary, short term and of a minor impact, and could be mitigated by the use of good practice control measures. The traffic generated by the proposal would have a minimal effect on local pollution concentrations. The site is situated in a highly sustainable location within the City Centre which affords significant opportunities for travel by non-car modes including walking, cycling and public transport. The proposal does not propose any car parking but would incorporate 96 no. secure cycle spaces on site.

Overall, the proposed development would be acceptable in air quality terms and would comply with Core Strategy policy EN16 and the relevant provisions of national guidance.

#### (e) Noise and vibration impact

Whilst the principle of the proposed uses is acceptable, the use of one or both of the commercial units could impact upon amenity within the area through noise generation from within the premises and there could be noise generated from plant and equipment at the site. A roof terrace is also proposed. However appropriate conditions could deal with acoustic insulation, fume extraction and hours of use for the roof terrace. The main use of the building (offices) would not be a noise generating use, however an acoustic report has been submitted, which outlines how the premises and any external plant would be acoustically insulated to prevent unacceptable levels of noise breakout within the building as a whole and to ensure adequate levels of acoustic insulation are achieved within the accommodation. The offices are permitted to open 24 hours a day but the commercial units would have to agree their hours with the Local Planning Authority prior to first operation. Conditions relating to delivery and servicing hours and hours for the use of the roof terrace are recommended.

#### (f) TV reception

A survey has determined the potential effects on television and radio broadcast services. Impacts to the reception of VHF (FM) radio, digital terrestrial television (Freeview) and digital satellite television services (such as Freesat and Sky), have

been assessed. The proposal is not expected to cause any interference to the reception of either television or radio services and mitigation is not needed. However, a condition requiring a post-construction survey would check for any adverse impact from the development and ensure that any mitigation is completed.

#### Provision of a well-designed inclusive environment

Access for office users would be off Deansgate and would be step-free from street level. Inclusive access has been integrated into all aspects of the design and the development would be compliant with Approved Document Part M. All parts of the building (with the exception of some plant rooms) would be accessible via step-free level access and/or lifts). The site as a whole is relatively flat, rising approximately 100mm from Barton Arcade to the junction between Deansgate and St Mary's Gate, resulting in a good opportunity for level access across the planned development without the need for any step changes between the office and retail entrances.

#### Contribution to permeability

The development would not adversely affect permeability within the area and the chamfered corner would enhance pedestrian movement. Whilst a small area of footpath on Deansgate would be lost, it would provide an opportunity to improve the public realm immediately surrounding the building following completion of the new building. The proposal would significantly enhance the streetscene and public realm compared with the existing building and would enhance the legibility of this prominent corner sit, creating a sense of place and rebalancing this end of Deansgate.

#### **Relationship to Transport Infrastructure**

The site is within walking distance of bus routes and rail and Metrolink stations and would encourage the use of sustainable modes of transport. A Transport Assessment and Interim Travel Plan detail the traffic and transport impacts, examines highway considerations and promotes suitable and appropriate measures to ensure that all highways impacts have been minimised.

The proposal would be 'car-free' and would remove 13 spaces on site. Despite the site's highly sustainable location there are a number of public car parks in the local vicinity. A secure 'cycle hub' containing 96 spaces and other facilities to encourage occupiers to cycle would be provided in the basement.

#### **Flood Risk**

The site lies wholly within Flood Zone 1. A Flood Risk Assessment and Drainage Strategy shows there would be no change in hard surfaced area at the site post-development. Surface water would be discharged to the adopted combined sewer system at locations along the diverted sewer line within the new building envelope.

All feasible SuDS methods have been assessed but given the nature and location of the development site, none are considered feasible other than the blue roof system which would retain the flow of water into the sewer system.

It is proposed to discharge post-development foul water to the adopted combined sewer system. With careful design of the drainage elements, there would be no residual flood related risks remaining after the development has been completed. Overall, the proposal would fully accord with Core Strategy Policy EN14 and provisions of the NPPF.

### **Waste management and servicing**

The refuse store would be to the rear of the ground floor back of house area. Bin capacity has been calculated using MCC standards, for weekly collections. For the proposal, this equates to a requirement for 44 bins. The most suitable containers for the general waste and recycling streams would be a combination of 1,100l Eurobin and 660l and 240l wheeled bins. Refuse collection for the office use and retail unit 2 would be via the proposed service yard. Refuse collection for retail unit 1 would be from an existing loading bay on St. Mary's Gate.

For servicing and deliveries, vehicles would enter the service yard at the rear of the site via the access off Exchange Street. Access to the service area would be limited by droppable bollards as occurs currently, which are lowered automatically from 7am to 11am for service vehicle access. Direct access to a goods lift within the building would be available via the service yard. There are temporary loading areas on St. Mary's Gate.

The Waste Management Strategy concludes that the forecast deliveries, waste management and refuse collection proposed is appropriate and servicing and waste collection could be undertaken in an efficient manner.

Given the use of the building, most of the stored waste is anticipated to be recycled paper waste. Each of the retail units would be required to provide their own refuse and recycling storage within their demise.

### **Crime and Security**

A Crime Impact Statement has been produced by Greater Manchester Police Design for Security. Several recommendations were made which have been incorporated into the design. A condition has been imposed on the approval requiring the development to achieve full Secured by Design accreditation.

### **Biodiversity, ecological enhancements and blue and green infrastructure**

The site does not currently incorporate any planting or specific features to enhance biodiversity. The proposed green/blue roof would provide a 'stepping stone' for biodiversity, targeting species that could be reasonably expected to benefit such as birds, bats, bees and other insects. The planters on the roof terrace would constitute an additional opportunity to enhance biodiversity, and create an attractive environment. Bat and bird boxes would provide resources for species likely to use the River Irwell. A roof level wild-flower bed is proposed. As part of the sustainable drainage strategy, the development would have a 'blue roof' for rainwater attenuation to reduce the impact of urban runoff. The landscaping, including the green/blue roof, would be actively managed through a Landscape and Ecological Management Plan.

The applicant has reviewed the feasibility of incorporating street trees and there is potential to include a street on the corner of Deansgate and St Mary's Gate. However, this would necessitate the diversion of services in order to deliver an embedded solution and would prove costly. As part of the s278 agreement, the applicant has offered to secure either a tree on the corner of the application site or provide finance for the provision of three street trees in a different public realm location as determined by the City Council.

### **Archaeology**

An Archaeological Desk-Based Assessment establishes that there are no recorded archaeological remains from the prehistoric, Roman, Saxon, Early Medieval and Medieval periods within the site, and limited evidence in its surroundings. It concludes that no further archaeological investigations is required. GMAAS concur with this view.

### **Local Labour**

The applicant is committed to working with the Work and Skills Team at MCC in order to ensure that employment opportunities resulting from the development are made available to Manchester residents during the construction phase through to operational stage to allow hard to reach groups equal opportunity to be successful in applying.

### **Construction Management**

Measures would be put in place to minimise the impact of the development 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 could be mitigated to be minimal. A condition regarding submission of a construction management plan prior to development commencing has been attached to the approval.

### **Contaminated Land and Unexploded Ordnance**

A Phase 1 site investigation into contaminated land has been submitted. The site is situated in an area that has been densely developed since the 1840s. The surrounding area has remained generally unchanged; however, the site appears to have been redeveloped three times since the 1840s with the re-building of a number of buildings, including the buildings on site following WWII and a shift toward primarily commercial land use.

The risk from onsite sources is considered low due to the lack of significantly contaminative processes and the removal of the majority of made ground through the development of the site. The risk from ground gas is considered low due to the inherent level of protection included within the proposed building design. The risk for offsite sources is considered low. The risk to controlled waters is considered to be low due to the lack of significantly contaminative processes, this site not being within

500m of an SPZ or within 2000m of a potable water abstraction, and the site being covered by hard standing.

To confirm the risks to the identified receptors and the ground conditions in respect to the identified geotechnical and geo-environmental risks, an appropriate intrusive investigation will need to be undertaken. An appropriate condition requiring this and any necessary remediation has been attached to the approval.

An initial risk assessment found that the site is in an area designated as 'Moderate Risk' from Unexploded Ordnance (UXO) and in close proximity to a 'High Risk' area and to the recorded location of a bomb strike. On this basis, a Detailed Risk Assessment Report was undertaken for the site in view of the proposed works; demolition of the existing building, intrusive site investigation and construction of a new high-rise development including deep piled foundations to bedrock.

The detailed risk assessment found that that UXO poses a moderate risk to the proposed works. This is due to an elevated likelihood of German UXO remaining present in undisturbed virgin WWII-era soils. On this basis, intrusive site investigation and foundation piling activities are potentially at risk due to the high force and the blind nature. Consequently, the following activities have been recommended:

1. Prior to any intrusive works, an appropriately experienced person must give a UXO Safety Awareness Briefing (toolbox talk) to all personnel conducting intrusive works.
2. For intrusive site investigation, an appropriately qualified EOD Engineer (banksman) is required to provide a watching brief on all exploratory holes (trial pits, boreholes etc.). The EOD engineer is able to give the above recommended briefings, will identify UXO objects in open excavations and will clear exploratory hole locations using a portable magnetometer.
3. Prior to foundation piling, an Intrusive Magnetometer Probe Survey is recommended to clear all pile locations. This can be done using open-hole drilling techniques and an EOD engineer to use a portable magnetometer within each hole to clear to the maximum bomb penetration depth. One open hole per planned piled foundation location is usually required.

### **1963 Deed**

The Council has reviewed the 1963 deed. Issues relating to private covenants or agreements are not typically matters that may be considered as part of the planning process. In any event, the Council is satisfied that the deed would not restrict the use of the land in the manner suggested by the objector.

### **Additional responses to neighbour comments**

A detailed TVIA has comprehensively assessed the potential impacts of the proposals on the local townscape. A reference to the Visual Representation of Development Proposals Technical Guidance Note 06/19 published by the Landscape Institute in October 2019 has been added to the updated TVIA. The TVIA assessment has been carried out in accordance with the updated Guidance Note. The visualisations were produced by Virtual Planit, a specialist visualisation studio with over 20 years experience in producing visualisations for the purposes of TVIAs.

The TVIA is not part of an EIA. The Guidelines for Landscape and Visual Impact Assessment state that an assessment of significance is not required for non-EIA assessments but it does not state that to include an assessment of significance would be either confusing or misleading. Where reference is made to EIA guidance, this is purely to fully explain the methodology and criteria used of potential effects resulting from the proposal.

The process for selecting key views was carried out in accordance with the Guidelines with input from the planning consultant and heritage consultant, and the views were agreed with the Local Planning Authority prior to undertaking the assessment.

The TVIA does not form part of, or include, a formal heritage assessment which would consider the historic significance of a heritage asset within the wider setting, but considers the effects on heritage purely as an intrinsic part of the townscape.

The Landscape Institute Guidance states that the cumulative landscape and visual effects must be considered in an LVIA when it is carried out as part of EIA. As this assessment does not form part of an EIA, the cumulative effects were omitted. A cumulative assessment has however been undertaken for completeness. A large number of schemes have been scoped out of the cumulative assessment and the majority of the remaining schemes have been assessed as having no potential visual relationship with the site, and do not have the potential to impact on the townscape character around the site. 2 remaining schemes were considered:

- 17/70626/FUL Embankment West, Salford.
- 19/74205/FULEIA One Heritage.

Photomontages from the key viewpoints have demonstrated that there would be no visibility of either of the schemes from any of the key viewpoints and they are located outside the immediate townscape character area containing the proposal, so there would therefore be no cumulative visual effects or cumulative townscape effects. The proposal is in accordance with the vision outlined in the SRF, and therefore has the potential to result in positive cumulative townscape effects.

The current building is considered to make a neutral contribution to the setting of the Grade II\* listed Barton Arcade and the wider streetscape setting of the designated heritage asset has been identified within the significance appraisal as being of low significance. The proposals are considered to enhance the setting of the listed building to a minor extent.

The harm to the character and appearance of St. Ann's Square has been acknowledged throughout, forming a key discussion point for design development. Historic England were consulted pre-application and noted no substantial issues with the proposed height (Deansgate elevation) but agreed that the proposal would result in an adverse impact upon the setting of the Grade II listed townhouses to the west side of St Ann's Square. However, the proposed development would result in a beneficial impact on the setting of the Grade II\* listed Barton Arcade Building and Grade II listed Haywards building. Historic England were satisfied with the VIA

information and had no objection to the demolition of the existing building. They generally agreed with the 'moderate adverse impact' from Viewpoint 1.

The scale of the proposal has been developed in response to the site's existing context within the St. Anns Square Conservation Area and adjacent to No.1 Deansgate, but also to its emerging context with the Ramada Complex SRF area and the cluster of taller buildings being established across the River Irwell in Salford. A further cluster of taller buildings is being created at the southern end of Deansgate. The character of Deansgate and the City Centre more widely is evolving and dynamic with the creation of height at key gateways into the City. As tall building clusters are established at the opposite end of Deansgate, this has already altered the previous symmetry of the street. The proposed development would help to balance this end of Deansgate. Massing tests were carried out early on and shared with Manchester City Council and Historic England for feedback.

The Ramada SRF has been endorsed as a material consideration in the determination of planning applications. The lapsed planning application was referenced to indicate that a building of scale in the vicinity of No.1 Deansgate had previously been considered acceptable to the Council.

The existing building does not form part of the designated listed building at Barton Arcade, nor is it within its curtilage. Its redevelopment would not result in physical change or alteration to the adjoining listed building and all works would be carried out within the boundaries of the site. Listed Building Consent is therefore not required. The application red line boundary does not encroach on Barton Arcade but is subject to a Party Wall Agreement which will seek to rationalise and resolve the gable wall build-up following demolition of the existing building. No Certificate B notice is required to be served.

The proposal would reinstate the historic building line and rationalise the footway in line with the remainder of Deansgate to the south. 4.4m is considered to be an acceptable width for maintaining pedestrian flow. Outdoor seating is in place on other parts of Deansgate where the pavement is already narrower.

Policy CC1 gives encouragement to development in certain locations within the City but doesn't preclude development in locations not listed. There is overall support for high density development in the City and for the redevelopment of previously developed sites.

The country is facing challenging times as a result of Covid-19. However, in Manchester, there remains a significant demand/supply imbalance for prime office stock and it is anticipated that occupiers will continue to favour high-quality buildings in the City Centre. Grade A office space in Manchester is becoming increasingly constrained and the City continues to attract significant interest from existing and new businesses. The proposal would help meet this identified demand. Despite there now being a downgraded growth forecast due to Covid-19, small growth is still expected, including from 'north shoring', where large occupiers are looking at Manchester as a viable location to relocate their London staff.

The TVIA has not been re-written, but the report takes on board comments raised by neighbours. The updated TVIA has additional explanatory text to address concerns raised. The conclusions of the TVIA are unchanged.

The proposal has been subject to rigorous viability/technical feasibility testing to ensure it meets the applicant's brief and is deliverable. However, viability is just one element of design feasibility alongside other matters including Area; buildability/complexity; plannable as office space, and contextual/ technical considerations. The proposals have been designed to make maximum efficient use of a prominent brownfield site, to secure the highest quality design and materiality, and to generate the widest possible range of public benefits.

The pre-application comments received from various parties resulted in a series of alterations to the emerging scheme, including:

- Reduction in height from 20 storeys to 15 storeys over ground and mezzanine (17 storeys in total);
- Removal of car parking spaces from the basement and addition of cycle storage facilities accessed via a dedicated ramp;
- Choice of a tonal aluminium façade treatment instead of stone cladding;
- Creation of a blue/green roof to enhance biodiversity and manage surface water drainage;
- Enhancements to the surrounding public realm (to be agreed by s278 Agreement); and
- Restriction of hours of use of the roof terrace to limit potential impacts on surrounding residential amenity.

The original TVIA did not conclude that 'moderately significant' effects trip the threshold for EIA. The proposed development was subject to screening by the City Council which concluded that an Environmental Statement was not required. The technical assessments submitted also support this. The screening opinion issued by the City Council lists the potential impacts associated with the proposal and sets out mitigation associated with each potential impact topic area in line with Regulation 5.

The applicant is aware of the location of the fume extraction points from the Barton Arcade commercial units and the proposal would not impact on their ability to continue discharging fumes from them as existing.

The other comments made by neighbours have been covered elsewhere in this report.

## **CONCLUSION**

The proposal would have a positive impact on the regeneration of this part of the City Centre, contribute to the supply of Grade A office accommodation, provide significant investment in the City Centre supporting the economy, and create both direct and indirect employment. The proposal is in accordance with relevant National and Local Planning Policies. In addition, a convincing, well considered approach to the design, scale, architecture and appearance of the building has resulted in a high quality development that would make a positive contribution to the streetscene. Any harm to



heritage assets would be less than substantial and would be outweighed by the public benefits of the scheme, in accordance with the provisions of Section 66 and Section 72 of the Planning (Listed Building and Conservation Areas) Act 1990.

Accordingly, this application is recommended for approval, subject to conditions.

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

Protocol 1 Article 1, and Article 8 where appropriate, confer(s) a right of respect for a person's home, other land and business assets. In taking account of all material considerations, including Council policy as set out in the Core Strategy and saved policies of the Unitary Development Plan, the 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 in a positive and proactive manner based on seeking solutions to problems arising in relation to dealing with the planning application. Appropriate conditions have been attached to the approval.

### **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:

Application Forms, Certificates, Notices and Covering Letter prepared by CBRE (February 2020);

Planning and Tall Building Statement prepared by CBRE (February 2020);

Statement of Consultation prepared by CBRE (February 2020);

Economic Statement prepared by CBRE (February 2020);

Design and Access Statement (ref. 6145-SRA-XX-XX-RP-A-02003 P03 S2) prepared by Sheppard Robson Architects (January 2020);  
 Heritage Statement: Significance and Impact prepared by Stephen Levrant Heritage Architecture (January 2020);  
 Daylight and Sunlight Assessment prepared by GIA (November 2018);  
 Wind Micro-Climate Assessment Report prepared by GIA (December 2019);  
 Crime Impact Statement prepared by GMP Design for Security (December 2019);  
 Transport Statement (ref. 70691-CUR-00-XX-RP-TP-001) prepared by Curtins (January 2020);  
 Interim Travel Plan (ref. 70691-CUR-00-XX-RP-TP-002) prepared by Curtins (January 2020);  
 Waste Management and Servicing Strategy (ref. 70691-CUR-00-XX-RP-TP-003) prepared by Curtins (January 2020);  
 Phase 1 Geo-environmental Report (ref. 1901-02 Rev P02) prepared by Renaissance (January 2020);  
 UXO Risk Assessment prepared by IGE Consulting (January 2020);  
 Flood Risk Assessment & Drainage Strategy (ref. 3174-03 Rev A) prepared by IGE Consulting (December 2019);  
 Archaeological Desk-Based Assessment prepared by Orion Heritage (January 2020);  
 Air Quality Assessment prepared by BWB Consulting (January 2020);  
 Noise Impact Assessment prepared by BWB Consulting (January 2020);  
 Preliminary Bat Roost Assessment (ref. 12095\_R01a) prepared by Tyler Grange (January 2020);  
 Energy, Sustainability and Waste Management Statement (ref. Z30031 Rev. 1) prepared by Energy Council (February 2020);  
 Ventilation Strategy (ref. 2217-EDPI-XX-XX-RP-Z-57-10001) prepared by EDPI;  
 Television and Radio Reception Impact Assessment prepared by G-Tech Surveys (January 2020);  
 Operational Management Strategy prepared by CBRE (February 2020);  
 Construction Management Plan including Demolition Management Plan prepared by CBRE (January 2020);  
 Acoustic Technical Note (ref. MCA2017/TN/39D/SG) prepared by BWB Consulting (March 2020);  
 Summary of Public Benefits prepared by CBRE (April 2020);  
 Acoustic Technical Note (ref. MCA2017/TN/39D/SG) prepared by BWB (May 2020);  
 Townscape and Visual Impact Statement Main Report (ref. 2071-06-LV-003-03) prepared by Planit-IE (May 2020);  
 Townscape and Visual Impact Statement Appendix 1 - Townscape Assessment (ref. 2071-06-LV-002-02) prepared by Planit-IE (May 2020);  
 Townscape and Visual Impact Statement Appendix 2 - Visual Assessment (ref. 2071-06-LV-001-02) prepared by Planit-IE (May 2020);  
 Townscape and Visual Impact Statement Appendix 3 - Townscape Figures (ref. 2071-06-FB-003-01) prepared by Planit-IE (May 2020);  
 Townscape and Visual Impact Statement Appendix 4 - Views (ref. 2071-06-FB-002-02) prepared by Planit-IE (May 2020);  
 Townscape and Visual Impact Statement Appendix 5 - AVR Methodology (ref. 2071-06-FB-004-00) prepared by Planit-IE (May 2020), and  
 Analysis of Impact on 1 Deansgate Louvres prepared by GIA (September 2020)

Application Drawings:

Location Plan (ref. 6145-SRA-XX-XX-DR-A-02101)  
 Site Plan (ref. 6145-SRA-XX-XX-DR-A-02001)  
 Existing Ground Floor Plan (ref. 6145-SRA-XX-00-DR-A-02801)  
 Existing First Floor Plan (ref. 6145-SRA-XX-01-DR-A-02802)  
 Existing Roof Plan (ref. 6145-SRA-XX-RF-DR-A-02804)  
 Existing Typical Floor Plan (ref. 6145-SRA-XX-XX-DR-A-02803)  
 Proposed Basement Plan (ref. 6145-SRA-XX-B1-DR-A-02199)  
 Proposed Ground Floor Plan (ref. 6145-SRA-XX-00-DR-A-02110)  
 Proposed Mezzanine Floor Plan (ref. 6145-SRA-XX-01-DR-A-02111)  
 Proposed Level Three Floor Plan (ref. 6145-SRA-XX-03-DR-A-02113)  
 Proposed Level Seven Floor Plan (ref. 6145-SRA-XX-07-DR-A-02115)  
 Proposed Level Fifteen Floor Plan (ref. 6145-SRA-XX-15-DR-A-02117)  
 Proposed Roof Plan (ref. 6145-SRA-XX-RF-DR-A-02118)  
 Proposed Typical Lower Floor Plan (Levels 1-2) (ref. 6145-SRA-XX-ZZ-DR-A-02112)  
 Proposed Typical Lower Floor Plan (Levels 4-6) (ref. 6145-SRA-XX-ZZ-DR-A-02114)  
 Proposed Typical Upper Floor Plan (Levels 8-14) (ref. 6145-SRA-XX-ZZ-DR-A-02116)  
 Existing North Elevation - City Context (ref. 6145-SRA-XX-XX-DR-A-02851)  
 Existing East Elevation - City Context (ref. 6145-SRA-XX-XX-DR-A-02852)  
 Existing South Elevation - City Context (ref. 6145-SRA-XX-XX-DR-A-02853)  
 Existing West Elevation - City Context (ref. 6145-SRA-XX-XX-DR-A-02854)  
 Proposed North & East Elevation (ref. 6145-SRA-XX-XX-DR-A-02151)  
 Proposed South & West Elevation (ref. 6145-SRA-XX-XX-DR-A-02152)  
 Proposed North Elevation City Context and Street Scene (ref. 6145-SRA-XX-XX-DR-A-02051)  
 Proposed East Elevation City Context and Street Scene (ref. 6145-SRA-XX-XX-DR-A-02052)  
 Proposed South Elevation City Context and Street Scene (ref. 6145-SRA-XX-XX-DR-A-02053)  
 Proposed West Elevation City Context and Street Scene (ref. 6145-SRA-XX-XX-DR-A-02054)  
 Proposed Sections A-A & B-B (ref. 6145-SRA-XX-XX-DR-A-02161)  
 Proposed Typical Façade Bay Study (ref. 6145-SRA-XX-XX-DR-A-02501)  
 Proposed Retail Façade Bay Study (ref. 6145-SRA-XX-XX-DR-A-02502)  
 Demolition Plan (ref. 6145-SRA-XX-ZZ-DR-A-02805)  
 Topographic Survey (ref. SSL:19457:100:1:1:TOPO-UTIL)  
 Tree Pit Feasibility Note (ref. DNG-REN-00-00-SK-C-01001)

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

A programme for the issue of samples and specifications of all materials to be used on all external elevations of the development and drawings to illustrate details of the full sized sample panels that will be produced. The programme shall include timings for the submission of samples and specifications of all materials to be used on all external elevations of the development to include jointing and fixing details, details of

the drips to be used to prevent staining, details of the glazing and a strategy for quality control management.

(b) All samples and specifications shall then be submitted to and approved in writing by the City Council as local planning authority in accordance with the programme as agreed for part a) of this condition.

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

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) No demolition shall occur until a detailed bird nest survey, undertaken by a suitably experienced ecologist, has been carried out immediately prior to the demolition and written confirmation has been provided that no active bird nests are present, unless the species present is feral pigeon, in which case a general license issued by Natural England authorising destruction of feral nests could be provided. All of the required information/evidence as above shall be submitted to and approved in writing by the City Council as Local Planning Authority prior to the demolition of the existing building commencing.

Reason - To ensure wildlife habitats are not adversely affected and to be consistent with policies EN15 and DM1 of the Manchester Core Strategy.

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

07:30 to 20:00, Monday to Saturday  
10.00 to 18.00 on Sundays and Bank Holidays

Reason - To safeguard the amenities of the occupiers of nearby residential accommodation, pursuant to policy DM1 of the Manchester Core Strategy.

6) Before any unit within the development requiring fume extraction is first brought into use, a scheme for the extraction of any fumes, vapours and odours from the premises hereby approved shall be submitted to, and approved in writing by, the City Council as local planning authority. An odour impact assessment is required together with suitable mitigation measures, information regarding the proposed cleaning/maintenance regime for the fume extraction equipment, and details in relation to replacement air. 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 eaves level and/or any openable windows/ventilation intakes of nearby properties. Any scheme should make reference to risk assessments for odour and noise and be based on appropriate guidance such as that published by EMAQ titled 'Control of Odour and Noise from Commercial Kitchen Exhaust Systems', dated September 2018. The scheme shall be implemented in accordance with the approved details prior to first occupancy and shall remain operational thereafter.

Reason - In the interests of the amenities of the occupiers nearby properties in order to comply with saved policy DC10 of the Unitary Development Plan for the City of Manchester and policies SP1 and DM1 of the Core Strategy.

7) Prior to the commencement of the development, a detailed construction/fit-out management plan outlining working practices during development shall be submitted to and approved in writing by the City Council as Local Planning Authority. For the avoidance of doubt this should include;

- Hours of site opening/operation
- Display of an emergency contact number;
- Details of Wheel Washing;
- Dust suppression measures, including a section on air quality and the mitigation measures proposed to control fugitive dust emissions during the enabling and build phases;
- Compound locations where relevant;
- Details regarding location, removal and recycling of waste (site waste management plan);
- Phasing and quantification/classification of vehicular activity
- Types and frequency of vehicular demands
- Routing strategy and swept path analysis;
- Parking for construction vehicles and staff;
- Sheeting over of construction vehicles;
- A commentary/consideration of ongoing construction works in the locality;
- Construction and demolition methods to be used, including the use of cranes (and their location);
- The erection and maintenance of security hoardings;
- Details on the timing of construction of scaffolding;
- Details of how access to adjacent premises would be managed to ensure clear and safe routes into buildings are maintained at all times
- Community consultation strategy, including details of stakeholder and neighbour consultation prior to and during the development along with the complaints procedure.

The 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 Core Strategy.

8) a) No commercial unit within the ground floor shall become operational until the opening hours for each unit have been submitted to and approved in writing by the City Council as Local Planning Authority. Each commercial unit shall operate in accordance with the approved hours

b) The proposed office floors are permitted to be used 00.00 to 00.00 (24 hours a day)

c) The external roof terrace shall not be used outside of the hours of:

07:00 and 23:00 Monday to Friday  
 10:00 and 22:00 on Saturdays, Sundays and Bank Holidays

The roof terrace shall be used solely in association with the office use within the building only and for no other purpose, and shall have no sound or amplified sound played within it and shall not contain any external speakers.

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 policy DC 26 in accordance with the Unitary Development Plan for the City of Manchester and policies SP1 and DM1 of the Core Strategy.

9) a) The premises shall be acoustically insulated and treated to limit the break out of noise in accordance with a noise study of the premises and a scheme of acoustic treatment that has been submitted to and approved in writing by the City Council as local planning authority before the development commences. The scheme shall be implemented in full before the use commences.

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.

Where any Class A3/A4/A5 use is proposed, before development commences on this use, the premises shall be acoustically insulated and treated to limit the break out of noise in accordance with a noise study of the premises and a scheme of acoustic treatment that has been submitted to and approved in writing by the City Council as Local Planning Authority. The scheme proposed shall normally include measures such as acoustic lobbies at access and egress points of the premises, acoustic treatment of the building structure, sound limiters linked to sound amplification equipment and specified maximum internal noise levels. Any scheme approved in discharge of this condition shall be implemented in full before the use commences.

b) Upon completion of the development and before the development becomes operational, 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 above criteria is 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 noise criteria. The report and any necessary measures shall be approved in writing by the City Council as Local Planning Authority and the development shall be implemented in full in accordance with the approved details before the new use becomes operational.

Reason - To ensure an acceptable development in the interests of residential amenity, pursuant to policy DM1 of the Core Strategy.

10) a) 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.

Before development commences on this element of the scheme, 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.

b) Upon completion of the development and before any of the external plant is first operational, a verification report will be required to validate that the work undertaken confirms to the above noise criteria. The report shall give the results of post-completion testing to confirm that the proposed noise limits are being achieved once the plant and any mitigation measures have been installed. Any instances of non-conformity with the above criteria shall be detailed along with any measures required to ensure compliance. The report and any necessary measures shall be approved in writing by the City Council as Local Planning Authority and the development shall be implemented in full in accordance with the approved details before the plant is first brought into use.

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

11) No development shall commence until a scheme for the storage (including segregated waste recycling) and disposal of refuse for the different parts of the development (i.e. both the commercial and office space) 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. The scheme shall include:

- Estimated volumes and types of waste produced by the development,
- Details of internal and external stores for both waste and recycling, including any plans and designs,
- Location of the proposed collection point and details of the route the collection vehicle will take,
- Details of how waste will be transferred between stores and to the collection location,
- Details of number and capacity of bins proposed and collection frequency.

Reason - To ensure an acceptable development and to protect amenity, pursuant to policy DM1 of the Manchester Core Strategy.

12) In terms of air quality, the development shall be carried out in accordance with the following report:

Air Quality Assessment prepared by BWB (ref. MCA2017, dated January 2020)

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 Core Strategy.

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

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

The measures for investigating the site identified in the Site Investigation Proposal shall be carried out, before the development commences and a report prepared outlining what measures, if any, are required to remediate the land (the Site Investigation Report and/or Remediation Strategy) which shall be submitted to and approved in writing by the City Council as local planning authority.

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

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.

14) No development shall commence until a surface water drainage scheme for the site, based on sustainable drainage principles, the hierarchy of drainage options in the National Planning Practice Guidance, and an assessment of the hydrological and hydrogeological context of the development, has been submitted to and approved in writing by the City Council as Local Planning Authority. The surface water drainage scheme must be in accordance with the Non-Statutory Technical Standards for Sustainable Drainage Systems (March 2015) or any subsequent replacement national standards.

In the event of the surface water draining to the public surface water sewer, the pass forward flow rate to the public sewer must be restricted to 5 l/s.



Foul and surface water shall be drained on separate systems.

The drainage scheme shall subsequently be implemented in accordance with the approved details before the development is completed.

Reason - To promote sustainable development, secure proper drainage and to manage the risk of flooding and pollution, pursuant to policies EN8 and EN14 of the Manchester Core Strategy.

15) 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 in writing by the City Council as 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;
- As built construction drawings (if different from design construction drawings).
- A management and maintenance plan for the lifetime of the development which shall include the arrangement for adoption by an appropriate 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, to ensure that a managing body is in place for the sustainable drainage system and to ensure there is funding and maintenance mechanism for the lifetime of the development, pursuant to policies EN8 and EN14 of the Core Strategy.

16) (a) Prior to the commencement of the development, details of a local labour agreement in order to demonstrate commitment to recruit local labour for both the construction and operational elements of the development shall be submitted to and approved in writing by the City Council as Local Planning Authority. The approved document shall be implemented as part of the construction and occupation phases of the development.

(b) Within six months of the first occupation of the development, details of the results of the scheme shall be submitted to the Local Planning Authority for consideration.

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

17) a) Before development commences, a full condition survey of the carriageways/footways on construction vehicle routes surrounding the site shall be undertaken and submitted to the City Council as Local Planning Authority.

b) When all construction/fit-out works are complete, the same carriageways/footways shall be re-surveyed and the results submitted to the City Council as Local Planning Authority for assessment. Should any damage have occurred to the carriageways/footways, they shall be repaired and reinstated in accordance with a scheme that shall first be submitted to and approved in writing by

the City Council as Local Planning Authority. The necessary costs for this repair and/or reinstatement shall be met by the applicant.

Reason - To ensure an acceptable development, pursuant to policy DM1 of the Core Strategy.

18) a) Before first occupation of any part of the development, a 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 Travel Plan shall also include details of the cycle hire scheme at the hotel and how that will be monitored as part of the Travel Plan process.

b) Within six months of the first use of the development, a revised Travel Plan which takes into account the information about travel patterns gathered under part a) shall be submitted to and approved in writing by the Local Planning Authority. The Travel Plan shall be kept in operation at all times thereafter.

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.

19) The cycle parking areas shown on the approved plans shall be made available at all times whilst the site is occupied.

Reason - To ensure that there is adequate cycle parking for the development proposed when the building is occupied in order to comply with policy DM1 of the Manchester Core Strategy.

20) Within 3 months of first occupation of the building, written evidence shall be provided to the City Council as local planning authority that the development has been built in accordance with the recommendations contained within the submitted Crime Impact Statement, ref. 2019/0797/CIS/01, Version B, dated 23/12/19, and that a secured by design accreditation has been awarded for the development.

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.

21) The development hereby approved shall achieve a post-construction Building Research Establishment Environmental Assessment Method (BREEAM) rating of 'Excellent'. A post construction review certificate shall be submitted to and approved in writing by the City Council as local planning authority within 6 months of Practical Completion of the building hereby approved.

Reason - In order to minimise the environmental impact of the development pursuant to the principles contained in the Guide to Development in Manchester 2 and policies SP1, DM1 and EN8 of the Core Strategy.

22) No externally mounted telecommunications equipment, except that relating to the servicing of the building hereby approved, shall be mounted on any part of the building, including the roof.

Reason - In the interests of visual amenity, pursuant to Core Strategy Policies DM1 and SP1.

23) Within one month of the practical completion of the development or before the development is first occupied, whichever is the sooner, and at any other time during the construction of the development if requested in writing by the City Council as local planning authority in response to identified television signal reception problems within the potential impact area, a new television signal survey shall be submitted to the City Council as Local Planning Authority that shall identify any measures necessary to maintain at least the pre-existing level and quality of signal reception identified in the Television and Radio Reception Impact Assessment by GTech Surveys Limited, received by the Local Planning Authority on 25 February 2020. The measures identified must be carried out either before the building is first occupied or within one month of the study being submitted to the City Council as local planning authority, whichever is the earlier.

Reason - To 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 interests of residential amenity, as specified in policy DM1 of Core Strategy.

24) a) Prior to the commencement of development, a programme for the submission of final details of the landscaping, ecological enhancements and public realm works shall be submitted to and approved in writing by the City Council as Local Planning Authority. The programme shall include submission and implementation timeframes for the following details:

- (i) The proposed hard landscape materials, including the materials to be used for the footpaths surrounding the site and for the areas between the pavement and the line of the proposed building;
- (ii) Any external lighting;
- (iii) The ecological enhancements to be installed at the building to enhance and create new biodiversity within the development;
- (iv) The landscaping proposed for the roof terrace
- (v) A strategy for the planting of street trees within the pavement adjacent to the site, or a mechanism for funding the provision of off-site street trees, including details of overall numbers, size, species and planting specification, constraints to further planting and details of ongoing maintenance.

The approved scheme for part (v) 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,

b) The above details shall then be submitted to and approved in writing by the City Council as local planning authority in accordance with the programme as agreed for part a) of this condition. The development shall be carried out in accordance with the approved details.

Reason - To ensure that a satisfactory landscaping scheme and ecological enhancements for the development are carried out, in accordance with saved 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.

25) Prior to any part of the building first being brought into use, a servicing management strategy that details the scheme proposed for the servicing of the office floors and commercial units shall be submitted to and approved in writing by the City Council as Local Planning Authority. The strategy shall give details including the duration, time and frequency of servicing, size of vehicles required and the proposal for parking and manoeuvring of vehicles around the site. The development shall be carried out in accordance with the approved details.

Reason - To ensure an acceptable development and in the interests of amenity and highway safety, pursuant to policy DM1 of the Core Strategy.

26) The lowest 3 floors of windows on the southern elevation of the building hereby approved that directly face into the lightwell that lies between Barton Arcade and the application site boundary shall be obscurely glazed in accordance with the agent's email of 10 November 2020, and shall remain so in perpetuity.

Reason - In the interests of amenity and privacy, pursuant to policy 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: 126328/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  
Corporate Property**

**City Centre Regeneration**  
**Central Neighbourhood Team**  
**Work & Skills Team**  
**Greater Manchester Police**  
**Historic England (North West)**  
**Environment Agency**  
**Transport For Greater Manchester**  
**Greater Manchester Archaeological Advisory Service**  
**Greater Manchester Ecology Unit**  
**Greater Manchester Pedestrians Society**  
**Manchester Airport Safeguarding Officer**  
**National Air Traffic Safety (NATS)**  
**Oliver West (Sustainable Travel)**  
**Strategic Development Team**  
**United Utilities Water PLC**  
**MCC Flood Risk Management**  
**Civil Aviation Authority**

**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  
 Work & Skills Team  
 Greater Manchester Police  
 Historic England (North West)  
 Transport For Greater Manchester  
 Greater Manchester Archaeological Advisory Service  
 Greater Manchester Ecology Unit  
 Manchester Airport Safeguarding Officer  
 National Air Traffic Safety (NATS)  
 United Utilities Water PLC  
 MCC Flood Risk Management

**Relevant Contact Officer :** Carolyn Parry  
**Telephone number :** 0161 234 4022  
**Email :** carolyn.parry@manchester.gov.uk



<b>Application Number</b>	<b>Date of Appln</b>	<b>Committee Date</b>	<b>Ward</b>
128002/FO/2020	25th Sep 2020	21st Jan 2021	Deansgate Ward

**Proposal** Full Planning Application for demolition of existing structures on site, erection of one 11-storey plus basement office building (Use Class E) and one 14-storey plus basement office building with ground floor commercial unit (Use Class E), landscaping, highways works, and associated works

**Location** One City Road , 1 City Road East , Manchester, M15 4PN

**Applicant** Commercial Development Projects Ltd, Marshall House, Huddersfield Road, Elland, HX5 9BW,

**Agent** Mr Niall Alcock, Deloitte Real Estate, 2 Hardman Street, Manchester, M3 3HF

### **EXECUTIVE SUMMARY**

The proposal is for two office buildings of 11 and 14 storeys with amenity terraces and a ground floor commercial unit, following demolition of the existing building. There would be 519 cycle parking spaces and on-street parking bays would be re-arranged to include two on-street parking bays for disabled people and a car club space.

There have been 48 objections and 1 representation supporting the proposal.

#### **Key Issues**

**Principle of use and contribution to regeneration:** The development is in accordance with national and local planning policies, including the updated First Street Development Framework (FSDF), and the scheme would bring significant economic benefits in terms of investment and job creation. This is a highly sustainable location.

**Economic Benefits:** Construction costs of £130million are expected to deliver around 1,222 construction full time equivalent (FTE) jobs creating £95m GVA, and a further 2,700 indirect and induced FTEs, creating around £174.4m GVA whilst construction is underway. Once operational the development is expected to accommodate 2,922 FTE jobs, generating an annual total GVA contribution of almost £214m. The development would contribute business rates worth around £22.2m over the first ten years of operation.

**Height, Scale, Massing and Design:** The heights, scale and massing would be in keeping with the scale of development in and around the area and would continue the scale of development from First Street. The buildings would have a high quality design that would make a positive contribution to the street scene on this gateway route.

**Residential Amenity:** The development would have an impact on the amenities of existing residents in terms of loss daylight, sunlight and privacy. However, the impacts are considered to be acceptable in a City Centre context and not so harmful as to warrant refusal of the application.

**Wind:** A desktop wind study concludes that, with mitigation measures, wind conditions within and around the site following the development would be largely suitable for pedestrians and the intended uses, and the safety criteria would be met.

**Climate change & Sustainability:** This would be a low carbon building in a highly sustainable location and it would include measures to mitigate against climate change. The proposal would comply with policies relating to CO2 reductions and biodiversity enhancement set out in the Core Strategy, the Zero Carbon Framework, the Climate Change and Low Emissions Plan and the Green and Blue Infrastructure Strategy.

A full report is attached below for Members' consideration.

### **Introduction**

Consideration of this application was deferred at the meeting of the Planning and Highways Committee on 17 December 2020 to enable a site visit to take place.

### **Description**

The site is approximately 0.56 ha and bounded by City Road East, Medlock Street, River Street and Shortcroft Street. The Mancunian Way is 180 metres to the south. The site is occupied by a two to four storey, 1990s office building, on the Medlock Street frontage, with surface car parking and boundary trees and planting to the rear. City South, a five to eight storey apartment block, fronts Shortcroft Street to the south west; and the residential buildings of The Nile (up to eight storeys), Medlock Place (up to eight storeys) and Luminaire (up to 10 storeys) front City Road East to the north west and west of the site. To the south is a Premier Inn, with a 32-storey student tower adjacent. To the east across Medlock Street is a seven storey office building (Number 8 First Street) and planning permission was granted for a 17 storey office and hotel in December 2018, and for an 11 storey office in April 2020 for No 9 First Street.

The site is in the First Street Development Framework (FSDF) area which has been transformed into a mixed-use location involving large scale office, cultural and leisure developments, as well as high quality public realm. The Great Jackson Street SRF area is to the west beyond City Road East and includes Deansgate Square at Owen Street, which has four residential towers of between 37 and 64 storeys.

Two Listed Buildings are located within 250m of the Site: the Grade II Former Cotton Mill on Hulme Street (approximately 240m to the east); and the Grade II Rochdale Canal Lock Number 90 (approximately 250m to the north).





## **The Proposal**

The proposed comprises two Grade A office buildings with a single ground floor and basement: Block 1 on the northern part of the site is 13 storeys; and Block 2 on the southern part of the site is ground plus 10 storeys. Up to 50,635 sqm of office floorspace is proposed and both buildings would have roof top amenity space and plant areas. Plant would be in the basement. The ground floor would have double height reception spaces with a shared main entrance on Medlock street, and a small coffee shop or restaurant on the corner of Block 1 on City Road East/Shortcroft Street. A covered walkway / winter garden would run east-west through the ground floor between the buildings and link Shortcroft Street and Medlock Street. The development would be set back to create a 15m wide vehicular and pedestrian route along Shortcroft Street, where a public realm area with rain gardens, two raised allotment beds, trees and seating would be provided. The allotment beds are intended to provide the opportunity for collaborative community engagement similar to those provided elsewhere in the City, such as at NOMA.

Cycle storage (including changing facilities and a cycle workshop) for 519 bicycles would be provided with access off Shortcroft Street. An additional six cycle spaces would be provided in the public realm on Shortcroft Street. Twelve on-street car parking spaces (six on City Road East, including two accessible car parking spaces, and six on Shortcroft Street) would be provided, replacing 10 City Council on-street car parking bays on City Road East. In addition, an on-street car club space would be provided on City Road East.

Servicing space, including refuse would be provided to the rear of the buildings, with a loading bay created on City Road East for Block 1 and one on Shortcroft Street for Block 2. Waste collections would be by a private collector at least three times a week with the management company responsible for moving the bins to and from the collection points. The bin provision would include:

Building 1: 8no. 1100L bins and 1no. 660L bin for general waste; 9no. 1100L bins and 1no. 660L bin for dry mixed recycling; and 3no. 1100L bins for glass recycling.

Building 2: 7no. 1100L bins for general waste; 8no. 1100L bins for dry mixed recycling; and 2no. 1100L bins for glass recycling.

Commercial Unit: 1no. 240L bin for general waste; 1no. 240L bin for dry mixed recycling; 1no. 240L bin for glass recycling; and 1no. 240L bin for food recycling.

The façades would be made from a pre-cast concrete load bearing frame with double height columns and inset curtain walling. Within each double height opening would be a floor supported on small perimeter columns set behind the glazing.



View from Medlock Street Looking North

The pre-cast concrete frame would have a light grey, polished finish and dark aggregate and acid etched finishes to the reveals. There would be a 3-metre wide, double-height colonnade, on Medlock Street which would step out from the building line to create a public space at the shared plaza and main entrance to the buildings. At the upper levels, the curtain walling to the southern and eastern façades of Block 2 and the eastern façade of Block 1 is set back 600mm from the back of the external structure to allow for increased shading and building energy efficiency. The façades of each building step in at the top floors to create external terraces and each upper floor of the buildings would have winter gardens and external terraces.

## **Consultations**

**Publicity** - The proposal has been advertised in the local press, site notices have been displayed and occupiers of neighbouring properties have been notified. Representations from 49 people have been received with the following comments:

Support – One representation supporting the development has been received, commenting: looks to be a good development, helping to boost an area of the city centre on the up, but would criticise the resilience of the materials proposed for the public realm.

Site Visit Request – A formal request for Members to conduct a site visit has been made.

Height – The proposed buildings are too tall and dense and not in keeping with the heights of the neighbouring buildings, which are 7, 8 or 9 storeys or lower. This is a predominantly low-rise residential area. The size would also impose on the Home development and give residents a sense of being crowded and boxed in (existing high-rise buildings are set further away). The building adjacent to City South should be the same height as City South, with the taller building fronting Medlock Street and the Premier Inn, and a wider buffer with more planting along Shortcroft Street. If other potential plans go ahead on the Premier Inn site and the car park on Garwood Street they will enclose this area in a canyon of tall buildings greatly reducing privacy and sunlight.

Loss of Daylight and Sunlight, and Overshadowing to Adjacent Properties – The heights and proximity of the buildings would result in residential buildings, such as City South and The Nile losing a substantial amount of natural and direct lighting, with many of the windows affected being kitchen/living spaces. Only about 12% of The Nile windows meet the Guidelines for Daylight/Sunlight from a baseline of about 94%, with some losing up to 100% of their natural daylight (which goes against paragraph 6 of the NPPG). The assumptions made in the Daylight and Sunlight Assessment are contradictory, disingenuous, inaccurate and cannot be relied upon. It says all developments should achieve acceptable standards but lower light levels may be unavoidable if a development is to fit in with its surroundings – the proposal does not fit in with its surroundings. It considers 54% to be a “small proportion”, when it is a majority. Bedrooms are considered to have a lesser requirement for daylight by the BRE as they are typically used at night and not as principal habitable rooms, which is incorrect - some bedrooms are also used as offices. Over 30

apartments (70 residents) in City South have single aspect living room/kitchen/diners next to Shortcroft Street. The office blocks would block out natural light into many people's living rooms by 75 to over 90%, with over 70 residents in City South affected. Many people work from home and would need artificial lights on all day on a cloudy day. It is misleading to show images of a sunny, cloudless sky in London with trees in full bloom; images of a dark drizzly day in Oldham would be more accurate. An eight storey office building would probably have less impact if it was set back further. The proposal is contrary to Core Strategy Policy DM1 which states that "all development should have regard to specific issues...including effects in amenity including privacy, light, noise" etc. or the Manchester Residential Quality Guidance which states "new development should seek to minimise loss of daylight to neighbouring residential properties, complying with statutory requirements and best practice".

Loss of Rights to Light – The 2014 Law Commission report states that a right to light can come into being where light has passed through a window for 20 years, from across a neighbour's land. It refers to the importance of natural light in homes and striking a balance between the importance of light and the importance of the construction of homes, offices etc. In 2006 the Court of Appeal granted a mandatory injunction requiring developers to take down part of a building that infringed an existing resident's right to light. The 'Heaney' case also shows that failure to take right to light matters seriously when planning and constructing a new building is likely to result in an order for demolition of the offending structure.

Loss of privacy – The building on Shortcroft Street is too close to City South, meaning office workers would be able to see into apartments and onto residential terraces. The offices at Home can already see into apartments.

Impact on Health – Residents' health, including mental health, will suffer due to lack of light, overlooking, increase in pollution etc. Will impact a resident with seasonal affective disorder.

Highways and Parking – This will lead to an increase in traffic resulting in further congestion and air pollution. Availability of parking around the complex will be even harder for visitors. The transport statement is limited in scope and does not appear to consider the upcoming developments that are planned for the local area; including a school and several large apartment blocks. These developments will see several thousand people moving to the area, who will need to commute to and from work.

Access – The proximity of the buildings would reduce access for the fire brigade to get City South residents out of their flats. It would prevent access to window cleaners, building maintenance equipment and to the City South car park. Any closure of Shortcroft Street during construction works would have a huge impact on access, as it is the only route from Deansgate to River Street (City South car park entrance) because of the River St one-way system.

Increase in Noise – from construction, office workers and increased bin collections (which would be right outside residents' windows and currently takes place at 3.30am). Shortcroft St would become a corridor of anti-social behaviour as students

or guests return from town to the new River Street Tower or Premier Inn. The height of the building and proximity to City South will reflect noise to all homes.

Not in accordance with the First Street Development Framework – This requires minimising the impacts of sunlight/daylight, noise, refuse management, privacy, rights of light and the wind environment.

Increase in Pollution – Increase in air pollution due to extra traffic during the construction and operational phases, as well as dust and debris from construction. The rear of the building, where the bins and debris would be, are planned to be next to City South living rooms and offices. There is already a problem with litter on the streets and construction workers dumping rubbish from their cars onto the pavements, which would be exacerbated. There would be an increase in light pollution from the offices having lights on all day and night.

Construction – This area already suffers from construction work going on at River Street and Owen Street – cars and construction vehicles driving the wrong way down River Street; workers shouting to each other and leaving cars idling outside bedroom windows at 7am; alarms on construction lifts sounding at 7.15am; 7am starts on Saturdays and Sundays; disruption, dirt, congestion, noise and disturbance. Residents would have to put up with another four years of this (they have already had six years of construction disruption). The proposed construction hours of a 7.30am start on weekdays and 8.30am start at weekends is not considered to be "normal working hours" by local residents. Question whether a 2.4m barrier around the site would provide adequate dust protection to the neighbouring properties during the demolition of the existing building.

Loss of Trees & Lack of Greenspace – there is no need to cut down the existing trees. The replacement trees will take a long time to grow to the current level and many will die as has happened at First Street. The City Centre has already lost more than 40 mature trees at the Medlock Street roundabout. There should be sufficient plans for maintained greenspace. The landscaping would offer nothing to residents but there is a site to the north of Macintosh Mill that the developer could fund to make into a small park.

Out of Keeping with the Area – The proposal contradicts the Great Jackson Street Framework, which sets out a vision for this area to be a residential neighbourhood. The building use, sizes and densities are out of keeping with the area, which is predominantly residential. The proposed colour is out of keeping. The existing residential developments are not considered in either the First Street Framework or the Great Jackson Street Framework, so fall between the boundaries of each plan and are thus never considered. Does not meet saved UDP Policy DC6.2, which states that "Development will not be permitted unless the scale and design of the development is compatible with the character of buildings in the surrounding area".

Poor Appearance – The proposed building is boring.

Loss of Existing Building – The existing building is an iconic Manchester landmark and is sympathetic to the surrounding area. To replace a relatively new, unique, landmark building that has architectural merit makes no sense.

### Loss of View.

Does Not Comply with City Council's Climate Emergency Strategy - In addition to destroying carbon-soaking trees unnecessarily, it adds to car journeys into the city, adds more light pollution and adds more waste generation. The buildings' energy proposals are standard practice and do not go far enough towards the net zero carbon ambitions. The Environmental Standards Statement (ESS) states that solar photovoltaics are not being incorporated due to rooftop amenity space for the building occupants. However, given the climate of Manchester and use type of the development, how utilised will the rooftop amenity space be? It would be better suited for onsite energy production or green roof space to reduce the urban heat island effect and mitigate climate change. Embodied carbon is likely to be significant given the demolition and entire new construction of the development and has not adequately been considered. The development's structure appears to be concrete, which is a carbon intensive material, even when precast. Additionally, precast concrete reduces the ability to incorporate cement alternatives and reduce construction carbon.

Does Not Comply with City Council's Economic Strategy – The existing site is not under-developed, it has buildings and a car park on it. The proposed offices would have a negative economic impact. The demand for office space is falling due to the Covid pandemic and there is likely to be a permanent shift in flexible and remote working practices, with associated office downsizing. This development would create a further increase in redundant sites elsewhere in the city. It would bring no economic advantage to Manchester.

Commercial Unit Should be Retail Only – The area does not need another restaurant.

Insensitive Timing – The timing of this application is adding extra stress to residents who are contending with the effects of the Covid19 pandemic (job losses, incomes cut, illness), fire safety issues on the City South building (costing every owner between £20,000 and £120,000 to remediate) and rising building insurance. Many residents want to sell their apartments because of this application but cannot as they need a free fire certificate, so they are trapped.

Lack of meaningful pre-application community engagement consultation – The developer has not listened to residents who suggested a building no more than five storeys and 30 metres away from living rooms would be acceptable to residents.

Reduction in Property Values.

Site Would be Better Used for Residential or a Museum.

### **Consultation Responses**

Highway Services - Requests further details on trip generation. Cycle parking and on-street parking proposals are considered to be acceptable in principle. Recommends further accessible parking be considered and lease parking be

secured in the First Street multi-storey car park. Recommends conditions regarding servicing hours, a construction management plan (CMP) and cycle parking. Off-site highway works would require a S278 agreement.

Environmental Health - Recommends conditions regarding servicing hours, fumes, CMP, commercial unit opening hours and acoustics, external equipment acoustics, lighting scheme, waste management, air quality and contaminated land.

MCC Flood Risk Management - Recommends conditions requiring Sustainable Urban Drainage Systems (SuDS).

United Utilities Water PLC - Recommends conditions regarding drainage.

Greater Manchester Police - Recommends a condition requiring the security recommendations of the Crime Impact Statement be carried out.

Environment Agency - The Environment Agency's Guiding Principles for Land Contamination should be followed as the site poses a risk of pollution to controlled waters due to past industrial activity.

Greater Manchester Archaeological Advisory Service - The site has archaeological interest relating to Manchester's Roman origins, as well as 18th century commercial buildings and a reservoir and 19th century workers' housing. GMAAS therefore recommend a condition requiring a scheme of investigation and mitigation to excavate and record any remains.

Greater Manchester Ecology Unit - Recommends conditions regarding the protection of nesting birds, measures to enhance biodiversity, protection of the River Medlock during construction and drainage details regarding surface water discharge to the River Medlock.

Work & Skills Team - Recommends a condition requiring a Local Labour Proposal.

## **Issues**

### **Relevant National Policy**

The National Planning Policy Framework sets out Government planning policies for England and how these are expected to apply. The NPPF seeks to achieve sustainable development and states that sustainable development has an economic, social and 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 (para 11). 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 6, 7, 8, 9, 11, 12, 14, 15 and 16 of the NPPF for the reasons set out below.

Section 6 - Building a strong and competitive economy - This high-quality scheme would support economic growth and create jobs and prosperity through construction and through the operation of the uses.

Section 7 - Ensuring the Vitality of Town Centres - The proposal would redevelop a brownfield site on a key gateway route and would help to attract and retain a diverse labour market. It would provide offices within the City Centre in a location that is well connected and would therefore help to promote sustained economic growth.

Section 8 (Promoting healthy and safe communities) – The development would facilitate social interaction and help to create a healthy, inclusive community. It would be integrated into and complement uses within the wider area and would increase levels of natural surveillance.

Section 9 (Promoting Sustainable Transport) – The proposal is close to the Deansgate tram and train interchange and bus routes. Development in this highly sustainable location would contribute to wider sustainability and health objectives and give people a choice about how they travel.

Section 11 (Making Effective Use of Land) – The redevelopment of a brownfield site to construct a high density office building with other commercial uses would use the site effectively.

Section 12 (Achieving Well-Designed Places) - The design has been carefully considered. The high quality buildings would raise design standards, would be fully accessible and would include high quality and inclusive public space.

Section 14 (Meeting the challenge of climate change, flooding and coastal change) – This location is a highly sustainable and the development would achieve an approximate 13.06% improvement over the Part L 2013 Building Regulations benchmark. The site is in flood risk zone 1 and therefore has a low risk of flooding. It would use Sustainable Drainage Systems.

Section 15 (Conserving and enhancing the natural environment) – The submitted documents have considered issues such as ground conditions, noise and the impact on ecology and demonstrate that the proposal would have no significant adverse impacts in respect of the natural environment subject to conditions.

Section 16 Conserving and Enhancing the Historic Environment - The proposal would not have an adverse impact on the character or appearance of a conservation area or on the settings of listed buildings and this is discussed in greater detail below.

## Core Strategy

The proposals are considered to be consistent with Core Strategy Policies SP1 (Spatial Principles), EC1 (Land for Employment and Economic Development), EC3 (The Regional Centre), CC1 (Primary Economic Development Focus (City Centre and Fringe)), CC4 (Visitors - Tourism, Culture and Leisure), CC5 (Transport), CC6 (City Centre High Density Development), CC7 (Mixed Use Development), CC8 (Change and Renewal), CC9 (Design and Heritage), CC10 (A Place for Everyone), T1 (Sustainable Transport), T2 (Accessible Areas of Opportunity and Need), EN1 (Design Principles and Strategic Character Areas), EN2 (Tall Buildings), EN3 (Heritage), EN4 (Reducing CO2 Emissions), EN6 (Target Framework for CO2 Reductions), EN8 (Adaptation to Climate Change), EN9 (Green Infrastructure), EN14 (Flood Risk), EN15 (Biodiversity and Geological Conservation), EN16 (Air Quality), EN17 (Water Quality), EN18 (Contaminated Land), EN19 (Waste) and DM1 (Development Management).

The Core Strategy Development Plan Document 2012-2027 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. A number of Unitary Development Plan (UDP) policies have been saved until replaced by further development plan documents to accompany the Core Strategy. Planning applications in Manchester must be decided in accordance with the Core Strategy, saved UDP policies and other Local Development Documents. The adopted Core Strategy contains a number of Strategic Spatial Objectives that form the basis of the policies contained therein, as follows:

- SO1. Spatial Principles – The site is highly accessible supporting sustainable growth and helping to halt climate change.

- SO2. Economy – The scheme would provide jobs during construction and permanent employment and facilities in a highly accessible location. The office accommodation would support the City's role as the main employment location and primary economic driver of the City Region.

- SO5. Transport – The development would be highly accessible, reducing the need to travel by private car and making the most effective use of public transport. This would improve physical connectivity and help to enhance the functioning and competitiveness of the city and provide access to jobs, education, services, retail, leisure and recreation.

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

- Policy SP 1 Spatial Principles – The development would be highly sustainable and would deliver economic and commercial development within the Regional Centre and would be consistent with the City Centre Strategic Plan. It would be close to sustainable transport and maximise use of the City's transport infrastructure. It would

enhance the built and natural environment and create a well-designed place that would enhance and create character, re-use previously developed land and reduce the need to travel.

Policy EC1 (Land for Employment and Economic Development) - The proposal would support the City's economic performance by redeveloping a City Centre site and providing uses that generate employment. It would help to spread the benefits of growth across the City, helping to reduce economic, environmental and social disparities. The site is close to the City's transport infrastructure and the development would promote walking, cycling and public transport use. The City Centre is a key location for employment growth and jobs would be created during construction and when in operational.

Policy EC3 (The Regional Centre) - The proposal would deliver high quality office floorspace. The site is within an area for employment growth on a highly accessible site. This would help to spread the benefits of growth across the City, help to reduce economic, environmental and social disparities and create inclusive sustainable communities. The site is connected to nearby transport infrastructure in an appropriate location for office development. It would maximise walking, cycling and public transport use.

Policy CC1 (Primary Economic Development Focus (City Centre and Fringe)) - The development would complement existing uses and is in accordance with the First Street Strategic Regeneration Framework. The development would be a high density, mixed use scheme that would provide an active ground floor use in addition to office accommodation.

Policy CC4 (Visitors - Tourism, Culture and Leisure) - The ground floor commercial unit would provide space for uses that would improve facilities for business visitors and would contribute to the quality and variety of the City Centre offer.

Policy CC5 Transport – The proposal would be accessible by a variety of modes of transport and would help to reduce carbon emissions and help to improve air quality.

Policy CC6 City Centre High Density Development – The proposals would be a high density development and involve an efficient use of land.

Policy CC7 Mixed Use Development - The proposals would include ground floor commercial space. This would create activity and increase footfall in the area. The commercial unit would provide services for workers, visitors and residents.

Policy CC8 Change and Renewal – This scheme would support the City Centres employment and retail role and would improve accessibility and legibility. It is consistent with the approved development framework for the area.

Policy CC9 Design and Heritage – The design would be appropriate to the City Centre context. It would not have a detrimental impact on the character and appearance of any Conservation Areas or on the settings of nearby listed buildings and this is discussed in more detail later in the report.

Policy CC10 A Place for Everyone – Level access would be provided into the building and full access would be provided to all facilities on all levels via passenger lift. The site is in a highly accessible, sustainable location.

Policy T1 Sustainable Transport – The development would encourage a modal shift to more sustainable alternatives. It would improve pedestrian routes and the pedestrian environment.

Policy T2 Accessible Areas of Opportunity and Need – The proposal would be easily accessible by a variety of sustainable transport modes and would improve connections to jobs, local facilities and open space.

Policy EN1 Design Principles and Strategic Character Areas - The proposal involves a good quality design and would enhance the character of the area and the image of the City. The design responds positively at street level, which would improve permeability. The positive aspects of the design are discussed in more detail below.

EN 2 Tall Buildings – The design would be appropriately located within the site, contribute positively to sustainability and place making and would bring significant regeneration benefits.

Policy EN3 Heritage - The design would be appropriate to the City Centre context. It would not have a detrimental impact on the character and appearance of any Conservation Areas or on the settings of nearby listed buildings and this is discussed in more detail later in the report.

Policy EN4 Reducing CO2 Emissions by Enabling Low and Zero Carbon Development - The proposal would follow the principle of the Energy Hierarchy to reduce CO2 emissions.

Policy EN6 Target Framework for CO2 reductions from low or zero carbon energy supplies – The development would comply with the CO2 emission reduction targets set out in this policy.

Policy EN 8 Adaptation to Climate Change - The energy statement sets out how the building could be adapted in relation to climate change.

Policy EN9 Green Infrastructure – The development includes tree planting, rain gardens and allotments.

Policy EN14 Flood Risk – A Flood Risk Assessment and Drainage Strategy have been prepared and this is discussed in more detail below. The site falls within Flood Zone 1, which has a low probability of flooding.

EN15 Biodiversity and Geological Conservation – The redevelopment would provide an opportunity to secure ecological enhancement for fauna typically associated with residential areas such as breeding birds and roosting bats.

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

Policy EN 17 Water Quality – There would be no adverse impact on water quality. Surface water run-off and grounds water contamination would be minimised.

Policy EN 18 Contaminated Land and Ground Stability - A site investigation, which identifies possible risks arising from ground contamination has been prepared.

Policy EN19 Waste – The development would be consistent with the principles of waste hierarchy and a Waste Management Strategy has been provided.

Policy DM 1 Development Management – This policy sets out the requirements for developments and outlines a range of general issues that all development should have regard to. 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; 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 application is considered in detail in relation to the above issues within this report and is considered to be in accordance with this policy.

### **Saved Unitary Development Plan Policies**

DC19.1 Listed Buildings – The proposal would not have a detrimental impact on the settings of any nearby listed buildings. This is discussed in more detail later in the report.

Policy DC20 Archaeology – The site has an archaeological interest from Roman times or historical housing, and a scheme of investigation is proposed.

DC26.1 and DC26.5 Development and Noise – An acoustic assessment considers that the proposal would not have a detrimental impact on the amenity of surrounding occupiers through noise and would be adequately insulated to protect the amenity of occupiers of the development. This is discussed in more detail later in this report.

RC20 - Area 22 (Small Area Proposals) – This identifies Medlock Street as having specific opportunities to achieve a wide range of activities. Medlock Street is seen by the UDP as a major gateway site. The proposals comply with these objectives.

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

This Supplementary Planning Document supplements guidance within the Adopted Core Strategy with advice on development principles including on design, accessibility, design for health and promotion of a safer environment. The proposals comply with these principles where relevant.

### **Strategic Plan for Manchester City Centre 2015-2018**

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 the 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 describes the partnerships in place to deliver those priorities.

The application site falls within the area designated as Great Jackson Street. This area will be transformed into a primarily residential neighbourhood, building on the opportunities provided by its adjacency to the city centre and surrounding developments such as First Street. The key priorities for this area are:

- Delivering the first phases of new residential accommodation;
- Ensuring effective linkages to neighbouring development areas, in particular First Street, and to Hulme, including Hulme Park; and
- Ensuring high levels of environmental and energy management as part of the development.

The proposed development would be largely consistent with achieving these priorities, although it should be noted that it falls within the First Street Development Framework where it is seen as a site for office development.

### **Central Manchester Strategic Regeneration Framework**

This Strategic Regeneration Framework sets a spatial framework for Central Manchester within which investment can be planned and guided in order to make the greatest possible contribution to the City's social, economic and other objectives and identifies the Southern Gateway area, within which the site sits, as one of the main opportunities that will underpin the Framework, which is extremely important for Central Manchester, the city as a whole and the surrounding area. It is considered that the application proposals will contribute significantly to achieving several of the key objectives that are set out in the Framework, including creating a renewed urban environment, making Central Manchester an attractive place for employer investment, and changing the image of Central Manchester.

### **Stronger Together: Greater Manchester Strategy 2013 (GM Strategy)**

The sustainable community strategy for the Greater Manchester City Region was prepared in 2009 as a response to the Manchester Independent Economic Review (MIER). MIER identified Manchester as the best placed city outside London to increase its long-term growth rate based on its size and productive potential. It sets out a vision for Greater Manchester where by 2020, the City Region will have pioneered a new model for sustainable economic growth based around a more connected, talented and greener City Region, where all its residents are able to contribute to and benefit from sustained prosperity and a high quality of life. The proposed development of the application site would support and align with the overarching programmes being promoted by the City Region via the GM Strategy.

### **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 within the context of objectives for growth and development. The proposal includes tree planting, rain gardens and planting beds within the public realm. It would create pedestrian linkages through the site to the riverside walkway on City Road East, improving access to the River Medlock.

### **First Street Development Framework (FSDF)**

First Street has been one of the City Council's key regeneration priorities for over a decade. The FSDF was endorsed by Manchester City Council in March 2011, published in 2012, updated in 2015 and further updated in November 2018. The SRF places a strong focus on creating a "sense of place". It recognises that First Street must become embedded within its wider neighbourhood, and become a provider of facilities, services and accommodation for that wider neighbourhood, if it is to unlock its own potential and provide the stimulus for much wider physical regeneration activity in the years to come. The framework identified three distinct development areas of First Street, which incorporate the character zones First Street North, First Street Central, First Street South and the Creative Ribbon. The 2015 update extended the First Street Central area to include the sites on the west side of Medlock Street (which includes the application site) in order to integrate the area more fully with the areas around Knott Mill, as well as to create a clearer connection between the First Street area and the Great Jackson Street area to the west. The First Street Central area is the commercial heart of First Street, focused around large-floorplate Grade A office buildings.

The City Council endorsed a further update in November 2018, updating the development principles for this area and recognising that First Street Central could deliver greater scale and density of office accommodation, up to 17-storeys in height, to meet the level of demand in the area and maximise its contribution to the City's economic growth. The First Street Development Framework – Addendum (2020) is to be read alongside the 2018 Development Framework and updates the development principles relating to the application site. It expects developments to support the City Council in achieving its 2038 Net Zero Carbon target; improve east-west and north-south connections within the area; and be supported by a robust

Green and Blue Infrastructure Statement. It provides critical urban design criteria for the application site.

The planning application is broadly consistent with the updated Framework.

## **Climate Change**

Our Manchester Strategy 2016-25 – sets out the vision for Manchester to become a liveable and low carbon city that 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) – This 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 City Council supports the MCCB to take forward work to engage partners in the city to address climate change. 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 new targets.

The Zero Carbon Framework – This outlines the approach that 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 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 re-used 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 Greater Manchester will take to become energy-efficient and to invest 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 Manchester Climate Change Framework 2020-25 - An update on Manchester Climate Change was discussed at the MCC Executive on 12 February 2020. The report provides an update on the Tyndall Centre for Climate Change Research review of targets and an update on the development of a City-wide Manchester Climate Change Framework 2020-25. The City Council Executive formally adopted the framework on 11 March 2020.

The alignment of the proposals with the policy objectives set out above is detailed below.

### **Legislative requirements**

Section 66 of the Planning (Listed Buildings and Conservation Areas) 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 provides that in the exercise of the power to determine planning applications for land or buildings within a conservation area, special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area.

Section 149 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 a protected characteristic.

Section 17 of the 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 (EIA) - 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, but falls below the relevant thresholds that would require the development to be screened for the need

for an EIA. However, given the increase in density compared to the existing site, the City Council adopted a screening opinion to determine whether the proposed development is likely to give rise to significant environmental effects. The Screening Opinion concluded that, whilst the development would have some impact on the surrounding area, these impacts are predictable and would not be significant enough to warrant a formal EIA.

### **Principle of the Proposed Uses and the Scheme's Contribution to Regeneration**

Regeneration is an important consideration in terms of evaluating the merits of this application. The City Centre is the primary economic driver in the City Region and is crucial to its economic success. The City Centre must continue to meet occupier requirements for new workspace and new working environments in order to improve the economic performance of the City Region. First Street has been identified as one of a number of priority locations, that will underpin the next phase of growth of the City Centre economy.

The principal regeneration objective at First Street is to create a major office destination. First Street North has delivered complementary uses and vibrancy and has strengthened First Street's 'sense of place'. It has generated footfall and improved connections. Schemes are now coming forward for First Street Central and South.

The office accommodation would provide flexible and adaptable space and could be occupied by a single end-user or multiple tenancies. Thus the building could respond positively to the operational needs of occupiers looking for flexible city centre office space.

First Street is an established business location. Number One First Street and No.8 First Street are almost fully let following lettings to major national occupiers including Autotrader, Gazprom, Jacobs, Odeon, WSP and Ford Credit Europe. This demonstrates how the area has successfully addressed its target market of occupiers seeking accommodation with all the benefits of being within the City Centre with the offer of flexible accommodation at a price-point more akin to an out-of-centre development.

In the first quarter of 2020, Manchester's office market was continuing to perform robustly with further rental growth predicted. In the second quarter of the year, City Centre office take-up dropped dramatically as a direct result of the Covid-19 crisis. However, evidence, including reports from the Bank of England, suggests that the economy should return to pre-Covid levels by late 2021 to early 2022. This is well in advance of the completion of this proposal which is anticipated to begin construction in 2022 and last for no more than four years.

The proposal would generate around 1,222 full time equivalent (FTE) construction jobs, creating £95m GVA. A further £174.4m GVA would be generated through indirect (spill-over effects through the supply chain) and induced (knock-on consumer spending eg via wages) impact, supporting over 2,700 FTEs whilst construction is underway. Once fully occupied the development is expected to accommodate 2,922 FTE jobs (almost five times the site's current employment level), generating GVA

worth almost £214m per year. The proposal would also generate increased revenue from business rates due to the larger floor area of the proposed building over the existing, bringing in around £22.2m over the first ten years of operation.

The development would be fully compatible with existing and proposed surrounding land uses and would be a key part of the delivery of the next phase of development at First Street. It would revitalise this gateway site and provide a more efficient use of a prime employment site, ensuring that a strong supply of modern office accommodation can be provided to meet market needs. As well as being consistent with the First Street SRF, the development would be in keeping with the objectives of the City Centre Strategic Plan and would complement and build upon Manchester City Council's current and planned regeneration initiatives. As such, it would be consistent with the City Council's current and planned regeneration initiatives post-Covid and with Sections 6 and 7 of the NPPF and Core Strategy Policies SO1, SO2, SP1, EC1, CC1, CC4, CC7, CC8, CC10, EN1 and DM1.

### **Tall Buildings Assessment**

One of the main issues to consider is whether this is an appropriate site for tall buildings. The proposal has been assessed against the City Council's policies on tall buildings, the NPPF and the following criteria as set out in Historic England's published Advice Note 4 Tall Buildings (10 December 2015), which represents an update to the CABE and English Heritage Guidance published in 2007.

#### Assessment of Context and Heritage

The effect of the proposal on key views, listed buildings, conservation areas, scheduled Ancient Monuments, archaeology and open spaces has been considered and the application is supported by a Heritage Statement and a Townscape and Visual Assessment of the proposal.

Sections 66 and 72 of the Listed Building Act 1990 provide 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, and in determining planning applications for land or buildings within a conservation area, special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area. Section 16 of the NPPF establishes the criteria by which planning applications involving heritage assets should be assessed and determined. Paragraph 189 identifies that Local Planning Authorities should require applications to describe the significance of any heritage assets in a level of detail that is proportionate to the assets' importance, sufficient to understand the potential impact of the proposals on their significance. Where a development proposal would lead to less than substantial harm to the significance of a heritage asset, this harm should be weighed against the public benefits of the proposals.

The site is not within a conservation area and is approximately 410m away from Castlefield Conservation Area and 520m away from Whitworth Street Conservation

Area. It is considered that the proposed building would not have an impact on these conservation areas due to the distance and limited visibility.

The following listed buildings are potentially affected by the proposal, all of which are Grade II: the former Cotton Mill on the west side of the junction with Cambridge Street; 13-17 Albion Street; and the Manchester South Junction and Altrincham Railway Viaduct. The impact of the development on the settings of these heritage assets has been assessed within the Heritage Statement. The assets are considered to be of moderate to low significance with their setting generally making a neutral contribution to their significance. The site generally makes a negligible or minor negative contribution to the settings and would have limited visual relationships with them due to existing buildings between the site and the heritage assets. The proposal would reflect the dense urban grain of the area and would not dramatically change the skyline, which already includes moderate to tall buildings. It is considered therefore that the proposal would not have a significant impact on the settings of the nearby listed buildings.

The Townscape and Visual Assessment assessed 11 viewpoints and found that the proposal would have a beneficial impact in most cases with neutral or negligible impacts in the other cases. The site is within the First Street SRF area and on the edge of the Great Jackson Street SRF area, where dense development is envisaged and much development is already complete. As discussed above, the proposals would fit in with the dense urban grain of the area and would not dramatically change the skyline, which already includes moderate to tall buildings.

The site has archaeological interest relating to Manchester's Roman origins and former late 18<sup>th</sup> and 19<sup>th</sup> century development. Any archaeological interest would be fully investigated and recorded, and this should be secured via a condition.

### Architectural Quality

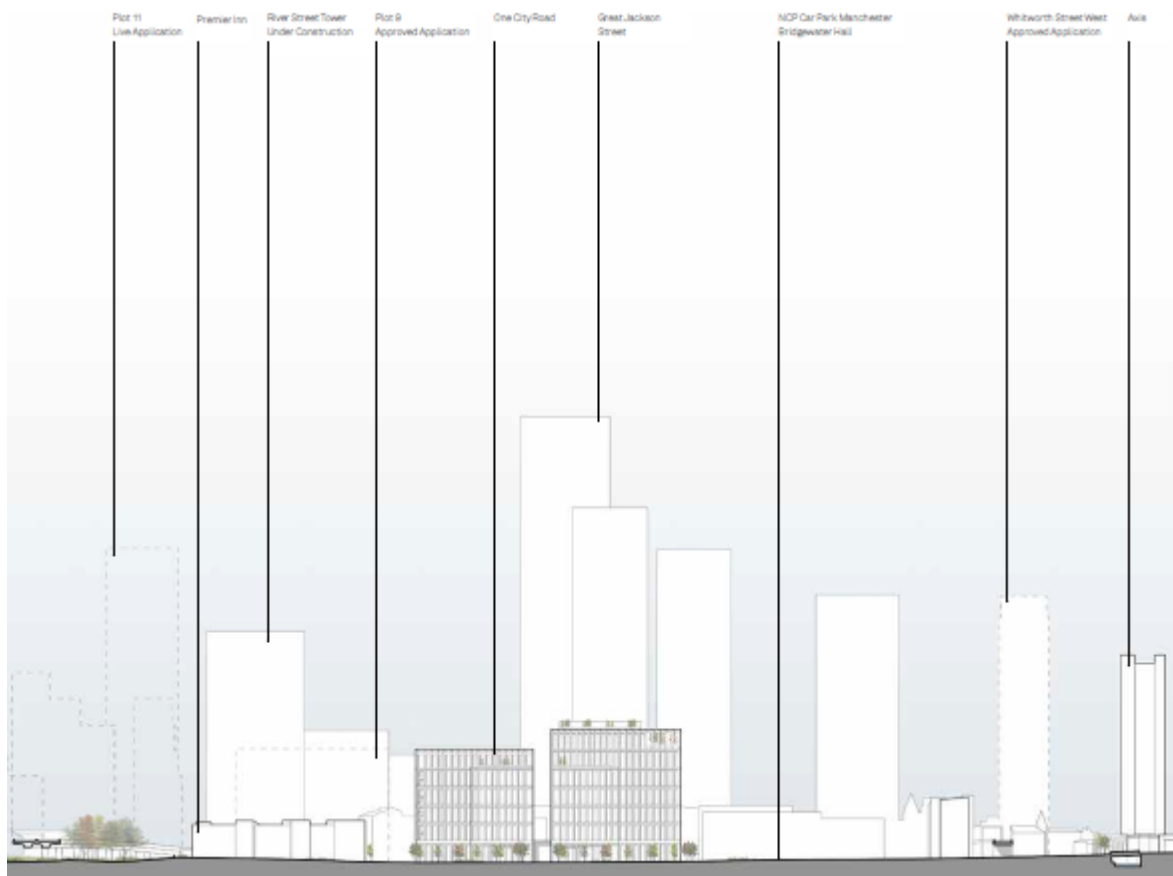
The key factors to evaluate are the buildings' scale, form, massing, proportion and silhouette, facing materials and relationship to other structures. The Core Strategy policy on tall buildings seeks to ensure that tall buildings complement the City's existing buildings and make a positive contribution to the creation of a unique, attractive and distinctive City. It identifies sites within and immediately adjacent to the City Centre as being suitable for tall buildings.

The proposal would reinforce this gateway entry point to the City Centre. The buildings would be consistent with the scale and massing of development set out in the FSDF, providing a similar scale of buildings to those granted permission on the opposite side of Medlock Street. They would positively contribute to the nearby developments at First Street, Crown Street, Deansgate Square, River Street, Beetham Tower and Axis. The proposed development would form a transition between the towers within the Great Jackson Street area and the medium to tall buildings within First Street.

The development would retain the urban grain of the area and incorporate a pedestrian route through from Medlock Street to Shortcroft Street during the daytime. The facades would be cut back at the top floors to create amenity space

and reduce the visual mass of the buildings. This, along with the two-storey colonnade at the ground floor, would create a tri-partite subdivision that is characteristic of traditional Manchester buildings, as are the vertical proportions of the concrete frame. The proposed pre-cast concrete would be a high quality, long lasting material and a condition requiring samples of materials and details of jointing and fixing, and a strategy for quality control should be required.

Given the above, it is considered that the proposal would result in high quality buildings that would be appropriate to their surroundings.





### Sustainable Design and Construction

An Environmental Standards and Energy Statement sets out the sustainability measures proposed, including energy efficiency and environmental design. The development would utilise an enhanced 'fabric-led' material specification, along with high quality design and construction standards to improve the energy efficiency of the buildings. The proposal would thereby accord with the energy efficiency requirements and carbon dioxide emission reduction targets within the Core Strategy Policies EN4 and EN6 and the Manchester Guide to Development Supplementary Planning Document. In accordance with Core Strategy Policies EN4 and EN6, the principles of the energy hierarchy have been applied and the development would achieve high levels of insulation in the building fabric, a high specification of energy efficiency measures and an all-electric heating and hot water system. The development would achieve an approximate 13.06% improvement over the Part L 2013 Building Regulations benchmark and could achieve a 27.79% improvement over the anticipated update of Part L2A. A BREEAM pre-assessment gives the scheme a provisional rating of 'Excellent'. Given the above, it is considered that the design and construction would be sustainable.

### 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 been subject to commercial review to ensure it remains viable. The applicant has experience of delivering large high quality buildings, such as 'The Lincoln', a 102,000 sq ft Grade A office building on Brazenose Street. The viability of the scheme has been costed on the quality in the submitted drawings.

The design team have recognised the high profile nature of the site and the required design quality. The design has been positively reviewed at pre-application stage by the PlacesMatter! panel and a significant amount of time has been spent developing the proposal to ensure it can be constructed and delivered.

### Contribution to Public Spaces and Facilities

There would be a pedestrian route through the site in the form of a central atrium between the buildings. High quality hard and soft landscaping would be provided to the perimeter of the site, with tree planting and linear rain gardens, allotment planting beds that could be used by residents and seating on Shortcroft Street. The offices and commercial unit would bring activity to this area, enlivening and providing natural surveillance to the public realm. The proposal would provide permeability and enhanced connections to the wider First Street area, as well as surrounding neighbourhoods through the proposed pedestrian route through the site and the improved public realm.



### Effect on the Local Environment

This examines, amongst other things, the impact of the scheme on nearby residents. It includes issues such as impact on daylight, sunlight and overshadowing, wind, noise and vibration, vehicle movements and the environment and amenity of those in the vicinity of the building.

#### (a) Daylight, Sunlight and Overlooking

The nature of high-density developments in City Centre locations means that amenity issues, such as daylight, sunlight and the proximity of buildings to one another have to be dealt with in an appropriate way. The First Street Development Framework gives specific design principles for the site, which the proposal complies with, including:

- Building footprints should be set in from the western boundary to allow a route c. 15m wide;
- The development height should step down to the south to respond to the sun-path; and
- The delivery of contemporary well-designed medium height office buildings, extending the emerging density across First Street Central.

The main buildings that could be affected by the proposal in terms of sunlight, daylight and overshadowing are Medlock Place, The Nile and City South, which are to the north west, north and west of the site. A Daylight and Sunlight report considers the impact on these three buildings, referring to the BRE Guide to Good Practice – Site Layout Planning for Daylight and Sunlight Second Edition BRE Guide (2011). The BRE Guide is generally accepted as the industry standard and is used by local planning authorities to consider these impacts. The guide is not policy and aims to help rather than constrain designers. The guidance is advisory and there is a need to take account of locational circumstances, such as a site being within a town or city centre where higher density development is expected and obstruction of natural light to existing buildings is often inevitable.



The assessment uses Vertical Sky Component (VSC); and No Sky Line (NSL) to assess daylight and Annual Probable Sunlight Hours (APSH) for sunlight. The baseline figures indicate how many windows or rooms currently meet the BRE target. However, when the proposal is in place, a window or room meets the BRE criteria if it either meets the target or it is the same as or within 0.8 times of the baseline figure. This accounts for some proposed figures being higher than the baseline figure. 440 windows to 292 rooms in these buildings were assessed for daylight, with the following results:

Medlock Place - 51 windows to 35 rooms were assessed. For VSC, 14 (28%) would meet the BRE criteria with the proposal in place, with a baseline of 5 (1%). For NSL 18 (51%) rooms would meet the BRE criteria, with a baseline of 7 (20%).

The Nile - 192 windows to 130 rooms were assessed. For VSC, 24 (13%) would meet the BRE criteria with the proposal in place, with a baseline of 105 (55%). For NSL, 16 (12%) rooms would meet the BRE criteria, with a baseline of 122 (94%).

City South - 197 windows to 127 rooms were assessed for daylight. For VSC, 48 (24%) would meet the BRE criteria with the proposal in place, with a baseline of 84 (43%). For NSL, 43 (34%) rooms would meet the criteria, with a baseline of 112 (88%).

The sunlight assessment relates to windows that currently receive some direct sunlight.

Medlock Place – 17 (50%) of the 34 rooms assessed would meet the BRE criteria for APSH with the proposal in place, with a baseline of 23 (68%).

The Nile – 24 (19%) of the 130 rooms assessed would meet the BRE criteria for APSH with the proposal in place, with a baseline of 121 (93%).

City South – 7 (78%) of the 9 rooms assessed would meet the BRE criteria for APSH with the proposal in place, with a baseline of 7 (78%).

Whilst the proposal would have an impact on the amount of daylight and sunlight these windows and rooms would receive, the results should be considered in the context of a site that is uncharacteristically open for a city centre location and the buildings that overlook it have benefitted from conditions that are relatively unusual in a city centre context. Therefore, for the NSL and APSH methodologies, the baseline situation against which the impacts are measured do not represent the usual baseline situation that would be encountered within a city centre. These factors mean that it is inevitable that there would be a significant degree of obstruction to the levels of daylight and sunlight to the surrounding residential buildings.

The VSC baseline measurements are lower and in line with what is expected for a city centre location, despite the open aspect currently enjoyed, primarily due to the design of the residential buildings, and this needs to be taken into account when considering the daylight and sunlight impacts. Each of the three buildings affected are built up to the site boundary, with a number of deep, single aspect rooms facing this site. A number are recessed and positioned beneath balconies, which makes it

difficult for daylight and sunlight to penetrate into living spaces and places a high burden on the development site to maintain existing levels. This is demonstrated by the relatively high number of windows and rooms that do not meet the BRE Guidelines in the VSC baseline scenario, despite their relatively open aspect.

Together, the unusually open aspect of the existing site and the design of the surrounding buildings makes the existing buildings overly sensitive to changes in daylight and sunlight. The assessment therefore undertook a wider contextual analysis to compare the retained levels of daylight in the surrounding properties against other, established and successful City Centre areas where there are residential buildings. The results demonstrate that the levels of retained daylight would be comparable with these other areas of the City, such as St Georges, Macintosh Village and Knott Mill.

The assessment also considered the impacts if an eight-storey building had been proposed, mirroring the residential buildings. This would show the following results:

Medlock Place: For VSC, 31 (60%) of windows would meet the BRE criteria compared to 14 (28%) with the proposal. For NSL 27 (77%) rooms would meet the BRE criteria compared to 18 (51%) with the proposal. For APSH 25 (73%) rooms would meet the BRE criteria compared with 17 (50%) with the proposal.

The Nile - For VSC, 27 (14%) windows would meet the BRE criteria compared to 24 (13%) with the proposal. For NSL, 22 (17%) rooms would meet the BRE criteria compared to 16 (12%) with the proposal. For APSH 49 (37%) rooms would meet the BRE criteria compared with 24 (19%) with the proposal.

City South - For VSC, 53 (26%) windows would meet the BRE criteria compared to 48 (24%) with the proposal. For NSL, 44 (34%) rooms would meet the criteria compared to 43 (34%) with the proposal. For APSH there would be no difference, with 7 (78%) rooms meeting the BRE criteria compared with 7 (78%) with the proposal.

For Medlock Place there would be a noticeable increase in the number of windows and rooms that would have improved results if the development was eight storeys. However, the majority of the windows and rooms with improved results are bedrooms, which are considered to have a lesser requirement for daylight and sunlight. For The Nile and City South buildings there would be very little improvement should the proposal be reduced to eight storeys.

There are no prescribed separation distances between buildings in the City Centre where developments are denser and closer together than in suburban locations. The First Street SRF prescribes a separation distance of circa 15m between the proposed building and the City South building, which is achieved by the proposal at its closest point. The proposed building would be at least 16m from The Nile and 18m from Medlock Place. These separation distances are comparable to many other City Centre areas where there are residential buildings and are considered to be acceptable. The proposed office use would also mean that the building could be quieter during the evenings and weekends when neighbouring residents are more likely to be in their flats.

Given the above, whilst there would clearly be impacts on sunlight, daylight and overlooking, those impacts are considered to be acceptable in the city centre context.

#### (b) Wind

A desktop wind study has considered the existing wind effects and microclimate and the potential impact of the proposal, including an assessment of the cumulative effects of consented schemes in the area. The study shows that wind conditions within and around the site would be largely suitable for pedestrian uses and the safety criteria would be met. Conditions on the proposed terraces would be generally acceptable in terms of pedestrian comfort for general recreational use. The study predicts that there would be no significant cumulative effects once the surrounding consented schemes are built. Mitigation measures to achieve the suitable conditions include an increased level of planting near to the north west corner of the site and the use of solid glass balustrades on the balconies. Given the above, it is considered that the proposal would have an acceptable impact on the wind environment.

#### (c) Air Quality

The site is within an Air Quality Management Area (AQMA) and an Air Quality Assessment has assessed the impact on air quality at construction and operational stages. The construction process would produce dust and increased emissions. Any adverse impacts would be temporary and could be controlled using mitigation measures included within best practice guidance.

At the operational stage poor air quality could be experienced by the ground and first floors where they face Medlock Street and River Street but this could be mitigated by mechanical ventilation for all office space, with the inclusion of appropriate filtration and air intakes positioned at higher levels and on non-road facing facades.

Given the above, it is considered that the proposal would have an acceptable impact on air quality and would be suitable for the intended uses, providing the above mitigation measures are employed.

#### (d) Noise and Vibration

The impact of the use on amenity through noise generation and from plant and equipment has been considered. An acoustic report outlines how the premises can be acoustically insulated to prevent unacceptable levels of noise breakout and to ensure adequate levels of acoustic insulation between different uses. These and further measures relating to the commercial unit should be controlled via conditions. Offices themselves and any comings and goings are generally not noisy and are unlikely to create significant noise and disturbance to neighbours. Therefore, subject to compliance with conditions in relation to the hours during which servicing can take place, hours of operation for the commercial uses, the acoustic insulation of the building and any associated plant and equipment, it is considered that the proposal would not have an adverse impact through noise and vibration. In view of the above, it is considered that the proposals are considered to be in accordance with Section 8 of the National Planning Policy Framework, policies SP1 and DM1 of

the Core Strategy for the City of Manchester and saved policy DC26 of the Unitary Development Plan.

#### (e) TV reception

A baseline Television Reception Survey does not anticipate any significant impacts on digital terrestrial television (Freeview) and FM radio due to the existing excellent coverage and robust nature of reception conditions. The use of tower cranes and the development itself may cause disruption to the reception of digital satellite television services in areas within 155 m to the immediate northwest of the tallest building, but this can be resolved by relocating dishes to new locations without an obscured line of sight to the satellites. If this is not physically possible, the use of DTT receiving equipment would offer affected views an alternative source of digital television broadcasts. It is suggested that the arm, boom or jib of any tower cranes when not in use are positioned to minimise interference. A condition requiring a post-construction survey and any mitigation measures should ensure that any mitigation measures are appropriately targeted. It is considered, therefore, that the proposal would have an acceptable impact on TV reception.

#### (f) Vehicle Movements

A Transport Assessment has considered the impact of the proposals on the highway network. The proposal would not have a car park so any vehicle trips associated with the development would be dispersed across the City's traffic network and would not, therefore, have a significant adverse impact on highway safety. The development is in a highly sustainable location close to public transport links and the proposal would include a Travel Plan to encourage alternative modes of transport to the car. Two parking bays for disabled people would be provided adjacent to the development on City Road East.

#### **Contribution to Permeability**

The development and public realm would improve permeability and legibility within the area and the ground floor commercial unit would create activity on City Road East. A public route would run during the daytime from Shortcroft Street to Medlock Street helping to improve pedestrian linkages between the Great Jackson Street, Knott Mill and First Street areas. The proposal would contribute positively to permeability, linkages and the legibility of the area and its townscape.

#### **Provision of a Well-Designed Environment**

The proposal would create a high quality environment, with a spacious entrance area and a colonnade to Medlock Street, improved public realm with high quality hard and soft landscaping, including semi-mature tree planting, rain gardens and allotments for use by local residents. The offices would have roof terraces and a commercial facility would be provided. The hard and soft landscaping, active street frontage and windows overlooking the streets would encourage activity and natural surveillance and contribute towards a well-designed environment.

## **Conclusion in Relation to the Tall Buildings Assessment**

In assessing the above criteria, it is considered that the applicant has demonstrated that the proposals would meet the Historic England guidance and the proposals would provide a building of a quality acceptable to this site. In view of the above the proposals would also be consistent with sections 6, 7, 8, 9, 11, 12, 14, 15 and 16 of the NPPF, policies SP1, DM1, EN1, EN2, EN3, EN14, CC6 and CC9 of the Core Strategy and saved UDP policies DC19, DC20 and DC26.

## **Full access and Inclusive Design**

The proposal would be fully accessible. Internal and external areas are inclusive and address the requirements of everyone and two of the parking spaces on City Road East would be parking spaces for disabled people. The proposals would therefore be consistent with sections 8 and 12 of the NPPF and policies SP1, DM1 and CC10 of Core Strategy.

## **Crime and Disorder**

The proposal would bring vitality to this underused site and the broader area. The development would overlook and enliven the street scene and help to provide natural surveillance. A Crime Impact Statement (CIS) carried out by Greater Manchester Police considers that the proposal to be acceptable and it is recommended that a condition be attached requiring the development to achieve 'Secured by Design' accreditation.

In view of the above the proposals are consistent with section 8 of the National Planning Policy Framework, and policies SP1 and DM1 of the Core Strategy.

## **Green and Blue Infrastructure**

The proposals include high quality public realm spaces with appropriate planting, including semi-mature trees, rain gardens and allotments, to provide amenity space for users of the development and nearby residents. The proposal would enhance linkages to the First Street, Knott Mill and Great Jackson Street areas, including to the nearby riverside walkway adjacent to the River Medlock on City Road East. It is considered therefore that the proposal would increase the green infrastructure and improve access to the River Medlock and is consistent with the Manchester Green and Blue Infrastructure Strategy 2015.

## **Ecology and Biodiversity**

The proposal would have no adverse effect on statutory or non-statutory designated sites. An ecological survey has found the existing building and trees to have negligible bat roosting potential, whilst some trees and shrubs could have some bird nesting potential. A condition restricting works to trees or shrubs in the bird nesting season should therefore be attached. The development could have an impact on the nearby River Medlock during construction and operation and conditions should therefore be attached to protect the river from any discharges. The landscaping could

enhance ecology and biodiversity, and bird and bat roosting boxes should encourage wildlife. A condition should require details of such features.

In view of the above the proposals are considered to be consistent with section 15 of the National Planning Policy Framework, and policies DM1, EN9 and EN15 Core Strategy.

### **Contaminated Land and Impact on Water Resources**

As contamination may exist on the site a condition should require a site investigation that also considers any impacts to controlled waters. In view of the above, the proposals would be consistent with section 11 of the NPPF and policy EN15 of the emerging Core Strategy.

### **Flood Risk and Sustainable Drainage System (SuDS)**

The site is not in an area susceptible to flooding. A Drainage and Flood Risk Statement concludes that the proposed use is appropriate and would comply with NPPF guidance. The proposed surface water drainage would achieve a peak runoff rate of 50% of the existing site runoff rates. The assessment recommends attenuation for surface water be located underground in tanks or oversized pipes, or at roof level, thereby contributing to measures to combat the impacts of climate change. Conditions should be attached requiring the implementation and maintenance of a sustainable drainage system. Given the above and for reasons outlined elsewhere in this report in relation to the consistency of the proposed development with the City's wider growth, regeneration and sustainability objectives, the development would be consistent with section 14 of the NPPF and Core Strategy policy EN14.

### **Waste Management**

A waste management strategy shows that the proposal would accommodate adequate bin storage. For the offices the bin stores would accommodate: 15 x 1100L bins and 1 x 660L bin for general refuse; 17 x 1100L bins and 1 x 660L bin for dry mixed recycling; and 5 x 1100L bins for glass recycling. The following bin storage would be provided for the commercial unit: 1x 240L bin for general waste; 1x 240L bin for dry mixed recycling; 1x 240L bin for glass recycling; and 1x 240L bin for food recycling. The commercial unit would store waste within their demise and transfer it at the end of each day to the bin store in Building 1. The management company would move waste to and from the bin stores to the collection points on City Road East and Shortcroft Street on collection day. A condition should be attached to any approval to ensure that the waste management strategy is implemented.

### **Summary of Climate Change Mitigation**

Ecosystems and biodiversity play an important role in regulating climate. The public realm would enhance green infrastructure and should improve biodiversity and enhance wildlife habitats. Opportunities to enhance and create new biodiversity such as bat and bird boxes should be required via a condition.

The development would exceed the requirements of policy EN6 by achieving a 13.06% improvement over Part L2A 2013 for CO2 emissions (i.e. a 19.06% increase on Part L 2010). It is estimated that the development could achieve a CO2 reduction of approximately 27.79% once the anticipated Part L 2020 Building Regulations come into force.

It is expected that the majority of journeys would be by public transport and active modes, supporting the climate change and clean air policy. There would be no on-site car parking and the development would be highly accessible by modes of transport which are low impact in terms of CO2 emissions. There would be 519 cycle spaces along with showers and changing facilities and a cycle workshop to encourage and enable people to cycle to work.

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.

Overall, the proposals would include measures which can be feasibly incorporated to mitigate climate change for a development of this scale in this location. The proposal would comply with policies relating 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.

### **COVID-19 Potential Impacts**

The City Centre is the region's economic hub and a strategic employment location, with a significant residential population. There is an undersupply of Grade A floor space and residential accommodation and it is critical to ensure a strong pipeline of 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.

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 periods. 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 Grade A office 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.

### **Response to Neighbour Comments**

It is considered that the majority of issues have been addressed in the report. However, further comments are provided below:

A Construction Management Plan would be a condition and issues of disturbance can be dealt with under Environmental Health legislation. Construction work should take place within the following City Council approved construction working hours unless special dispensation is given for particular circumstances: Monday to Friday 07:30-18:00; Saturday 08:30-14:00; and no working on Sundays or Bank Holidays. As well as a 2.4m high barrier, other appropriate dust suppression techniques would be employed during demolition.

The residential buildings should have their own means of escape in the form of protected stair enclosures, and a 15m gap would be maintained between City South and the new building, which is considered to be adequate to accommodate fire rescue vehicles, building maintenance equipment etc. River Street and Medlock Street would remain open during construction allowing access to the car park. The bin stores are within the buildings and would be cleaned and managed by the management company, and the building contractor would need to operate in accordance with a construction management plan.

While the offices may be used in the evenings, this is likely to be in a very limited capacity and the principal use is likely to be within regular business hours. A condition would be applied to any external lighting to prevent glare. UDP Policy DC6.2 relates to 'Housing on Backland Sites' and is not applicable to the consideration of this proposal. The existing building is outdated for modern office purposes and does not make effective use of the site. It is not listed as worthy of retention for its architectural or historic significance.

The buildings have sustainability embedded into their design and materiality. The load bearing precast concrete façade can be considered sustainable in having fewer manufacturing processes compared to materials such as steel; it can be sourced locally in the UK, reducing transportation distance to site; it can be dismantled and re-used at end of use, and therefore has an overall reduced environmental impact. The concrete also acts to absorb heat during the day and then releases it at night when the building would otherwise cool significantly. Solar shading from the expressed façade acts to reduce overheating. Precast concrete is a modular technique fabricated in a factory, which means it can be constructed more efficiently with less waste than on-site casting.

The proposed uses give flexibility for an end user and are considered to be acceptable in this City Centre location. The proposal has come at a time when the City Centre requires more Grade A office space and investment and it would significantly improve the landscape and public realm for use by residents as well as office workers.

The applicant has considered all pre-application comments and has proposed a scheme that complies with the First Street SRF and planning policy. A set-back of 30m from adjacent properties and/or a limit of 5 storeys would render the project unviable. The adopted First Street Strategic Development Framework outlines the site as being suitable for office use



## **Conclusion**

The proposal would have a positive impact on the regeneration of this part of the City Centre, contribute to the supply of Grade A office accommodation, provide significant investment in the City Centre, thereby supporting the economy, and create both direct and indirect employment. The development would be consistent with national and local planning policy and would promote a quality neighbourhood and sustainable travel patterns. The site is appropriate for a building of this scale and the development would be well designed and of a high quality.

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

The proposal would not have an impact on conservation areas and it would not harm the settings or significance of the nearby listed buildings.

The impact on residential amenity would be consistent with its City Centre location and would regenerate a site that is in need of investment and development, reinstating the urban grain, providing additional public realm and increasing permeability.

The proposal would accord with Core Strategy policies in relation to CO2 reductions and biodiversity enhancement; the Zero Carbon Framework; the Climate Change and Low Emissions Plan; and Green and Blue Infrastructure Strategy.

Given the above, it is considered that the proposal is in accordance with the City's planning policies and regeneration priorities, including the adopted Core Strategy, the relevant Strategic Development Frameworks and the Community Strategy, as well as the national planning policies contained within the National Planning Policy Framework, and should be approved.

**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**

In assessing the merits of a planning application, officers will seek to work with the applicant in a positive and pro-active manner to finding solutions to problems arising in relation to dealing with the application. The officer provided advice with regard to inclusive access.

**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:

Drawing numbers

140\_MP\_00\_1000 Rev C Existing Site Location Plan  
 140\_MP\_00\_1001 Red Line Boundary Plan  
 140\_MP\_00\_1100 Demolition Ste Plan  
 140\_MP\_00\_1200 Proposed Site Plan  
 140\_MP\_02\_2199 Rev A Basement, General Arrangement Plan  
 140\_MP\_02\_2200 Rev B Ground Floor, General Arrangement Plan  
 140\_MP\_02\_2201 Rev B 1st Floor, General Arrangement Plan  
 140\_MP\_02\_2202 Rev B 2nd, 4th, 6th & 8th Floor, General Arrangement Plan  
 140\_MP\_02\_2203 Rev B 3rd, 5th, 7th & 9th Floor, General Arrangement Plan  
 140\_MP\_02\_2210 Rev B 10th Floor, General Arrangement Plan  
 140\_MP\_02\_2211 Rev B 11th Floor, General Arrangement Plan  
 140\_MP\_02\_2212 Rev B 12th Floor, General Arrangement Plan  
 140\_MP\_02\_2213 Rev B 13th Floor, General Arrangement Plan  
 140\_MP\_02\_2214 Rev B 14th Floor, General Arrangement Plan  
 140\_MP\_02\_2215 Rev B Roof, General Arrangement Plan  
 140\_MP\_04\_2201 Rev A Elevation BB, Medlock Street  
 140\_B2\_04\_2202 Rev A Elevation CC, River Street  
 140\_MP\_04\_2203 Rev A Elevation DD, Shortcroft Street  
 140\_B1\_04\_2200 Rev A Elevation AA, City Road East  
 140\_B1\_04\_2204 Elevation EE, B1, Central Atrium  
 140\_B2\_04\_2205 Elevation FF, B2, Central Atrium  
 140\_MP\_05\_2200 Rev A Section AA  
 140\_B2\_10\_4201 Bay Study 01, GF Colonnade Entrance  
 140\_B2\_10\_4203 Bay Study 03, External Balcony  
 140\_B2\_10\_4204 Bay Study 04, Shortcroft St, Back of House

2527-PLA-XX-XX-DR-L-0001 Rev P04 One City Road - Landscape GA  
 2527-PLA-XX-XX-DR-L-0002 Rev P02 One City Road - Hardworks  
 2527-PLA-XX-XX-DR-L-0003 Rev P02 One City Road - Softworks  
 2527-PLA-XX-XX-DR-L-0004 Rev P02 One City Road - Furniture  
 2527-PLA-XX-XX-DR-L-0005 Rev P02 One City Road - Lighting

13842-BKP-V1-XX-DR-C-530 Rev P1 Existing & Proposed Hardstanding Area

Design & Access Statement Issue No.01 dated 11.09.2020 by Jon Matthews Architects;  
 Air Quality Assessment Ref: 1027521-RPT-AQ-001 dated 26 August 2020 by Cundall;  
 Archaeological Desk-Based Assessment Report No: SA/2020/60 by Salford Archaeology dated August 2020;  
 Crime Impact Statement version C: 26/08/20 Reference: 2020/0438/CIS/01 by Greater Manchester Police;  
 Energy & Environmental Standards Statement Ref: P1370-ES-001 Rev B by Novo;  
 Local Labour Undertaking to Manchester City Council by Commercial Development Projects Ltd dated 19/08/20;  
 Planning Statement (including Blue and Green Infrastructure Statement) dated September 2020 by Deloitte;  
 Townscape & Visual Impact Assessment (TVIA) dated 11.09.20 by Planit-IE;  
 Television and Radio Reception Impact Assessment Issue:0.2 by GTech Surveys Limited;  
 Ventilation Statement Ref: P1370-POL-001 Rev B by NOVO;  
 Wind Microclimate report 1300125rep1v2 dated 10 September 2020 by Arcaero (Architectural Aerodynamics Ltd);  
 Environmental Noise Study Ref: PR0641-REP01A-MPF dated August 2020 by Fisher Acoustics;  
 Arboricultural Impact Assessment dated August 2020 by TEP (The Environment Partnership);  
 Ecological Assessment dated July 2020 by TEP (The Environment Partnership);  
 Daylight and Sunlight Assessment dated 25 September 2020 by GIA;  
 Flood Risk Assessment and Drainage Statement Job No. 13842 dated August 2020 by Booth King Partnership Limited;  
 North West SuDS Pro-Forma received by the City Council as local planning authority on 30 October 2020;  
 Phase 1 Geoenvironmental Desk Study & Ground Stability Risk Assessment for Land at One City Road, Project No: NX406 dated 26 August 2020 by NX Consulting Ltd;  
 Heritage Statement dated September 202 by Deloitte;  
 Waste Management Strategy Rev: V02 Ref: 76657-CUR-00-XX-RP-TP-003, dated 26 August 2020 by Curtins;  
 Interim Travel Plan, Revision V02, Ref: 76657-CUR-00-XX-RP-TP-002, dated 26 August 2020 by Curtins; and  
 Transport Statement, Revision V02, Ref: 76657-CUR-00-XX-RP-TP-001, dated 26 August 2020 by Curtins.

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

3) No removal of or works to any hedgerows, trees or shrubs shall take place during the main bird breeding season 1 March and 31 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 Core Strategy.

4) a) Prior to the commencement of development, a scheme for the investigation of the site for all potential sources and impacts of any ground contamination, groundwater contamination and/or ground gas (the Site Investigation Proposal) shall be submitted to and approved in writing by the Local Planning Authority.

b) The measures for investigating the site identified in the approved 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 Remediation Strategy), which shall be submitted to and approved in writing by the Local Planning Authority.

c) When the development commences, the development shall be carried out in accordance with the previously agreed Remediation Strategy and a Completion/Verification Report shall be submitted to and approved in writing by the 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 phase is occupied, then development shall cease and/or the development phase 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 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.

5) No development shall take place unless and 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 secured through and undertaken in accordance with a Written Scheme of Investigation (WSI) prepared by the appointed archaeological contractor and submitted to Greater Manchester Archaeological Advisory Service and the City Council as local planning authority for agreement in writing. The WSI shall cover the following:

a. A phased programme of fieldwork to include:

- targeted evaluation trenching, leading where necessary to;
  - targeted open area excavation;
- b. A programme for post investigation assessment to include:
- analysis of the site investigation records and finds;
  - production of a final report on the significance of the archaeological and historical interest represented;
- c. Deposition of the final report with the Greater Manchester Historic Environment Record.
- d. Dissemination of the results of the archaeological investigations commensurate with their significance;
- e. Provision for archive deposition of the report, finds and records of the site investigation;
- f. Nomination of a competent person or persons/organisation to undertake the works set out within the approved WSI.

Reason - To investigate the archaeological interest of the site and record and preserve any remains of archaeological interest, pursuant to saved policy DC20.1 of the Unitary Development Plan for the City of Manchester and guidance in Section 16, Paragraph 199 of the National Planning Policy Framework.

6) a) Prior to the commencement of development, details of a Local Benefit Proposal in order to demonstrate a commitment to recruit local labour for the construction phase of the development shall be submitted to and approved in writing by the Local Planning Authority. The approved document shall be implemented as part of the construction phase 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;
- and
- 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 of the first occupation of the development, details of the results of the scheme shall be submitted for consideration.

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

7) a) Prior to first occupation of the offices, details of a Local Benefit Proposal in order to demonstrate a commitment to recruit local labour for the operation elements of the office development shall be submitted to and approved in writing by the Local Planning Authority. The approved document shall be implemented as part of the occupation phase 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;
- and
- 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 six months of the first occupation of the development, details of the results of the scheme shall be submitted for consideration.

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

8) Prior to the commencement of development, a detailed construction management plan outlining working practices during development shall be submitted to and approved in writing by the Local Planning Authority, which for the avoidance of doubt shall include:

\* A method statement to protect the River Medlock from accidental spillages, dust and debris, including identification of all existing surface water drainage on site;

\*Display of an emergency contact number;

\*Details of Wheel Washing;

\*Dust suppression measures;

\*Compound locations where relevant;

\*Location, removal and recycling of waste;

\*Vehicular routing and phasing strategy and swept path analysis;

\*Parking of construction vehicles and staff;

\*Sheeting over of construction vehicles; and

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.

9) Prior to the commencement of development, a full condition survey of the carriageways/footways on construction vehicle routes surrounding the site shall be undertaken and submitted to the City Council as Local Planning Authority. When all construction/fit-out works are complete, the same carriageways/footways shall be re-surveyed and the results submitted to the City Council as Local Planning Authority for assessment. Should any damage have occurred to the carriageways/footways, they

shall be repaired and reinstated in accordance with a scheme that shall first be submitted to and approved in writing by the City Council as Local Planning Authority. The necessary costs for this repair and/or reinstatement shall be met by the applicant.

Reason - To ensure an acceptable development, pursuant to policy DM1 of the Core Strategy.

10) a. Full detailed designs (including the introduction of traffic regulation orders and other potential traffic measures if required) of all highways works, including the provision of two service laybys, two on-street parking spaces for disabled persons and one car club parking space, shall be submitted to and approved in writing by the City Council as Local Planning Authority, prior to first occupation of the development.

b. The highway works approved under part a. of this condition shall be implemented in accordance with the approved details prior to the development being first occupied.

Reason - In the interests of highway safety, and to ensure that the junction operates satisfactorily pursuant to policies T1 and DM1 of the Core Strategy for Manchester.

11) Prior to the commencement of development, a programme for the issue of samples and specifications of all material to be used on all external elevations of the buildings shall be submitted to and approved in writing by the City Council as local planning authority. Samples and specifications of all materials to be used on all external elevations of the buildings, which shall include jointing and fixing details, details of the drips to be used to prevent staining 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.

12) Prior to the commencement of development, a programme for the submission of final details of the public and private realm works relating to that phase shall be submitted to and approved in writing by the City Council as Local Planning Authority. The programme shall include submission and implementation timeframes for the following details:

- (i) Details of the proposed hard landscape materials;
- (ii) Details of the materials, including natural stone or other high quality materials to be used for the reinstatement of the pavements and for the areas between the pavement and the line of the proposed building;
- (iii) Details of the proposed tree species within the public realm including proposed size, species and planting specification including tree pits and design;

- (iv) Details of measures to create potential opportunities to enhance and create new biodiversity within the development to include bat boxes and bricks, bird boxes and appropriate planting;
- (v) Details of the proposed street furniture including seating, bins and lighting; and
- (vi) Details of any external steps and handrails.

b. The above details shall then be submitted to and approved in writing by the City Council as local planning authority and fully implemented in accordance with the approved timeframes.

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 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 emerging Core Strategy.

13) Prior to the commencement of development, details of surface water drainage works designed in accordance with Non-Statutory Technical Standards for Sustainable Drainage Systems (March 2015), or any subsequent replacement national standards, shall be submitted to and approved in writing by the City Council as local planning authority. The details shall include the following information:

- o Proposed attenuating green SuDS solution (as listed within the FRA dated August 2020) to be illustrated on proposed drainage layout;
- o 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;
- o 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 with the aim of achieving greenfield runoff rates, where feasible. As the site has existing structures, hydraulic calculations of the existing drainage system should be used to calculate brownfield run-off rates, this should also include a 50% betterment as per MCC Local Flood Risk Management Strategy;
- o 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 a 40% allowance for climate change in any part of a building;



- o 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;
- o Assessment to show that surface water drainage to the River Medlock would not increase the sediment and pollutant loads in the River Medlock.
- o Further investigation of groundwater levels on site and where necessary appropriate mitigation measures should be put in place to ensure that the proposed basement level does not become susceptible to groundwater flooding;
- o Hydraulic calculation of the proposed drainage system; and
- o Construction details of flow control and SuDS elements.

The approved scheme shall be implemented before first occupation of the development.

Reason - To promote sustainable development, secure proper drainage, manage the risk of flooding and pollution and to protect the ecological potential of the River Medlock, pursuant to national policies within the NPPF and local policies EN08, EN14 and EN15 of the Core Strategy.

14) No development shall be occupied until details of the implementation, maintenance and management of the sustainable drainage scheme have been submitted to and approved in writing by the City Council as local planning authority. The approved scheme shall be implemented before first occupation of the development 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 pursuant to national policies within the NPPF and NPPG and local policies EN08 and EN14.

15) 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 Section 10 of the National Planning Policy Framework and Policy EN14 of the Core Strategy.

16) Prior to the commencement of development, studies containing the following, with regard to television reception in the area containing the site, shall be submitted to and approved in writing by the City Council as local planning authority:

a) Measurements of the existing television signal reception within the potential impact areas identified in the Television and Radio Reception Impact Assessment Issue:0.2 by GTech Surveys Limited before development commences. The work shall be undertaken either by an aerial installer registered with the Confederation of Aerial Industries or by a body approved by the Office of Communications and shall include an assessment of the survey results obtained.

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

Reason - To provide an indication of the area of television signal reception likely to be affected by the development to provide a basis on which to assess the extent to which the development during construction and once built, will affect television reception and to ensure that the development at least maintains the existing level and quality of television signal reception, pursuant to Policy DM1 of the Core Strategy for the City of Manchester and Section 10 of the National Planning Policy Framework.

17) The office premises shall be acoustically insulated and treated to limit the break out of noise in accordance with a noise study of the premises and a scheme of acoustic treatment that has been submitted to and approved in writing by the City Council as local planning authority. 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) shall be controlled to 10dB below the LA90 (without entertainment noise) in each octave band at the facade of the nearest noise sensitive location.

Prior to first occupation of the office development a verification report to validate that the work undertaken throughout the development conforms to the recommendations and requirements in the approved acoustic consultant's report shall be submitted to and approved in writing by the City Council as local planning authority. The

verification report shall include 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 and timescales for the implementation of those measures.

Reason - To safeguard the amenities of the occupiers of the building and occupiers of nearby properties, pursuant to policies SP1 and DM1 of the Core Strategy.

18) The ground floor commercial unit shall be acoustically insulated and treated to limit the break out of noise in accordance with a noise study of the premises and a scheme of acoustic treatment that has been submitted to and approved in writing by the City Council as local planning authority. 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) shall be controlled to 10dB below the LA90 (without entertainment noise) in each octave band at the facade of the nearest noise sensitive location.

Prior to first occupation of the ground floor commercial unit a verification report to validate that the work undertaken throughout the development conforms to the recommendations and requirements in the approved acoustic consultant's report shall be submitted to and approved in writing by the City Council as local planning authority. The verification report shall include 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 and timescales for the implementation of those measures.

Reason - To safeguard the amenities of the occupiers of the building and occupiers of nearby properties, pursuant to policies SP1 and DM1 of the Core Strategy.

19) Prior to first occupation of the development, the building, together with any externally mounted ancillary equipment, shall be acoustically insulated in accordance with a scheme 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.

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.

Prior to first occupation of the development a verification report to validate that the work undertaken throughout the development conforms to the recommendations and requirements in the approved acoustic consultant's report shall be submitted to and approved in writing by the City Council as local planning authority. The verification report shall include 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 and timescales for the implementation of those measures.

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

20) External areas within the application site shall only be used 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, and shall not allow for the use of amplified sound or any music in these external areas at any time.

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

21) Prior to commencement of development, mitigation measures to safeguard local air quality shall be submitted to and agreed in writing by the City Council as local planning authority. Any agreed mitigation measures shall be implemented in full before first occupation 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 and to protect existing and future residents from air pollution, pursuant to Core Strategy Policies EN16 and DM1.

22) Facilities for the storage and disposal of waste shall be provided in accordance with the Waste Management Strategy Rev: V02 Ref: 76657-CUR-00-XX-RP-TP-003, dated 26 August 2020 by Curtins before first occupation of the development. The Waste Management Strategy Rev: V02 Ref: 76657-CUR-00-XX-RP-TP-003, dated 26 August 2020 by Curtins shall be implemented in full and shall remain in situ whilst the 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.

23) Fumes, vapours and odours shall be extracted and discharged from any hot food use of the ground floor commercial unit 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 in full before the use commences.

Reason - In the interests of residential amenity, pursuant to policy DM1 of the Core Strategy.

24) The ground floor commercial unit shall not be occupied unless and until the opening hours of the proposed use have been agreed in writing by the City Council as local planning authority. That use thereafter shall not open outside the approved hours.

Reason - In the interests of residential amenity in accordance with saved policy DC 26 of the Unitary Development Plan for the City of Manchester and policies SP1 and DM1 of the Core Strategy.

25) Before first occupation of the development hereby approved a signage strategy shall be submitted to and agreed in writing by the City Council as local planning authority. All signage displayed at the property shall accord with the approved details.

Reason - In the interests of visual amenity to enable careful attention to signage details and the level of visual clutter is required to protect the character and appearance of this building in accordance with policies SP1 and DM1 of the Core Strategy.

26) Any food or drink use within the ground floor commercial unit shall operate in accordance with an Operating Schedule that has been submitted to and approved in writing by the City Council as local planning authority before the use commences. The Operating Schedule shall include a dispersal procedure for the premises (for the prevention of crime, disorder and public nuisance).

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.

27) During the operational phase of the development, no loading or unloading shall be carried out on the site outside the hours of:

07:30 to 20:00, Monday to Saturday,  
10:00 to 18:00, Sunday/Bank Holiday.

Reason - In order to protect the amenity of local residents and in accordance with policies SP1 and DM1 of the Core Strategy.

28) a. External lighting shall be designed and installed so as to control glare and overspill onto nearby residential properties. Prior to implementation of any proposed lighting scheme details of the relevant scheme (including a report to demonstrate that the proposed lighting levels would not have any adverse impact on the amenity of occupants within this and adjacent developments) shall be submitted to and agreed in writing by the City Council as local planning authority.

b. Prior to first occupation of the development, a verification report shall be submitted to and approved in writing by the City Council as local planning authority to validate that the work undertaken throughout the development conforms to the recommendations and requirements in the approved light consultant's report. 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 criteria and timescales for the implementation of those measures.

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) The development hereby approved shall be carried out only in accordance with the recommendations of the Crime Impact Statement version C: 26/08/20 Reference: 2020/0438/CIS/01 by Greater Manchester Police. No building shall be occupied or used until the City Council as local planning authority has acknowledged in writing that it has received written confirmation of a secure by design accreditation relating to that phase.

Reason - To reduce the risk of crime pursuant to Policy DM1 of the Adopted Core Strategy for the City of Manchester.

30) No part of the development shall be occupied unless and until space and facilities for bicycle parking have been provided in accordance with the approved details. The approved spaces and 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 of the City of Manchester Core Strategy.

31) No part of the development shall be occupied unless and until car parking spaces suitable for use by disabled persons have been provided in accordance with the approved drawings and documents. These parking spaces shall be retained and permanently reserved for use by disabled persons.

Reason - To ensure that adequate provision is made for parking for disabled persons, pursuant to policies CC10 and DM1 of the City of Manchester Core Strategy.

32) Prior to first occupation of the building, the applicant shall provide a commitment, to be agreed with the City Council as local planning authority, that ensures that the parking needs of all disabled users of the buildings are met at a reasonable cost.

Reason - To ensure that the requirements of disabled guests are met in relation to parking and access, pursuant to policies T1, T2 and DM1 of the Manchester Core Strategy.

33) The wind mitigation measures set out in the Wind Microclimate report 1300125rep1v2 dated 10 September 2020 by Arcaero (Architectural Aerodynamics Ltd) and shown in the approved drawings shall be fully implemented before first occupation of the development.

Reason - To ensure that the environs in and around the site are suitable for their intended uses, in the interests of amenity and safety, pursuant to policy DM1 of the Core Strategy.

34) The development shall achieve a post-construction Building Research Establishment Environmental Assessment Method (BREEAM) rating of at least 'Very Good'. A post construction review certificate shall be submitted to and approved in writing by the City Council as local planning authority before the development is first occupied.

Reason - In order to minimise the environmental impact of the development pursuant to policies EN4, EN5, EN6 and EN7 of the City of Manchester Core Strategy, and the principles contained within The Guide to Development in Manchester 2 SPD.

35) Before first occupation of the development, one Car Club space shall be provided at the expense of the applicant in accordance with the approved drawings.

Reason - In the interests of providing sustainable development, pursuant to the NPPF and policy DM1 of the Core Strategy.

36) Before first occupation of the development, a 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. The Travel Plan shall be fully implemented, prior to first occupation of the development, and shall be kept in operation at all times thereafter.

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.

37) Step-free access for disabled persons shall be provided into and throughout the buildings at all times that the buildings are in use.

Reason - To ensure that satisfactory disabled access is provided by reference to the provisions of policies CC10, T2, SP1 and DM1 of the Adopted Core Strategy for the City of Manchester.

38) The offices hereby approved shall be used only as offices to carry out any operational or administrative functions as set out under part (g)(i) of Use Class E and for no other purpose (including any other purpose in Class E of the Schedule to the Town and Country Planning (Use Classes) Order 1995 as amended, or any provision equivalent to that Class in any statutory instrument revoking and re-enacting that Order with or without modification).

Reason - To safeguard the amenities of the neighbourhood by ensuring that other uses which could cause a loss of amenity do not commence without prior approval

pursuant to Core Strategy policies SP1 and DM1 and to ensure the permanent retention of the accommodation for office purposes.

39) The ground floor commercial unit hereby approved shall be used only for the display or retail sale of goods or for the sale of food and drink for consumption (mostly) on the premises as set out under parts (a) and (b) of Use Class E and for no other purpose (including any other purpose in Class E of the Schedule to the Town and Country Planning (Use Classes) Order 1995 as amended, or any provision equivalent to that Class in any statutory instrument revoking and re-enacting that Order with or without modification).

Reason - To safeguard the amenities of the neighbourhood by ensuring that other uses which could cause a loss of amenity do not commence without prior approval pursuant to Core Strategy policies SP1 and DM1 and to ensure the permanent retention of the accommodation for retail or food and drink purposes.

40) Apart from where identified on the approved drawings, the windows at ground level, fronting onto River Street, Shortcroft Street, Medlock Street and City Road East shall be retained as clear glazed window openings at all times and views into the premises shall not be screened or obscured in any way.

Reason - The clear glazed windows are 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.

41) No externally mounted telecommunications equipment shall be mounted on any part of the development, including the roofs.

Reason - In the interest of visual amenity pursuant to policy 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: 128002/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)  
Corporate Property  
MCC Flood Risk Management  
City Centre Renegeration**



**Environment & Operations (Refuse & Sustainability)**  
**Oliver West (Sustainable Travel)**  
**Strategic Development Team**  
**United Utilities Water PLC**  
**Greater Manchester Police**  
**Environment Agency**  
**Transport For Greater Manchester**  
**Greater Manchester Archaeological Advisory Service**  
**Greater Manchester Ecology Unit**  
**Greater Manchester Pedestrians Society**  
**Manchester Water Safety Partnership**  
**Urban Design & Conservation**  
**Work & Skills Team**  
**GM Fire Rescue Service**  
**Manchester Water Safety Partnership**

**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  
MCC Flood Risk Management  
United Utilities Water PLC  
Greater Manchester Police  
Environment Agency  
Greater Manchester Archaeological Advisory Service  
Greater Manchester Ecology Unit  
Work & Skills Team

**Relevant Contact Officer :** Lucy Harrison  
**Telephone number :** 0161 234 5795  
**Email :** lucy.harrison@manchester.gov.uk



<b>Application Number</b>	<b>Date of Applns</b>	<b>Committee Date</b>	<b>Ward</b>
127881/FO/2020 and 127882/LO/2020	17th Sep 2020	21st Jan 2021	Piccadilly Ward

**Proposal** Development comprising erection of four storey roof-top extension (for use within Class E (Commercial, Business and Service Uses); for use of floors 1-7 for use within Class E (Commercial, Business and Service Uses) and change of use of the basement and ground floor to permit Use Class E (Commercial, Business and Service Uses) and Drinking Establishments and Hot Food Takeaway (Sui Generis) use, external works associated with the formation of new ground floor entrances, sub-division of the ground floor into 9 units; works to windows including replacements, creation of winter gardens on the 6th floor; creation of external roof top amenity spaces; installation of new rooftop plant; the provision of secure cycle parking (255 spaces) in sub basement and other associated works.

Listed Building Consent: Internal and external alterations to include: the erection of four storey roof-top extension; partial demolition of the floor structure to create the atrium; installation of a lightwell; external alterations to form new entrances on the ground floor; sub-division of the ground floor into smaller units the refurbishment; works to windows including replacements; demolition of a staircase; partial demolition of kitchen and plant structure on Floor 7; creation of winter gardens on the 6th floor; creation of external roof top amenity spaces; installation of new rooftop plant; refurbishment of the interiors and other associated works

**Location** 109 -127 Market Street, Manchester, M60 1TA

**Applicant** CD9 Properties (Manchester) Ltd, C/o Agent,

**Agent** Ms Katie Wray, Deloitte LLP, 2 Hardman Street, Manchester, M3 3HF

## **EXECUTIVE SUMMARY**

The Rylands Building would have a 4 storeys roof top extension and a lightwell would be inserted at levels 1-7. All original windows at levels 1-7 would be replaced with higher performing double glazed windows as part of the aim to be an exemplar Net Zero Carbon refurbishment project. The building would be reused as offices with commercial uses at ground floor and basement. A new internal arcade at ground floor level would create better pedestrian linkages between the Northern Quarter, the Retail Core and the Central Business District.

There have been 2 rounds of notification and 21 objections have been received.

**Principle of the proposal and the schemes contribution to regeneration:** The development is in accordance with national and local planning policies, and the

scheme would bring significant economic benefits in terms of investment and job creation. This is a highly sustainable location.

**Economic Benefits:** The proposal would deliver 27,738m<sup>2</sup> of Grade A space targeted at the Tech, Media and Telecoms sectors and 6,475m<sup>2</sup> (GIA) of retail and leisure space.

£68.5m of construction spend would support an estimated 678 FTEs over the construction period, generating Gross Value Added of £52.5m. A GVA contribution of £96.7m would be generated through indirect (supply chain) and induced (knock-on consumer spending e.g. via wages) impact, supporting 681 FTEs while construction is underway.

2,400 FTEs jobs could be accommodated in the office space, while 163 FTEs would be in the retail and leisure provision. This employment would generate GVA worth £235.3m per year, with wages totalling £89.4m, a considerable proportion of which could be spent locally. Around £19.3m of national insurance and income tax would be contributed to the public purse, while business rates from the development would generate £2.2m a year, £22m over ten years of operation.

**Social:** The development would provide employment in a range of occupations relevant to young graduates and entry level employment to support inclusive growth objectives. A local labour agreement for the construction and operational phases would secure opportunities exclusively for Manchester residents. The renewed use and vitality would improve the area and contribute to the regeneration initiatives in and around Piccadilly Gardens.

**Environmental :** This is a highly sustainable location. The redevelopment and restoration would secure a sustainable use and avoid long-term vacancy and managed decline that might otherwise occur. The proposal would be car free with active travel and public transport encouraged with improvements to cycling and pedestrian environment

Climate change: This would be a low carbon building in a highly sustainable location.

Heritage: In order to deliver a viable proposal several harmful interventions to original fabric are necessary. These are required and justified to enable the delivery of social, economic and environmental benefits (including heritage benefits) which will allow the building to realise its full economic potential.

The lower floors have been substantially altered. The 5<sup>th</sup>, 6<sup>th</sup> and 7<sup>th</sup> floors are vacant and at risk. The proposals would allow a sensitive, conservation-led approach to the restoration and reinstatement of the significance high value areas.

It is highly unlikely that another major retailer would want this space. An office use would be the most appropriate to secure its long-term use and restore, reveal and enhance areas of high heritage significance whilst minimising architectural interventions. However, it would not be viable without a rooftop extension.

The proposals would be viable and would enhance the special quality of the Smithfield Conservation Area and preserve features of special architectural and historic interest which the building possesses. The reuse would enhance the setting and character of the Smithfield Conservation Area, and preserve the setting of adjacent listed buildings and the street and townscape as required by the Planning Act, NPPF and Core Strategy and sections 66 and 72 of the 1990 Listed Buildings Act

Historic England have not objected to the proposals. The 20<sup>th</sup> Century Society do not object to the extension and consider that it would not cause substantial harm. They do however object to the replacement of the original windows. The replacement of these windows is required to deliver a market facing, energy efficient product which would be attractive to the target market and would be viable.

Design: The extension would be a visually subservient, contemporary addition, and it is set back from the main elevation in the least visually sensitive location, and has a largely neutral visual impact on the settings of heritage assets or on the character and appearance of the Smithfield Conservation Area. Details of the design and images are presented in the report below.

Impacts on Residential amenity: The effects on residents in terms of loss of privacy and overshadowing/loss of light have been considered within the context of the site's location densely developed location. There would be some impact on nearby residents, but it would not be a level of harm which would justify a refusal.

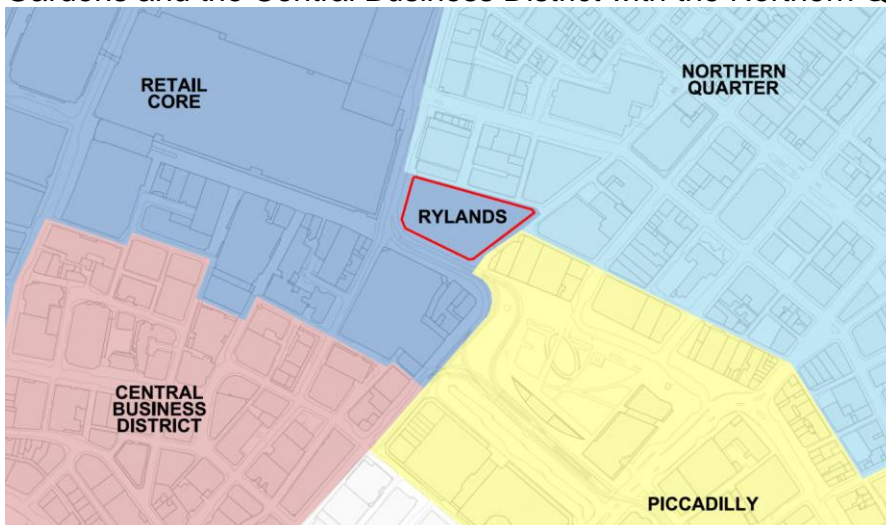
A full report is attached below for Members consideration.

## DESCRIPTION OF SITE





This 0.44 ha site occupies a city block bounded by Market Street, Tib Street, High Street and Bridgewater Place. It is occupied by the Rylands Building which ranges in height from 4 to 7 storeys and is Grade II Listed. The building has 2 basement levels and a mezzanine within part of the ground floor. The building is leased to a department store but floors 5, 6 and 7 are largely vacant. There is a separate ground floor unit on High Street used as a betting shop. The roofscape includes ad-hoc service accommodation, much of which may not be original and/or is no longer needed including plant rooms, air conditioning units and structures which terminate lift and stair cores. The building steps back above floors 3 and 4 at the junction of High and Bridgewater Place, next to 22-24 High Street. It is in the south-west corner of the Smithfield Conservation Area, close to the Shudehill and Upper King Street Conservation Areas. The site connects the Retail Core and Market Street, Piccadilly Gardens and the Central Business District with the Northern Quarter.



The building has entrances at the junctions of Market Street with High Street and with Tib Street, and on High Street and Market Street. The High Street and Market Street elevations have shop window displays. There is a high level of passing footfall on Market Street.

There are a variety of uses in the surrounding area including: shops, digital, media and technology-based companies; creative and cultural industries; an established residential population, offices, hotels and serviced apartments, and independent bars and restaurants

Many nearby buildings and sites have been redeveloped including 21 Piccadilly (Travelodge Hotel), homes at Transmission House (Church Street/Tib St) and refurbished offices at Westminster House. Consent was granted in 2019 to construct a 22 storey building with 361 apartments at 20-36 High Street (App ref no. 121375).



**Emerging context**

**22-36 High St (Pink)**

**Transmission House (Blue)**

There are also apartments nearby at 25 Church Street (80 units), The Birchin, 1 Joiner Street (49 units) and Pall Mall House /3 Joiner Street (169 units), including the Light Aparthotel.

The Rylands Building was built in 1932 as one of the City's last and largest textile warehouses. It has a steel frame with Portland stone cladding, and a large irregular quadrilateral floorplate. in a Modernist Classical / Art Deco style. Internally features reflected the Art Deco decorative style. The building has 18 bays within a grid-iron rectilinear facade, with chamfered piers and enriched panels between floors. The facades have 6-pane windows, a high parapet; broad and emphatic canted corner turrets with 4-storey windows and arcaded drums with sloped roofs.

It contained the head offices for Rylands & Sons and was the flagship for a long established Manchester company. It included sales floors for their products and warehousing. There were independent shops on the ground floor, accessed from Market Street, Tib Street and High Street. The top floor contained a staff dining room and a separate managerial dining room and kitchens. These were the most decorative spaces within the building. The staff dining room doubled up as a function space for meetings and dances and could be subdivided by concertina doors. The seventh-floor retains many Art Deco features and design motifs and is largely as built, including large 'pavilions' to each end, with decorative art deco stained glass sunburst laylights to the ceilings, and art deco mouldings to the walls. The dining room for managerial staff, is a high-quality timber panelled room with in-built fitted

furniture and long-range views across Piccadilly Gardens through a picture window at dining table height with two side windows, Art Deco ventilation grilles and woodblock floor.

In 1958 Pauldens relocated to the site from Oldham Street, occupying the bottom five floors and 2 basements, with Rylands occupying the top three floors. The lower floors were substantially altered and modernised to accommodate their new use with the majority of original fixtures and fittings, plasterwork and lift/stair core from their lower floors removed along with all original ground floor independent shop units to Market Street, Tib Street and High Street, which were absorbed into the wider ground floor shop floor. However, the upper floor levels have remained largely unaltered since construction, and remaining features are of high significance. In 1973 Pauldens was rebranded as a Debenhams store, and the building has remained mostly unchanged since.

**Internal images of vacant upper floors (current condition)**





The application suggests there has been no regular maintenance carried out on the building, particularly on the vacant upper floors. There is a need to undertake repairs to secure the long-term future and address damage caused by ingress of water, general degradation of materials over a long period. However, the majority of the historic fabric appears to be in fair condition.

External repairs and intrusive investigations are required behind the stone cladding to assess issues such as corrosion of steel fixings. The fourth to seventh floors are largely dilapidated, with surface finishes requiring renewal and the effects of damp penetration setting in. Plasterwork is spalling to areas of the roof and floor slabs and some areas are cordoned off and there are concerns about cracks to some primary structural columns. Pigeon infestation has resulted in areas being quarantined. Water penetration from the roof and rainwater goods requires further investigation.

The windows to the seventh floor require extensive repair to bring them back into good condition. On the remaining floors most of the original metal-framed windows are in fair condition but show signs of wear from a lack of maintenance, which includes minor surface corrosion, flaking paintwork, cracked panes, rotten joinery, missing ironmongery and a general stiffness to operate.

Areas of the building considered to be of High Heritage Significance in addition to the areas of the 7<sup>th</sup> floor detailed above comprise the following:

#### Externally

- Elevations to Market Street, Tib Street and High Street including: All plain and carved stonework; all remaining metal-framed casement windows; Decorative Art Deco metal cresting detail above ground floor shopfronts; decorative metal framework above original entrances on High Street and Tib Street; and remaining base of original antennae at roof level to centre Market Street elevation.

#### Internally

- The original service staircase from basement to seventh floor levels, including: All original chevron patterned and tan colour wall tiling (including areas now overpainted); all remaining original brown wall light fixtures and handrails; Original decorative lift cage; Original Terrazzo floors and steps;
- All remaining original fixtures and fittings, including leaded secondary glazing to windows to former boardrooms and associated offices
- All remaining art deco plasterwork to walls and ceilings of former board rooms and associated offices
- Metal service stairs to all floors (north-east corner of the building).
- The disused fourth, fifth and sixth floor levels including: The remaining original high-quality hardwood and veneer staircase and lift core to the centre of the fourth, fifth and sixth floor levels, consisting Polished timber pilasters with Art Deco carved capitals, original polished timber glazed lift doors, curved steps, and wrought iron railings; the two original polished timber staircases at sixth floor level, which gives access to the eastern and western ends of the seventh-floor level above;

- The two original balconies to the south-west and south-east corners, including the now covered steps onto balconies, and metal-framed doors and windows.
- Original flat skylights to sixth floor ceiling, including gridwork of glazed prism light blocks
- Any remaining joinery, including parquet flooring, skirting, dado rails etc.
- The disused seventh floor level, including: All original panelled doors with central leaded glass lozenge windows, and moulded architraves, woodblock floor, skylights, windows and stained glass, the two original staircase vestibules (consisting panelled doors, glazed screens), any remaining joinery, including skirting, dado rails etc.(originally varnished hardwood, and now largely painted).
- Pavilions - the two original pavilions to the east and west of seventh floor level, including decorative coloured glass central laylight depicting an Art Deco sunburst, recessed alcoves with deep dado rails, panelled/vented alcove bulkheads, and decorative Art Deco metal cresting (matching that found around the exterior of the building at ground floor level).
- Area where the eastern pavilion gives access into the original manager's dining room via a set piece of Art Deco design, consisting of a series of five graduating timber steps set within two alcoves with a deep dado rail and skirting carefully following the line of the steps.
- Main staircase and landing with direct access to the manager's dining room
- Planform – circulation and access to lobbies and staircases



The majority of Victorian buildings in the Smithfield Conservation Area remain intact. Buildings to the south and west are generally of a larger scale than those to the north. Heights in the vicinity vary from Afflecks Palace 5 storey, The Birchin 9 storey, The Lighthouse/ Pall Mall 15 to 20 storey and 25 Church Street 9 storey. There is a transition in scale along Church Street between different character areas of the Conservation Area, from that of the commercial core to the smaller scale typical of other parts of the Northern Quarter. The character around this area is formed in part

by large individual buildings, such as the Rylands Building which occupy regular and irregular sites with total site coverage. This creates a dense urban environment which is different to other parts of the Northern Quarter and the Conservation Area where there is a much finer grain.

The following listed buildings are part of the setting of the site, 15 and 17 Piccadilly, 1 Piccadilly, Unicorn Hotel, Harvest House, 10 Mosley Street, 12 Mosely Street, Watt Statue and Peel Statue (all Grade II).

The site is close to all forms of public transport with Metrolink stops at Market Street, Shudehill and Exchange Square and train stations at Victoria and Piccadilly. Bus services are at Shudehill and Piccadilly Gardens. It falls within Flood Risk Zone 1 and is at low risk and is within a critical drainage area.

## DESCRIPTION OF PROPOSALS



Planning permission and Listed Building consent is sought for the following:

- Erection of tiered 3/4 storey roof-top extension (for use within Class E (Commercial, Business) with 'saw tooth' roof featuring PV cells and containing and concealing plant including air source heat pumps, on rear (Bridgewater Place facing) portion of existing roof;
- Change of use of floors 1-7 to Class E (Commercial, Business and Service) Use;
- Partial demolition of the floor structure (some existing concrete clad steel frame and floors would be removed) and creation of a central tiered covered atrium between existing 7<sup>th</sup> floor accommodation and rear extension, with accessible internal landscaped terrace or winter garden on each floor to be clad in glass and aluminium;

- Removal of all original Crittall windows (406) on floors 1 to 6 and replacement with like-for-like Crittall windows painted a dark bronze colour to imitate their original appearance ( replacement windows would be made from recycled steel) and removal of 29 at 7<sup>th</sup> floor;
- Relocation of original stair and lift cores between levels 5 and 6;
- Creation of 3 winter gardens on the 6th floor;
- Creation of 4 external roof top amenity spaces (levels 7, 8 and 10);
- Roof lights reused to provide natural light to 6th floor and 7th floors
- Construction of new office toilets to the north-east corner of the first-sixth floors;
- Removal of existing escalators, risers, toilets (basement and 4<sup>th</sup> to 7<sup>th</sup> floors)
- Introduction of new vertical circulation / service core/ toilet blocks and stairs to first floor and basement;
- The reuse of original rooflights to the Market Street and Tib Street elevations, with the addition of glazing to the external side to ensure protection from water ingress;
- Sub-division of the ground floor into 7 mostly dual aspect commercial units and creation of central arcade space and 2 'kiosks' (one facing the central space) with removal of existing ground floor shopfronts and insertion of new aluminium and glass frontage to commercial units;
- Creation of new entrance to arcade from Bridgewater Place and insertion of aluminium and glass shop frontages;
- Change of Use of the basement and ground floor to permit Use Class E (Commercial, Business and Service Uses) and Drinking Establishments and Hot Food Takeaway (Sui Generis) (provisionally within 2 units);
- Creation of new bicycle store area and associated ramp, office user wellbeing areas, substation, plant area, loading area and risers to basement and sub-basement following removal of back of house areas;
- Demolish the current, modern, and parts of original mezzanine level to the Market Street (south) and Tib Street (east) elevations;
- External works associated with the formation of new ground floor entrances from Bridgewater Place to arcade and from Tib Street to the basement;
- Internal works to fit out new entrances and creation of internal arcade facing facades to commercial units set around central circulation space;
- Reinstatement of original skylights to the eastern, southern, and western façades;
- Install ceiling mounted fan coil units, roughly one per structural bay throughout each office floor and associated ducting etc;
- Install new lighting and fire alarm system throughout each floor, with electrical containment area at ceiling level next to new core (for lighting, fire alarm etc);
- Insertion of new additional structure in the form of twin circular steel columns to assist in the support of the north side of the atrium and the south elevation of the new building extension over;
- New structure (extending length of extension and all floors below) in the form of slender concrete blade columns inserted beneath the ridge of the north facing mansard and the north elevation of the new extension;

- Removal of original skirtings to allow for external walls to be dry-lined and raised access floors to installed, then re-fix back to new higher position;
- Repair and reinstate panelling to walls and windows within Boardroom and redecorate original plaster ceiling (2<sup>nd</sup> floor);
- Retain all original high significance Art Deco wall tiles and remove modern paint layers from lower levels. Repair and reinstate any broken or missing tiles;
- Retain and restore existing lift cage and steel service stairs (east) and remove staircase (west);
- Remove boarded in steps which lead down onto the two balconies to the corner pavilions, and install new handrails’;
- 7<sup>th</sup> floor (including Managers Dining Room): Retain and restore original woodblock flooring, original metal Art Deco cresting (round the perimeter of both pavilions), all original joinery, all original furniture and two original entrance vestibules; redecorate panelled timber and replace any areas of lost or damaged leaded lights and repair and restore two decorative sunburst stained glass ceiling laylights;
- Retention and restoration of 23 original Crittall metal framed windows to the 7th floor level with any areas of missing stained glass panels remade and replaced. The windows would be repainted using a dark bronze paint colour, which echoes the original colour of the windows;
- Remove the north side of former kitchen / storeroom to enable the construction of the roof extension, whilst retaining their original expression into the former dining room (south);
- Restore the original purpose of the east and west entrances back to being the main entrances into the building, including the replacement of modern doors with modern examples, and the reintroduction of the lost outer doors to both entrances, which will form a fixed feature echoing the original geometric designed doors;
- Repair and restore original bronze projecting clock, restoration decorative metal/bronze fanlights and the reintroduction of a feature projecting clock to the High Street entrance, and the reintroduction of a projecting light, echoing the now lost original, to the Tib Street entrance;
- Reintroduce the “RYLANDS” signage to the Market Street and Tib Street elevations and above the two principal entrance doors;
- Reintroduce the two now removed flagpoles to both corner towers.
- Demolish all service structures at roof level;
- Replace modern bitumen roof coverings with slate Pitched roofs to Bridgewater Place/High Street;
- Clean and repair all external façades;
- Replace areas of pavement lights and tarmac pavement to site perimeter with Yorkstone and replacement of existing concrete flags on High Street with Yorkstone.

There would be entrances from Market Street, High Street, Bridgewater Place and Tib Street. The primary access to the upper floor offices would be from High Street where a new reception and lounge area would be created. Access to the basements would be from Bridgewater Place and Tib Street.

The scope of the proposals is such that it would lead to the loss of lawful use rights as defined by Class E of the Town and Country Planning (Use Classes)

(Amendment) England (September 2020). For the avoidance of doubt the proposals would create new planning units within the building. Floors 1-11 are to be treated as one unit and all ground floor and basement units as a number of separate planning units.

The refurbishment under the Listed Building Consent would create 23,995 sq.m of grade A office space in addition to 3,743 sq.m of Grade A office floorspace in the extension. Floor plate sizes would range from 43,300 ft<sup>2</sup> to circa 12,000ft<sup>2</sup> in the existing building and between 6,500ft<sup>2</sup> and 13,400ft<sup>2</sup> in the new build element.

The proposals would include 255 cycle parking in the sub-basement with lockers and showers to be shared with the office wellbeing areas. Cyclists would gain access via Bridgewater Place, where there is a cycle lift and cycle ramp.

The nearest Car Club bay is 300m to the north on High Street. Taxi drop-off / pick-up would be located on Bridgewater Place. Parking for disabled people would be available in nearby multi-storey car parks. There are 109 bays within 350m of the site (Arndale NCP (62 spaces), Tib Street NCP (5 spaces) and Printworks NCP (42 spaces)).

A loading area would be located to the rear off Bridgewater Place. A unit at the north-west corner of the site and would be serviced independently via the western end of Bridgewater Place. Large deliveries would be by managed appointment. Waste would be collected from Birchin Lane with bins taken to Birchin Lane on collection days. The bin capacity has been prepared in line with Manchester's Waste Storage and Collection Guidance for New Developments and it has been calculated that the office use would operate on a 3 times a week collection and the commercial accommodation 5 times per week for the various refuse types: non recyclables; dry mixed recyclables; glass; and, organic re-cycling.

There would be level thresholds to entrances. All internal horizontal and vertical circulation routes and doorways would have clear widths. In very limited areas, ramps and a platform lift (Bridgewater Place) would be incorporated to ensure that access is available to all stair cores and lifts would be fully accessible.



The height of the existing Rylands Building at 7th floor open roof space is approx.30.2m. The height of the extension as an individual component is approx. 18.4m which equates to an overall final building height of approx.48.6m from ground.

The extension would be faced in a mix of glazed unitized curtain walling, solid glazed panels, ceramic backed ventilation panels and metal panels and decorative metal spandrel panels. The glazed curtain walling would have a metal frame. All metalwork would be in a light grey colour. Some glazed panels would be fritted. Terraced areas would have frameless glass balustrades. The new ground floor shop fronts would be contemporary interpretations of the originals with new masonry piers clad in dark grey textured stone. The shop front glazing would be a combination of dark bronze-like metal fascia's beneath which are new metal shop fronts that use solid panels to divide large areas of glazing and oversized doors in a repeat arrangement. There would be a formalised approach to signage for individual units with a specific design, typeface, material and colours to create a uniform typology.



Features of architectural and historic interest would be retained, refurbished and reinstated within the constraints of viability, practicality and where the building condition allows. These include: restoration of areas of high heritage significance within the 7<sup>th</sup> floor including the Managers dining room and Boardroom; restoration of Art Deco wall tiles; and restoring the original purpose of the east and west entrances back to being the main entrances into the building.

The principle works to the listed building have emerged from an options appraisal to ensure the building is capable of being sensitively restored. This balances economic viability and marketability, within the constraints of the building form and functionality. The proposals are based on the principle that any interventions must be clearly justified as being proportionate in relation to securing the long term future re-use of the building and that harm to its fabric and its character, and to the character and setting of the Smithfield Conservation Area and adjacent Listed Buildings should be minimised.

Different uses have been considered including retail, residential, 'black box' uses such as cinema and gallery, hotel and office. Office use would be the most sustainable long term use consistent with the retention of the building's heritage values and significance. The proposal, with the roof top extension, has resulted from a viability exercise and market testing. The cost to bring the building back into use would, due to long-term maintenance neglect be around £5.87 million

It would be necessary to insert an atrium to create adequate light levels to the deep floorplates, Viability testing has demonstrated that additional floorspace is required to make the proposal deliverable and support the buildings repair and restoration. This



is discussed in more detail below. The extension and replacement of the windows is necessary to support the level of intervention proposed

The proposals would include improvements to the pavements on High Street and Bridgewater Place and a pedestrian route would be created by reinstating an arcade linking Market Street to Bridgewater Place.

The proposal does not include parking and it is envisaged that nearby car parks would be used. The application is supported by a Framework Travel Plan. Use of the terraces for the office elements, would be actively managed such that it would only be used during the daytime during the working week.

The proposal aims to be an exemplar Net Zero Carbon scheme and follows the UK Green Building Council (UKBGC) framework. Every kilogram of CO<sub>2</sub> associated with the building would be tracked and minimised using a hierarchy which would:

- Reduce the embodied carbon associated with the material fabric of the building;
- Incorporate passive measures to reduce the energy demand associated with heating, cooling, ventilation and lighting. These measures typically include optimising building form and orientation and maximising the performance of the building fabric;
- Design energy efficient mechanical and electrical systems that reduce the energy consumption required to meet this demand;
- Use an electric-only heating system; and
- Offset any remaining non-renewable energy consumption

The roof top extension has been amended which has changed the external appearance and reduced its massing.

The applicants state that the proposal would deliver significant economic, social and environmental public benefits. These include:

- Support for the economic growth of the Greater Manchester Region through supporting the delivery of much sought after Grade A office space;
- The viable re-use of the Rylands Building, which recognises that a department store use does not represent a viable future for the building. The existing retail floorspace would be reconfigured to ensure it is of a scale that would meet identified demand and animation on all sides of the building would be improved;
- The provision on new retail and leisure units to provide the opportunity for new retailers to enter the Manchester City Centre market or for existing retailers to move to a more prominent location;
- Delivery of a significant amount of Grade A office floorspace and associated job creation through construction and occupation of the buildings (notwithstanding the closure of existing retail provision);
- Create new jobs and delivering significant returns for the local economy. The GVA from the jobs is anticipated to be £235.1 million per year, with wages totalling £91.3 million;

- The beneficial, long-term, sensitive re-use of the Rylands Building. The historical interventions are proposed to be kept to a minimum (and represent the least intrusive, viable use option) and the building will undergo much needed repair, following years of neglect;
- Specific heritage benefits which include restoring and refurbishing areas of high significance / increasing access to the current areas not publicly accessible – allows appreciation of heritage – this is a distinct and recognised heritage benefit;
- Delivery of a unique office environment at this pivotal gateway location to cater to independent occupiers as well as large corporates;
- The incorporation of sustainability credentials and carbon reduction; helping the City reach its zero carbon goals and cater to the growing net zero carbon ambitions of companies;
- Renewed use and vitality would bring improvement to the general ambience of the area and contribute to the regeneration initiatives in and around Piccadilly Gardens;
- The gateway location of the building means that it is experienced by large numbers of people using the train, tram, and buses. In addition the Site is located at the confluence of the Central Business District, the Primary Shopping Area and the Northern Quarter. Therefore the amenity of the building, and the vitality it can bring would be experienced by a very high proportion of people, increasing the public benefits associated with the restoration of the building, as well as having a wider positive impact on those entering Manchester City Centre.
- The enhanced place-making at a gateway location which would be improved through the general repair and restoration of the building as well as increased activation of façade. Moreover, there would likely be a highly detrimental impact if Rylands Building was left vacant and fell into further neglect.

This planning application has been supported by the following information: Application forms and certificates and plans; Design and Access Statement (including Shop Front and Signage Strategy); Materials and Quality Control Statement; Planning Statement (including Blue and Green Infrastructure Statement); Statement of Community Consultation; Valuation Report; Heritage Statement; Condition Survey; Façade Condition Report; Conservation Strategies; Commercial Strategy; Structural Statement; Noise Assessment Report; Wind Desktop Study; Sunlight and Daylight Assessment; Air Quality Assessment; Economic Impact Statement; Environmental Standards Statement Energy Statement / BREEAM / Sustainability Strategy; M&E Statement including Ventilation Statement; Phase I Ecological Survey and Bat Survey; Phase 1 Geo-environmental Assessment; Drainage Strategy; Transport Statement and Interim Travel Plan; Servicing Management Strategy; Crime Impact Statement; TV Reception Survey; Construction Management Plan; Local Labour Agreement; Operational Management Strategy.

### **Consultations**

**Publicity** – The occupiers of adjacent premises have been notified and the proposals have been advertised in the local press as a major development, affecting a listed building and the setting of a conservation area and as a public interest development (127881); and, as affecting a listed building (127882). Site notices have also been

placed adjacent to the application sites. A further 21 day notification took place following the amendments to the design of the rooftop extension.

18 letters of objection were received as a result of the first notification and 6 have been received as a result of the 2<sup>nd</sup> (3 of these were from people who had previously objected so 21 letters of objection in total) The key themes of the objections relate to the following: design (including the heritage impacts) is not appropriate; there are unacceptable impacts on sunlight and daylight and impacts on amenity; the quality of the proposed public realm and legitimacy of commercial considerations and viability linked to Covid 19. These are summarised below:

#### Sunlight, Daylight and Privacy.

1. The sunlight and daylight assessment mentions that 'all developments should maintain acceptable living standards'. Yet it is quite clear that this will not be achieved if the proposal is built.
2. The report ignores entire floors of residential buildings, does not use proper data, and provides incomplete analysis. Its results are therefore inadequate and cannot be relied upon.
3. Negative impact of rooftop extension on quality of life and mental health of residents due to loss of sunlight and daylight of up to 85% in some apartments exacerbated by some already existing low light levels and people working from home more.
4. The development is reducing already low light levels by astonishing amounts. This will reduce the habitability of rooms in the Birchin building to the extent that people's welfare is at risk, particularly mental health;
5. Justifying impacts based on the already low natural light levels in rooms is nonsense as the less natural light a room has access to, the more precious that light becomes.
6. The sunlight and daylight report assessment cannot be relied upon as there is an entire residential floor of the Birchin that has not been included in the analysis. The upper ground floor is not included and contains 11 rooms in 6 apartments that are likely to suffer major losses in light as they are south facing towards the proposed development.
7. The floor plans used for The Birchin are not accurate as such, any analysis of room lighting levels is also prone to error, and these inaccuracies will carry through to the final conclusions.
8. An impact on the reflected light assessment of adjacent consented development should be carried out on the worst affected rooms. This has been detailed in the Sunlight Daylight assessment for the 12-16 Church Street scheme to create a more robust assessment of the impact of the proposals.
9. The Church Street approval factored in the reflected light calculations as mitigation towards the loss of light. The reflected light assessment in the Church Street report shows that light due to strong reflections from the Church Street development mitigates the loss of light suffered from 100% down to 61% or less (for the daylight factor). Any comparison should be made after reflections are factored in and not before, given the large effect of reflections in the Church street development. The light analysis has also not considered

the impact of this development on the reflected light mentioned in the Church Street analysis. This light will be crucial to the Page of 3 8 Comments on application numbers 127881/FO/2020 and 127882/LO/2020 lower flats in 3 Joiner Street (the light house). As such, there could be additional losses suffered to these residents that Avison Young have not considered.

10. The Church Street analysis identifies only a handful of rooms (6) that are worst affected at the bottom of the light house building and defines a 'major' reduction in the daylight factor as >40%. 80% (67/83) of the rooms in the Birchinchin suffer a "major" (>40%) reduction in the daylight factor with the proposed development. It is clear to me that this development will be significantly worse than the Church Street development in terms of sunlight/daylight impact, and so the assertion by Avison Young that this development should be granted as the Church Street development was granted is totally ridiculous.
11. The 'precedence set' in neighbouring developments for sunlight daylight should be irrelevant and the sunlight/daylight impact should be considered on a case by case basis.
12. The room types are detailed for the first 5 floors of the Birchinchin, but the rooms in the other floors are shown as "unknown". This should be corrected to the actual room uses
13. Less than 10% of rooms in some adjacent buildings would have the minimum levels of acceptable light.
14. The proposal goes against the principle of Core Strategy Policy SP1 as it impacts on the basic right to natural light.
15. Due to the southerly location of the extension it would clearly destroy the majority of any sunlight received by the adjacent properties.
16. The occupants of the adjacent apartments are living opposite a Grade II Listed building and not an obvious development site such as a surface car park. Therefore, the justification within the sunlight daylight assessment that the reduction in daylight levels should be expected in the city centre is unfair in this instance and should not set a further precedent for extremely low and unacceptable light levels across the city centre.
17. The rooftop extension would have significant impacts on the amount of natural light that some adjacent apartments get. The amount of impact on the residents is undeniable and inexcusable. Especially when an alternative to the scheme is a lower mansard roof that delivers comparable floorspace which will have a significantly reduced effect on the building's appearance and neighbouring building's residential amenity.
18. Overlooking / loss of privacy of residential apartments – where is this designed out?
19. The reductions to light levels within Bridgewater Place as a result of the extension would make it more susceptible to crime.
20. The report justifies the loss of sunlight with reference to losses incurred by the Transmission House development and the consented High Street scheme.

Design and Heritage

1. Whilst acknowledging that the building has been left to wrack and ruin by previous owners, it does not warrant the extent of change to the external height of the building proposed by the Applicant.
2. The design (even as amended is unimaginative);
3. The proposed plant should be located elsewhere within the to reduce the height of the extension as any further reduction in height will improve the amount of light levels to the adjacent apartments. There is roof space on the seventh floor by the roof terrace. There is also space in the basement.
4. A four storey extension is overdevelopment which would cause extensive harm to a heritage asset and be an obtrusive addition to the conservation area which would massively detract from the integrity of its exemplary Art Deco design.
5. Whilst the building needs to be adapted to secure its future it should be done so in a way which preserves its original form with a more considered approach to any change to its height, shape or size.
6. The proposed design has no synergy with the design of the Debenham's building and appears 'bolted on' disrupting the buildings overall aesthetic.
7. The public benefits would not outweigh the irreversible harm that would be caused to the buildings historic character and its surroundings.
8. High level of visibility of the visually unattractive extension would massively detract from the integrity of the buildings Art Deco design and be incongruous with the surroundings.
9. The building will not be aesthetically enhanced by additional floors
10. The refurbishment of the existing floors 1-7 alone will produce 24,187 m<sup>2</sup> office floorspace (economic impact assessment page 1). This is almost 10% larger than the XYZ building in Spinningfields (22,600 m<sup>2</sup>). So why do they need the extra space provided by the extension?
11. A one storey mansard roof extension has a 641 m<sup>2</sup> shortfall compared to the 27,738 m<sup>2</sup> proposed final design. This is a barely noticeable 2.3% shortfall. The mansard roof will provide much less impact on the architectural significance of the building and will be less noticeable from prominent viewpoints, for example from Piccadilly gardens. As such, if additional floor space is unavoidable, this is surely the preferred option. There should be incredibly strong evidence for discounting this option, and at present the application does not contain this. The mansard roof was not presented as an option during the consultation, nor is it considered in the economic impact document and it should have been.
12. The Viability arguments does not add up. How can adding another structure to the top of an existing building, including all of the structural elements to establish and support the four storey extension add up in viability terms?
13. The exact height increase to the building is not clear from the plans, but it is clearly significant and needs to be confirmed.
14. The proposed extension does not materially increase the usable floor area but is prejudicial and damaging to the setting, fabric and significance of this building. Therefore, it should be redesigned to reduce this unacceptable negative impact.

15. The extension will have a detrimental impact on the architectural significance of the heritage asset as well as its setting in the conservation area, thus going against core strategy policies CC8, CC9 and EN3.
16. The long-ranged views within the updated visual impact assessment conclude that the roof top extension would result in a 'minor adverse' impact to the Debenhams building and the conservation area, therefore I cannot understand why it concludes with a 'beneficial' impact overall?
17. The proposals will impact the architecture of the building through negatively altering its distinctive outline across the Manchester skyline.
18. The basement levels and ground floor are the only levels proposed to be open to the public, and therefore how can the public truly benefit from the proposals as the majority of internal heritage features are located on floors which will not be open to the members of the public to enjoy. The Applicant will benefit through an increase to the overall value of the building and its associated rental income.

#### Amenity

1. A terrace is adjacent to the residential buildings does not seem to be an appropriate location for a terrace that is likely to have people shouting or talking on for extended periods of time during the day.
2. Roof Plant is adjacent to the residential buildings. This should be on the Market St side of the building to reduce any noise that reaches the residential buildings.
3. The proposed scaffolding would encourage people to shelter and create issues with human excrement in the street.
4. There should be a Management plan for the terrace areas and designated smoking areas all need to be controlled to eliminate any impact on neighbouring residents. If smoking is to be allowed on the terraces, then this will need to be actively managed to ensure cigarettes are not flicked over the terraces into Bridgewater Place and onto residential balconies causing serious fire risk. This is especially prudent given recent fires in the Lighthouse Building over the last 5 years.

#### Public Realm Crime and Disorder and Highways

1. Bridgewater Place should be pedestrianised with cycle access as the current and proposed pedestrian footpath is totally pointless and not wide enough for wheelchair or pram access.
2. Unallocated disabled parking has been blocking the pavements, so when pedestrians encounter a parked car and a car trying to go down Bridgewater Place they have to run out of the way. It is very dangerous, especially for wheelchair users and prams, or in the dark. I am concerned that this might be exacerbated by increased cycle movement along this route to access the secure cycle area. Is there a strategy in place to look into this level of on-street disabled parking? This would help the development meet core strategy policy T1.

3. A S.278 agreement with the applicant and Highways should be drawn up to sort out Bridgewater Place. It isn't the smoothest road surface, and we need to avoid any bike accidents. The pavements need to be revised to provide space for pushchairs and disabled people. The whole street should ideally be pedestrianised and open to servicing only through moveable bollards.
4. CCTV cameras should be located along Bridgewater Place to capture all activity and without any blind spots (graffiti, public urination, instances of assault). This would be a great addition as crime will be recorded down this alleyway - the existing camera on Debenhams building doesn't record.

#### Consultation process

1. Covid is not an excuse to cut down on consultation. Consultation ran from 6 August 2020 to 21 August 2020 but the application was submitted on 16th September. This appears to be the definition of a tick-box exercise consultation. The website was not clear and the consultation process did not allow any arranged opportunities for dialogue with the design team so that the scheme could be properly explained. The public were left to sift through the information available online without a clear understanding of the scheme, it was therefore very hard to provide any proper comments. The most frustrating part of the whole 'consultation process' is the lack of engagement with local residents. Why wasn't there a video recording running through the proposals by the design team? Why wasn't a video call or meeting arranged where we could ask questions?
2. With only 26 responses to the consultation how can you say that it has 'unanimous support?'
3. The consultation did not describe or set out any design evolution for members of the public to comment on and provide feedback into what they like about the design. If members of the public caught a whiff of the mansard roof design, surely this would have been a preferred option which could have been developed as this would have resulted in less harm to the listed building and less harm to neighbouring properties, while delivering the same benefits in terms of office space.
4. There has been no descriptive video / run through of the proposals in a clear and easy to understand manner by the applicant / design team to run through the proposals

#### Commercial Considerations/ Viability and Covid

1. The commercial strategy only considers the basement and ground floor retail elements but has not put forward proposals for the majority of the building - the office space. This needs to be addressed as otherwise how do we know the scheme won't end up like all the other empty Grade A offices in Manchester.

2. Companies are consolidating amount of floorspace not increasing. There needs to be proper evidence of the demand for this office space especially considering the levels of vacant office space within the City Centre.
3. Why is there are need for even more office space in the extension given the expectation that there will be more home working in the future following the current pandemic.
4. How can a need for more office accommodation within an extension be justified when so much more office accommodation is being brought forward in other City Centre and fringe locations particularly given the projected increase in home working in the future. The development risks becoming an enormous white elephant remaining largely unoccupied for years to come.
5. Noise from the building works would have an adverse impact on quality of life for adjacent residents particularly as more people are based working from home now.

**Historic England** – Did not wish to offer any comments on this application.

**20<sup>th</sup> Century Society** – Commenting on the revised proposals do not believe that the extension would cause substantial harm to the listed building and its setting.

The Society supports the retention and restoration of the Crittall windows on the seventh floor but is concerned about replacing the first to sixth storey Crittall windows with exact copies. They ask if a solution could be found to reduce the rate of heat loss through the existing first to sixth floor windows which would involve their retention rather than removal as this would prevent the loss of important primary fixtures. While they appreciate the difficult situation of the windows on the 1st to 6th floors, they note that Historic England write, “Surviving historic fenestration is an irreplaceable resource which should be conserved and repaired” (Traditional Windows: Repair and Upgrading, p.3). They represent the “heritage perspective” outlined on p.2 of the applicant’s Window Strategy (5.11) that “refurbishing the windows is the optimum solution, retaining original fabric and ultimately not impacting on the significance of the asset.” They appreciate the need to reduce heat loss and encourage secondary glazing to improve energy efficiency without the need to replace original fabric. Secondary glazing would affect the visual appearance of the façade but is reversible and provides substantial benefits to the occupiers and avoids the removal of much primary 1930s fabric and would improve the thermal performance of the glazing and therefore the thermal comfort of the occupiers.

**Head of Highways-** Have no objections and are satisfied that the scheme, with minor highway modifications is unlikely to generate any significant network implications. They have requested a number of conditions including a requirement to provide and additional City Car Club Bay and to review disabled parking provision.

**TFGM (Metrolink)** – Recommend conditions to safeguard Metrolink operation during construction and a condition to ensure that ground investigations are carried out prior to any unusual loading being applied around the building due to a pavement collapse associated with the deployment of heavy equipment in the vicinity of the site previously causing disruption to Metrolink operation.



**Head of Regulatory and Enforcement Services** – (Street Management and Enforcement) - Recommends conditions relating to the acoustic insulation of the premises and any associated plant and equipment, fume extraction, the storage and disposal of refuse, the hours during which deliveries can take place, hours of operation of the ground floor and basement uses and external areas and the management of construction.

**Greater Manchester Police (Design for Security)** – No objection subject to the recommendations contained in the Crime Impact Statement being implemented.

**Greater Manchester Ecology Group** – Have no objections subject to a condition to secure measures to promote biodiversity such as bird and bat boxes.

**Environment Agency** – No comments received.

**United Utilities** – No comments received

**Greater Manchester Archaeological Unit** – State that the proposals have no archaeological implications.

**Work and Skills** – Recommend that a local labour condition for the construction and end use phases which requires a report of local labour achievements.

**Metrolink** – Have no objections but have recommended a number of conditions relation to the delivery of the proposals in relation to the continued and safe operation of Metrolink.

## 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, CC2, CC5, CC7, CC8, CC9, CC10, T1, T2, EN3, EN4, EN6, EN8, EN9, EN11, EN14, EN15, EN16, EN17, EN18, EN19, EC1, EC3, and DM1 for the reasons set out below.

### **Saved UDP Policies**

Whilst the Core Strategy has been adopted, some UDP policies have been saved. The proposal is considered to be consistent with the following saved UDP policies DC 10.1, DC18.1, DC19.1, DC22 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, close to good public transport links, and would thereby reduce the need to travel by private car.

SO2. Economy - The proposal would improve the City's economic performance. It would provide jobs during construction along with permanent employment and facilities, in a highly accessible location.

S05. Transport - The proposal is in a highly accessible location and would reduce the need to travel by private car and make the most effective use of public transport.

S06. Environment - The proposal would help to protect and enhance the City's built environment and ensure the sustainable use of natural resources, in order to: mitigate and adapt to climate change; improve air, water and land quality; improve recreational opportunities; so as to ensure that the City is inclusive and attractive to residents, workers, investors and visitors.

### **Relevant National Policy**

The National Planning Policy Framework sets out the Government's planning policies for England and how these are expected to apply. It aims to promote sustainable development. The Government states that sustainable development has an economic, a social 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, 6, 7, 8, 12, 14, 15 and 16 of the NPPF

Paragraph 103 states that the planning system should actively manage patterns of growth in support of these objectives. Significant development should be focused on locations which are or can be made sustainable, through limiting the need to travel and offering a genuine choice of transport modes. This can help to reduce congestion and emissions and improve air quality and public health.

Paragraph 124 states that the creation of high quality buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities.

Paragraph 127 confirms that planning decisions should ensure that developments: will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development; are visually attractive as a result of good architecture, layout and appropriate and effective landscaping; are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities); establish or maintain a strong sense of place, using the arrangement of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit; optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development; create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users; and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience.

Paragraph 131 states that in determining applications, great weight should be given to outstanding or innovative designs which promote high levels of sustainability, or help raise the standard of design more generally in an area, so long as they fit in with the overall form and layout of their surroundings.

NPPF Section 6 - Building a strong and competitive economy and Core Strategy Policy SP 1 (Spatial Principles), Policy EC1 - Land for Employment and Economic Development, Policy EC3 The Regional Centre Policy CC1 (Primary Economic Development Focus) Policy and CC8 (Change and Renewal) – The proposal would deliver economic and commercial development in part of the City Centre identified in Policy EC1 and CC1 as a focus for primary economic development. It would support the City's economic performance and would help to reduce economic, environmental and social disparities and create an inclusive sustainable community. The site is well connected to transport infrastructure.

The City Centre is a key location for employment growth and the office space would support aspirations to optimise and activate this area and support economic growth. The offices would appeal to key growth sectors which are critical to ensure the economy can compete at an international level. The proposal would create jobs during the construction and operational phases which would help to build a strong economy. The proposal would improve a building which could become and remain vacant, enhance the ground level experience and sense of place with better permeability and provide users and employees with access to all transport modes.

The development would be highly sustainable and deliver economic and commercial development close to sustainable transport facilities. It would enhance the built environment and creating a well-designed place that would enhance and create character. It would reanimate facades and restore a listed building. The development would create employment during construction and permanent employment in the offices and commercial accommodation. Workers could use local facilities and services and support the local economy.

The development would help to create a neighbourhood where people would choose to be by enhancing the built and natural environment and would enhance and create character.

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 of economic and commercial development, leisure and cultural activity and high quality city living. The proposal would re-purpose a building that is not realising its full potential, or fully contributing to the City’s economy or the vibrancy of adjacent areas. It would help to create a neighbourhood which would attract and retain a diverse labour market. The proposal would maintain footfall and support the business and leisure functions of the city centre and promote sustained economic growth.

NPPF Section 9 Promoting Sustainable Transport, Core Strategy Policies CC5 (Transport), T1 Sustainable Transport and T2 Accessible Areas of Opportunity and Need - The location is highly sustainable and would give people choices about how they travel and would contribute to sustainability and health objectives. The area is close to Piccadilly Station and should maximise the use of sustainable transport. A Travel Plan would promote sustainable transport and journey lengths for employment and business and leisure activities would be minimised. The proposal would help to connect residents to jobs. Pedestrian routes would be enhanced, and the environment would prioritise pedestrian and disabled people, cyclists and public transport.

CC7 (Mixed Use Development), and Policy CC10 (A Place of Everyone)-. The City Centre is the biggest source of jobs in the region and this proposal would provide office and retail and leisure uses to support the economy and contribute to the creation of a sustainable, inclusive, mixed and vibrant community. The development would complement the existing mix of uses and would support local businesses through supply chain arrangements and workers would use nearby facilities.

NPPF Sections 12 (Achieving Well Designed Places), and 16 (Conserving and Enhancing the Historic Environment), Core Strategy Policies EN1 (Design Principles and Strategic Character Areas), EN2 (Tall Buildings), CC6 (City Centre High Density Development), CC9 (Design and Heritage), EN3 (Heritage) and saved UDP Policies DC18.1 (Conservation Areas) and DC19.1 (Listed Buildings) -The reuse of the extended building would maximise the use of the site and bring long vacant parts of the building back into active use. The extension would harm the architectural and historic character of the building but the harm would be less than substantial. The extension has been designed to minimise its impact on heritage assets whilst enabling the delivery of a viable development.

This development would complement the growth of the Northern Quarter and Piccadilly over the past 25 years and improve linkages between these areas and the Retail Core. It would not have a detrimental impact on the prevailing character of the Conservation Area or the setting of the adjacent listed buildings. The development would introduce activity that would add value. The reuse of the building would improve legibility, visual cohesiveness, connectivity and integration with higher levels of animation on the ground floor frontages, the creation of a new arcade from Market Street with Bridgewater Place and reutilisation of the entrance on Tib Street. This would, contribute positively to place making and would bring significant regeneration benefits. The positive aspects of the design of the proposals are discussed in more detail below.

The Heritage Assessment has identified key views and assesses its impact on these. The supporting documents evaluate the extended buildings relationship to its site context / transport infrastructure and its effect on the local environment and amenity. This is discussed in more detail below.

A Heritage Appraisal, Visual Impact Assessment and NPPF Justification Statement, demonstrate that the benefits derived from this development including securing a long term active use for a key Heritage Assets would have a beneficial impact on the surrounding area. The proposal would not result in any significant harm to the setting of adjacent listed buildings or the Smithfield Conservation Area and the quality and design would sustain the adjacent heritage value of the heritage assets. This is discussed in more detail below.

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

Paragraph 191 states that where there is evidence of deliberate neglect of, or damage to, a heritage asset, the deteriorated state of the heritage asset should not be taken into account in any decision.

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

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

a) Grade II listed buildings, or grade II registered parks or gardens, should be exceptional;

b) assets of the highest significance, notably scheduled monuments, protected wreck sites, registered battlefields, grade I and II\* listed buildings, grade I and II\* registered parks and gardens, and World Heritage Sites, should be wholly exceptional.

Section 195 states that where a proposal will lead to substantial harm to (or total loss of significance of) a designated heritage asset, local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or total loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply:

a) the nature of the heritage asset prevents all reasonable uses of the site; and

b) no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and

c) conservation by grant-funding or some form of not for profit, charitable or public ownership is demonstrably not possible; and

d) the harm or loss is outweighed by the benefit of bringing the site back into use.

Section 196 states that where a proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use.

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

Paragraph 200 states that Local planning authorities should look for opportunities for new development within Conservation Areas and World Heritage Sites, and within the setting of heritage assets, to enhance or better reveal their significance. Proposals that preserve those elements of the setting that make a positive contribution to the asset (or which better reveal its significance) should be treated favourably.

The proposal would re-use a partially vacant listed building and re-purpose a site with the potential to have a negative impact on the setting of nearby heritage assets should a viable alternative use not be realised if the current occupiers vacate the property. It would introduce a good quality form of development that would make a positive contribution to the townscape and enhance the setting of adjacent heritage assets.

The compliance of the proposals with the above sections of the NPPF and consideration of the comments made by Historic England is fully addressed in the report below.

Core Strategy Section 8 Promoting healthy communities - The creation of an active street frontage would help to integrate the site into the locality and increase levels of natural surveillance.

NPPF Section 14 (Meeting the challenge of climate change, flooding and coastal change), Core Strategy Policies EN4 (Reducing CO2 Emissions by Enabling Low and Zero Carbon) EN6 (Target Framework for CO2 reductions from low or zero carbon energy supplies), EN 8 (Adaptation to Climate Change), EN14 (Flood Risk) and DM1 (Development Management- Breeam requirements) - The site is highly sustainable. An Environmental Standards Statement demonstrates that the development would accord with a wide range of principles that promote the responsible development of energy efficient buildings integrating sustainable technologies from conception, through feasibility, design and build stages and in operation. The proposal would follow the principles of the Energy Hierarchy to reduce CO2 emissions and is supported by an Energy Statement, which sets out how the proposals would meet the requirements of the target framework for CO2 reductions from low or zero carbon energy supplies.

The NPPF states that inappropriate development in areas at risk of flooding should be avoided by directing development away from areas at highest risk. In addition the

NPPF indicates that development should not increase flood risk elsewhere. Surface water drainage would be managed to restrict it to greenfield run-off rate if practical.

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 has demonstrated that the proposal would not have any significant adverse impacts in respect of pollution. Surface water run-off and ground water contamination would be minimised

A Bat Survey found no bat roosts in any roof features during the dawn emergence survey nor observed foraging or commuting within the site. It concludes that, the proposals will have no adverse effect on any statutory or non-statutory designated sites in the wider area.

The Manchester Green and Blue Infrastructure Strategy sets out objectives for environmental improvements in the context growth objectives and development. 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 the measures that would be undertaken to minimise the production of waste during construction and in operation. The Strategy states that 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 street tree planting, ground floor activity and repaving.

Policy DM 1- Development Management - Outlines a range of general issues that all development should have regard to and of these, the following issues are or relevance to this proposal: -

- appropriate siting, layout, scale, form, massing, materials and detail;
- design for health;
- impact on the surrounding areas in terms of the design, scale and appearance of the proposed development;
- that development should have regard to the character of the surrounding area;
- effects on amenity, including privacy, light, noise, vibration, air quality and road safety and traffic generation;
- accessibility to buildings, neighbourhoods and sustainable transport modes;
- impact on safety, crime prevention and health; adequacy of internal accommodation, external amenity space, refuse storage and collection, vehicular access and car parking; and
- impact on biodiversity, landscape, archaeological or built heritage, green Infrastructure and flood risk and drainage.

The above issues are considered in detail in below.

## Other Relevant City Council Policy Documents

### 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.

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.

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. New developments should acknowledge the character of any Conservation Area within which they lie and will only be accepted where they preserve or enhance the special quality of the conservation 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;
- 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;

For the reasons set out later in this report the proposals would be consistent with these principles and standards.

'Powering Recovery: Manchester's Recovery and Investment Plan' – This sets out what Manchester is doing to respond to the COVID-19 pandemic and reinvigorate its economy, with plans to protect and create jobs, and support new business opportunities in the city's economy. It sets out how Manchester can play a leading role in the levelling-up agenda, with ambitious plans to build on recent investment in economic assets and infrastructure and accelerate the growth in high-productivity sectors including the Digital, Creative, Technology and Health Innovation Sectors alongside the well established financial and professional services sectors. This includes support for major job-generating investment with high-growth sectors, new-starts and scale-up. The office space within the repurposed and extended Rylands Building would create an exemplar workspace aimed as these start-ups, small SME's working within an managed workspace environment also large corporate occupiers (both established local and inward investors). This would support the aim to secure a highly skilled and knowledge intensive workforce within the City.

The reuse of the building would intensify the levels of economic activity associated with the site and the reuse of the building in this way would be inherently sustainable and would align with the Plan's ambitions for zero carbon and climate resilient growth.

The Greater Manchester Strategy, Stronger Together, - This is the sustainable community strategy for the Greater Manchester (GM) Region. The proposal would deliver the comprehensive refurbishment and repurposing of an underutilised site within the City Centre in order to bring a new high standard of office accommodation to the City. The proposed development would support and align with the overarching programmes being promoted by the City Region via the GM Strategy helping to achieve a number of its key growth priorities including the reshaping of the economy to meet global demand and building Manchester's global brand.

## **Conservation Area Declarations**

### **Smithfield Conservation Area Declaration**

The Smithfield Conservation Area is on the north-eastern edge of the city centre. It was designated in February 1987 along with Shudehill and Stevenson Square. It 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.

The Conservation Area Brochure contains some advice on the parameters that are appropriate in terms of Development Management and achieving improvements and enhancements to the area. Whilst this is only advice it does reflect the expectations set out in the City Council's Design Guide SPD and Core Strategy particularly within Conservation Areas. The proposals are considered to be consistent with those parameters.

## **Other National Planning Legislation**

### **Legislative requirements**

Section 66 of the Listed Building Act 1990 provides that in considering whether to grant planning permission for development that affects a listed building or its setting the local planning authority shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.

S72 of the Listed Building Act 1990 provides that in considering whether to grant planning permission for development that affects the setting or character of a conservation area the local planning authority shall have special regard to the desirability of preserving or enhancing the character or appearance of that area

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

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

### **Environmental Impact Assessment. The proposal does not fall within Schedules 1 or 2 of the Town and Country Planning (Environmental Impact Assessment) Regulations 2017 and National Planning Practice Guidance (2017).**

The Town and Country Planning (Environmental Impact Assessment) Regulations 2017 specifies that certain types of development require an Environmental Impact Assessment (EIA) to be undertaken. The nature of the proposals are not of a magnitude which would fall within the definition of the thresholds set for "Urban Development Projects" within Schedule 2 and an Environmental Impact Assessment is not required.

**The Schemes Contribution to Regeneration** – Regeneration is an important planning consideration as the City Centre is the primary economic driver of the region and is crucial to its economic success. The economy is expected to strengthen and diversify post Covid with high added-value growth forecast in Business, Financial and

Professional Services, Science and Innovation, and Creative and Digital, as well as Sports and Culture, Leisure and Tourism sectors.

The Northern Quarter and Piccadilly have been regenerated over the past 20 years through private and public sector investment. Major redevelopment has taken place at Piccadilly Gardens, Piccadilly Basin, Piccadilly Station, Piccadilly Triangle and the former Employment Exchange on Aytoun Street. Consent was recently granted for the erection of an 11 storey hotel at 67 Piccadilly including alterations to 69-75 Piccadilly (127538 and 127539). Investment should continue as new opportunities are presented by HS2. This proposal would sustain the growth of the city centre envisaged in the Recovery and Investment Plan and would allow the City to compete nationally and internationally, increase the productivity of the UK and increase its global profile.

The building overlooks Piccadilly Gardens which over 300,000 people pass through each week. The bus and tram interchange and the route to Piccadilly station are used by over 20million commuters each year, as well as shoppers, residents and visitors. The Gardens will be transformed to create an enhanced, safer and family focused environment and increase activity levels and the proposed re-purposing of this building would complement those proposals.

The City Centre must continue to provide office space that meets occupier requirements. Section 6 of the NPPF states that 'significant weight should be placed on the need to support economic growth and productivity, taking into account local business needs and wider development opportunities. There is an acknowledged shortage of good quality office accommodation in the city centre and a supply of good quality products must be brought forward in sustainable locations such as this to support economic growth. The proposal would re-position this listed building to avoid long-term vacancy.

The challenges faced at the site puts its near future use into question. The likelihood that another major retailer would want to occupy the space, is exceptionally low, with other similar store franchises facing serious challenges. The growth in online retailing and more cautious spending, exacerbated by Covid-19, have seen high street retailers go into administration or announce job losses.

The proposal would deliver 27,738m<sup>2</sup> of Grade A space targeted at the Tech, Media and Telecoms sectors and 6,475m<sup>2</sup> (GIA) of retail and leisure space. This would create jobs, active ground floor uses and improve the public realm. The scheme will aim to achieve WELL Accreditation, to reduce energy consumption with improved well-being and tech innovations, appealing to the large-scale occupier market. This would redevelop and restore the Building and secure a sustainable use and avoid long-term vacancy and decline.

£68.5m of construction spend would support an estimated 678 FTEs over the construction period, generating Gross Value Added of £52.5m. A GVA contribution of £96.7m would be generated through indirect (supply chain) and induced (knock-on consumer spending e.g. via wages) impact, supporting 681 FTEs while construction is underway.

2,400 FTEs are expected to be accommodated in the office space, while 163 FTEs would be supported by the retail and leisure provision. This employment would generate GVA worth £235.3m per year, with wages totalling £89.4m, a considerable proportion of which will be spent locally. Around £19.3m of national insurance and income tax will be contributed to the public purse, while business rates from the development will generate £2.2m a year, £22m over ten years of operation.

The development would accommodate a range of sectors and skill levels, providing a range of options for Manchester residents. This range of jobs would contribute to economic growth and the City's inclusive growth ambitions.

The development would deliver regeneration benefits by refurbishing, repairing and re-activating key street-frontages. The improvements to the appearance of the building would enhance its contribution to the surrounding streetscape and enhance the sense of place at a prominent location.

A detailed analysis (outlined below) has established that offices would be the building's optimum viable use. This use would require significantly less heritage interventions compared to a hotel or residential use.

The proposals would allow the Building to make a positive contribution to the City Centre. The level of intervention would harm the listed building but the benefits set out above can only be delivered if the development is viable. It has been demonstrated by the applicant that this use is only viable with the proposed extension and the replacement of the majority of the original windows. This case is set out in detail below.

### **Impact on Character and Fabric of Listed Building, character of the Conservation Area, Design Issues and Architectural Quality and Effect on Key Views.**

The key issues to consider are the justification for the loss of fabric; the appropriateness of an extension of the height and design proposed; the impact on the character of the Smithfield Conservation Area and on the setting of the adjacent grade II listed buildings and non designated heritage assets; and, the impacts in the context of the requirements of the Core Strategy, Section 16 of the NPPF and Sections 16,66 and 72 of the Planning and Listed Buildings Act.

The Core Strategy seeks to ensure that new development complements the City's building assets, including designated and non-designated heritage assets. The impact on the local environment, the street scene and how it would add to its locality is also important. It is considered for reasons set out in the following sections that the overall impacts of the proposals would on balance enhance and complement the character and distinctiveness of the area and would not adversely affect established valued townscapes or landscapes, or adversely impact on important views. The improvements to this prominent building would contribute positively to place making. Special regard to the desirability of preserving the building through its ongoing occupation and functionality for its optimal viable use has informed the decision making process.

The level of intervention proposed is justified on the basis of the proposed design, the enhancements and public benefits which the proposal would deliver. The proposals would be viable and would enhance the special quality of the Smithfield Conservation Area and preserve features of special architectural and historic interest which the building possesses.

The design was discussed at pre-application with a range of stakeholders, including Historic England and the 20th Century Society.

The re-purposing of the building presents an opportunity to enhance the setting and character of the Smithfield Conservation Area, and preserve the setting of adjacent listed buildings and the street and townscape as required by the Planning Act, NPPF and Core Strategy and sections 66 and 72 of the 1990 Listed Buildings Act

### **Scheme evolution in response to findings of heritage assessment, market advice and viability assessment.**

The suitability of the building for the current owners' intentions does not in itself justify the level of intervention proposed. Options to bring the building back into active use have been analysed, based on protecting as much of the original fabric and character as possible. A variety of uses were assessed including the impact of the levels of intervention that would be required.

The building's layout, and its general condition, mean that significant internal and external refurbishment and structural alterations, would be required to bring it fully back into use. The structural alterations include a need to increase internal light levels as it was built as a wholesale warehouse with a deep floor plan. This is a particular issue on Floor 6 as 3 of the elevations do not contain windows.

It is necessary to provide circulation /access to all upper floors requiring a new core and upgrades to the M and Engineering system which is not appropriate for modern standards, not least in terms of reducing CO2 emissions.

Para 14 of the NPPG provides guidance on the optimum viable use of heritage assets. In this case, the building could be used for a number of uses including offices, hotel and residential being amongst 5 alternative options considered. The layout and constraints of this building mean that these uses would require alterations and a loss of heritage to varying degrees in order to bring forward a viable use.

An office use has been demonstrated to be the most sustainable long term use consistent with maximising retention of heritage values and significance, whilst facilitating a conservation-led approach to the wider refurbishment of the building.

**Options Analysis** An appraisal analysed retail, residential, 'black box' uses such as cinema and gallery, hotel and office uses.

**Retail :** There has been a decline in the high street retailing with online sales growth. This change has been particularly noticeable in the department store format who occupy expensive retail floor space and traditionally require larger ancillary areas for storage. This the building was never designed for retail use and has limited natural

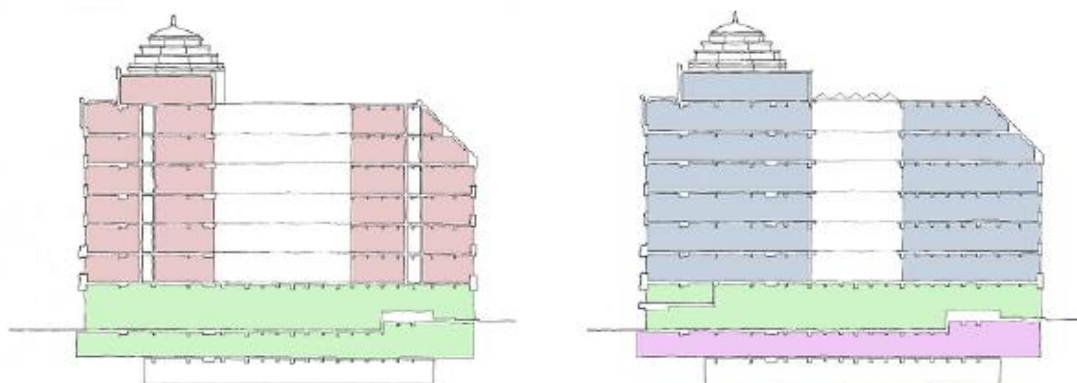
light to large floorplates, so energy needs for lighting are costly and carbon intense. A valuation report noted that notwithstanding the exceptional circumstances last year, the high street retail sector is struggling. There is little reason to foresee any recovery in retail demand for a department store in city centres and continued use as a Department Store is not viable.

**Residential:** Converting the building to apartments would require major interventions and remove areas of high heritage significance, beyond those of the current proposal, resulting in a high level of harm to the listed building. This would include the introduction of significant servicing, a large lightwell and atrium and significant subdivision of the volume. There would be large numbers of inward facing apartments which would not comply with Manchester's Residential Quality requirements. As the 6th floor has no windows, it would not be suitable for residential use.

**Hotel:** This would require similar interventions to a residential use, the floorplate layout is not efficient for a hotel and there is no evidence of demand for a hotel of this size. The residual value of a residential or hotel scheme would be low and would not therefore secure the re-use of the building.

The harm to the listed building would not be outweighed by the benefit of providing c.200 apartments or a large format hotel.

**Black Box :** A Black Box use was also considered (i.e. not requiring access to natural light) including a cinema, conferencing space, a nightclub and a gym. These uses would require the removal of many features and the demolition of areas of high heritage significance and a high level of heritage harm. This would become a façade retention scheme with major interventions such as significant structural and acoustic interventions. A black box use would also be commercially challenging.



Fabric removal (lightwell) residential / hotel use

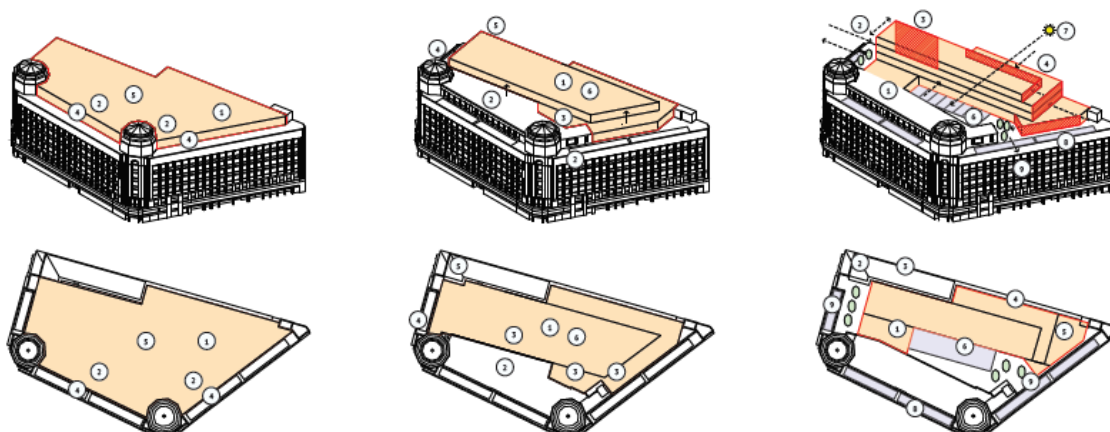
Fabric removal for Office Scheme

**Office:** The insertion of a lightwell and atrium would be required but the large open floorplates naturally lend themselves to an office use with minimal intervention. The changes would be of a smaller scale than those for residential or hotel uses and would allow areas of high heritage significance on the 7th floor to be retained in their entirety. There is continued demand for high-quality floorspace in the City Centre and for the large floorplates which could be accommodated in this building.

**Office use Viability and Need for Rooftop extension:** The re-use of the building for office accommodation with retail on the lower floors is the optimum use to minimise the level of intervention required.

However, the conversion would not in itself be viable because of the level of investment required. Costs for basic repairs to bring the building back into use are around £5.87m. This would be for a conservation led restoration of features of high significance and include: provisional sum for dealing with historic features; new roof and rainwater goods; refurbishment to staircases; cleaning and repairs to the façade; retention of areas of high heritage significance where possible; and some form of lightwell to bring natural light to the building.

When the applicant purchased the building in December 2017, it was considered to be a low risk long term investment with a strong covenant from Debenhams. As a result of changed market circumstances, the applicant has reduced the value of the initial investment in order to deliver the optimum viable use for the building. Despite this, detailed viability studies show that additional floorspace is required to deliver this optimum viable use which amounts to the equivalent of an existing floor. A series of massing studies examined this in the context of the need for a lightwell and the desire to minimise harm to areas considered to be of high heritage significance. It concluded that this was best achieved through a four-storey extension to the rear of the building.



#### Massing studies

**Need for Winter Gardens:** The sixth floor is predominantly windowless, with only the northern façade providing limited windows and daylight levels are poor. To improve this, winter gardens are proposed with the original skylights to the eastern, southern, and western façades re-instated. The winter gardens require internal alterations and would not affect the external façade.

**Conclusion:** An office use would be the most appropriate to secure its long-term use and provide the opportunity to restore, reveal and enhance areas of high heritage significance whilst minimising architectural interventions. However, a roof-top extension is required to make the Development viable.

From a heritage perspective, an office use for floors 1 upwards would allow for the retention of the original open-plan spatial qualities of the former warehouse floors,



and the retention and celebration of the original high significance elements such as the boardroom and staff dining rooms on the 7th floor.

The office use would also require a smaller central atrium and less acoustic, fire and M&E interventions than for other uses. An office use would secure a long-term viable use for the building as the city centre office market is the leading commercial location outside of London, with high rental performance and expectations.

This use would be supported by smaller independent retail units at the ground floor and leisure uses in the basement, which are considered to be aligned with current market demand, as well as activating public realm immediately adjacent to the Site and encouraging footfall. It is considered that the proposed office use with ground floor and basement retail and leisure is the optimum viable use.

It is unlikely that the current tenant will occupy the Building in the longer term. The applicants have confirmed that, if Planning and Listed Building consent is secured development would commence within a year of securing possession with completion within 3 years.

**Justification for Removal of Windows Floors 1-6** The windows on the 7<sup>th</sup> floor would be retained, repaired and refurbished. The remainder of the original Crittall windows would be removed ( 406 ). From a heritage perspective the replacement of windows would cause moderate heritage harm. They would be replaced with Crittall W20 windows, introduced in the 1960's as a like for like replacement for that system, in a colour to match the existing original frames, and this would provide a level of mitigation for that harm. The removal and replacement of the windows could be considered to be contrary, in terms of sustainability and reducing embodied carbon, to the approach in terms of low carbon outlined above.

However, the harm needs to be balanced against a core principle of the NPPF, and has to be weighed against the public benefits that would be realised as consequence of that harm and this can include environmental as well as heritage benefits.

The principle of replacing the windows needs to be considered in the context of the challenges which alternative options of retention and refurbishment or installation of secondary glazing would present. This includes improving the thermal performance of the building; viability (secondary glazing would increase costs as the existing windows would still have to be refurbished); and the attractiveness of the office space, including ongoing maintenance liability to prospective occupiers.

An analysis has considered heritage, viability, thermal performance and marketability. There are important considerations relating to the proposition that the replacement of these windows is required to deliver an end product which is market facing, has a standard of energy efficiency which would be attractive to the target market and would be viable. These include the following:

Attractiveness to prospective tenants:

- The proposed refurbishment scheme must deliver a workspace product that is of a quality and specification that can compete with both new and existing prime Grade A developments;
- Secondary glazing would impact on the internal aesthetic of the space which could be seen as unattractive;
- There would be issues with the length of warranties for refurbished or secondary glazed windows including ongoing maintenance costs for tenants as well as higher carbon offsetting costs due to thermal inefficiencies which would reduce attractiveness of the product to prospective tenants;

#### Challenges with Project delivery, Viability and Marketability:

- The building would be positioned as a viable alternative to a new build office. Any compromise in the specification would affect rental levels and lease terms, which are required to underpin the viability of the scheme;
- A refurbishment scheme that retains and refurbishes the existing windows is likely to fail the due diligence a prospective occupier would undertake;
- Challenges have been evidenced in getting a company with the level of experience and capacity to take onboard the job of refurbishing the windows and inherent risks to deliverability, project costs and duration associated with a much more labour intensive process;

There are prohibitive costs associated with secondary glazing in terms of impact on viability;

- Tenants are now more attracted to more sustainable buildings as they are now used to attract / retain talent and also to impress corporates customer base and help to fulfill CSR (Corporate Social Responsibility) and ESG (Environmental, Social and Governance) standards;

#### Impacts on Zero Carbon Strategy

- Improvements in thermal performance of the windows are required to deliver the intrinsic aim of reducing thermal inefficiencies within the building envelope and this would not be achievable if the windows were refurbished.
- Utilising new openable windows as opposed to more cumbersome secondary glazing makes a considerable difference to energy consumption; the mix mode ventilation system with openable windows should increase energy efficiency by circa 10% compared to mechanical ventilation only.

#### Impact on Listed Building (in addition to window replacement)

- The size of the plant space associated with the refurbishment scheme involving single glazing would need to be increased by 30% to meet the heating and cooling requirements of the building which would impact on the overall size of the proposed extension.
- The replacement of the windows would provide much needed cost certainty on this project, as well as reducing the construction timeline envisaged for the

refurbishment of windows. The new windows would provide contractor confidence on delivery, reducing risk and increasing viability.

The impact of removing and replacing such a large number of windows on the embodied carbon associated with the development has to be considered. The new window frames would be made from recycled steel and the steel and glass from the removed windows can be recycled. It has been calculated that the embodied carbon from the new critical windows, on the understanding they are 100% recycled steel, would be paid back within 4 operational years due to the enhanced energy benefits they bring to the building.

The arguments in relation to marketability and rental yields has been independently assessed, on behalf of the Council and it is agreed that the double glazed windows are essential to deliver a good quality product that would compete in the market and their omission is highly likely to impact upon lettable and affect rents, yields, and letting timescales.

On the basis of the 4 year 'pay back' and given that the replacement windows would be on a like for like basis in terms of appearance, having weighed the carbon benefits and the need manage risk and viability, it is considered on balance that the replacement of the windows is acceptable. However, the wider balance of the harm from the cumulative impacts on the building that would result from the proposals has to be addressed.

### **Consideration of the merits of the proposals within the National and Local Policy Context relating to Heritage Assets**

The PPG note that accompanies the NPPF notes that sustaining heritage assets in the long term can require an incentive for their active conservation. Putting heritage assets to a viable use is likely to lead to the investment in their maintenance that is necessary for their long-term conservation. Harmful development may sometimes be justified in the interests of realising the optimum viable use of an asset, notwithstanding the loss of significance caused, provided the harm is minimised.

Paragraph 192 states that: 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.

The NPPF stresses that great weight should be given to an the asset's conservation irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance. The more important the asset, the greater the weight should be. 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.

Legislation and planning policy seek to preserve and enhance the character, appearance, and historic interest which heritage assets possess. Sections 16, 66 and 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 (P(LBCA) Act 1990) require that 'special regard' be paid in taking decisions affecting listed buildings and their settings and conservation areas.

There is a need to evaluate the impact on the fabric, character and setting of the grade-II listed Rylands Building in the context of Section 66 of the 1990 Act. The key test is whether the proposal affects the significant fabric or appreciation of the special interest of the building. Therefore, it is important to determine the degree of change and whether the alterations and additions would result in a negative perception of the building or diminish its values as a designated heritage asset.

The legislation also requires "*great weight*" to be given to the desirability of preserving the character and appearance of the listed building when determining the proposals which requires careful analysis of the physical and visual relationship of the proposal.

Where a negative impact is identified, it is necessary to determine whether the development is proportionate to the significance of the component and mitigated by its balancing planning benefits. This determination must be made having demonstrably applied the statutory presumption in favour of preservation of the character-defining fabric and character of listed buildings established in Section 66. However, fabric change in itself is not deemed to be harmful, unless it demonstrably erodes some characteristic which contributes to the defined character of the listed building. Therefore, the 1990 Act requires decision-makers to apply proportionate weight to the desirability of preserving the: significant fabric, architectural character, and historic interest of designated heritage assets when determining planning proposals, balanced against identifiable public benefits. The key Planning consideration is thus whether the cumulative impact of the proposal would cause any demonstrable, unmitigated '*harm*' or erode identified values.

#### Heritage Assessment and impact on character and fabric of Rylands Building

The building was designed by leading Manchester architect Harry Fairhurst in the Modernist classical/Art Deco style and forms a landmark building in the area. Whilst the upper floor levels occupied by Rylands throughout their tenure remain largely unaltered, the lower floors, which were occupied by Pauldens and then by Debenhams, have undergone substantial alterations since the 1950s, with almost all original fixtures, fittings and decorative plasterwork having been removed from the ground-fourth floor levels and new shop fittings/rooms being installed and constructed and each of the original ground floor shop units (including their first floor and basement levels) have been absorbed into the wider ground floor level.

In terms of relative impact of the proposed interventions:

The following interventions would have a level of moderate adverse impact:

New four-storey extension; construction of new passenger lifts and office core with new supply and extract ducts, and male, female and disabled toilets; create of central

atrium space to each office floor; remove western staircase; and remove original Crittall windows to first-sixth floor levels, and replace with exact replacement Crittall windows.

The following interventions would have a minor adverse impact:

Construction of new staircase linking new reception area with the first floor level of the building; removal of secondary access corridor and associated modern rooms to the south of corridor; creation of new leisure entrance and stairs to basement level, with associated storage and service areas; demolition of parts of original mezzanine level to the Market Street (south) and Tib Street (east) elevations; insulating, drylining and decoration of external walls; removal fabric and structural interventions to enable the construction of the proposed roof extension; remove all original goods lifts to the northern side of each floorplate, except for good lift No 4 (adjacent to east steel staircase); removal of remains of original toilets/fixtures and fittings to basement, fourth, fifth, sixth and seventh floors; installation services (for heating/ cooling, lighting, fire alarm etc).

The removal and relocation of the high significance elements of the combined staircase and lift core between floors 5 and 6 would cause moderate to minor adverse harm (depending on its eventual location) but this would be mitigated by its relocation within the refurbished building, agreement of which would be a condition.

All remaining impacts would be negligible or beneficial and would include beneficial impacts derived from the removal of elements that detract from the buildings architectural value, such as the non-original fit out within the floors currently occupied by Debenham's.

In evaluating the overall impact of the proposals, the Heritage Statement submitted in support of the application has concluded the following:

- The impact of the proposal would be positive having cumulative beneficial heritage impact on the fabric of the Grade II listed Rylands Building and the character and appearance of this part of the city centre;
- The most beneficial interventions focus on the sensitive, conservation-led approach to the restoration of the high significance 7th floor level, including the restoration of the original managerial panelled dining room, staff dining room, pavilions and decorative schemes. Other examples of beneficial impacts include the restoration of the high significance 2nd floor former boardroom, the restoration of the high significance Art Deco tiled staircase and decorative cage lift to all floor levels, and the restoration of one of two original steel service staircase;
- The proposals for the ground floor level have strived to restore a sense of the original independent shops and arcade). These interventions would substantially restore high significance key parts of the building, which and reveal and enhance its character and significance;
- Instances of adverse impacts, such as the construction of a new dedicated lift and toilet core, and the addition of a stepped central atrium have been necessary to accommodate the active re-use of the building and to facilitate the refurbishment of the derelict upper floor levels of the listed building. The

addition of an atrium is necessary in convert the deep floorplates into an acceptable working environment;

- The roof top extension is in the least visually sensitive location, and has a largely neutral visual impact on the settings of heritage assets or on the character and appearance of the Smithfield Conservation Area;
- The like-for-like replacement of the windows and choice a dark bronze paint colour would return the fenestration back to its original appearance.
- The proposals involve changes required to deliver an optimum and sustainable use of the listed building uses, retains and celebrates its most significant components and contributes to wider conservation objectives established in national and local policy;

An options analysis has considered the retention of the staircase and surrounding features between the 5<sup>th</sup> and 6<sup>th</sup> floors in its original position but concludes this would not be feasible as it would not optimise the functionality of the buildings service and circulation cores. It would be relocated to provide connectivity between the office floors in an alternative location to be determined as part of design development and secured by a condition. In the meantime, these items would be carefully recorded, stored and protected.

Dry lining of the walls is seen as the least invasive approach to improving the thermal performance of the external fabric. External upgrades would be more invasive and would unacceptably alter the character of the building. Dry lining improves air leakage performance and thermal bridging; important contributors to lowering carbon emissions associated with the building. Detailed moisture modelling has determined the most suitable construction build up that mitigates moisture risk and achieves the best U value to best protect the original fabric. These adopt recommendations from Historic England. Internal drylining is not proposed to high heritage value spaces at the 7th floor dining room and managers dining room and 2nd floor managers office.

The roof top extension, the atrium, drylining walls, relocation of the 5<sup>th</sup>/6<sup>th</sup> floor staircase and replacement of most of the original windows would cause harm. It would however be less than substantial and is necessary to realise the public benefits and minimise harmful heritage impacts required to provide safety and thermal comfort whilst securing improvements to the buildings low operational carbon emissions. In the context of the buildings constraints, the proposal positively responds to the character of the building and its historic fabric.

The adverse heritage impacts are more than outweighed by the extensive beneficial impacts which would restore areas of high significance. The alterations and adaptations are sensitive to the architectural, historic and aesthetic values of the building, which would be conserved by its re-use.

Public benefits could be anything that delivers economic, social or environmental progress as described in the NPPF (para 7). Public benefits may include heritage benefits, such as:

- sustaining or enhancing the significance of a heritage asset and the contribution of its setting;
- reducing or removing risks to a heritage asset;

- securing the optimum viable use of a heritage asset in support of its long term
- Conservation;

It is considered that the proposals would meet all of the above criteria.

The public benefits that would arise from the development are set out in the sections above but to summarise would include: -

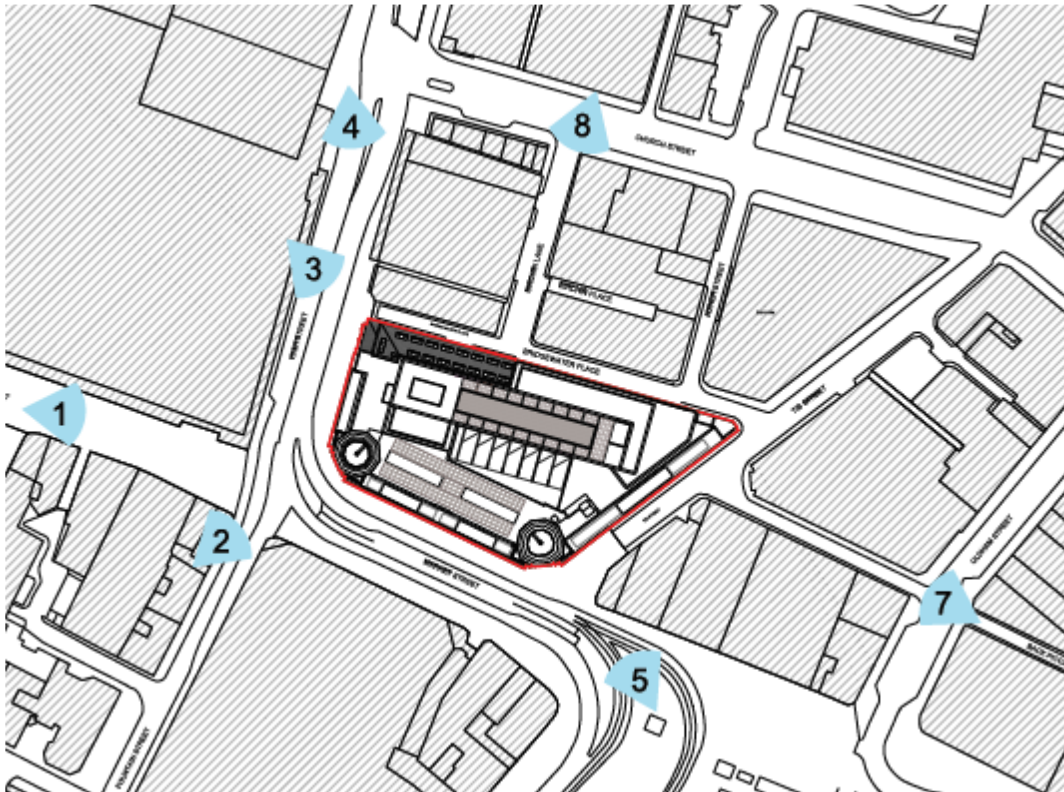
- regenerating a major City Centre gateway site containing underutilised floorspace, ensuring that occupancy rather than long term future vacancy of the building is secured;
- securing the long-term future of a listed building;
- enabling the restoration of key features of the listed building revealing and restoring areas of high significance such as the 7th floor level, including the restoration of the original managerial panelled dining room, staff dining room, pavilions and decorative schemes and the 2<sup>nd</sup> floor boardroom;
- improving the quality of the local environment through the improvements to the building's exterior and contributing to the ongoing regeneration of the Northern Quarter and Piccadilly Gardens;
- providing equal access arrangements for all into the building;
- delivering a standard of office space that would respond to current market demand in a sustainable location where there is an identified shortfall in the amount of this type of space to meet market demand to support and sustain economic growth;
- providing employment space for around 2,400 people and providing around 165 additional jobs in the commercial units;
- A range of occupations will be accommodated relevant to young graduates and entry level employment to support inclusive growth objectives;
- increasing activity at street level through the creation of an 'active' ground floor uses on all 4 sides of the building providing overlooking, natural surveillance and increasing feelings of security within the city centre

Officers consider that the benefits of the proposals are sufficient to outweigh the level of harm caused to the heritage asset, taking into account the requirements of sections 16 and 72 of the Listed Buildings Act 1990. The proposals are therefore consistent with the paragraph 196 of the NPPF.

#### Design of extension, Impact on Designated and Non Designated Heritage Assets and Visual Impact Assessment

Conserving or enhancing heritage assets does not necessarily prevent change and change may be positive. The effect of the proposal on key views, listed buildings, conservation areas, scheduled Ancient Monuments and Archaeology and open spaces has been considered. A Visual Impact Assessment (VIA) has assessed the likely townscape impacts based on comparison from relevant viewpoints, focused on the visual impact on the townscape, the settings of listed buildings, and the character and appearance of the Smithfield Conservation Area. Eight views were identified at different distances. The proposal was modelled for all views to create an accurate representation of the scale and massing. The analysis seeks to establish whether

any impacts could be considered to amount to either 'harm' or 'substantial harm' within the terms set out by the NPPF.



#### Location of viewpoints

Locating the extension in the northern edges of the building would reduce the visual impact on the original and intact rooftop pavilion and corner turrets. As a lightweight and largely glazed addition it would be read as contemporary addition to the visual mass of the building. The massing of the extension would sit between Bridgewater Place and the new atrium and presents a narrow elevation to High Street. The extension would tier back to reduce visual impact from Bridgewater Place and Piccadilly Gardens and mitigate overlooking to adjacent buildings. From High Street, Market Street and Fountain Street, the extension is set back from the main building facade to present a reduced silhouette.

The extension would have a monopitch sawtooth roof which would provide a platform for renewable technology, visually mask the roof top plant space and provide top lit natural light to the offices.





**View 1** The view demonstrates how the cleaning, repair, refurbishment and other proposals to the facades of the Rylands building will enhance its interest. The rooftop extension would be clearly visible, but the form and alignment are such that it will be understood as a subservient, contemporary addition. However, the roofline will change and would have a minor adverse impact on the ability to understand and appreciate the heritage interest of the building.



**View 2** The view illustrates how the interest of the building would be enhanced by the works to the stonework and window openings. Placement of high-quality, smaller signage, above the corner entrance, would enhance the ability to understand and appreciate the architectural detailing of the façade. The rooftop extension would not be visible.



**View 3** The rooftop extension would be clearly visible but its form, alignment and materiality would be such that it would be viewed as a subservient, contemporary addition. However, the change to the roofline would cause minor adverse harm to the ability to understand and appreciated the heritage interest of the building.



**View 4** The extension would be highly visible in this view but its form, alignment and materiality mean that it would clearly viewed as a subservient, contemporary addition, and it is set back from the main elevation. The roofline would change which would have a minor adverse impact on the ability to understand and appreciated the heritage interest of the building.



**View 5** The heritage interest of the building can be clearly understand and appreciated. The views of the whole building from Piccadilly Gardens are uninterrupted and articulate and dominate the streetscape. The importance of the building as a local landmark is also understood within this view. Its contemporary, urban setting shared with one other listed building; No.1 Piccadilly.

The view illustrates how the building would be enhanced by the works to the stonework and the dark bronze historic colour tone of the windows. The high-quality, signage, above the corner entrance, would enhance the understanding and appreciation of the architectural detailing of the façade. Although the rooftop extension would be visible it is set-back sufficiently from the main elevation that it will not be detrimental to the understanding or appreciation of the building's architectural or artistic interest and it could be read as a separate build form to the rear of the site.



**View 6** As with view 5, the building dominates the view with its robust form and Art Deco detailing. Within the Gardens, it can be understood and appreciated as part of the established cityscape where a range of building styles, heights and materials form a varied roofscape. Existing structures are seen on the rooftop and the Light apartment block is beyond it.

The extension would be highly visible, but the alignment, form and colour palette of materials would appear as a backdrop to the cleaned, bright Portland stone elevations of the listed building. The extension would be understood as a subservient, contemporary addition to the building. It could be read as a separate build form to the rear of the site, but there would be some visual disruption to the roofline that would have a minor adverse impact on the ability to understand and appreciate the heritage interest of the Rylands building.



**View 7** This glimpsed view does not best represent the heritage interest of the Grade II listed 15 & 17, Piccadilly nor the Grade II listed Rylands building, but does demonstrate how the proposal would create a sense of vibrancy and activity which would encourage exploration and movement. The cleaning of the stonework and new lettering would enhance the architectural interest of the building. The rooftop extension, although visible, would not undermine the heritage interest of the building and would be understood as a subservient, contemporary addition.



**View 8** A glimpsed view looking south along Birchin Lane, this does not best represent the heritage interest of the building but demonstrates how the proposal would create a sense of vibrancy and activity to the building which would encourage exploration and movement. Cleaning of the stonework and new windows using an historic colour tone would enhance its architectural interest. The extension, although highly visible, would not undermine the heritage interest of the building and would be understood as a subservient, contemporary addition.

Further views demonstrate the context against which the extension would be read if the approved development at 20-36 High Street is delivered. In these views the subservient nature of the extension in its wider context where still visible, would be further emphasised.



In views where the impact of the extension would be most visible (views 1,3,4 and 6) the visible volume of the massing has been reduced by between 48 and 18%.

The proposal would result in 1 instance of minor beneficial impact, 1 instance of minor adverse impact, and 3 instances of neutral impact on the character and setting of the Rylands and adjacent listed buildings. The character and appearance of the

Smithfield Conservation Area is not understood or appreciated from the viewpoint locations and impacts on its setting and character are therefore considered to be negligible. Consequently, it is considered that the proposals will not result in any “harm” as defined within the NPPF and the proposal would not prevent the appreciation or significance of the townscape value of adjacent buildings or, the ability to appreciate the heritage values of this or adjacent listed buildings.

#### Summary of Impacts in Relation to National Legislation

In order to deliver a viable proposal several harmful interventions which affect the original building fabric are necessary. However, these are required to deliver the public benefits including social, economic and environmental (including heritage) to allow the building to realise its full economic potential.

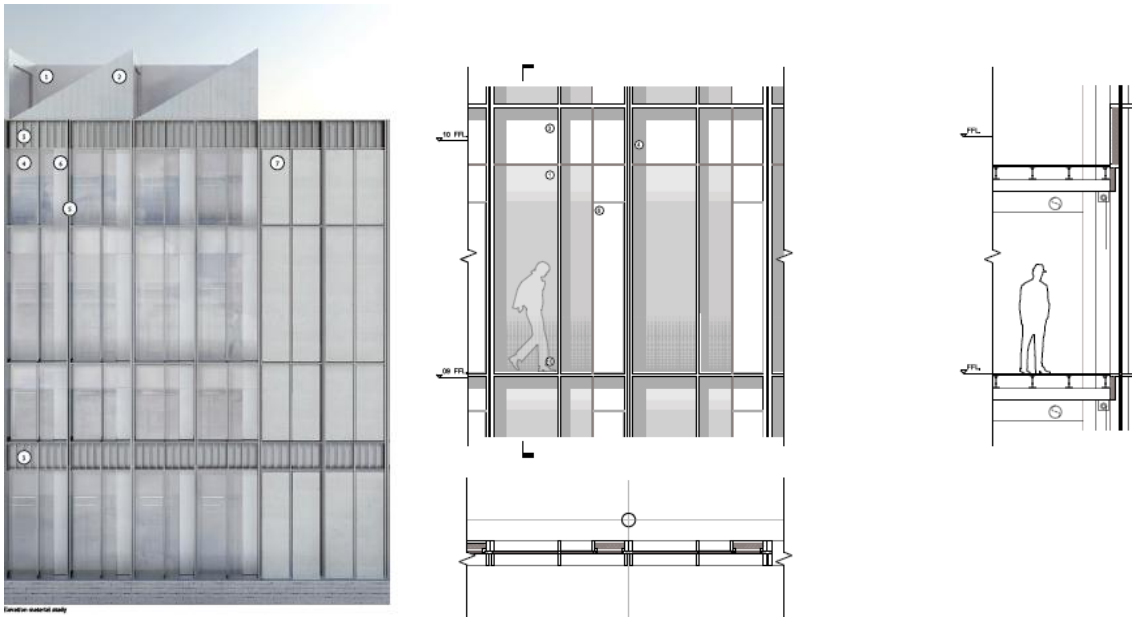
Many significant elements of the building would be retained, and historic fabric repaired to provide a higher value and sustainable use to support its long-term future. The urban form and pedestrian environment would be enhanced by the development. The loss of original fabric and the impact of the extension including the works and fabric required to facilitate it would, cumulatively, cause less than substantial harm, but the public and heritage benefits delivered by the proposals would secure the optimal viable use of the building consistent with its wider conservation.

It is considered, therefore, that, notwithstanding the considerable weight that must be given to the effect of the works on the character of the listed building and to the preservation or enhancement the character or appearance of the Smithfield Conservation Area as required by virtue of S66 and S72 of the Listed Buildings Act, the harm caused would be outweighed by the public benefits of the scheme and meet the requirements set out in paragraphs 192, 193 and 196 of the NPPF. In addition, for the reasons set out above it is considered that the proposed development has been designed with regard to the sustaining and enhancing the significance adjacent heritage assets.

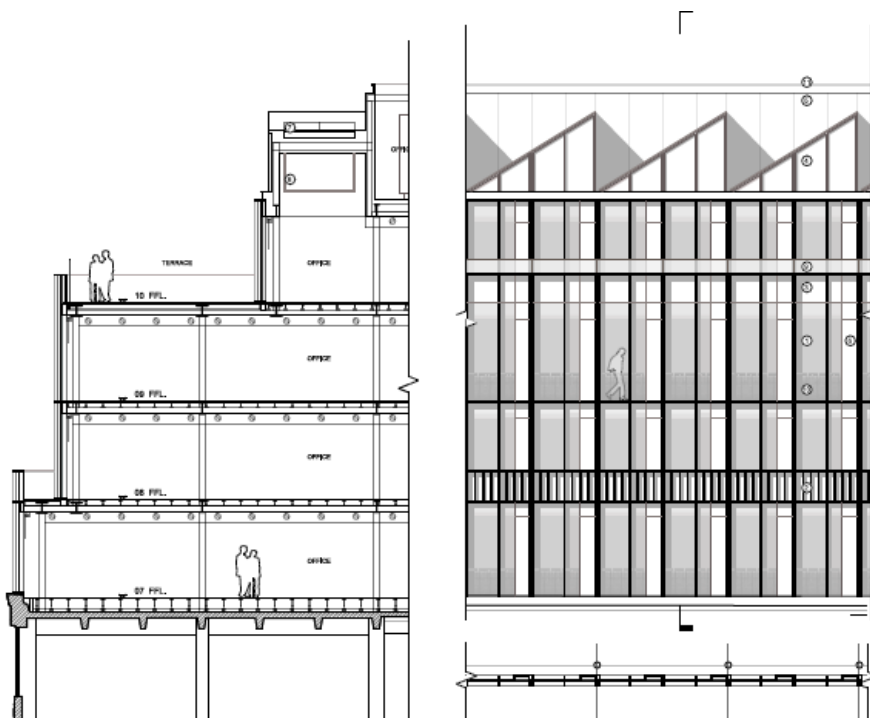
#### Architectural Quality

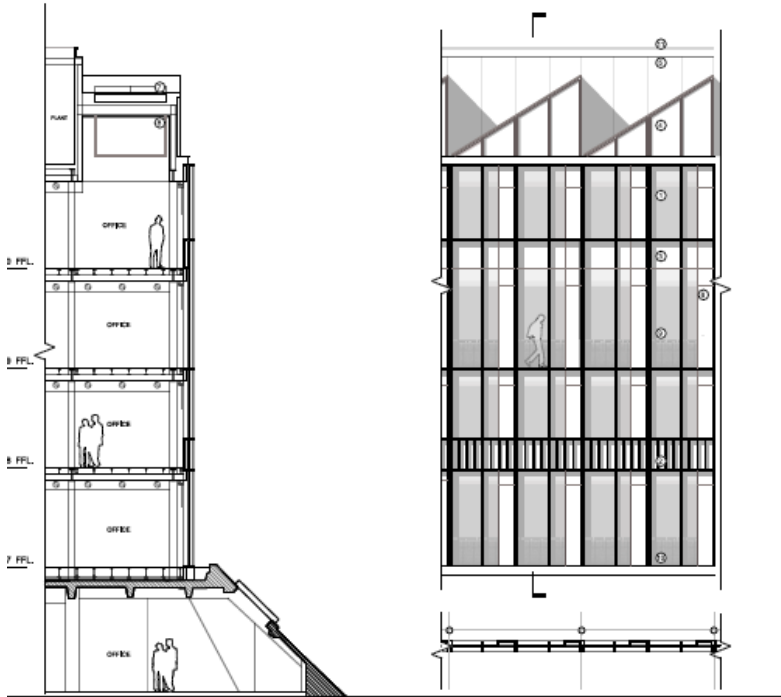
The key factors to evaluate are scale, form, massing, proportion and silhouette, materials and its relationship to other structures. The rooftop extension would be sympathetic to the character of the building and would be read as a contemporary lightweight addition.

The extension façade would utilise a largely uniform frame arrangement to each elevation. The order and articulation of the façade with its primary frame would complement the verticality of the Rylands Buildings, where the proportions of the openings work with the structural grid and with the internal configuration of the space.



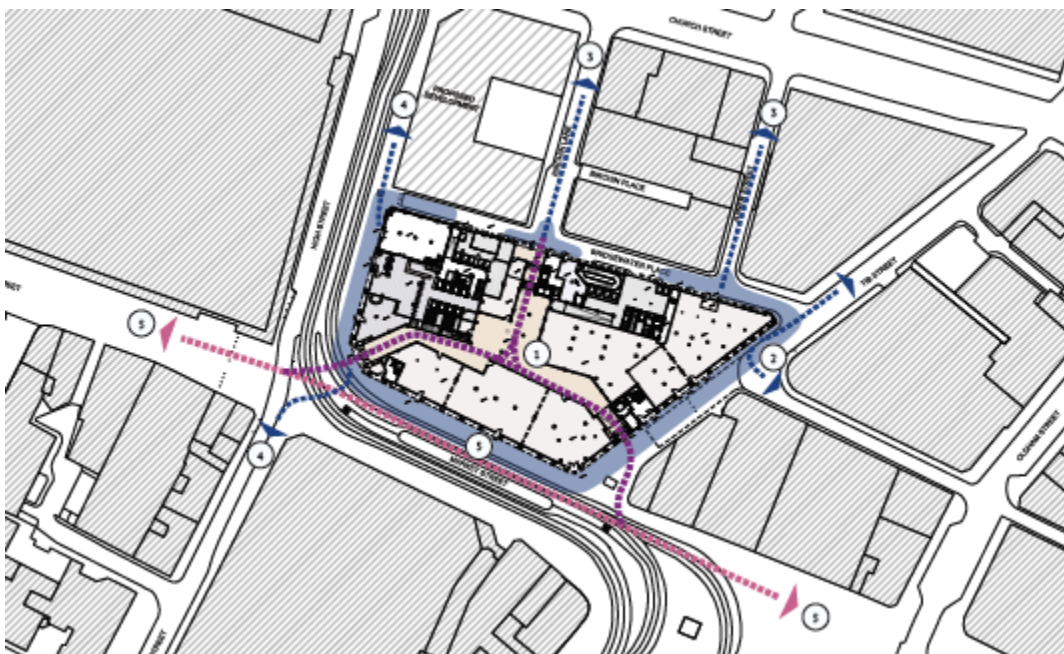
The limited palette of materials; glass and metal frames or margins would help to reduce the visual impact. Office spaces are clad in clear glass which is framed in metal to provide depth and relief, part of the circulation core and the sawtooth rooflights would be clad in metal panels; ventilation panels are integrated into the design. There is functional repetition, but depth of reveal responds to orientation with north facing glazing set in shallower reveals and south facing glazing set deeper to control the level of sunlight penetration. Corners are emphasised throughout and there are horizontal spandrel panels that mimic the dentil motif used throughout the elevations and the existing building. The joints between the glazed panels would be between 25 and 35mm and the reveals to the metal framework on the North Elevation would be 200mm and 400mm to south, west and east elevations (deeper due to solar shading requirements).



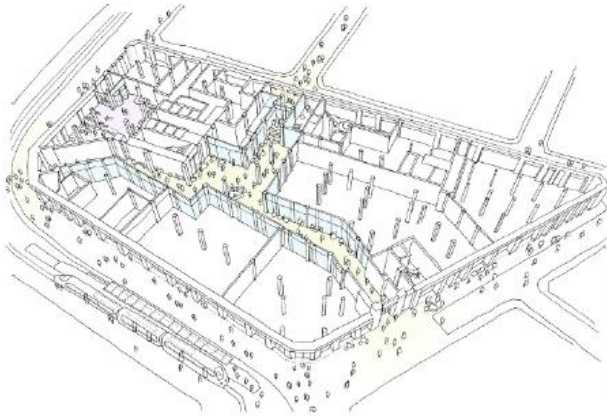


There would be air source heat pumps on the roof which are integral to the building's low energy strategy. The equipment would be embedded within the roofscape, and 'the sawtooth profile provides a useful screen and creates a form not associated with roof top plant. The vertical elements of the roof include clerestory roof lights, would provide an increased level of natural light, beneficial to occupant's well-being.

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



**Enhanced pedestrian linkages**



**Proposed Stationers Court 20-36 High Street**

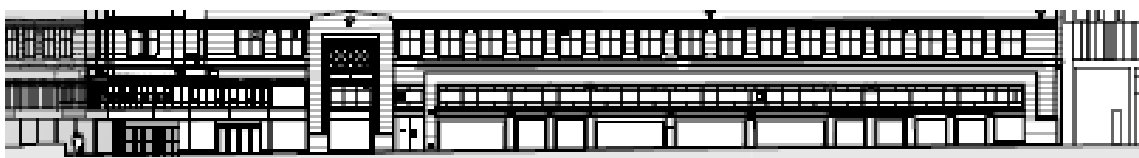
The Retail Core and Northern Quarter are popular and vibrant areas. Tib Street and High Street are important pedestrian and traffic routes, but visible activity levels and street level engagement does not reflect this. The proposal would deliver enhanced street level activity on all 4 sides of the building and provide ground floor links across the site. The introduction of retail uses and an arcade entrance on Bridgewater Place would breathe life into the street and create an active termination to Birchin Lane. This would reinforce connections to the Northern Quarter and the rear of the development proposed at 20 – 36 High Street and its ground floor courtyard facing Birchin Lane.



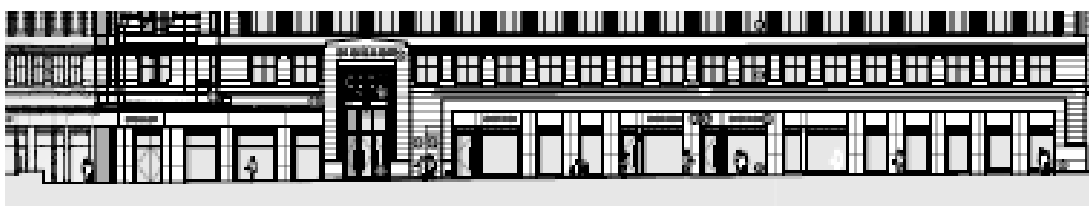
**Existing Bridgewater Place elevation**



**Proposed Bridgewater Place elevation**



**Existing Tib Street Elevation**



**Proposed Tib Street Elevation**



The pavements around the site would be harmonised creating a higher quality street environment. The development would provide passive security to Market Street, High Street, Tib Street and Bridgewater Place and would contribute to the safe use of these streets and enhance the sense of place.

### Credibility of the Design

The applicants acknowledge that the quality of the development is paramount. A significant amount of time has been spent developing and costing the design to ensure that the scheme can be delivered. The design is a considered response that would provide a high quality roof top extension and refurbishment and restoration.

Detailed investigations, structural assessments and investigations of options for refurbishing the windows should help to insure against un-foreseen costs.

### Relationship to Transport Infrastructure

The highly accessible location would encourage the use of sustainable forms of transport. The surrounding area has good levels of pedestrian and cycling infrastructure, and this should be improved through the Beelines initiative.

A Transport Statement outlines a zero-car parking approach and reviews local parking opportunities including nearby multi storey car parks. There is a City Car Club bay on High Street.

An Interim Travel Plan outlines measures that could be implemented to affect modal choice, and a strategy for producing a full Travel Plan including a communication strategy to make building users aware of sustainable options. The Transport Statement concludes that the proposal would not adversely affect the operation of the highway or transport network and meets the criteria set out in national and local policy for sustainable development and that overall impact of the development on the local transport network would be minimal.

### Cycle Parking

A significant cycle hub is proposed within the development at sub-basement level which is accessible from Bridgewater Place via lift or via a spiral ramp. The proposed cycle hub would provide 255 spaces. Along with secure cycle storage, the hub will provide the following facilities: Cycle maintenance area; Accessible Shower; W/C and changing cubicles, with vanity area; Lockers for personal storage; Direct access to the main lift and stair core for direct access to the main reception and offices on all floor levels.

Visitor cycle spaces would be provided within the cycle hub which will be accessible by agreement with the office occupier who can arrange access with the main building reception.

### **Effect on the Local Environment/ Amenity**

This examines the impact that the scheme would have on nearby occupiers and includes microclimate, daylight, sunlight and overshadowing, wind, air quality, noise and vibration, construction operations and TV reception. Any harm needs to be considered within the site context.

### 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 have to be dealt with in an a manner that is appropriate to their context.

An assessment of daylight, sunlight and overshadowing has used computer software to measure the amount of daylight and sunlight available to windows in neighbouring buildings. The assessment made reference to the BRE Guide to Good Practice – Second Edition BRE Guide (2011). This is not mandatory but is generally accepted as the industry standard and helps planning authorities to consider these impacts. The guidance does not have ‘set’ targets and is intended to be interpreted flexibly. Locational circumstances should be taken into account, such as a site being within a city centre where higher density development is expected and obstruction of light to buildings can be inevitable

The neighbouring residential properties at The Birchin (1 Joiner Street), The Lighthouse (3 Joiner Street), Transmission House and the recently approved 22 storey 20-36 High Street have been identified as sensitive in terms daylight. Sunlight Impacts have only been modelled for sensitive windows (i.e. living rooms or living kitchen diners facing within 90 degrees due south) facing the site. The baseline is taken as the site conditions with the approved 22-36 High Street scheme in place (thus representing a worst case scenario cumulative impact) and the Rylands Building in its current condition. Within those buildings only windows and rooms which could be affected by the proposals have been analysed. The existing buildings at 22-36 High Street comprise predominately vacant commercial properties. The existing use of these properties is not considered to be sensitive in terms of any potential daylight and/or sunlight impacts from the proposal.

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 BRE Guide recognises that in such circumstances, ‘alternative’ target values should be adopted. The methodology for setting alternative targets is set out in Appendix F and acknowledges that if a building stands close to a common boundary, a higher degree of obstruction may be unavoidable. An alternative mirror image baseline (to the relevant section of Rylands) has been considered in relation to impacts on the consented 22-36 High Street. This provides a much more contextual approach to the analysis, and reflects site specific characteristics and location.

### Daylight Impacts

The Guidelines provide methodologies for daylight assessment. The methodologies can comprise 3 tests. 2 of these tests have been carried out in relation to this proposal.

VSC considers how much Daylight can be received at the face of a window by measuring the percentage that is visible from its centre. The less sky that can be seen means less daylight is available. Thus, the lower the VSC, the less well-lit the room would be. In order to achieve the daylight recommendations in the BRE, a window should attain a VSC of at least 27%.

The guidance also states that internal daylight distribution is also measured as VSC does not take into account window size. This measurement NSL (or DD) assesses how light is cast into a room by examining the parts of the room where there would 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.

The 2<sup>nd</sup> and 3<sup>rd</sup> tests assess daylight levels within a whole room rather than just that reaching an individual window and are more accurately reflect daylight loss. The assessment submitted has considered the 1<sup>st</sup> 2 of these progressive tests. VSC diminishes rapidly as building heights increase relative to the distance of separation. As such, the adoption of the 'standard target values' is not the norm in a city centre. The BRE Guide recognises that different targets may be appropriate. It acknowledges that if a building stands close to a common boundary, a higher degree of obstruction may be unavoidable. This is common in particular in urban locations. 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 left inadequately lit, but there is a greater chance that the reduction in daylight would be more apparent. Under the Guidance, a scheme would comply, if figures achieved are within 0.8 times of baseline figures. For the purposes of the sensitivity 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 BRE Guidance acknowledges that in a City Centre, or an area with modern high-rise buildings, a higher degree of obstruction may be unavoidable if new developments are to match the height and proportions of existing buildings.

### Sunlight Impacts

For Sunlight, the BRE Guide explains that tests should be applied to all main living rooms and conservatories which have a window which faces within 90 degrees of due south. The guide states that kitchens and bedrooms are less important, although care should be taken not to block too much sunlight. The BRE guide states that sunlight availability may be adversely affected if the centre of the window receives less than 25% of annual probable sunlight hours, or less than 5% of annual probable sunlight hours between 21 September and 21 March; receives less than 0.8 times its former sunlight hours during either period; and, has a reduction in sunlight received over the whole year greater than 4% of annual probable sunlight hours (APSH).

A scheme would be considered to comply with the advice if the base line values and those proposed are within 0.8 times of each other as an occupier would not be able to notice a reduction of this magnitude. The requirements for minimum levels of sunlight are only applicable to living areas.

The impacts of the development within this context are set out below.

### Daylight Impacts

**The Birchin** 22/145 (15%) windows would meet the BRE VSC Target and 27/96 (28%) rooms would meet with the BRE NSL target.

**Lighthouse** (3 Joiner Street) 35/39 (90%) windows would meet the BRE VSC Target and 20/23 (87%) rooms would meet with the BRE NSL target.

**Transmission House** 77/92 (84%) windows would meet the BRE VSC Target and 61/86 (71%) rooms would meet with the BRE NSL target.

**20-36 High Street** (Baseline -only floors 1-14 are relevant) 89/187 (47.6%) windows would meet the BRE VSC Target and 96/144 (67%) rooms would meet with the BRE NSL target

**20-36 High Street** (Mirror Image -only floors 1-14 are relevant) 163/187 (87%) windows would meet the BRE VSC Target and 141/144 (98%) rooms would meet with the BRE NSL target

### **Analysis**

#### **The Birchin**

Existing daylight levels are such that in all but two of the dual aspect rooms situated to the south eastern corner of this property (Bridgewater Place/Joiner Street) and the single aspect rooms which face Joiner Street (13 rooms in total) show minimal and negligible NSL reductions against the targets as a result of the proposal compared with their existing condition.

The remaining 83 rooms are mainly either single aspect to Bridgewater Place or dual aspect to Bridgewater Place and Birchin Lane with 114 windows. Of these windows, one shows a VSC reduction of less than 20% (113 more than 20%) and three rooms show NSL reductions below 20% (80 more than 20%).

Further analysis in respect of this property are best considered in three tranches – namely Floors 1-3, Floors 4-5 and Floors 6-8.

**Floors 1-3** - The VSC/NSL Analysis Results for these floors show that the relevant windows and rooms (15 lounge/kitchen/ dining areas and 15 Bedrooms) have minimal existing levels of daylight and as such based on information contained within the BRE Guidance are likely to be predominately reliant on artificial lighting.

Although the analysis results show generally high percentage VSC and NSL reductions to the windows and rooms on Floors 1-3 these are driven by the low existing VSC and NSL figures. Small reductions to low existing VSC and NSL levels translate to high percentage VSC and NSL reductions which, when taken out of context, are misleading. Given the low existing VSC and NSL levels to the relevant windows and rooms at Floors 1-3 the VSC and NSL reductions shown by the analysis results are unlikely, to be either noticeable to the occupants or relatively have any adverse impacts to the relevant areas and the relative daylight reductions to the relevant areas at Floors 1-3 in this property would not be significant.

**Floors 4-5** - The VSC/NSL Analysis Results for these floors show that the windows and rooms at these levels have limited existing daylight levels and as such based on information contained within the BRE Guidance are likely to be predominately reliant on artificial lighting. Although the analysis of results with the proposal in situ show high percentage VSC and NSL reductions on Floors 4-5 these again are driven by the low existing VSC and NSL figures. The post development VSC range to the single aspect rooms at Floors 4-5 is generally comparable to corresponding existing (pre- development) VSC range at Floors 1-3 which would indicate that the post development daylight levels to these areas would be comparable, but no worse than the existing daylight levels to other parts of this property. The low existing VSC and NSL levels to the windows and rooms at levels 4-5 dictate that these areas have a high reliance on the use of artificial light. Whilst the proposal would reduce daylight levels to these areas the relative impacts would be limited and are unlikely, to increase the reliance on artificial light to any significant degree and as such the relative daylight reductions to the relevant areas at Floors 4-5 in this property are not considered to be significant.

**Floors 6-8** - The VSC/NSL analysis show that the windows and rooms have significantly higher levels daylight than the corresponding areas in floors 1-5. Daylight levels are highest to floors 7 and 8. At level 8 the windows to the single aspect rooms to Bridgewater Place show VSC levels in excess of 32% whilst the rooms served by those windows show NSL levels approaching 100%. Such VSC and NSL levels are more akin either to very high-level city centre or suburban/rural residential accommodation. Given the City Centre context it is unrealistic to expect such VSC and NSL levels to be capable of being protected to a significant degree in this locality where the existing and approved adjacent properties are to a significantly greater height.

Percentage reductions in VSC and NSL levels that are significantly in excess of the general 20% figure indicated in the BRE Guidelines are impossible to avoid in such circumstances especially if appropriate redevelopment/regeneration projects are to be brought forward.

### **The Lighthouse**

The windows and rooms which show VSC and NSL reductions in excess of 20% have low existing levels. None of the windows at levels 1-5 have VSC levels above 7%. The relevant VSC range being 0.72% to 6.36%. Any daylight amenity impacts from the proposal would be of a very minor nature and would not be significant compared with the existing conditions.

## Transmission House

The 14 windows which show VSC reductions in excess of 20% mainly serve dual aspect areas which are also served by windows which show reductions of less than 20%. None of the windows at levels 1-3 which exclusively face Joiner Street show existing VSC levels below 8%. The relevant VSC range being 3% to 7.35%. Overall the daylight amenity impacts would be of a very minor nature and would not be significant compared with the existing conditions

## 22-36 High Street

Several of the affected Bridgewater Place facing windows to the lower levels show low existing VSC levels with figures being below 4% in several instances. The baseline NSL figures are also low with several areas showing no NSL. Adopting the “mirror image” approach described above as the baseline position, again shows no significant VSC or NSL reductions/impacts to the windows and rooms at or above 12th floor level. However, adopting “mirror image” as the baseline position the rooms which show NSL reductions in excess of 20%, all of which are at levels 1-5 serving 9 apartments out of 361.

Based on the Analysis Results which adopt the appropriate baseline position (i.e. utilising the mirror technique) any significant daylight impacts to the proposed 20-36 High Street scheme would be to a limited number of rooms/areas and are not considered to be either unusual or unacceptable given the nature and characteristics of the site and locality.

The proposal would generate significantly less levels of daylight reduction to the approved development at 20-36 High Street than a mirror image proposal.

## 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 to that room will be insufficient it just means that the loss may be more noticeable to the occupier. 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 with Daylight Impacts the BRE Guidance

recommends the setting of alternative targets where existing neighbouring buildings sit close to the boundary and the again for the approved High Street scheme a mirror image scheme has been used to derive these alternative targets.

### **The Birchin.**

When measured against the existing site condition 55/128 (43%) windows are compliant for APSH criteria.

With the development in place and the results weighted to make the allowance for the 20% reduction (BRE Target): 23/128 (18%) windows would meet the BRE criteria for APSH.

### **Lighthouse**

When measured against the existing site condition 18/39 (46%) windows are compliant for APSH criteria.

With the development in place and the results weighted to make the allowance for the 20% reduction (BRE Target): 18/39 (46%) windows would meet the BRE criteria for APSH.

### **Transmission House.**

When measured against the existing site condition 40/45 (89%) windows are compliant for APSH criteria.

With the development in place and the results weighted to make the allowance for the 20% reduction (BRE Target): 37/45 (82%) of windows would meet the BRE criteria for APSH.

### **20-36 High Street (Baseline -only floors 1-11 are relevant)**

When measured against the existing site condition 137/165(83%) windows are compliant for APSH criteria.

With the development in place and the results weighted to make the allowance for the 20% reduction (BRE Target): 113/165 (69.%) of windows would meet the BRE criteria for APSH.

### **20-36 High Street (Mirror Image -only floors 1-11 are relevant)**

When measured against the existing site condition 45/165(27%) windows are compliant for APSH criteria.

With the development in place and the results weighted to make the allowance for the 20% reduction (BRE Target): 113/165 (69%) of windows would meet the BRE criteria for APSH.

### **Analysis**

## The Birchin

As with the daylight analysis, the Sunlight Analysis Results are best considered in three tranches— namely Floors 1-3, Floors 4-5 and Floors 6-8.

**Floors 1-3** – The extension could impact on 17 windows on each floor. These windows generally have limited summer, winter and total sunlight levels in the baseline position - the overall range being from 1% to 15%. With the extension in place there would be no reductions to winter sun levels to any of the windows to these floors whilst the reductions, in absolute terms, of summer sun ranges from 1% to 7% with 21 windows showing no reduction from the baseline position. On account of the generally low baseline sunlight levels some of the reductions translate to percentage reductions that are in excess of the indicative reduction targets advised in the BRE Guidelines. However, the majority of the sunlight reductions to the windows at floors 1-3 would be limited and although some may prove to be potentially noticeable to the occupants, they are unlikely, to cause a significant impact. None of the windows at floors 1-3 show post development APSH levels below the lowest APSH level achieved at floor 1 in the baseline position.

**Floors 4-5** – The extension could impact on 17 windows on each floor. All windows show higher existing APSH levels than the corresponding windows at floors 1 -3 although all show limited levels of winter sun with none achieving the indicative winter sun “target” of 5% advised in the BRE Guidelines. Although the results show only a single instance of a reduction from the baseline winter sun levels at floors 4-5 the reductions shown from the baseline summer sun and total APSH levels are in excess of the relevant indicative “targets” and as such are likely to be noticeable to the occupants. However, it is noted the all the affected windows at floors 4-5 retain APSH levels that are in excess of the lowest APSH level achieved at floor 2 in the baseline position.

**Floors 6-8** – The extension could impact on 43 windows on floors 6-8. The results show that 23 of those windows would retain post development APSH levels of at least 25%, and whilst not all achieve post development winter sun levels of 5%, and many show reductions from the baseline position that are likely to be noticeable to the occupants, the retained APSH levels would indicate that the APSH reductions would be not be significant. Of the remaining 20 windows 12 show retained total APSH levels ranging from 16% to 24%. The remaining 8 windows, which are understood to service 2 bedrooms and two lounge/dining areas are either partially or fully recessed and these design features compound the reductions in APSH levels to these windows from the baseline position.

## The Lighthouse

All the affected windows at levels 9, 10 and 11 would show retained winter, summer and overall sunlight levels substantially in excess of the indicative target sunlight levels advised in the BRE Guidelines whilst the windows at levels 12,13 and 14 either show no changes in sunlight levels or minimal un-noticeable reductions from the baseline position. Some windows at levels 1-5 would show limited summer, winter and overall sunlight levels in the baseline position. Several windows have no winter sun in the baseline position. Whilst the reductions in summer/winter sunlight levels to



these windows are low in absolute terms (for example 1% or 2%) nevertheless these reductions would be in excess of the indicative reduction targets advised in the BRE Guidelines but overall impacts are considered to be negligible or of low significance.

### **Transmission House**

2 of the 37 windows which retain an APSH level either at or above 25% do not show 5% winter APSH post development. The reduction to these windows is either negligible or of low significance. The remaining 13 windows are to dual aspect rooms at levels 2 - 7 with multiple windows. These rooms include windows that retain APSH levels either above 25% or, at levels 2 and 3, above 20%. The APSH reductions to these 13 windows, although potentially noticeable, are considered to be of low significance. Overall impacts are considered to be negligible or of low significance.

### **20-36 High Street**

As with the Daylight Analyses two Sunlight Analyses have been prepared - one adopts the existing site structures as the baseline position whilst the other adopts the "mirror image" baseline.

The results of the Sunlight Analysis results generally follow the pattern of the results for the Daylight Analysis. In the Baseline condition between floors 1-10, 28 apartments have windows which achieve a total APSH of 25% although not all achieve the indicative winter sun "target" of 5%. Many of the relevant windows show only very limited and marginal reductions from the baseline position which, on account low existing sunlight levels translate to comparatively high percentage reductions.

The "mirror image" position shows that between floors 1-10, 28 apartments would have windows which all achieve a total APSH of 25%. The number of apartments where sunlight levels may be adversely impacted to a significant degree by the proposal is limited to 22/ 361 (6%) of the apartments. The "mirror image" results identify windows which show sunlight reductions in excess of the general percentage reductions advised in the Guidelines although 98 out of the 150 windows included in the analysis show improved overall sunlight levels from the baseline position.

Based on the results which adopt a mirror technique, any significant daylight impacts to the proposed 20-36 High Street scheme would be to a limited number of rooms and are not considered to be either unusual or unacceptable given the nature and characteristics of the site and locality.

### **Overshadowing**

There are no open amenity spaces that justify the need for a permanent shadowing and sunlight hour's appraisal.

The impact on the daylight and sunlight received by some residents of The Birchin, Lighthouse, Transmission House and 22-36 High Street are important and are of some significance. However, some impact is inevitable for reasons set out elsewhere in this Report if the building is to be extended in manner which balances impacts on

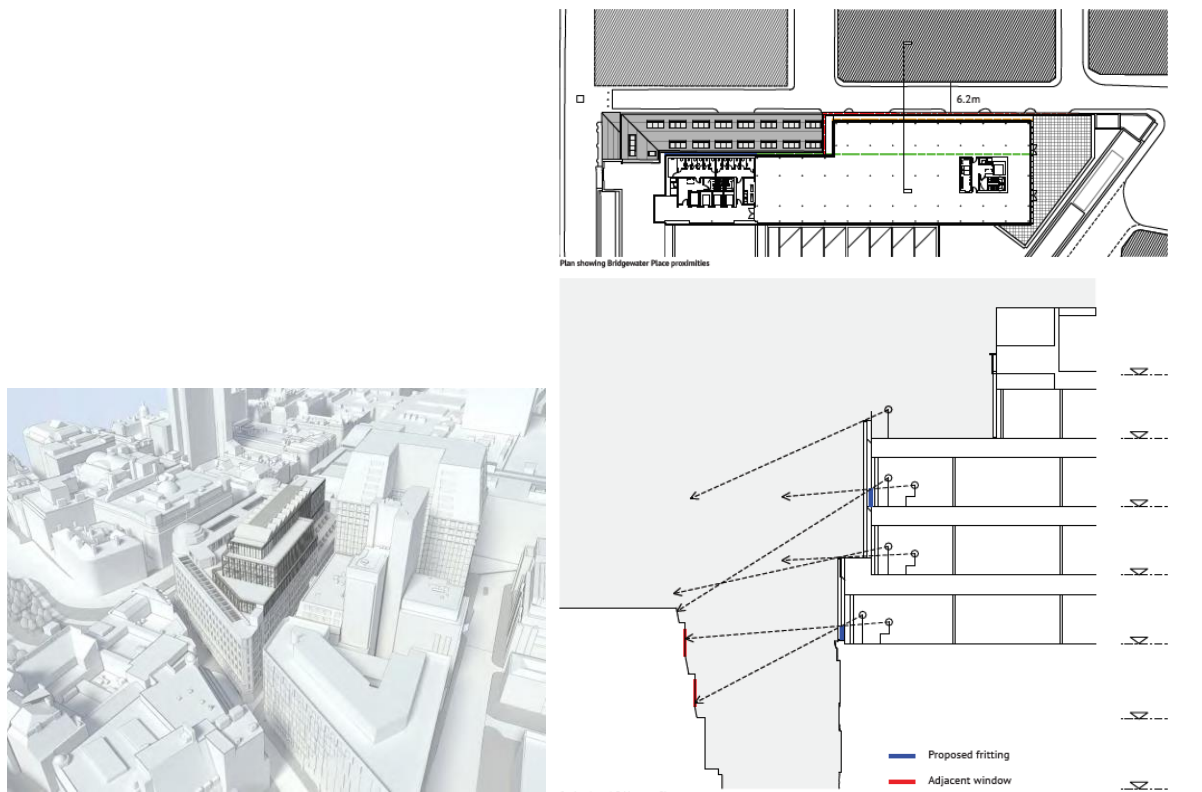
Heritage Assets with impacts on. in many instances already low levels of sunlight and daylight and reliance on artificial light. In terms of High Street, there is, overall, a good level of compliance with the guidance when assessed against the alternative targets which are considered to be appropriate.

The following is also important:

- It is generally acknowledged that when buying/renting properties in the heart of a city centre, that there will be less natural daylight and sunlight in homes than could be expected in the suburbs;
- The extension would result in an overall maximum building height to the rear of the Rylands Building which is lower than some existing and approved developments adjacent to the site;

It is considered that the above impacts are acceptable in a City Centre context.

### **Privacy and Overlooking**



The North elevation of the roof top extension faces Bridgewater Place, and would face residential developments on the north side of the street. It has been designed to minimize overlooking into residential spaces. At the western end, the office core has no windows and steps back behind a mansard roof. There would be a minimum separation distances of approx. 6.2m which is not uncommon in the city centre. At the eastern end of Bridgewater Place, modelling and stepping back of the façade minimizes views and overlooking onto the adjacent residential apartments. The use of fritting and vertical fins further limits views. The uppermost floor steps back further.

Office and residential uses are generally occupied at different times of the day. If the massing was stepped back it would create negative structural impacts on the building frame and loss of net office area would affect viability. This space would otherwise need to be accommodated on the building and the introduction an additional floor would have wider negative impacts on the setting on the building.

The separation distances between the extension and adjacent buildings are generally greater than is characteristic of that between other buildings in the immediate area and are in-keeping with the dense urban environment of the Northern Quarter as can be seen from the following examples.

All distances shown on the above diagram refer to habitable to habitable windows.



1 – Roman Entry – 6m



2 – Union Street – 6.1m



3 – Catlow Lane – 3.5m



4 – Kelvin Street – 4.7m



5 – Carpenters Lane – 5.5m



6 – Hare Street – 6.2m

### **Overall Impact on amenity of residents of The Light, The Birchin, 20-36 High Street and Transmission House**

Manchester has an identified need for additional office accommodation and the city centre has been identified as the most appropriate location for this type of development. The proposal would re-purpose a brownfield site which is currently not meeting its economic potential.

The proposal would result in some significant individual reductions in daylight and sunlight levels but this is almost unavoidable. The extension would be comparable in

height to existing and emerging setting. Retained levels of daylight and sunlight would be comparable with existing and emerging urban conditions.

It is considered on balance that the level of impact and the public benefits to be derived weigh heavily in favour of the proposal.

### Wind

The wind conditions resulting from new developments can impact on pedestrian comfort and the safe use of the public realm. While it is not always practical to design out all the risks associated with the wind environment, it is possible to provide local mitigation to minimise risk or discomfort where required.

A desk study has reviewed the pedestrian level wind microclimate that would result from the proposal. It considers the likely effects on pedestrian routes and common external areas using the industry standard Lawson Criteria informed by Computational Fluid Dynamics modelling which simulates the effect of wind (an acceptable industry standard alternative to wind tunnel testing). Levels of pedestrian comfort depend on individual activity and the Lawson comfort criteria are defined for each activity in terms of a threshold wind speed which should not be exceeded for a given time throughout the year.

The study concludes that that pedestrian level wind conditions are expected to rate as safe for all users and are expected to be comfortable for existing uses. No significant cumulative effects are expected. Wind conditions are expected to be largely suitable for proposed pedestrian activities although the entrance to unit 03 may be marginally too windy in winter but are expected to be tolerable.

In terms of the terraces where conditions are marginally too windy for use, landscaping could be used to create more amenable wind conditions. Alternatively, recreational activities should be located within sheltered areas where conditions are already suitable.

Given the above the proposed development is not expected to have an adverse impact upon the surrounding area.

### Air Quality

An Air Quality Assessment notes that during construction dust and particulate matter may be emitted but any impact would be temporary, short term and of minor significance and minimised through construction environmental management techniques. A Construction Management Plan would require contractors' vehicles to be cleaned and the access roads swept daily.

The site is within an Air Quality Management Area (AQMA), which could potentially exceed the annual nitrogen dioxide (NO<sub>2</sub>) air quality objective. The principal source of air quality effects would be from more vehicle movements, but the development would be car free and would not significantly affect air quality. Servicing and delivery trips would be similar to existing. The trips would not exceed the relevant Institute of Air Quality Management and Environmental Protection UK screening criteria.

Therefore, detailed dispersion modelling of development-generated road traffic was not required.

Pollutant concentrations around the Site are below the relevant short term air quality objectives and the site is suitable for the uses proposed with regard to air quality. The Development would use Air Source Heat Pumps and associated building emissions would not affect air quality.

#### Noise and Vibration

Whilst the principle of the proposal is acceptable, the impact that adjacent noise sources might have on occupiers needs to be considered. A Noise Report concludes that with appropriate acoustic design and mitigation, the internal noise levels would be acceptable. The level of noise and mitigation measures required for any externally mounted plant and ventilation should be a condition. Access for deliveries 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 would 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. Acceptable internal noise levels can easily be achieved with relatively standard thermal glazing.

#### TV and Radio reception

A Baseline TV Reception Report indicates that there is good signal reception and the proposal is not expected to cause any disruption to television or radio reception. No mitigation measures are required to restore the reception of any broadcast service. However, a condition should require mitigation to be provided should unexpected issues which can be attributed to this development occur.

#### Crime and Disorder

The increased footfall, additional residents and the improvements to lighting would improve security and surveillance. Greater Manchester Police have provided a crime impact assessment and the scheme should achieve Secured by Design accreditation. An appropriate condition is recommended.

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

The proposals would have no adverse effect on statutory or non-statutory sites designated for nature conservation. None of the habitats are of ecological value in terms of plant species and none represent natural or semi-natural habitats or are species-rich. There are no examples of Priority Habitat and no invasive species listed

on Schedule 9 of the Wildlife and Countryside Act 1981 (as amended) are present. A Bat Survey found no evidence of bats utilising any roof features during the dawn emergence survey nor observed foraging or commuting. Due to the potential for nesting peregrines on site, it is recommended that any work to the roof is carried out between September and February to avoid the breeding bird season or that suitable mitigation is implemented to ensure that prior to any roofworks commencing, if any nesting activity is found, the nests must be left in situ until the young have fledged. A condition should ensure measures such as bat and birds boxes support net gains in on site bio-diversity. Planting within the terrace areas would also provide some level of contribution.

#### Waste Management and Servicing

A Servicing Management Plan (SMP) considers potential refuse and recyclable waste, including organic waste. Based on the level of refuse that would be generated all uses would be served by private refuse collections. The bins would be taken to the collection point by the building management. An exception to this is Unit 7, which is located to the north-west corner of the Site and would be serviced independently via the dead end of Bridgewater Place. It would be collected three times a week for the office uses and five-times-a-week for the commercial and F&B uses. The size of the bin stores and the number of bins for each waste stream complies with MCC standards as do requirements for segregation and recycling.

#### Flood Risk and Sustainable Urban Drainage Strategy

The site is in Flood zone 1 and is low risk site for flooding. It is in the Core Critical Drainage Area in the Council Strategic Flood Risk Assessment and requires a 50% reduction in surface water run-off as part of brownfield development. Major planning applications determined from 6 April 2015, must consider sustainable drainage systems. It is not considered practicable to incorporate SuDS features into the design, but as there is no net change to the impermeable area at the site there should be no net increase in surface water runoff rate or volume systems.

Surface water and foul water would be collected separately within the refurbished building and drained (under gravity) to existing combined sewer connections, which will be reused subject to survey and discharge to the existing combined sewer network, subject to United Utilities approval.

#### Contaminated Land Issues

A phase 1 Ground Condition report concludes that there is a low risk to human health on the basis that no significant widespread sources of contamination have been identified. The risk to controlled waters is deemed low. Therefore, it is not necessary to undertake a Phase 2 intrusive environmental ground investigation as no significant changes are anticipated. On the basis that a low ground gas risk potential has been identified, it is not necessary to undertake ground gas monitoring.

#### Inclusive Access

The building would be accessible to all and is designed to meet the accessible standards as set out in Approved Document Part M 2015 Edition and the 2010 Equality Act. The building would be fully accessible with inclusive access available at each level for occupants and visitors. There would be step free routes to all parts of the development and lift access would meet statutory requirements. Entrances to the offices and retail units would be clearly identifiable and have level access. In very limited areas, ramps or a platform lift (Bridgewater Place) would be incorporated to ensure that access is available to all. As well as a large revolving door, the primary main entrance will also have adjacent side hung pass doors to provide complete accessibility.

All internal horizontal and vertical circulation routes and doorways would be of minimum clear widths to enable effective and convenient access for the widest range of people including people with mobility aids, wheelchair users, people with push chairs, those carrying young children or delivering goods.

Within the ground floor an accessible WC would be located in the entrance hall and along with accessible showering facilities. The sub-basement cycle store also provides accessible WC's and showering facilities.

#### Local Labour

Conditions in relation to the construction and end use phases would set out requirements and The Council's Work and Skills team would agree the detailed form of the Local Labour Agreement.

#### Construction Management

Measures would be put in place to minimise the impact of the development 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.

#### Sustainability including Sustainable Construction Practices and Circular Economy –

The proposal aims to be an exemplar Net Zero Carbon refurbishment project. The applications are supported by an Environmental Standards Statement (ESS) which sets out how the Development would incorporate sustainability measures, including energy efficiency and environmental design. The intention is to target a credible Net Zero Carbon approach that can be applied to this unique listed building without detriment to its historic nature.

Heating and cooling would be provided by inverter driven reversible air source heat pumps (supported by an electrical supply) mounted on the roof of the extension. This would take advantage of the ongoing decarbonisation of the national grid. Roof top PV's would generate electricity for use either on site or export to the grid.

The Net Zero Carbon design approach follows the UK Green Building Council (UKBGC) framework and has been adopted from the early stages of the project. With this approach, every kilogram of CO<sub>2</sub> associated with the building would be tracked and minimised. The approach would essentially follow the Energy Hierarchy that is set out in Policy EN 4 of Manchester City Council's Core Strategy.

In order to encourage tenants to minimise their unregulated energy usage, the offsetting of operational carbon would be administered separately for each unit within the building. Each tenant will meter their own energy consumption and make their own carbon offsetting payments to a Gold Standard approved offsetting organisation as part of their tenancy agreement (assuming that they do not secure a zero carbon electrical supply).

A number of key principals are set out within the ESS document which outline how the development aims to meet these targets. As the detailed design progresses the calculations will be rerun to see the estimated embodied and operational based on specific details which are not currently known, for example the amount of steel to be used.

As a result of these design measures, initial energy modelling suggests that the rooftop extension will achieve a 22% reduction in carbon emissions over the Part L 2010 notional baseline and a 12% reduction over Part L 2013.

It is considered that these features will seek to work towards the carbon reduction target of no more than 1.5°C global temperature increase and assist Manchester City Council in meeting their Climate Change Emergency objectives.

The proposals have taken a Net Zero Carbon approach that would reduce energy consumption where possible from a fabric first approach, but that also takes into account the heritage nature of the building. The application of relevant technology will reduce energy consumption, but also be used to encourage tenants to have key data accessible so they can be actively engaged and involved in the reduction of their carbon emissions. The building would be futureproofed to access the national benefit of the decarbonising grid.

### **Social Value from the Development**

The proposal would support the creation of a strong, vibrant and healthy community.

In particular, the proposal would:

- Promote regeneration in other areas of the City Centre and beyond;
- Provide a range of employment opportunities during the construction and operational phases including providing job opportunities for local people through the agreement required to discharge the local labour agreement condition that would be attached to any consent granted;
- Provide suitable floorspace for these smaller retailers in the Primary Shopping Area;
- Add positively to placemaking creating a richer environment and contributing to the attractiveness of the City Centre as a place to live, work and visit;



- The internal improvements to the office space will create more attractive and welcoming office spaces which support modern working in an environment creating a place where employees want to work which supports their health and wellbeing;
- Would optimise opportunities for passive surveillance of the public realm reducing anti-social behaviour;
- The proposal would not cause harm to the natural environment and would reduce carbon emissions through the building design;
- Will provide access to services and facilities via sustainable modes of transport, such as through cycling and walking. The proposed development is very well located in relation to Metrolink, rail and bus links;
- Will not result in any adverse impacts on the air quality, flood risk, noise or pollution and there will not be any adverse contamination impacts;
- Will not have a detrimental impact on protected species;

### **Response to 20<sup>th</sup> Century Society Comments**

The reasons for supporting the replacement of the windows is set out above.

It would not be feasible to adopt secondary glazing without adversely impacting viability. The harm caused by this intervention would on balance be outweighed by the public benefits including in relation to those promoting zero carbon growth.

### **Response to objectors comments**

There is no statutory definition as to what constitutes a “minimum level of acceptable light”. Post development daylight and sunlight levels, whilst low, would not be lower to any significant degree than the existing daylight and sunlight levels at many neighbouring apartments.

The upper ground floor residential accommodation in The Birchin has not been included in the analysis as this area was understood not to be in residential use. However, the upper ground floor is included in the daylight distribution plans which show that the upper ground floor area currently has minimal/no direct daylight. Any analysis would show that the accommodation in The Birchin has very low existing daylight and sunlight levels and any further impacts would be marginal. The analysis show that the lower levels in The Birchin get little daylight and/or sunlight and amenity at the present time and will almost certainly be fully reliant on artificial light and would continue to do so.

The percentage reductions are high because of the low existing daylight and sunlight levels so even very small and nominal reductions become large percentages. Where plans have not been obtained informed assumptions have been made about the internal layouts which is a standard approach and would not invalidate the analysis or compromise the conclusions.

The impact on the reflected light assessment prepared in support of application 121375/FO/2018 will be limited. The extent of reflected light from the High Street development would be by light reflected by and around the open courtyard which

faces 3 Joiner Street. The proposal is, likely to have little or no impact on this reflected light.

Reference to existing and previously approved daylight and sunlight levels ensures informed decisions are made with consistency. The BRE recognises the need for a flexible approach and emphasises consideration of location characteristics. The NPPF(2019) require a flexible approach to daylight and sunlight issues and has been recognised by the Planning Inspectorate. Each application has to be considered on its specific merits within the site and local context. As recommended by the BRE Guide, National Planning Policy Framework and the Planning Inspectorate reference to relevant daylight and sunlight precedents is appropriate in helping to set the context.

It is evident from the daylight and Sunlight Analysis Results that an alternative scheme that provides a mansard roof extension, but which delivers comparable floorspace would be of little or no practical benefit to those neighbouring residential areas with low existing daylight and sunlight amenity levels. Whilst a mansard roof extension would be likely to provide limited mitigation with respect to the upper floor areas in The Birchin a mansard roof extension of the type suggested has, this has been shown to be impracticable to deliver for a variety of reasons including the additional high level of harm which it would cause to the listed building through impacts on the 7<sup>th</sup> floor boardroom and dining spaces.

The extension is unlikely to be visible from the heart of the conservation area. The need for the extension is set out above and the Grade A office space provided achieve rents than the refurbished floors and offset the high costs associated with the repairs and refurbishment of the listed building.

The hours of use of the terraces for the office elements can be controlled by way of a condition. In any event these would only be used during the daytime during the working week.

COVID has led to changes in the way planning consultation can be safely carried out. In this case a website presented more information than could have achieved with exhibition boards. The website was clear and explained the proposals.

The Council's recovery plan requires office space, particularly for a large corporate operators who could benefit from the expansive floorplates which would also allow for more widely spaced desks. There will still be a demand for office space but that it may take the form of a more collaborative spaces rather than the traditional bank of desks.

Rights to light are a legal and not a planning issue.

Officers have drawn their own conclusions on the impacts on sunlight and daylight informed by the data, accompanying narrative and analysis within the Sunlight and Daylight Report and have given appropriate weight to the conclusions drawn including reference to any precedents within this Report submitted in support of the application within the planning balance.

The applicant may benefit from improvements in the value of their investment and this is part of the incentive to invest and secure the buildings future. However, the benefits are not purely private benefits. Whilst public access to areas of high heritage significance may be limited, the limitations of that benefit including the heritage benefits of restoring features of high significance within the building which have been considered in the context of the wider public benefits.

The site would be appropriately hoarded and secured in line with the relevant health and safety regulations to prevent any potential issues with anti-social behaviour which might be associated with the site.

The VIA examines the impact of the roof-top extension, however overall there are significant restoration works to the building which are beneficial and help to secure its long-term use. Overall the VIA concludes a neutral impact, whilst overall the impact to the heritage assets is beneficial.

The air source heat pumps need to be in contact with atmosphere and cannot be located in the basement. Any plant which can be would be located in the basement. If the plant was located elsewhere on the terraces it would have a negative visual impact on the building, potentially affecting the significance. It has been carefully integrated into the design to create an attractive envelope and provide space for PV'S.

The Head of Highways has not raised any concerns in relation to the cycleway being a hazard. The proposals include a review of the provision of DDA parking spaces, however not the remit of the application to remove disabled bays.

The location of the terraces have been driven by two factors – the massing of the building has been stepped back and articulated in order to reduce the visual impact of the roof-top extension from key views whilst also preserving the areas of high significance such as the cupolas and 7<sup>th</sup> floor. Secondly, the roof terraces are required to provide the outdoor space that is increasingly demanded by Grade A office occupiers. As detailed above the use of the space will be controlled by a condition to ensure the amenity of its surrounding neighbours is considered.

**Impact of Covid-19** - The City Centre is the region's economic hub and a strategic employment location, with a significant residential population. There is an undersupply of Grade A floor space and residential accommodation and it is critical to ensure a strong pipeline of 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. 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 periods. 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 Grade A office 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

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 and would promote and support sustainable economic growth.

The development would inevitably impact on amenity and affect sunlight, daylight, overshadowing and privacy in adjacent properties. It is considered that that these impacts have been tested and the level of harm would not justify withholding permission in a City Centre context.

Putting heritage assets to a viable use leads to the investment in their maintenance and supports long-term conservation. Harmful development may sometimes be justified in the interests of realising the optimum viable use of an asset, notwithstanding the loss of significance caused, provided the harm is minimised. Where a negative impact is identified, it is necessary to determine whether it is proportionate to the significance and mitigated by the planning benefits.

In order to deliver a viable proposal several harmful interventions which affect the original building fabric are necessary. However, these are required to deliver the public benefits including social, economic and environmental (including heritage) to allow the building to realise its full economic potential. Many significant elements of the building would be retained, and historic fabric repaired to provide a higher value and sustainable use to support its long-term future

The loss of original fabric and the impact of the extension including the works and fabric required to facilitate it would, cumulatively, cause less than substantial harm, but the public and heritage benefits would secure the optimal viable use of the building consistent with its wider conservation. The cumulative impact of the proposal would not cause any demonstrable, unmitigated '*harm*' or erode identified values.

The proposal would establish a sense of place, would be visually attractive, sympathetic to local character and would optimise the use of the site and would meet with the requirements of paragraph 127 of the NPPF.

The economic, social and environmental gains required by para 8 of the NPPF are set out in the report and would be sought jointly and simultaneously. The current site does not deliver fully on these objectives and has not done for some time.

It is considered, therefore, that, notwithstanding the considerable weight that must be given to the effect of the works on the character of the listed building and to the preservation or enhancement the character or appearance of the Smithfield Conservation Area as required by virtue of S66 and S72 of the Listed Buildings Act,

the harm caused would be outweighed by the public benefits of the scheme and meet the requirements set out in paragraphs 192, 193 and 196 of the NPPF. In addition, for the reasons set out above it is considered that the proposed development has been designed with regard to the sustaining and enhancing the significance adjacent heritage assets.

**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.

### **Recommendations:**

127881/FO/2020 : **APPROVE**

127882/LO/2020 : **APPROVE**

### **Article 35 Declaration**

Officers have worked with the applicant in a positive and pro-active manner to seek solutions to problems arising in relation to dealing with the planning and listed building consent applications. This has included on going discussions about the form and design of the rooftop extension and level of removal of historical fabric and pre application advice about the information required to be submitted to support the application.

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

#### **127881/FO/2020**

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) Location Plan AL [05]001, Existing Site Plan - Ground Floor AL[05]005 and Existing Site Plan - Roof Plan AL[05]006, Proposed Site Plan - Ground Floor AL[05]205 REVA and Proposed Site Plan - Roof Plan AL[05]206 REVA;

(b) Proposed GA Demolition Plan -02 S-Basement AL[05]100, Proposed GA Demolition Plan -01 Basement AL[05]101 REVA, Proposed GA Demolition Plan 00 Ground AL[05]102 REVA, Proposed GA Demolition 00 Mezzanine AL[05]103, Proposed GA Demolition Plan 01 First AL[05]104 REVA, Proposed GA Demolition Plan 02 Second AL[05]105 REVA, Proposed GA Demolition Plan 03 Third AL[05]106 REVA, Proposed GA Demolition Plan 04 Fourth AL[05]107 REVA, Proposed GA Demolition Plan 05 Fifth AL[05]108 REVA, Proposed GA Demolition Plan 06 Sixth AL[05]109 REVA, Proposed GA Demolition Plan 07 Seventh AL[05]110 REVA, Proposed GA Demolition Plan 08 Roof AL[05]111, Proposed Demolition Elevation A (South) AL[05]120, Proposed Demolition Elevation B (East) AL[05]121, Proposed Demolition Elevation C (North) AL[05]122 and Proposed Demolition Elevation D (West) AL[05]123;

(c) Proposed External Works Plan AL[05]207 REVA;

(d) Proposed GA Plan -02 Sub Basement AL[05]210 REVA, Proposed GA Plan -01 Basement AL[05]211 REVA, Proposed GA Plan 00 Ground AL[05]212 REVA, Proposed GA Plan 01 First AL[05]214 REVA, Proposed GA Plan 02 Second AL[05]215 REVA, Proposed GA Plan 03 Third AL[05]216 REVA, Proposed GA Plan 04 Fourth AL[05]217 REVA, Proposed GA Plan 05 Fifth AL[05]218 REVA, Proposed GA Plan 06 Sixth AL[05]219 REVA, Proposed GA Plan 07 Seventh AL[05]220 REVA, Proposed GA Plan 08 Eight AL[05]221 REVA, Proposed GA Plan 09 Ninth AL[05]222 REVA, Proposed GA Plan 10 Tenth AL[05]223 REVA, Proposed GA Plan 11 Roof AL[05]224 REVA, Proposed GA Ceiling Plan 00 Ground AL[05]230 REVA, Proposed GA Ceiling Plan 01 First - Sixth AL[05]231 REVA and Proposed GA Ceiling Plan 07 Seventh AL[05]232 REVA,

(f) Proposed GA Section 01 AL[05]250 REVA, Proposed GA Section 01 - Adjacent Prop AL[05]251 REVA, Proposed GA Section 02 AL[05]252 REVA, Proposed GA Section 02 - Adjacent Prop AL[05]253 REVA and Proposed GA Section 03 AL[05]254 REVA;

(g) Proposed Elevation A (South) AL[05]260 REVA, Proposed Elevation A (South) - Adjacent Prop AL[05]261 REVA, Proposed Elevation B (East) AL[05]262 REVA, Proposed Elevation B (East) - Adjacent Prop AL[05]263 REVA, Proposed Elevation C (North) AL[05]264 REVA, Proposed Elevation D (West) AL[05]265 REVA, Proposed Elevation D (West) - Adjacent Prop AL[05]266 REVA, Proposed GA Finishes Plan 00 Ground AL[05]270 REVA, Proposed GA Finishes Plan 01 First - Sixth AL[05]271 REVA and Proposed GA Finishes Plan 07 Seventh AL[05]272 REVA;

(h) Proposed Shop Front - High Street AL[05]300, Proposed Shop Front - Market Street AL[05]301, Proposed Shop Front - Market / Tib Corner AL[05]302, Proposed Shop Front - Tib Street AL[05]303, Office Entrance - Existing Elevation AL[05]310, Office Entrance - Existing Plan AL[05]311, Office Entrance - Existing Section AL[05]312, Office Entrance - Proposed Elevation AL[05]313, Office Entrance - Proposed Plan AL[05]314, Office Entrance - Proposed Section AL[05]315, Proposed Arcade Entrance 1 - Elevation AL[05]320, Proposed Arcade Entrance 1 - Plan AL[05]321 REVA, Proposed Arcade Entrance 1 - Section AL[05]322 REVA, Arcade Entrance 2 - Existing Elevation AL[05]330, Arcade Entrance 2 - Existing Plan AL[05]331, Arcade Entrance 2 - Existing Section AL[05]332, Arcade Entrance 2 - Proposed Elevation AL[05]333, Arcade Entrance 2 - Proposed Plan AL[05]334, Arcade Entrance 2 - Proposed Section AL[05]335, Proposed Arcade Entrance 3 AL[05]340 REVA, Proposed Leisure Entrance 1 AL[05]345, Proposed Leisure Entrance 2 AL[05]350, Proposed Cycle Entrance - Elevation & Plan AL[05]355 and Proposed Cycle Entrance - Section AL[05]356;

(i) Proposed Extension Façade Study 01 AL[05]360 REVA, Proposed Extension Façade Study 02 AL[05]361 REVA, Proposed Extension Façade Detail AL[05]362 REVA, Proposed Winter Gardens AL[05]370 REVA, Proposed Winter Gardens - Plan AL[05]371, Proposed Winter Gardens - Long Section AL[05]372, Proposed Winter Gardens - Short Sections AL[05]373, Proposed Atrium Roof Study AL[05]380 REVA, Proposed Atrium Facade Study AL[05]381

(j) Seventh Floor Dining Room North Elevation AL[05]385 REVA, Proposed Office Lobby - Plan AL[05]390 REVA, Proposed Office Lobby - Elevations AL[05]391 REVA, Proposed Office Lobby - Elevations AL[05]392 REVA, Boardroom - Existing Plan AL[05]400, Boardroom - Existing Ceiling Plan AL[05]401, Boardroom - Existing Elevations AL[05]402, Boardroom - Proposed Plan AL[05]403, Boardroom - Proposed Ceiling Plan AL[05]404, Boardroom - Proposed Elevations AL[05]405, AL[05]412, Managers Dining Room - Proposed Plan AL[05]413, Managers Dining Room - Proposed Ceiling Plan AL[05]414, Managers Dining Room - Proposed Elevations AL[05]415, Dining Room - Proposed Plan AL[05]419 REVA, Dining Room - Proposed Ceiling Plan AL[05]420 REVA, Dining Room - Proposed Elevations AL[05]421, Proposed Staircase 02 - Plan AL[05]430, Proposed Staircase 02 - Elevation 01 AL[05]431, Proposed Staircase 02 - Elevation 02 AL[05]432, Proposed Staircase 02 - Elevation 03 AL[05]433, Proposed Staircase 02 - Elevation 04 AL[05]434, Proposed Staircase 03 - Plan AL[05]435, Proposed Staircase 03 - Elevation 01 AL[05]436, Proposed Staircase 03 - Elevation 02 AL[05]437, Proposed Staircase 03 - Elevation 03 AL[05]438, Proposed Staircase 03 - Elevation 04 AL[05]439, Proposed Core 1 - Plan AL[05]440 REVA, Proposed Core 1 - Elevations AL[05]441 and Proposed Core 2 AL[05]442;

(k) Proposed Window Types Elevation A (South) AL[05]450 REVA, Proposed Window Types Elevation B (East) AL[05]451 REVA, Proposed Window Types Elevation C (North) AL[05]452 REVA, Proposed Window Types Elevation D (West) AL[05]453 REVA, Proposed Window Type 01 AL[05]454, Proposed Window Type 02 AL[05]455, Proposed Window Type 03 AL[05]456, Proposed Window Type 04 AL[05]457, Proposed Window Type 05 AL[05]458, Proposed Window Type 06 AL[05]459 and Proposed Window Type 07 AL[05]460;

(l) Sections 6.1, 6.6 and 8.0 of the Design and Access Statement prepared Jeffrey Bell Architects as amended by section 6.0 of the Design and Access Addendum prepared by Jeffery Bell Architects;

(m) Air Quality Assessment by BWB Consulting;

(n) Drainage Strategy V1.10 11-09-20 prepared by Woolgar Hunter;

(o) Operational Management Strategy prepared by OBI and Jeffrey Bell Architects;

(p) Rylands Building, Manchester, Servicing Management Plan Curtins Ref: 75314-CUR-00-XX-RP-TP-003 Revision: V04  
Issue Date: 10 September 2020;

(q) Structural Statement and Structural Addendum prepared by Woolgar Hunter;

(r) Rylands Building, Manchester Transport Statement Curtins Ref: 75314-CUR-00-XX-RP-TP-001, Revision: V04 Issue Date: 10 September 2020 and Rylands Building - Forecasted Trip Generation 16th November 2020;

(t) GTech Surveys Limited, Television and Radio Reception, Impact Assessment Rylands Building;

(u) Wind Microclimate Desktop Survey prepared by Arc Aero 09 December 2020;  
and

(v) Sections 4,5 and 6 of the Crime Impact Assessment VERSION A: 07.09.20, 2017/0879/CIS/02

Reason - To ensure that the development is carried out in accordance with the approved plans. Pursuant to Core Strategy SP1, CC3, H1, H8, CC5, CC6, CC7, CC9, CC10, T1, T2, EN1, EN2, EN3, EN6, EN8, EN9, EN11, EN14, EN15, EN16, EN17, EN18, EN19, DM1 and PA1 saved Unitary Development Plan polices DC18.1 DC19.1, DC20 and DC26.1.

3) Floors 1-11 of the development shall be used for : Class E(c)(i) Financial services; E(c)(ii) Professional services (other than health or medical services); E(c)(iii) Other appropriate services in a commercial, business or service locality; E(g)(i) Offices to carry out any operational or administrative functions; E(g)(ii) Research and development of products or processes; and E(g)(iii) Industrial processes that can be carried out in any residential area without detriment to amenity and for no other purpose (including any other purpose in Class E of Schedule 2 of the Town and Country Planning (Use Classes) Order 1987, or in any provision equivalent to that Class in any statutory instrument revoking and re-enacting that Order with or without modification).

Reason: As the acceptability of the roof top extension (floors 8-11) is only supported in planning terms on the basis of the viability relating to the use of floors 1-11 within the former B1 use class pursuant to NPPF sections 193 and 196, policies DM1,



SP1, EC9 , EN3 and saved UDP Policies DC18.1 (Conservation Areas) and DC19.1 (Listed Buildings)

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

(a) Extension and ground floor retail frontages -Samples and specifications of all materials to be used on all external elevations, drawings to illustrate details of full sized sample panels (extension) 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) and a programme for the production of the full sized sample panels (extension) and a strategy for quality control management; and

(b) The sample panels and any additional materials and the 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.

(c) Listed Building - a programme for providing details of all internal and external materials (other than the ground floor retail frontages);

(d) The materials 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.

5) On the basis of the Phase 1 Geo-environmental Desktop Survey prepared by IGE Consultation (Sept 2020) no site remediation is required. Notwithstanding this a watching brief shall be implemented to ensure that in the event that ground contamination, groundwater contamination and/or ground gas are encountered on the site at any time during the development being implemented then works shall cease until a report detailing what measures, if any, are required to remediate the land (the Remediation Strategy), is submitted to and approved in writing by the City Council as local planning authority and the works shall be carried out in accordance with the agreed Remediation Strategy.

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

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

- \*Display of an emergency contact number;
  - \*Details of Wheel Washing;
  - \*Dust suppression measures;
  - \*Compound locations where relevant;
  - \*Location, removal and recycling of waste;
  - \*Routing strategy and swept path analysis;
  - \*Parking of construction vehicles and staff;
  - \*Sheeting over of construction vehicles;
  - \*Mitigation against risk of accidental spillages into watercourses
  - \*A detailed demolition method statement and vibration monitoring, to ensure protection of listed building during demolition and construction works and fit out works;
  - \*Communication strategy with residents and local businesses which shall include details of how there will be engagement, consult and notify them during the works;
  - \*Agreed safe methods of working adjacent to the Metrolink Hazard Zone and shall be adhered to throughout the construction period;
- the retention of 24hr unhindered access to the trackside equipment cabinets and chambers for the low voltage power, signalling and communications cables for Metrolink both during construction and once operational.
- \* Details of the loading and unloading of plant and materials;
  - \* Details of the storage of plant and materials used in constructing the development;
  - \* construction and demolition methods to be used; including the use of cranes (which must not oversail the tramway);
  - \* Details showing the erection and maintenance of security hoarding at a minimum distance of 1.5m from the kerb which demarcates the tramway path, unless otherwise agreed with Transport for Greater Manchester;
  - \*The provision of a "mock up" security hoarding to review and mitigate any hazards associated with positioning next to an operational tramway prior to permanent erection;
  - \*A scheme for the protection or temporary relocation of the Overhead Line Equipment Building Fixing (approval to be in consultation with Transport for Greater Manchester).

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).

7) 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).

8) (a) Three months prior to the first occupation of the development, a Local Benefit Proposal Framework that outlines the approach to local recruitment for the end use(s), shall be submitted for approval in writing by the City Council, as Local Planning Authority. The approved document shall be implemented as part of the occupation of the development.

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

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

(b) Within 6 months of the first occupation of the development, a Local Benefit Proposal which takes into account the information and outcomes about local labour recruitment pursuant to items (i) and (ii) above shall be submitted for approval in writing by the City Council, as Local Planning Authority. Any Local Benefit Proposal approved by the City Council, as Local Planning Authority, shall be implemented in full at all times whilst the use is in operation.

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

9) Notwithstanding the drawings approved in condition 2, prior to the commencement of development details of the following shall be submitted to and agreed in writing by the City Council as local planning authority:

(a) A schedule of any intrusive investigations and mitigation/ repair including details of the need for the works, the number, sizes, locations and method statement for each task including building protection works;

(b) A schedule of paint sampling including all painted surfaces such as the staircases, windows, walls and ceilings and panelling ( which may have originally been a exposed wood finish)as a record and in order to inform the proposed decoration;

(c)Method statement for removal of any fabric as part of any strip out works (including original floor, wall, ceiling finishes) exposed during strip out works for (a) the existing shop fit out; (b) the Bet Fred Unit; and (c) the ground floor frontages (which shall be subject to a watching brief and recording) and for any proposals to repair fabric or structural works / repairs in relation to this. This should inform the Strategy for the re-use / relocation of any original features, fixtures or fittings within the final proposals (condition12(f)) including incorporation of any exposed element of original shopfront;

(d) Notwithstanding the details in the Structural Planning Report and Planning Addendum by Woolgar Hunter, final details of all of the proposed structural works, fire treatment, floor protection and structural repairs including those as outlined in the supporting structural engineers report (final agreement of the extent of these works may be need to be subject to a further planning application);

(e) Full scaled drawn details of M & E (Air conditioning and other internal and external plant) including elevations, sections and reflective ceiling plans; and

(f) Detailed method statement for the recording, careful dismanteling, storage, protection and new location for the removed original staircase (between 5th and 6th floors) and surrounding features;

Reason - In the interests of visual amenity, and because the proposed works affect a building which is included in the Statutory List of Buildings of Special Architectural or Historic Interest so careful attention to building work is required to protect the character and appearance of this building in accordance with saved policy DC19.1; of the Unitary Development Plan for the City of Manchester and policies SP1, EN3 and DM1 of the Core Strategy

10) Notwithstanding the details within condition 2 (d) and the Rylands Building, Manchester, Conservation Strategy by SLHA dated October 2020 (parts 3,4 and 5) no development shall commence in relation to each item within sections 3 and 4 of the Strategy unless and until final details or repair methodology, technique and specifications (including where appropriate specification and method statement) have been submitted to and approved in writing by the City Council as Local Planning Authority subject to validation on site:

All of the above shall be implemented in accordance with the approved details before the development is first occupied:

Reason - In the interests of visual amenity and because the proposed works affect a building which is included in the Statutory List of Buildings of Special Architectural or Historic Interest and careful attention to building work is required to protect the character and appearance of this building and to ensure consistency in accordance with policies CC9 and EN3 of the Core Strategy and saved policy DC19.1 of the Unitary Development Plan for the City of Manchester.

11) Notwithstanding the details as set out in condition 2 above no development shall commence in relation to the following work and installations 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 the new ground floor frontages including 1:20 elevations and sections;
- (b) Final details of the fascia, signage zones and a signage strategy for the ground floor;
- (c) Details of repairs and upgrade of existing roof;
- (d) Details of new crittal windows including location within existing window openings and making good of any existing fabric damage due to removal of the existing windows;  
;
- (e) Details of the arcade fit out and arcade shop frontages;
- (f) A strategy for how existing features (including joinery and metalwork) will be reused;
- (g) A strategy for the re-use / relocation of the 7th floor doors and details of the final locations;
- (h) Details of the security doors and gates;
- (i) Strategy and details (1:20) for the reinstatement of the moulded dado and skirting;
- (j) Details of making good fabric following (a) structural interventions; (b) removal of fabric and (c) formation of new openings;
- (k) A schedule of removal of redundant signs and external fixtures and fittings and details and including method statements for repair work and making good to external elevations;
- (l) Details of any proposed damproofing;
- (n) A strategy for the location and detailing of all building services including electrics and plumbing, telecommunications, fire/security alarms, any aerials and CCTV cameras (and associated cabling and equipment) along with final details of these items;

- (o) Tenant Fit Out Guide;
- (p) Any building lighting scheme; and
- (q) Details of all new entrances.

All of the above shall be implemented in accordance with the approved details before the development is first occupied:

Reason - In the interests of visual amenity and because the proposed works affect a building which is included in the Statutory List of Buildings of Special Architectural or Historic Interest and careful attention to building work is required to protect the character and appearance of this building and to ensure consistency in accordance with policies CC9 and EN3 of the Core Strategy and saved policy DC19.1 of the Unitary Development Plan for the City of Manchester.

12) Prior to occupation of each of the following areas of the building (a) Ground floor and basement; and (b) Floors 1-11, a Tenant Fit Out Guide shall be submitted to and approved in writing by the City Council as Local Planning Authority.

Reason - In the interests of visual amenity and because the proposed works affect a building which is included in the Statutory List of Buildings of Special Architectural or Historic Interest and careful attention to building work is required to protect the character and appearance of this building and to ensure consistency in accordance with policies CC9 and EN3 of the Core Strategy and saved policy DC19.1 of the Unitary Development Plan for the City of Manchester.

13) 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 numbered Proposed External Works Plan AL[05]207 REVA shall be submitted and approved in writing by the City Council as Local Planning Authority. The programme shall include an implementation timeframe and details of when the following details will be submitted:

(a) Details of the materials, including natural stone or other high quality materials to be used for the footpaths and for the areas between the back of pavement and the line of the proposed building on all site boundaries;;

(b) Details of measures to create potential opportunities to enhance and create new biodiversity at roof level within the development to include bat boxes and brick, bird boxes to include input from a qualified ecologist and which demonstrates Biodiversity Net gain across the site;

The details shall then be submitted and / or carried out in accordance with the approved programme and approved details.

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.

14) Prior to occupation of the development a scheme for the acoustic insulation of any plant or externally mounted ancillary equipment for (a) floors 1 to 11 and (b) each unit within the ground floor and basement, to ensure that it achieves a background noise level of 5dB below the existing background (La90) in each octave band at the nearest noise sensitive location shall be submitted to and approved in writing by the City Council as local planning authority in order to secure a reduction in the level of noise emanating from the equipment. The approved scheme shall be implemented prior to occupancy and shall remain operational thereafter.

Reason - To safeguard the amenities of the occupiers of nearby residential accommodation, pursuant to policies SP1 and DM1 of the Core Strategy and saved UDP Policy DC26

15) Before the development commences a scheme for acoustically insulating and mechanically ventilating (a) floors 1-11 and (b) each ground floor and basement unit against noise from adjacent roads and any noise transfer from the ground floor and basement units to the offices 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 each of the approved uses commence.

Prior to occupation of (a) and any unit (b), 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.

16) The development shall be carried out in accordance with sections 3,4,5,6 and 7 the Crime Impact Statement Version B dated 14-05-20. 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

17) The window(s) at ground level, fronting onto Market Street, High Street, Birchin Lane, and Tib Street 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.

18) 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

19) The development hereby approved shall be carried out in accordance with the The Rylands Building Environmental Standards Statement (Sustainability and Energy) for Planning Issue P3 05/09/2020 by Max Fordham

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.

20) Prior to commencement of the development, an Embodied Carbon Strategy Report shall be submitted to and approved in writing by the City Council as Local Planning Authority. The report shall describe the strategy for the reduction and limiting of embodied carbon and how material circularity will be embedded within the process of design, material sourcing, construction and stewardship/ building management and how this will be monitored as part of the life cycle analysis. The development shall aim for a lifecycle embodied carbon target of 600kgCO<sub>2</sub>e/m<sup>2</sup>(A1-C4) which is in accordance with The RIBA 2030 Climate Challenge interim date net zero carbon target metrics for the development.

Within 6 months of the completion of the development an Embodied Carbon Monitoring Report shall be submitted to the City Council. The report should include as-built embodied carbon life cycle analysis model results, assess the performance of the Embodied Carbon Strategy and include details of constraints, lessons learnt and guidance for future management of the building.



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

21) Prior to commencement of the development, an Operational Energy Strategy Report shall be submitted to and approved in writing by the City Council as Local Planning Authority. The report shall the strategy for the reduction and limiting of operational energy consumption and how this will be embedded within the process of design construction and stewardship/ building management and monitoring. The development shall aim for an energy use intensity of 206kWh/m<sup>2</sup>/yr or lower which is in accordance with The RIBA 2030 Climate Challenge interim date net zero carbon target metrics for the development.

Within 15 months of the completion of the development an Operational Energy Monitoring Report shall be submitted to the City Council. The report should include 12 months metered energy use data, assess the performance of the Operational Energy Strategy and include details of constraints, lessons learnt and guidance for on going improvement (reduction of energy use) for the building users/managers.

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

22) Prior to implementation of any proposed lighting scheme details of the relevant scheme ( including a report to demonstrate that the proposed lighting levels would not have any adverse impact on the amenity of occupants 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.

23) Before the development hereby approved is first occupied a Travel Plan shall be submitted to and agreed in writing by the City Council as Local Planning Authority as detailed within the Rylands Building, Manchester, Interim Travel Plan Curtins Ref: 75314-CUR-00-XX-RP-TP-002 Revision: V04 Issue Date: 10 September 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 visitors or employees of the development
- ii) a commitment to surveying the travel patterns of guests or employees during the first three months of use of the development and thereafter from time to time
- iii) mechanisms for the implementation of the measures to reduce dependency on the private car
- iv) measures for the delivery of specified travel plan services
- v) measures to monitor and review the effectiveness of the Travel Plan in achieving the objective of reducing dependency on the private car

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

24) Deliveries, servicing and collections, including waste collections shall not take place outside the following hours: 07:30 to 20:00, Monday to Saturday, Sunday/Bank Holiday deliveries etc. shall be confined to 10:00 to 18:00

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.

25) Before any part of the development hereby approved is first occupied details of the following shall be submitted and approved in writing by the City Council as Local Planning Authority

A service management plan to detail final arrangements in relation to both refuse collection and deliveries. This should cover the frequency and dimensions of vehicles requiring access to the site, along with final details of the location for loading/unloading.

The development shall thereafter be fully implemented in accordance with these details.

Reason - In interests of highway safety pursuant to Policy DM1 of the Core Strategy.

26) Prior to the first use of the development hereby approved commencing, a scheme of highway works 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) Location for additional car club space;
- (b) Additional accessible bay in the vicinity of the site;
- (c) Additional signing/lining to highlight the presence of tram tracks on this corner (This will require discussion with TfGM).
- (d) Amendments to the existing TROs;
- (e) 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.

Prior to the first use hereby approved commencing, a scheme of highway works shall be submitted for approval in writing by the City Council, as Local Planning Authority.

The approved scheme shall be implemented and be in place prior to the first occupation of the development hereby approved.

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).

27) Before use of each of the ground floor and basement units 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.

28) Final details of the method of extraction of any fumes, vapours and odours from each of the ground floor and basement units where cooking facilities are required 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. 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

29) Following commencement of construction of the hereby approved development, any television 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

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 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 additional 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.

32) Prior to use of the external roof terraces commencing, a management strategy for the operation of the area to include details of maximum capacity, hours during which this area would be open and which excludes smoking and prohibits the playing of any amplified music shall be submitted to and approved in writing by the City Council as Local Planning Authority.

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

33) Prior to occupation of any of the ground floor and basement commercial units details of a signage strategy shall be submitted to and approved in writing by the City Council as Local Planning Authority.

Reason - In the interests of visual amenity to enable careful attention to signage details and the level of visual clutter associated with any external seating is required to protect the character and appearance of this building in accordance with policies SP1 and DM1 of the Core Strategy.

34) The commercial units as shown on drawings 1526\_AL(05)211 REV A and 1526\_AL(05)212 REV A are approved on the basis that a) the arcade remains in situ and retains a commercial frontage; and based on 6,490 sq.m of retail and leisure floorspace being provided.

Reason- To ensure the future viability and vitality of the ground floor commercial offer and improved linkages across the site 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.

35) In the event that any of the commercial units, as indicated on drawing are occupied as an restaurant (Class E) or Drinking Establishment (Sui Generis) use, 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 any external areas. For the avoidance of doubt this shall include:

\*An Operating Schedule for the premises (prevention of crime and disorder, prevention of public nuisance, Management of smokers)

\*Details of a Dispersal Procedure

\* 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.

36) Before use of floors 1-11 commences details of the hours of operation of any lighting within the building and how this would be managed to mitigate any impacts on adjacent residents between the hours of 7pm and 6am 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.

37) Before first occupation any windows within the extension facing Bridgewater Place shall be fritted or obscure glazing or such other alternative equivalent be be agreed in writing with the City Council as Local Planning Authority and shall remain so or as otherwise approved 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.

**127882/LO/2020**

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 18 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

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

(a) Location Plan AL [05]001, Existing Site Plan - Ground Floor AL[05]005 and Existing Site Plan - Roof Plan AL[05]006, Proposed Site Plan - Ground Floor AL[05]205 REVA and Proposed Site Plan - Roof Plan AL[05]206 REVA;

(b) Proposed GA Demolition Plan -02 S-Basement AL[05]100, Proposed GA Demolition Plan -01 Basement AL[05]101 REVA, Proposed GA Demolition Plan 00 Ground AL[05]102 REVA, Proposed GA Demolition 00 Mezzanine AL[05]103, Proposed GA Demolition Plan 01 First AL[05]104 REVA, Proposed GA Demolition Plan 02 Second AL[05]105 REVA, Proposed GA Demolition Plan 03 Third AL[05]106 REVA, Proposed GA Demolition Plan 04 Fourth AL[05]107 REVA, Proposed GA Demolition Plan 05 Fifth AL[05]108 REVA, Proposed GA Demolition Plan 06 Sixth AL[05]109 REVA, Proposed GA Demolition Plan 07 Seventh AL[05]110 REVA, Proposed GA Demolition Plan 08 Roof AL[05]111, Proposed Demolition Elevation A (South) AL[05]120, Proposed Demolition Elevation B (East) AL[05]121, Proposed Demolition Elevation C (North) AL[05]122 and Proposed Demolition Elevation D (West) AL[05]123;

(c) Proposed External Works Plan AL[05]207 REVA;

(d) Proposed GA Plan -02 Sub Basement AL[05]210 REVA, Proposed GA Plan -01 Basement AL[05]211 REVA, Proposed GA Plan 00 Ground AL[05]212 REVA, Proposed GA Plan 01 First AL[05]214 REVA, Proposed GA Plan 02 Second AL[05]215 REVA, Proposed GA Plan 03 Third AL[05]216 REVA, Proposed GA Plan 04 Fourth AL[05]217 REVA, Proposed GA Plan 05 Fifth AL[05]218 REVA, Proposed GA Plan 06 Sixth AL[05]219 REVA, Proposed GA Plan 07 Seventh AL[05]220 REVA, Proposed GA Plan 08 Eight AL[05]221 REVA, Proposed GA Plan 09 Ninth AL[05]222 REVA, Proposed GA Plan 10 Tenth AL[05]223 REVA, Proposed GA Plan 11 Roof AL[05]224 REVA, Proposed GA Ceiling Plan 00 Ground AL[05]230 REVA, Proposed GA Ceiling Plan 01 First - Sixth AL[05]231 REVA and Proposed GA Ceiling Plan 07 Seventh AL[05]232 REVA,

(f) Proposed GA Section 01 AL[05]250 REVA, Proposed GA Section 01 - Adjacent Prop AL[05]251 REVA, Proposed GA Section 02 AL[05]252 REVA, Proposed GA Section 02 - Adjacent Prop AL[05]253 REVA and Proposed GA Section 03 AL[05]254 REVA;

(g) Proposed Elevation A (South) AL[05]260 REVA, Proposed Elevation A (South) - Adjacent Prop AL[05]261 REVA, Proposed Elevation B (East) AL[05]262 REVA, Proposed Elevation B (East) - Adjacent Prop AL[05]263 REVA, Proposed Elevation C (North) AL[05]264 REVA, Proposed Elevation D (West) AL[05]265 REVA, Proposed Elevation D (West) - Adjacent Prop AL[05]266 REVA,

Proposed GA Finishes Plan 00 Ground AL[05]270 REVA, Proposed GA Finishes Plan 01 First - Sixth AL[05]271 REVA and Proposed GA Finishes Plan 07 Seventh AL[05]272 REVA;

(h) Proposed Shop Front - High Street AL[05]300, Proposed Shop Front - Market Street AL[05]301, Proposed Shop Front - Market / Tib Corner AL[05]302, Proposed Shop Front - Tib Street AL[05]303, Office Entrance - Existing Elevation AL[05]310, Office Entrance - Existing Plan AL[05]311, Office Entrance - Existing Section AL[05]312, Office Entrance - Proposed Elevation AL[05]313, Office Entrance - Proposed Plan AL[05]314, Office Entrance - Proposed Section AL[05]315, Proposed Arcade Entrance 1 - Elevation AL[05]320, Proposed Arcade Entrance 1 - Plan AL[05]321 REVA, Proposed Arcade Entrance 1 - Section AL[05]322 REVA, Arcade Entrance 2 - Existing Elevation AL[05]330, Arcade Entrance 2 - Existing Plan AL[05]331, Arcade Entrance 2 - Existing Section AL[05]332, Arcade Entrance 2 - Proposed Elevation AL[05]333, Arcade Entrance 2 - Proposed Plan AL[05]334, Arcade Entrance 2 - Proposed Section AL[05]335, Proposed Arcade Entrance 3 AL[05]340 REVA, Proposed Leisure Entrance 1 AL[05]345, Proposed Leisure Entrance 2 AL[05]350, Proposed Cycle Entrance - Elevation & Plan AL[05]355 and Proposed Cycle Entrance - Section AL[05]356;

(i) Proposed Extension Façade Study 01 AL[05]360 REVA, Proposed Extension Façade Study 02 AL[05]361 REVA, Proposed Extension Façade Detail AL[05]362 REVA, Proposed Winter Gardens AL[05]370 REVA, Proposed Winter Gardens - Plan AL[05]371, Proposed Winter Gardens - Long Section AL[05]372, Proposed Winter Gardens - Short Sections AL[05]373, Proposed Atrium Roof Study AL[05]380 REVA, Proposed Atrium Facade Study AL[05]381

(j) Seventh Floor Dining Room North Elevation AL[05]385 REVA, Proposed Office Lobby - Plan AL[05]390 REVA, Proposed Office Lobby - Elevations AL[05]391 REVA, Proposed Office Lobby - Elevations AL[05]392 REVA, Boardroom - Existing Plan AL[05]400, Boardroom - Existing Ceiling Plan AL[05]401, Boardroom - Existing Elevations AL[05]402, Boardroom - Proposed Plan AL[05]403, Boardroom - Proposed Ceiling Plan AL[05]404, Boardroom - Proposed Elevations AL[05]405, AL[05]412, Managers Dining Room - Proposed Plan AL[05]413, Managers Dining Room - Proposed Ceiling Plan AL[05]414, Managers Dining Room - Proposed Elevations AL[05]415, Dining Room - Proposed Plan AL[05]419 REVA, Dining Room - Proposed Ceiling Plan AL[05]420 REVA, Dining Room - Proposed Elevations AL[05]421, Proposed Staircase 02 - Plan AL[05]430, Proposed Staircase 02 - Elevation 01 AL[05]431, Proposed Staircase 02 - Elevation 02 AL[05]432, Proposed Staircase 02 - Elevation 03 AL[05]433, Proposed Staircase 02 - Elevation 04 AL[05]434, Proposed Staircase 03 - Plan AL[05]435, Proposed Staircase 03 - Elevation 01 AL[05]436, Proposed Staircase 03 - Elevation 02 AL[05]437, Proposed Staircase 03 - Elevation 03 AL[05]438, Proposed Staircase 03 - Elevation 04 AL[05]439, Proposed Core 1 - Plan AL[05]440 REVA, Proposed Core 1 - Elevations AL[05]441 and Proposed Core 2 AL[05]442;

(k) Proposed Window Types Elevation A (South) AL[05]450 REVA, Proposed Window Types Elevation B (East) AL[05]451 REVA, Proposed Window Types Elevation C (North) AL[05]452 REVA, Proposed Window Types Elevation D (West) AL[05]453 REVA, Proposed Window Type 01 AL[05]454, Proposed Window Type 02

AL[05]455, Proposed Window Type 03 AL[05]456, Proposed Window Type 04  
AL[05]457, Proposed Window Type 05 AL[05]458, Proposed Window Type 06  
AL[05]459 and Proposed Window Type 07 AL[05]460;

(l) Sections 6.1, 6.6 and 8.0 of the Design and Access Statement prepared Jeffrey Bell Architects as amended by section 6.0 of the Design and Access Addendum prepared by Jeffery Bell Architects;

(m) Air Quality Assessment by BWB Consulting;

(n) Drainage Strategy V1.10 11-09-20 prepared by Woolgar Hunter;

(o) Operational Management Strategy prepared by OBI and Jeffrey Bell Architects;

(p) Rylands Building, Manchester, Servicing Management Plan Curtins Ref: 75314-CUR-00-XX-RP-TP-003 Revision: V04  
Issue Date: 10 September 2020;

(q) Structural Statement and Structural Addendum prepared by Woolgar Hunter;

(r) Rylands Building, Manchester Transport Statement Curtins Ref: 75314-CUR-00-XX-RP-TP-001, Revision: V04 Issue Date: 10 September 2020 and Rylands Building - Forecasted Trip Generation 16th November 2020;

(t) GTech Surveys Limited, Television and Radio Reception, Impact Assessment Rylands Building;

(u) Wind Microclimate Desktop Survey prepared by Arc Aero 09 December 2020;  
and

(v) Sections 4,5 and 6 of the Crime Impact Assessment VERSION A: 07.09.20, 2017/0879/CIS/02

Reason - To ensure that the development is carried out in accordance with the approved plans. Pursuant to Core Strategy SP1, CC3, H1, H8, CC5, CC6, CC7, CC9, CC10, T1, T2, EN1, EN2, EN3, EN6, EN8, EN9, EN11, EN14, EN15, EN16, EN17, EN18, EN19, DM1 and PA1 saved Unitary Development Plan polices DC18.1 DC19.1, DC20 and DC26.1.

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

(a) Ground floor retail frontages -Samples and specifications of all materials and a programme for submission of the final details and a strategy for quality control management; and

(b) The final details and the 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.



(c) Listed Building - a programme for providing details of all internal and external materials (other than the ground floor retail frontages);

(d) The materials 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.

4) Before any works necessary to implement the approval commence a methodology and specification for any associated scaffolding and support structure for the listed building including its location, means of affixing to the building, location of any associated fixings to the building, details of how the building fabric would be protected from potential damage as a result of the erection of the scaffolding and details of making good to the building fabric following removal shall be submitted to and approved in writing by the City Council as local planning authority. No development shall commence unless and until the above details have been agreed.

Reason - In the interests of visual amenity and because the proposed works affect a building which is included in the Statutory List of Buildings of Special Architectural or Historic Interest and careful attention to building work is required to protect the character and appearance of this building and to ensure consistency in accordance with policies CC9 and EN3 of the Core Strategy and saved policy DC19.1 of the Unitary Development Plan for the City of Manchester.

5) Notwithstanding the drawings approved in condition 2, prior to the commencement of development details of the following shall be submitted to and agreed in writing by the City Council as local planning authority:

(a) A schedule of any intrusive investigations and mitigation/ repair including details of the need for the works, the number, sizes, locations and method statement for each task including building protection works;

(b) A schedule of paint sampling including all painted surfaces such as the staircases, windows, walls and ceilings and panelling ( which may have originally been a exposed wood finish)as a record and in order to inform the proposed decoration;

(c)Method statement for removal of any fabric as part of any strip out works (including original floor, wall, ceiling finishes) exposed during strip out works for (a) the existing shop fit out; (b) the Bet Fred Unit; and (c) the ground floor frontages (which shall be subject to a watching brief and recording) and for any proposals to repair fabric or structural works / repairs in relation to this. This should inform the Strategy for the re-use / relocation of any original features, fixtures or fittings within the final proposals (condition12(f)) including incorporation of any exposed element of original shopfront;

(d) Notwithstanding the details in the Structural Planning Report and Planning Addendum by Woolgar Hunter, final details of all of the proposed structural works, fire treatment, floor protection and structural repairs including those as outlined in the supporting structural engineers report (final agreement of the extent of these works may be need to be subject to a further planning application);

(e) Full scaled drawn details of M & E (Air conditioning and other internal and external plant) including elevations, sections and reflective ceiling plans; and

(f) Detailed method statement for the recording, careful dismanteling, storage, protection and new location for the removed original staircase (between 5th and 6th floors) and surrounding features;

Reason - In the interests of visual amenity, and because the proposed works affect a building which is included in the Statutory List of Buildings of Special Architectural or Historic Interest so careful attention to building work is required to protect the character and appearance of this building in accordance with saved policy DC19.1; of the Unitary Development Plan for the City of Manchester and policies SP1, EN3 and DM1 of the Core Strategy

6) Notwithstanding the details within condition 2 (d) and the Rylands Building, Manchester, Conservation Strategy by SLHA dated October 2020 (parts 3,4 and 5) no development shall commence in relation to each item within sections 3 and 4 of the Strategy unless and until final details or repair methodology, technique and specifications (including where appropriate specification and method statement) have been submitted to and approved in writing by the City Council as Local Planning Authority subject to validation on site:

All of the above shall be implemented in accordance with the approved details before the development is first occupied:

Reason - In the interests of visual amenity and because the proposed works affect a building which is included in the Statutory List of Buildings of Special Architectural or Historic Interest and careful attention to building work is required to protect the character and appearance of this building and to ensure consistency in accordance with policies CC9 and EN3 of the Core Strategy and saved policy DC19.1 of the Unitary Development Plan for the City of Manchester.

7) Notwithstanding the details as set out in condition 2 above no development shall commence in relation to the following work and installations 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 the new ground floor frontages including 1:20 elevations and sections;

(b) Final details of the fascia, signage zones and a signage strategy for the ground floor;

(c) Details of repairs and upgrade of existing roof;

- (d) Details of new critical windows including location within existing window openings and making good of any existing fabric damage due to removal of the existing windows;  
;
- (e) Details of the arcade fit out and arcade shop frontages;
- (f) A strategy for how existing features (including joinery and metalwork) will be reused;
- (g) A strategy for the re-use / relocation of the 7th floor doors and details of the final locations;
- (h) Details of the security doors and gates;
- (i) Strategy and details (1:20) for the reinstatement of the moulded dado and skirting;
- (j) Details of making good fabric following (a) structural interventions; (b) removal of fabric and (c) formation of new openings;
- (k) A schedule of removal of redundant signs and external fixtures and fittings and details and including method statements for repair work and making good to external elevations;
- (l) Details of any proposed damp proofing;
- (n) A strategy for the location and detailing of all building services including electrics and plumbing, telecommunications, fire/security alarms, any aerials and CCTV cameras (and associated cabling and equipment) along with final details of these items;
- (o) Tenant Fit Out Guide;
- (p) Any building lighting scheme; and
- (q) Details of all new entrances.

All of the above shall be implemented in accordance with the approved details before the development is first occupied:

Reason - In the interests of visual amenity and because the proposed works affect a building which is included in the Statutory List of Buildings of Special Architectural or Historic Interest and careful attention to building work is required to protect the character and appearance of this building and to ensure consistency in accordance with policies CC9 and EN3 of the Core Strategy and saved policy DC19.1 of the Unitary Development Plan for the City of Manchester.

8) Prior to occupation of each of the following areas of the building (a) Ground floor and basement; and (b) Floors 1-11, a Tenant Fit Out Guide shall be submitted to and approved in writing by the City Council as Local Planning Authority.

Reason - In the interests of visual amenity and because the proposed works affect a building which is included in the Statutory List of Buildings of Special Architectural or Historic Interest and careful attention to building work is required to protect the character and appearance of this building and to ensure consistency in accordance with policies CC9 and EN3 of the Core Strategy and saved policy DC19.1 of the Unitary Development Plan for the City of Manchester.

### **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: 127881/FO/2020 and 127882/LO/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:**

127881/FO/2020

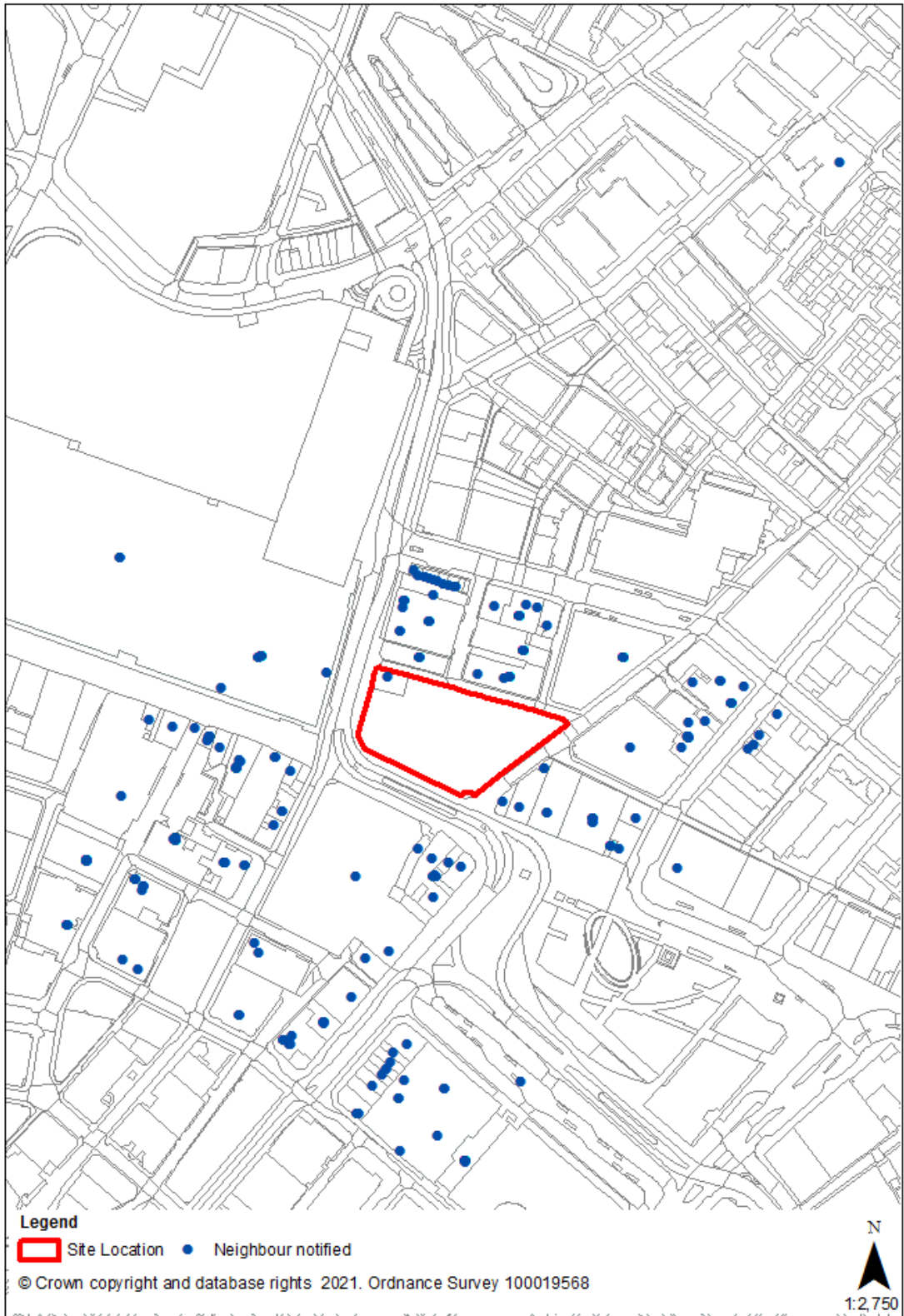
**GM Fire Rescue Service  
Highway Services  
Environmental Health  
Oliver West (Sustainable Travel)  
City Centre Regeneration  
United Utilities Water PLC  
Greater Manchester Police  
Environment Agency  
Transport For Greater Manchester  
Greater Manchester Archaeological Advisory Service  
Work & Skills Team  
Greater Manchester Ecology Unit**

127882/LO/2020

**National Amenity Societies  
National Amenity Societies  
Historic England (North West)**

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

<b>Relevant Contact Officer :</b>	Angela Leckie
<b>Telephone number :</b>	0161 234 4651
<b>Email :</b>	angela.leckie@manchester.gov.uk



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<b>Application Number</b>	<b>Date of Appln</b>	<b>Committee Date</b>	<b>Ward</b>
128045/VO/2020	21st Sep 2020	21st Jan 2021	Deansgate Ward

**Proposal** City Council Development - Public realm works to create a new public amenity space (Phases 1A, 1B and 1C) comprising the creation of a memorial feature to the Manchester Arena Attack, new entrance square in front of Manchester Cathedral (with potential use as events space), areas of new paving, amenity planting, raised lawns, tree planting, street furniture and lighting.

**Location** Manchester Cathedral, Victoria Street, Manchester, M3 1SX

**Applicant** Manchester City Council, C/o Agent

**Agent** Mr Frank Fitzpatrick, Planit-IE, 2 Back Grafton Street, Altrincham, WA14 1DY

## EXECUTIVE SUMMARY

The proposals would create a public amenity space in 3 phases including the creation of a memorial feature to the Manchester Arena Attack (Phase 1A), new entrance square in front of Manchester Cathedral, paving, amenity planting, raised lawns, tree planting, street furniture and lighting.

1 objection has been received from Chetham's who broadly support the proposals but raise some significant concerns about the detailed design, principally in relation to service access to and security of their site and in relation to potential impacts from Events being held adjacent to their site.

## Key Issues

**Principle of the proposal and the schemes contribution to regeneration** The development is in accordance with national and local planning policies, and the scheme would bring significant economic, social and environmental benefits. High-quality public spaces will attract people back to the city, increase the number of visitors and support the cultural, tourism and leisure economy. As the residential population in the city centre grows, the availability of public space is increasingly important.

**Economic:** The Economic Recovery Plan considers this site as a key public realm project which will provide a critical mass, linking key routes and spaces across the city centre and driving business confidence. The proposals would transform this part of the city centre.

Conservative impact assumptions predict that expenditure would increase by almost £20m by year five. In addition to extra staff recruited by the venues, it is estimated that the new public realm will result in an additional 172 jobs and over £5m Gross Value Added by year 5.

**Social:** Security and inclusivity have been integral to design to ensure increased natural surveillance and ensure that users feel safe, encouraging active use and responding to the needs of a range of disabilities. Further engagement to ensure high standards of inclusivity will continue as part of the planning conditions

The public realm would help to integrate the site into the locality and provide opportunities for civic and ceremonial events. The seating overlooking the Cathedral and River Irwell would create better physical engagement with the City's blue infrastructure.

**Environmental:** The proposals would provide opportunities for a range of public uses, create a green link to the north of Deansgate and improve the setting of the Cathedral and Chetham's School of Music. The enhanced public realm would deliver a high quality place and respond to the area's significance.

The Glade of Light would provide a space of peace and remembrance and should consent be granted the Memorial should be in place for the next anniversary.

Biodiversity would be improved and there would be a net gain of 62 trees across the 3 phases.

Heritage Impacts Historic England are supportive of the principle of the proposals and state that the public realm would result in an enhancement to the character and appearance of the Cathedral Conservation Area, and the setting of Manchester Cathedral and Chetham's Hospital.

**Chetham's Comments** - Vehicular access for servicing, maintenance and emergencies would be retained ensuring Chetham's and the Cathedral are able to fully function. The City Council is committed to continuing to consult with the school in respect of events planned in the vicinity of the school.

Final details of works to the land in Chetham's ownership on the site of the former Palatine Building would have to secure final agreement via a Planning Condition with any planting along the site boundary to be agreed with Greater Manchester Police Design for Security.

## **Background**

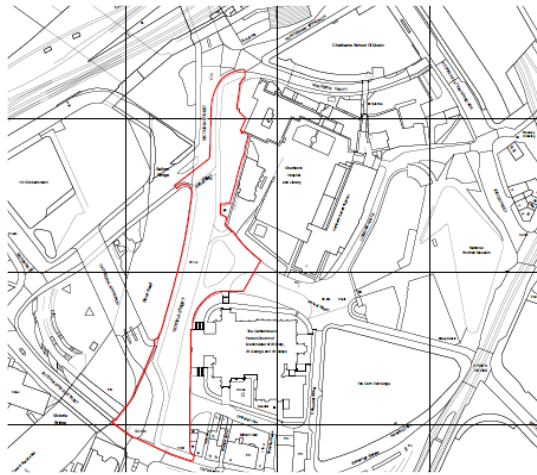
Consent was granted in January 2019 for public realm works including a square in front of Manchester Cathedral, areas of paving, amenity planting, raised lawns, tree planting, street furniture, lighting and opportunities to integrate public art at Victoria Street (121341/VO/2018). The current proposals updates this proposal and replaces the proposals for phase 1a incorporating the 'Glade of Light'. It would provide a place of remembrance and a permanent memorial to the 22 people who lost their lives in the May 2017 Arena Attack and for all of those injured and affected. It would be set within green spaces as a place for calm and reflection.



**Description of Site**



**Image of Site**



**Site Plan**

The site is formed by part of Victoria Street between the River Irwell, Chetham’s School of Music and Manchester Cathedral and has boundaries with Victoria Bridge Street, Walkers Croft, Cathedral Yard and takes in part of Fennel Street. It includes land created through the demolition of the Palatine Building on Chetham’s west boundary.

The site is in the Cathedral Conservation Area and Medieval Quarter an area of the City Centre which is rich in cultural and historical significance. It includes the Cathedral and Chetham’s School of Music (both Grade I Listed) and the National Football Museum. The Arena and Stoller Hall (Chetham’s School of Music’s Concert Hall) are also key destinations with the area. The site is close to Victoria Station. Other nearby significant buildings include the Corn Exchange (Grade II Listed), the Arndale Centre, Selfridges, Harvey Nichols and the Printworks.



- KEY**
- 1 National Football Museum
  - 2 Manchester Cathedral
  - 3 The Corn Exchange
  - 4 The Arndale Centre
  - 5 Selfridges
  - 6 Harvey Nichols
  - 7 Exchange Square
  - 8 Chetham’s School of Music
  - 9 Printworks

New developments have provided localised public realm improvements, but there are issues with the quality of the wider environment and public realm. A Masterplan has

been developed to address this and provide an enhanced setting for the area's assets.

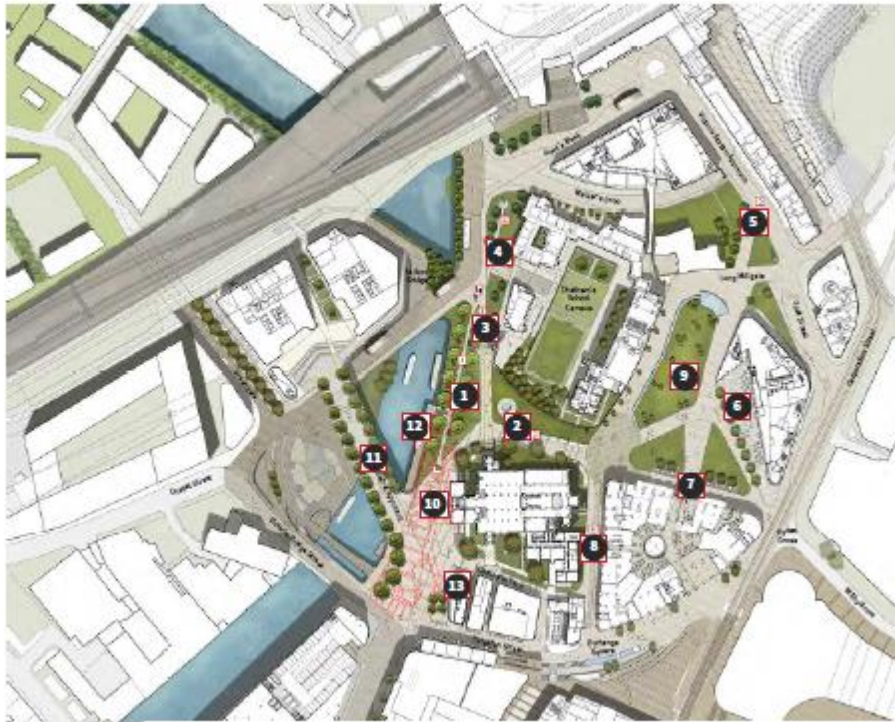
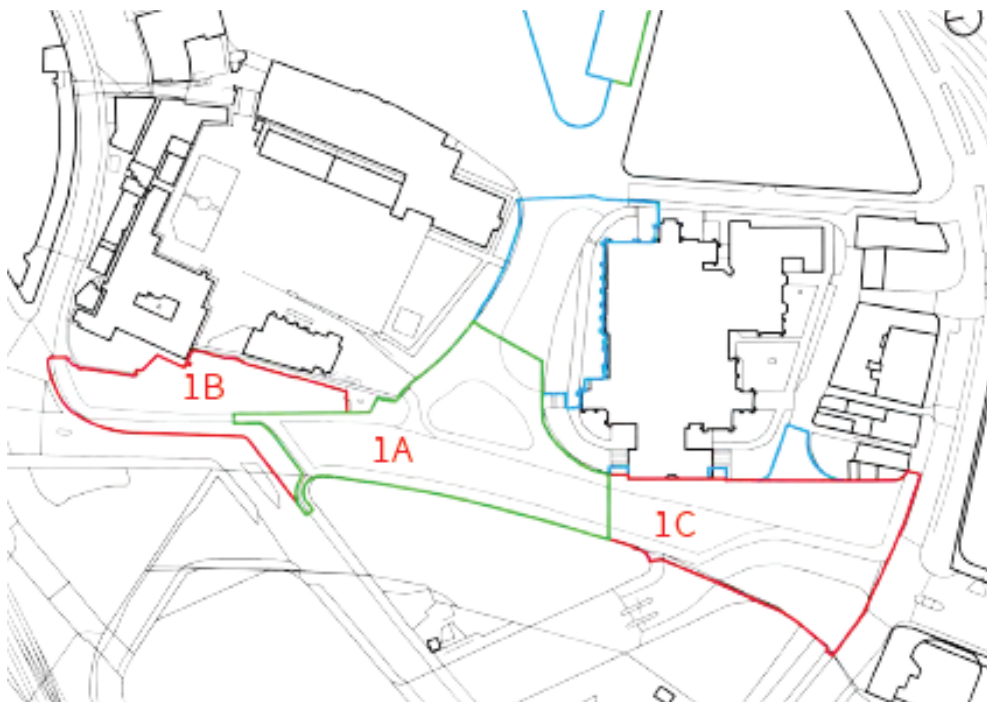


FIGURE 3: SIMPSON HAUGH MASTERPLAN

### **Description of development**

The scheme would develop Victoria Street as a linear park that provides opportunities for a range of public uses, create a green link to the north of Deansgate and improve the setting of the Cathedral and Chetham's School of Music. It has been developed in accordance with the broad principles set out in the Masterplan for the Medieval Quarter.



## Phasing detail

The proposals would be delivered in 3 phases as and when funding becomes available. The location of these phases is set out below:

### Phase 1a

This phase stretches between Chetham's to the north and the Cathedral to the south, alongside the River Irwell and would contain the Glade of Light Memorial to the 2017 Arena bombing. 2 category U trees would be removed. The works would include the 'halo' a white marble stone ring as a central focus surrounded by planting. The 'halo' would include inscriptions of the names of the 22 people who lost their lives in the attack as well as inset memory capsules and would be set within a grove of trees.



Following engagement with families, survivors and subsequently other consultees, there would be an additional outer-ring path to the Glade with extra seating. This would allow the provision of a wider variety of inclusive seating, including for left and right hand transfer spaces at the end of seats. It would ensure the garden can accommodate more visitors, without undermining the intimate and personal nature of the memorial.

There would be raised interpretative plaques at each entrance. These would have information about the memorial, including a tactile map and pictorial representations of key themes. Planting would include ground cover within the sunny glade of grasses, heaths, bulbs and perennials would provide year round colour.

The Glade of Light would provide a space of peace and remembrance.



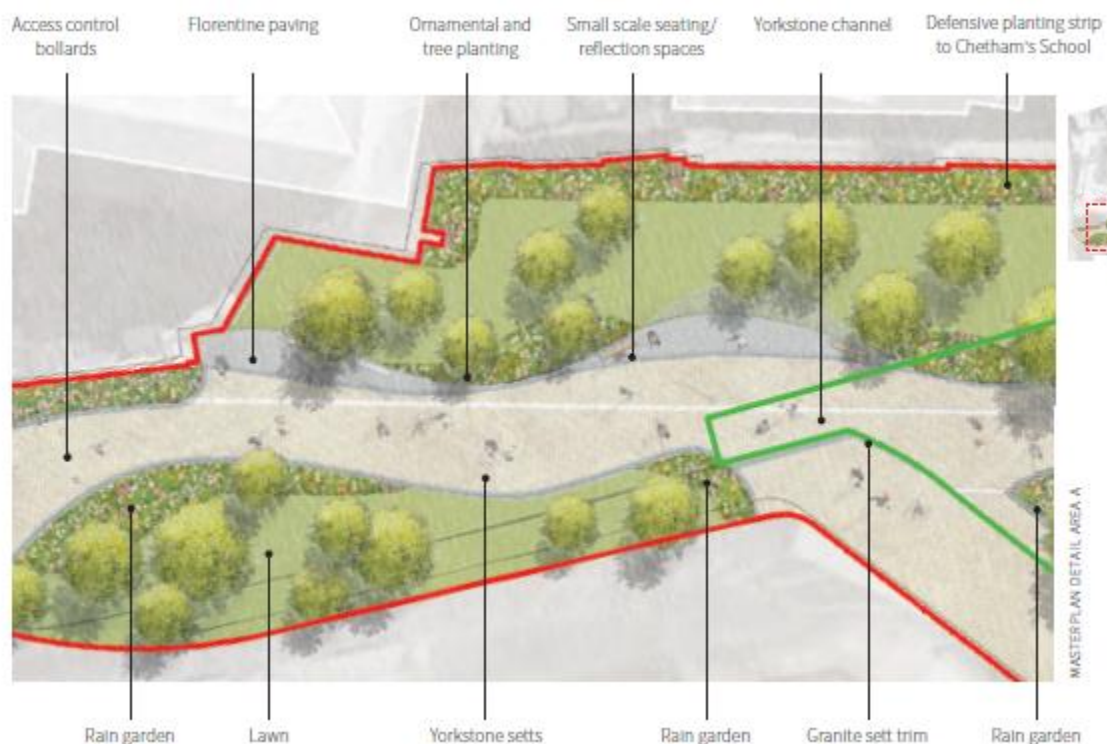
### Phase 1b

This is to the northernmost extent of the site and includes the footway to Victoria Street and the land vacated by the demolition of the Palatine Building. Consent for phase 1b at this stage is indicative, but could include a grassed area and tree and low level planting designed to secure the Chetham's site. Final details of phase 1b will be agreed through the discharge of conditions, subject to future funding streams and ongoing discussions with Chetham's who own the land vacated by the Palatine Building.

This part of the site is being used by Network Rail as a site compound until February 2021 and site remediation would create an easily managed grassed area to be maintained by Chetham's.

### Phase 1C

This includes the area immediately in front of the Cathedral, up to the parapet of the Irwell and the eastern most extent of Cathedral Approach. The vision is to create a sequence of spaces connected by a riverside walk that would create a vista with the end of Deansgate. Cathedral Square would provide a greatly improved setting for this Grade I listed building.



Following consultation with Access Stakeholders a shared pedestrian / cycle route has been removed and signage is now included which will set out a requirement for cyclists to dismount when they enter Victoria Street.

The proposals would include:

Access control bollards; a riverside walkway; rain gardens with perennial shrubs and tree planting; Small scale seating/ reflection spaces; raised perennial and herbaceous planting; a series of raised planting and lawned areas with seating; a new feature square of hard landscaping in front of the Cathedral to create a new major civic space; and new lighting.

Delivery access to Chetham's would be retained from Long Millgate and a protective planting buffer has been indicated adjacent to the school to manage unauthorised access which would need to be subject to final agreement with the School as landowner.

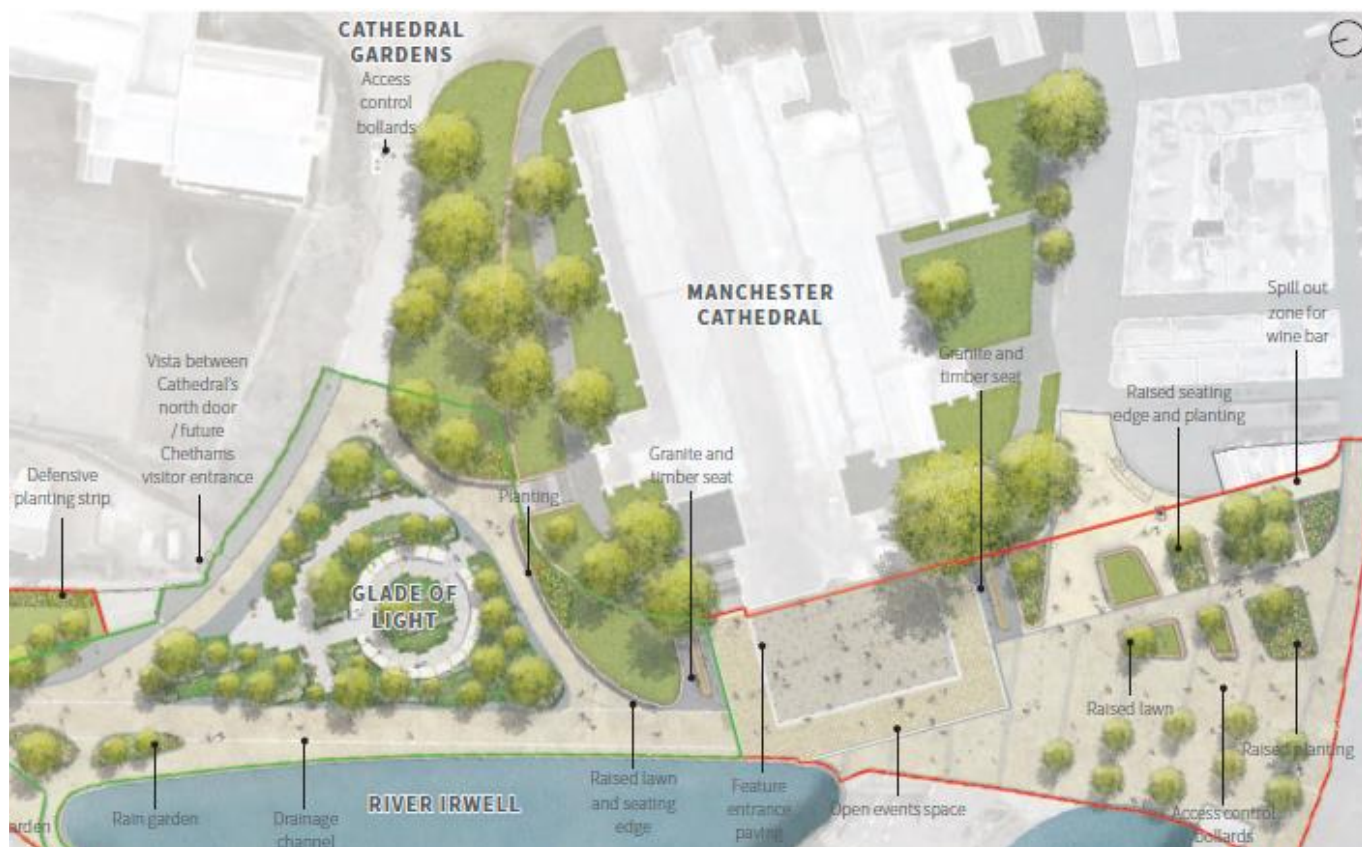
The majority of hard materials would be natural stone with granite kerbs and edge detail and there would be small areas of Florentine paving. The boundary to the Glade of Light would have Granite Setts. The square in front of the Cathedral would have a pattern formed from Yorkstone, limestone, granite and sandstone flags. The small unit size and a cropped finish for the granite would act as a skate deterrent around raised edges. In addition, the small unit size means that lighting columns and street furniture can be located within this band minimising paving cuts to larger paving units within the main body of the paving. The use of Yorkstone would provide visual unity with adjacent hard landscaped areas.

Planting would define spaces, mark the changing of the seasons and contribute to the green park environment that forms a fundamental part of the proposal. Planting to the Glade of Light would be naturalistic and reminiscent of heathland in the colours and plant species and the trees would give the effect of a woodland glade.

Planting and lawns would play an important role in the management of surface water. They would reduce the amount of rainfall falling onto impermeable surfaces that would otherwise flow directly into the drains. The Rain Gardens would have plants that can tolerate both wet and dry conditions due to the free draining substrate used to allow water to infiltrate in these SUD's features. The Lawns would create opportunities for seating and relaxing.

Herbaceous and Shrub Planting would provide colour, form and scent and add a splash of colour. Species chosen would survive through natural precipitation and require minimal maintenance. Feature Trees with would further the idea of 'the arboretum' established by the Cathedral Gardens scheme.

The Defensive Strip Planting would act as a protective layer along the Chetham's boundary. Species chosen would be robust and thorny to keep people away from boundary walls.



Free standing benches would provide seats in the smaller-scale spaces in addition to the seating provided by raised planters and edges in busier, more heavily used parts of the scheme. Fixed and removable bollards would control vehicle movements in an environment for pedestrians only (with cyclists required to dismount).

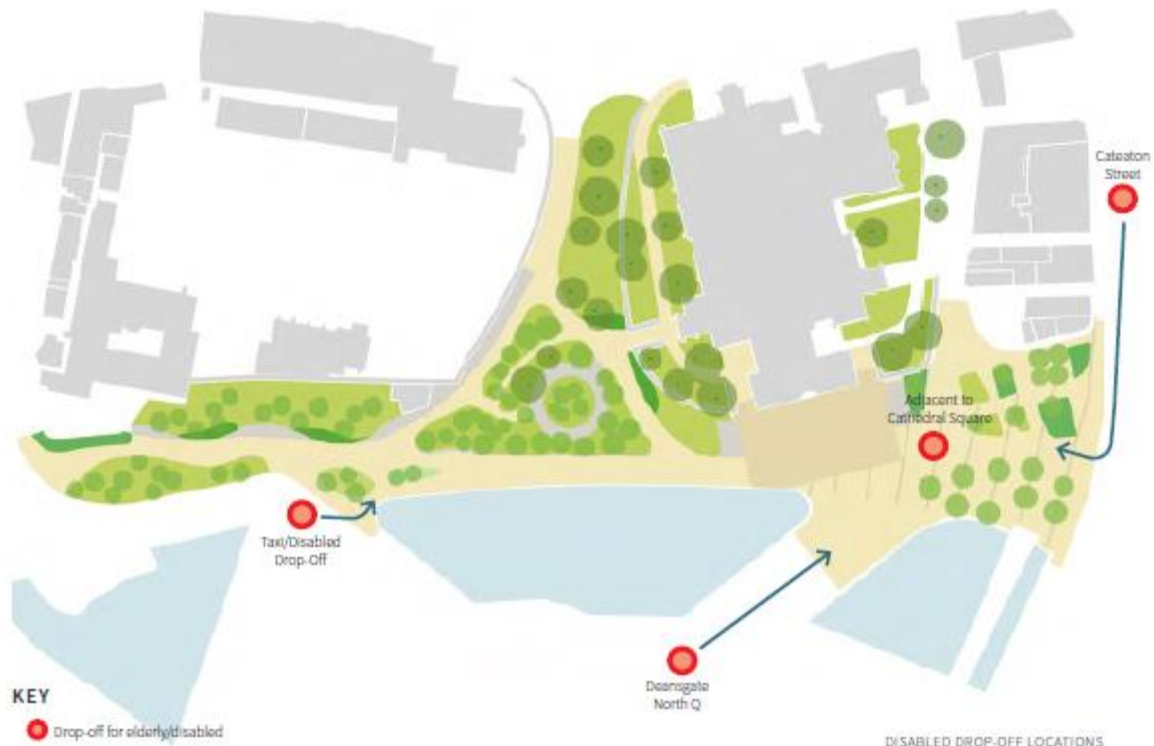
The lighting columns would have multiple directional heads to distribute light throughout the public realm. A signage and wayfinding strategy would aid navigation. Finger posts at key gateways would direct users to key destinations. The design of the fingerposts and the choice of font, size and colour would ensure that they are easily legible by all users of the scheme.

Security has been a key design issue to ensure park users feel safe, encouraging active use of the park and adjoining areas. Key principles of the security strategy are as follows: The spine route would be used by pedestrians and this passive surveillance would help to make the park safe; The lighting scheme would be combined with CCTV cameras and provide a high level of coverage across the park; trees would have a minimum clear stem of 2.2m to allow clear lines of sight beneath the canopy; planting would not grow above 1m or would be easily maintainable to beneath this level to ensure that clear sight lines are maintained; defensive planting with woody and thorny plant species would be used along the Chetham's boundaries to ensure the continued safeguarding of pupils, and to reduce the opportunity for abuse of the historic wall through graffiti.

Greater Manchester Police Design For Security have appraised the scheme and suggested changes have been incorporated where possible.

Hostile vehicle mitigation measures would ensure that the site can be used safely including: buildings and structures; raised planters; raised lawns; and, bollards

The public realm would be inclusive and accommodate all users, allowing the park to be appreciated by all. There would be multiple drop off points around the site or within a short distance to ensure that those with limited mobility are equally able to access the site (as detailed below).



Much of the site falls within the adopted highway. Victoria Street is part of the adopted highway and there is no proposal to change its status. Vehicular access for servicing, maintenance and emergencies would be retained.

Vehicular movements are currently restricted by physical measures at the northern end of the site and access is maintained from Deansgate. The proposal introduces planting in the centre of Victoria Street which would prevent south to north movements which would allow access to be managed by Traffic Regulation Order (TRO). The final details of the TRO are to be agreed. Vehicle tracking demonstrates that access to the Cathedral and Chetham's can be maintained.

A SuDS strategy would use the green spaces to collect, store, convey and filter surface water run-off from the hard paving. Hard surfaces would fall towards raingardens and water would be stored at the surface and soak into the soils before being absorbed by the plants. The raingardens would store water from extreme events before discharging at a controlled rate to the drainage network. The planted areas would contribute positively to biodiversity and amenity.

The proposed Square would greatly improve the main entrance to the Cathedral and enhance the setting of the Grade I listed buildings. It would provide opportunities for civic and ceremonial events, with seating overlooking the Cathedral and River Irwell.



It should be noted that following further consultation with Access Interest Groups cyclists would be required to dismount prior when entering the public realm. In addition the height of the 'halo' has been set at between 200 and 300mm and would not be usable as a seating area.

### **Consultations & Notification Responses**

**Publicity** – The application was advertised as a public interest development, affecting a right of way, a conservation area and the setting of a listed building. Site notices were displayed adjacent to the application site and the occupiers of adjacent buildings were notified about the application. One letter of objection has been received on the basis of the location the works, which they think should be away from Victoria Street and nearer to Fennel Street and the Football museum, and to the removal of existing high quality trees.

**Manchester Historic Buildings and Conservation Areas Panel** - The Panel commented on the previously approved scheme and considered the amount of new tree planting being proposed to be over dominant and would lead to views of important historic buildings being blocked. They felt there should be no trees obscuring the view and medieval setting of 'Chethams' and Manchester Cathedral.

They suggested a simpler palette of materials, principally using only Yorkstone to provide a more dignified setting for these important historic buildings. They felt that the small areas of planters and grassed areas would not cope well with higher levels of use in good weather and deteriorate quickly. They noted that the character of Fennel Street, as a historically important trading centre, had been eroded. They expressed concerns about the danger of cyclists mixing with pedestrians. They requested that the Oliver Cromwell statue be reinstated on the site.

**Historic England** - Has no objection on heritage grounds and consider that the application meets the requirements of the NPPF, in particular paragraph numbers 184 and 193. The public realm would result in an enhancement to the character and appearance of the Cathedral Conservation Area, and the setting of Manchester Cathedral and Chetham's Hospital. They are therefore supportive of the principle of these proposals, and of the desire to create a memorial to the Manchester Arena Attacks.

**Chetham's School of Music** – Whilst broadly supportive of the proposals they have some significant concerns about the application, most specifically about Phases 1A and 1B as set out below:

**Access to Chetham's site:** They consider that the plans do not appear to show, the level of detail required to demonstrate how access to Chetham's site through the gate opposite the Cathedral (South Gate – formerly Vickers Gate) is to be maintained. Chetham's requires very large vehicles to be able to use South Gate (as our other gate on Long Millgate is not large enough) and the plans seem to show that the Glade of Light memorial will be located in the space that these vehicles need to use to be able to drive in and out of the gate. There needs to be a big enough area on Fennel Street to allow these large vehicles to safely manoeuvre to enter and leave

Chetham's site. The memorial position possibly needs to be moved to allow this to happen.

Phase 1B landscaping adjacent to Chetham's also needs to take the required size of vehicles into account and they cannot see that this has been factored into the plans. Chetham's is currently having significant problems accessing the site due to the closure of Victoria Street and the installation of bollards on Victoria Street and Long Millgate. The School has specific access requirements (for example for emergency repairs at any time with no notice and planned construction works and maintenance) which have not changed in any way for decades so we would need to be reassured that these will not be adversely affected by the planning application.

They are concerned that when Cathedral Gardens is being used as an event venue (for example when the Christmas Markets are being held) that stalls/bars etc. are normally placed on the Long Millgate roadway and on the turning area by the Cathedral and this will totally block our access for significant periods of time, which again would not be acceptable. Having sole access via Long Millgate rather than Victoria Street means that Chetham's options for large vehicle access are halved which is not acceptable.

**Security:** The plans show defensive strip planting along Chetham's medieval wall but also state that the planting will be restricted to low growing (<1m) plants. In Chetham's view this is not sufficient to protect the wall and instead fencing along the complete length of the wall at sufficient distance from the wall should be provided to properly prevent damage. Chetham's feels that the potential level of criminality in the proposed public realm area is perhaps underestimated and the mitigating factors in the planning application do not appear to be sufficient to deal with this regrettable fact of life in the city centre. The unlawful activities in Cathedral Gardens (drug dealing, graffiti, muggings for example) which are not prevented by the use of CCTV, police attendance at sporadic times and antisocial behaviour orders are likely to be replicated in the new public realm areas. The safety of the School's students is of the utmost importance and we would require more measures to be taken to provide a guaranteed level of security in the area.

There is concern that once people can approach the wall, they will climb the security planting (relatively easy), graffiti it, and may commit crimes. The Library has had one attempted break-in in recent times, foiled by the on-site security officer (the person went on to cause £25,000 of damage at the Cathedral while robbing the poor-box), and we only need look at the fate of Wythenshawe Hall to see that sadly some people will cause destruction where they can. The Library is unique and cannot be replaced. A fence between the public area and the foot of the wall is needed. Any lamp-standards need to be far enough away from the wall that those shinning up them should not be able to use them to get across into Fish Court or other parts of the wall.

If the project team are not able to amend their plans to include security fencing, they require that mature plants to be used and to be planted at sufficient thickness immediately so as to reduce the probability of these sorts of crimes being committed. When the crimes do occur, we would require the Council to properly and effectively repair any damage caused at the Council's expense.

**The Palatine Land** This area is in the ownership of Chetham's Hospital. Discussions have taken place with Manchester City Council about a possible transfer of this land from Chetham's and the matter would need to be resolved in order for Chetham's to fully support the full planning application in its current form. Use of the proposed area Chetham's also has concerns about future events that may be organised in the new public realm areas. There needs to be proper consultation and prior agreement with and from Chetham's before the Council gives permission for events to ensure that security, noise, and other nuisance factors have been fully considered. Chetham's is very often forgotten when events on Cathedral Gardens are being approved and we often do not get any notification, let alone the opportunity to object, in advance of events taking place. The School has boarding students as young as 8 years old on site who go to bed at 8pm and staff who live on site all year round so the avoidance of noise from events is a critical factor.

Pending finances being available to Chetham's for the original landscaping to be carried out or agreement with the Council on a transfer of ownership, the Land will be grassed when it is vacated by Network Rail (currently using it for site compounds). There are also thoughts of planting fruit trees and installing bee hives, to use the Land as a learning zone for Chetham's students.

**Other comments:** There is little detail about the archaeological investigation that it is widely agreed should take place on the former Palatine site, and which has been seen as having significant potential for major discoveries. While funding may well be the issue, do we want to go in for extensive landscaping and paving of this area until the digs have been funded and done?

The paving scheme is over-complex, and the 'Florentine paving' on Millgate and the open space between the Cathedral, Corn Exchange and Chetham's is the source of continual problems leading to ugly patching with black-top, trip hazards and wet shoes. The only decent solution is setts throughout, as people will drive delivery trucks and cherry-pickers over the delicate surfaces and break them despite the intentions of the designers as the area outside the Corn Exchange proves.

The scheme doesn't appear to give much consideration to cyclists and integration into the broader cycle network plans for Manchester. Similarly bicycle parking provision should be considered as it is currently extremely poor in the vicinity and would be essential adjacent to a major transport and commuter hub.

The proposals don't seem to be coordinated with the Manchester Arena development proposals which join on to the geographical area of this scheme and factor in the Glade of Light memorial. The two schemes should be considered together, and their overall impact and cohesion assessed.

**Inclusive Access Interest Groups** –Formal consultations have taken place with a number of interest groups via the Access Design Group an informal network of disabled people's organisations, disabled people's charities and academics working the field of Inclusive Design co-ordinated by the City Council's Equality, Diversity and Inclusion Team as well as with the Access Officer within the Design and Conservation Group within the Planning Service.

Comments received are summarised below:

Older People's Forum in Manchester: Supportive in Principle

RNIB's (including representatives responding on behalf of Guide Dogs) : following the removal of a shared cycle / pedestrian route from the proposals have no objections subject to their ongoing in the detailed design development particularly in relation to signage. They would expect there to be Braille on signs and way finding points.

**Manchester Disabled People's Access Group (MDPAG)**- Have made comments in relation to the following: Stone Memorial font (design); Cycling (avoidance of conflicts between cyclists and pedestrians); Tactile warning at steps (design): Heights of benches (DFA2 and BS compliance); Arm rests – colour contrast (design); Handrails (provision for areas with gradient of more than 1:20); Tactile lettering (design); Incorporation of mobile apps for navigation; Edging on routes (need for more extensive provision); Access to toilets (wayfinding provision); Parking (distances to disabled parking are too long).

In relation to these points that have made a series of recommendations which are summarised below:

- The names on the Halo should be in Sentence case with lower font, in Arial, Helvetica, Verdana or another sans serif font. There are issues in relation to the colour of the lettering and testing of the colour inset in stone in rain and sunlight would be welcomed;
- The use of tactile warning pavers should require further consultation with visually impaired people and their organisation, if they do not follow the guidance in "Guidance on the Use of Tactile Guidance Surfaces, as customised tactile surfaces can be confusing to blind and partially sighted people;
- Compliance with Design for Access 2 and BS 8300 – 1, 2, 2018 is required for any seating;
- We agree with the comment on tactile paving at both the top and bottom of all steps and additionally that steps should have colour contrasted nosings. Currently the steps do not comply with Building Regulations or BS 8300 2018;
- Wayfinding should also include signage to accessible and standard toilets, including changing places toilets if there is one in the nearby area, especially as people may be spending some time in the park;
- Lettering on the Memorial should be tactile, either engraved or inset into the stone so that people can identify them if they are unable to read them visually. Tactile lettering is essential for many disabled people, but Braille users may not know that the Braille is there. However they would support Braille on any main lettering as it provides more accessibility. Tactile maps can be

provided by RNIB and should be a requirement not just a consideration, particularly as the space has complex features to navigate within;

- The inclusion of Mobile Apps should be considered alongside future meetings on signage and navigation proposals which it is not possible to comment on in detail at this stage without specific proposals;
- There are a number of options to creating colour contrasts and it is possible to use warmer materials for the arm rests such as wood with colours contrasted with their surroundings. It is important that accessibility rather than “beauty” is a priority and complies with BS 8300 and Design for Access 2 guidance. Use of colour is always subjective and it is possible to have quiet places without using bright colours for contrast;
- Additional parking nearer to the park should be provided and parking indicated on the application should be reserved and designed for disabled people and drivers;
- A disabled/non-standard cyclists with a width of 1500mm should be provided;
- Edging should be provided on all pedestrian routes;
- There should be more consultation on wayfinding, planting and lighting, as within the lighting standards, there are often areas of spotlighting and gloom or shadow, which would be a problem not only for neuro-diverse people but also for blind and partially sighted people and people with learning difficulties.

**Head of Highways** –No objections subject to conditions relating to agreement of details (including in consultation with Salford City Council) in relation to; maintenance of access and egress arrangements to and from Deansgate/ Cathedral Approach and the revised junction configuration of the Deansgate/ Victoria Bridge St/ Victoria St junction; boundary bridge structures (Greengate footbridge or Victoria Bridge) between Salford City Council (SCC) and Manchester City Council; a revised configuration of the Victoria St/ Hunts Bank junction and the impact that this has on capacity at the junction; and final details of the servicing strategy being attached to any consent granted.

**Head of Regulatory and Enforcement Services** – (Street Management and Enforcement) - Has no objections but recommends conditions relating to the management of construction and agreed with the findings of the Site investigation but has requested the implementation of a Watching Brief in relation to unexpected contamination being uncovered.

**Tree Officers** – No comments received.

**GMAAS** - No objections and have recommended that archaeological mitigation should be secured through conditions

**GMEU** – No objections due to the very low risk of nesting birds being present and the development being immediately adjacent to the River Irwell a major wildlife corridor.

A number of conditions and informatives relating to the protection of the River Irwell during construction and in relation to the requirements of the Wildlife and Countryside Act 1981 have been requested.

**Environment Agency** - Have no objection in principle but have made recommendations in relation to conditions and informatives.

**Flood Risk Management Team** – Have recommended conditions should ensure surface water drainage works are implemented in accordance with Suds National Standards and to verify the achievement of these objectives

**TfGM** – No comments received.

**Greater Manchester Pedestrians Society** – No comments received

**GMP (Design for Security)** – No comments received

**Counter Terrorism Unit (CTU)**– No comments received.

**Salford City Council** - Have no objection subject to the conditions from the previous consent being attached to any new planning permission

## Issues

### Local Development Framework

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

The proposals are considered to be consistent with the following Core Strategy Policies SP1, CC1, CC4, CC5, CC7, CC8, CC9, CC10, T1, T2, EN1, EN2, EN3, EN4, EN6, EN8, EN9, EN11, EN14, EN15, EN16, EN17, EN18, EC1, 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 DC19.1, DC18.1 DC20, DC22 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 series of Strategic Spatial Objectives that form the basis of its policies:

SO1. Spatial Principles – The development would be in a highly accessible location, close to good public transport links, and would thereby reduce the need to travel by private car.

S02. Economy – The new commercial uses would support a further improvement in the City's economic performance. It would provide new jobs during construction in a highly accessible location and would support the business and leisure functions of the city centre.

S05. Transport - The proposal is in a highly accessible location and would reduce the need to travel by private car and make the most effective use of existing public transport facilities.

S06. Environment - The proposal would help to protect and enhance the built environment of the City and ensure the sustainable use of natural resources, in order to: mitigate and adapt to climate change; improve air, water and land quality; improve recreational opportunities; so as to ensure that the City is inclusive and attractive to residents, workers, investors and visitors.

### **Relevant National Policy**

The National Planning Policy Framework sets out the Government's planning policies for England and how these are expected to apply. It aims to promote sustainable development. The Government states that sustainable development has an economic role, a social role and an environmental role (paragraphs 7 & 8). Paragraphs 10, 11, 12, 13 and 14 of the NPPF outline a "presumption in favour of sustainable development". This means approving development, without delay, where it accords with the development plan. Paragraphs 11 and 12 state that:

"For decision- taking this means: approving development proposals that accord with an up-to-date development plan without delay" and "where a planning application conflicts with an up-to-date development plan (including any neighbourhood plans that form part of the development plan), permission should not usually be granted. Local planning authorities may take decisions that depart from an up-to-date development plan, but only if material considerations in a particular case indicate that the plan should not be followed".

The proposed development is considered to be consistent with sections 6, 7, 8, 9, 11, 12, 14, 15 and 16 of the NPPF for the reasons set out below

Paragraph 103 states that the planning system should actively manage patterns of growth in support of these objectives. Significant development should be focused on locations which are or can be made sustainable, through limiting the need to travel and offering a genuine choice of transport modes. This can help to reduce congestion and emissions and improve air quality and public health.

Paragraph 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 124 states that the creation of high quality buildings and places is fundamental to what the planning and development process should achieve. Good

design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities.

Paragraph 127 confirms that planning decisions should ensure that developments: will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development; are visually attractive as a result of good architecture, layout and appropriate and effective landscaping; are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities); establish or maintain a strong sense of place, using the arrangement of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit; optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development; create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users; and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience.

Paragraph 131 states that in determining applications, great weight should be given to outstanding or innovative designs which promote high levels of sustainability, or help raise the standard of design more generally in an area, so long as they fit in with the overall form and layout of their surroundings.

NPPF Section 6 - Building a strong and competitive economy and Core Strategy Policy SP 1 (Spatial Principles), Policy CC1 (Primary Economic Development Focus) and CC4 (Visitors, Tourism, Culture and Leisure) – The development would enhance the built environment, creating a well designed place that would enhance and create character.

It would create a high-quality, highly sustainable environment, supporting economic and commercial development and city living. This would create employment during construction and therefore assist in building a strong economy. Evaluations of public realm schemes in cities such (carried out by Genecon and EKOSGEN) have identified six types of benefit from public realm – attracting businesses, attracting visitors, improving productivity, increasing land/property values, increasing tourism and enhanced image.

The development would help to create a neighbourhood where people would choose to be by enhancing the built and natural environment and by creating a well designed place that would enhance and create character. The proposals would use the site efficiently, enhance the sense of place within the wider area and reduce opportunities for crime.

NPPF Section 7 Ensuring the Vitality of Town Centres and Core Strategy Policies SP 1 (Spatial Principles) and CC2 (Retail) - One of the spatial principles is that the Regional Centre will be the focus of economic and commercial development, leisure and cultural activity and high quality city living. The proposal would support the creation of a neighbourhood within the City Centre Core which would help to attract and retain a diverse labour market.



NPPF Section 9 Promoting Sustainable Transport, Core Strategy Policies CC5 (Transport), T1 Sustainable Transport and T2 Accessible Areas of Opportunity and Need - The proposal would help to connect residents to open space and leisure facilities. The provision of new cycle routes should encourage modal shift away from car travel to more sustainable alternatives. The development would also include improvements to pedestrian routes and the pedestrian environment which would prioritise pedestrian and disabled people, cyclists and public transport.

NPPF Sections 12 (Achieving Well Designed Places), and 16 (Conserving and Enhancing the Historic Environment), Core Strategy Policies EN1 (Design Principles and Strategic Character Areas), EN2 (Tall Buildings), CC6 (City Centre High Density Development), CC9 (Design and Heritage), EN3 (Heritage) and saved UDP Policies DC18.1 (Conservation Areas) and DC19.1 (Listed Buildings) – Sections 11 and 12 of the NPPF point out that planning policies and decisions should support development that makes efficient use of land, this includes taking into account: 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. 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. 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.

The design has been considered by a range of stakeholders with targeted consultation with Inclusive Access Groups, the Families of those who died in the attack, Manchester Arena operator and owner, Manchester Cathedral and Chetham's School of Music. The public realm would complement the high standard of design in nearby areas and would improve the functionality of the site and enhance the character of the Conservation Area and the setting of adjacent listed buildings. It would enhance quality in the area, introducing complementary activity that will add value and would improve legibility, visual cohesiveness, connectivity and integration. It would complement completed and emerging public realm improvement works improving the functionality of the City Centre's public realm infrastructure.

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

Paragraph 192. 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 193 states that when considering the impact of a proposal on the significance of a designated heritage asset, great weight should be given to the asset's conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance.

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

- a) Grade II listed buildings, or grade II registered parks or gardens, should be exceptional;
- b) assets of the highest significance, notably scheduled monuments, protected wreck sites, registered battlefields, grade I and II\* listed buildings, grade I and II\* registered parks and gardens, and World Heritage Sites, should be wholly exceptional.

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 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.

It is considered that the proposals would have a beneficial impact on the surrounding area. Its present condition does not realise its full potential in terms of making a contribution to the townscape and has a negative impact on the setting of designated heritage assets. The proposal would not result in any significant harm to the setting of surrounding listed buildings or character of the Conservation Area and the quality and design would sustain the adjacent heritage value of the heritage assets. This is discussed in more detail below.

The proposal would enhance part of the City Centre that currently has a negative impact on the setting of nearby heritage assets and introduce a good quality area of public realm which would make a positive contribution to the townscape and placemaking enhance the setting of those adjacent heritage assets.

NPPF Section 8 (Promoting healthy communities) and Core Strategy Policies SP 1 (Spatial Principles), CC7 (Mixed Use Development), CC10 (A Place of Everyone) and EN11 Quantity of Open Space, Sport and Recreation – The public realm would help to integrate the site into the locality and increase levels of natural surveillance. The proposals would create a well designed place that would enhance and create character, making a positive contribution to the health, safety and wellbeing of residents. It would consider the needs of all members of the community and protect and enhance the built and natural environment. The development would facilitate social interaction and help to create a healthy, inclusive community. It would be safe and accessible with clear and legible pedestrian routes, and high quality public space.

Saved UDP Policy DC20 (Archaeology) – There is a great deal of archaeological interest within the site and the surrounding area. Features of particular note include 'Hanging Ditch' and the more recently discovered 'First Ditch' which was partially uncovered when the Palatine Building was demolished. There is an opportunity for new forms of interpretation for both of these known historic features. There has been ongoing engagement with GMAAS as part of the pre-application process to agree the level of investigation that would be appropriate for each phase and how the findings of those investigations should be disseminated.

Section 10 (Meeting the challenge of climate change, flooding and coastal change), EN 8 (Adaptation to Climate Change), EN14 (Flood Risk) and DM1 (Development Management- Bream requirements) -The site is highly sustainable. The surface water drainage would be managed to restrict it to greenfield run-off rates if practical, and to reduce the post development run-off rates to 50% of the pre-development rates as a minimum. The drainage network would be designed so that no flooding occurs for up to and including the 1 in 30-year storm event, and that any localised flooding would be controlled for up to and including the 1 in 100-year storm event including 20% rainfall intensity increase (climate change). The surface water management would be designed in accordance with the NPPG and DEFRA guidance in relation to SuDS

NPPF Section 11 (Conserving and enhancing the natural environment), Manchester Green and Blue Infrastructure Strategy 2015, Core Strategy Policies EN 9 (Green Infrastructure), EN15 ( Biodiversity and Geological Conservation), EN 16 (Air Quality), Policy EN 17 (Water Quality) Policy EN 18 (Contaminated Land and Ground Stability) and EN19 (Waste) - The proposal would not have any significant adverse impacts in respect of pollution, including ground conditions, water quality, biodiversity and lighting. Drainage would be improved to overcome current potential for flooding during extreme rainfall events.

The development would be highly accessible by all forms of public transport and would reduce reliance on cars and therefore minimise emissions from traffic generated by the development.

The Manchester Green and Blue Infrastructure Strategy (G&BIS) There would be no adverse impacts on blue infrastructure and the setting of and access to the River Irwell would be improved.

DC22 Footpath Protection - The proposals would improve pedestrian routes within the local area through enhanced planting and repaving.

Policy DM 1- Development Management - Outlines a range of general issues that all development should have regard to and of these, the following issues are or relevance to this proposal:-

- appropriate siting, layout, scale, form, massing, materials and detail;
- design for health;
- impact on the surrounding areas in terms of the design, scale and appearance of the proposed development;
- that development should have regard to the character of the surrounding area;
- effects on amenity, including privacy, light, noise, vibration, air quality and road safety and traffic generation;
- accessibility to buildings, neighbourhoods and sustainable transport modes;
- impact on safety, crime prevention and health; adequacy of internal accommodation, external amenity space, refuse storage and collection, vehicular access and car parking; and
- impact on biodiversity, landscape, archaeological or built heritage, green Infrastructure and flood risk and drainage.

The above issues are considered in detail in below.

### **Other Relevant City Council Policy Documents**

'Powering Recovery: Manchester's Recovery and Investment Plan' – This sets out what Manchester is doing to respond to the COVID-19 pandemic and reinvigorate its economy, with plans to protect and create jobs, and support new business opportunities in the city's economy. It sets out how Manchester can play a leading role in the levelling-up agenda, with ambitious plans to build on recent investment in economic assets and infrastructure and accelerate the growth in high-productivity sectors including the Digital, Creative, Technology and Health Innovation Sectors alongside the well established financial and professional services sectors. This includes support for major job-generating investment with high-growth sectors, new-starts and scale-up. Improvements to the City Centre's public realm have played a pivotal part in of concerted efforts to revitalise the city centre as the major employment location and driver of economic growth in the region, in previous phases of major regeneration within the City Centre not least following the 1996 IRA attack, from which the adjacent Cathedral Gardens into which these proposals would link emerged.

The Plan states that:

- Benefits from public realm include attracting businesses, attracting visitors, improving productivity, increasing land/property values, increasing tourism, promoting pedestrian linkages, and an enhanced image.

- Enhancements to the public realm add to the land/property value of areas, attracting businesses, and potentially attracting further private-sector investment in the area; they bring new jobs and economic benefits, and therefore contribute to economic growth and recovery

Within the Plan four public-realm projects including the Medieval Quarter Public Realm and Glade of Light Memorial are identified as key projects which aim to completely transforming and update the city centre's physical environment to create a connected network of public spaces that support the economic recovery.

The proposals would also align with the Plan's ambitions for zero carbon and climate resilient growth.

**The Medieval Quarter Masterplan** - This seeks to address the following key issues:

- Connectivity through the Medieval Quarter – to improve pedestrian linkages open up key vistas and improve the sense of arrival.
- Flexibility and functionality of external spaces – to create better connections between public spaces and provide more focus points.
- Recent changes to the urban context – including the highway changes at Victoria Street, Metrolink Second City Crossing and developments at Chetham's.
- Fragmented character/heritage quarter not clearly defined – the lack of visual and physical coherence in the public realm and lack of a strong identity for the area.

The Masterplan seeks to celebrate the pre-industrial heritage of the city, rejuvenating the area, and providing an improved setting for its unique cultural and heritage assets. It will look to link together the developments at these key assets, as well as opportunities to create new public realm in the area, which (along with the developments at Greengate) would help to reunite the historic centres of Manchester and Salford.

There are five main elements to the proposed works:

- **A new park on the River** – celebrating significant people and events in the story of Manchester and creating new pedestrian routes, reinstating linkages along Hunts Bank.
- **Improving the setting and connectivity of Manchester Cathedral** – including creating a new setting for the Cathedral main entrance; linking the Cathedral and Chetham's via an integrated visitor experience and reinstated Apple Market; and uncovering the historic riverfront.
- **Chetham's** – integration of the proposed visitor experience and of the 'First Ditch' archaeological site into the wider Medieval Quarter landscape.
- **Redefining and Updating Cathedral Gardens** – with new defined spaces, sheltered external seating for the Corn Exchange, and external areas for the National Football Museum

- **Victoria Station** - an improved arrival route into the city from Victoria Station, including updated formal gardens in front of Chetham's. The new public realm proposals within the masterplan will fundamentally change the visitor experience and open up and transform the Medieval Quarter. They are designed change the Medieval Quarter from a fragmented and incoherent area into of the most impressive destination in the city centre, enhancing the investment taking place in the area's key assets.

Ramada Complex SRF (2018) - This identifies the site as a significant scale strategic regeneration opportunity with the potential to support Manchester's growth and quality of life through the delivery of over 60,000 sq. m of mixed use development, occupying a footprint of 2,700 sq. m plus 8,160 sq. m of new public open space and public realm for the City with the 1.4 Hectare Site. It is envisaged that 58% of its area will be public realm.

Part of the vision for the SRF area is to deliver a distinctive new City Centre destination focused around a 'best in class' landscaped public space, which positively interfaces with Deansgate and the River Irwell, connecting the site into the surrounding City Centre context, alongside high quality buildings that accommodate high quality and distinctive uses, to create a genuine sense of place. The proposals would provide a benchmark in terms of quality and ready made linkages and form part of the wider vision for improving pedestrian permeability and accessibility and linking together Manchester's Central Retail District and other regeneration areas such as Spinningfields, Greengate and Great Ducie Street.

NOMA regeneration framework (2010)- This regeneration framework covers the 20 acres of land surrounding the former Cooperative Headquarters. NOMA is underpinned by a Strategic Regeneration Framework and Masterplan originally endorsed by Manchester City Council in 2009, updated in 2010, 2013, 2015 and most recently in November 2020. These documents set out a commitment to create a commercially-led, mixed-use destination at the northern gateway to the City Centre. The SRF sets out the vision for NOMA as a hub for Manchester's creative and technological industries, in addition to supporting key strategic objectives relating to place making, job creation and supporting local communities.

The updated SRF captures the success of NOMA to date, charting progress against the vision for the future to create commercially-led neighbourhood, capturing the demand for new purpose-built office provision, supported by independent retail and leisure space. Within NOMA, 7,500 sq. ft. of retail and leisure space has already been delivered and there is a strong pipeline of consented retail and leisure space across the historic estate and new development plots totalling 148,900 sq. ft.

Altogether, NOMA is expecting to deliver c.135, 000 sq. ft. of retail and leisure space and this is reflective of the shift toward a comprehensive retail and leisure offer at street level, helping to further activate the public realm and contribute towards its role as a destination within the City. The proposals would complement the improvements to the public realm within Noma which have taken place as it's has emerged as a key City Centre neighbourhood and employment hub over the past 10 years.

Northern Gateway (SRF 2019) - A key aim of Manchester City Centre's Northern Gateway strategic regeneration area is to deliver significant residential-led development alongside high quality commercial development. The SRF area covers approximately 155 hectares (ha) to the north of Manchester city centre between Victoria Station, NOMA and the Northern Quarter in the southwest, and Queens Park and the intermediate Ring Road (Queens Road) to the northeast. The Northern Gateway is surrounded by the established neighbourhoods of Ancoats and New Islington, Miles Platting, Monsall, Cheetham Hill and the Strangeways commercial district. Whilst having been on the fringe of development in recent years, it has now become a focal point for investment and the next phase of regeneration in the city centre. There are a number of committed developments including Angel Meadows, which will deliver over 700 residential units to the regeneration area.

The Northern Gateway will expand the city centre physically and functionally in a northern direction establishing sustainable mixed use neighbourhoods. The vision for the Northern Gateway is to attract new business, retail and residential users, as well enhancing the public space leading into the heart of the city centre; and these proposals are fully aligned with that objective and will act as a key link between the Northern Gateway and other parts of the city centre. Linking the communities in the north to the city centre will support the wider vision for establishing a new dynamic neighbourhood, which contributes to the economic performance of Manchester.

Great Ducie Street Strategic Regeneration Framework (SRF) (2018) and Former Boddington's Brewery SRF (2015). The focus of these SRF's is on securing the regeneration of the area into a new, mixed use neighbourhood. The SRF advocates the opportunity to facilitate greater synergies between existing businesses in the framework area and emerging development. The vision is to develop a strong sense of place and community, to deliver residential accommodation balanced by non-residential uses. The vision also sets out that development should significantly increase the density within this area to something that is commensurate to the scale of development within the city centre. The proposed public realm improvements and improved quality of linkages with the City Centre Core would support that creation of a sense of place.

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 above and later in this report the proposals would be consistent with these principles and standards.

Manchester City Centre Strategic Plan- The Strategic Plan 2015-2018 updates the 2009-2012 plan and seeks to shape the activity that will ensure the city centre continues to consolidate its role as a major economic and cultural asset for Greater Manchester and the North of England. It sets out the strategic action required to work towards achieving this over period of the plan, updates the vision for the city centre within the current economic and strategic context, outlines the direction of travel and

key priorities over the next few years in each of the city centre neighbourhoods and describe the partnerships in place to deliver those priorities

The site of the current planning application falls within the area designated as the Medieval Quarter which it identifies as sitting close to the city's retail hub and the Salford city border, and rich in cultural and historical significance. It notes that the area is home to Manchester Cathedral and Chetham's School of Music – two of Manchester's renowned historical assets.

Key priorities for the area are the Development of a strategy for the area to provide an appropriate setting for the collection of historic buildings and completing improvements to the Corn Exchange, Manchester Cathedral and Chetham's School of Music.

The proposed development would be complementary to the realisation of the objectives set out above. It would enhance the sense of place whilst strengthening physical and visual links between the City Centre and key regeneration areas beyond.

## **Conservation Area Declarations**

### **Cathedral Conservation Area**

The Grade I listed Manchester Cathedral and the part Grade I, part Grade II listed Chetham's Hospital school form the focal point of the Conservation Area. The area was designated as a Conservation Area in April 1972 in order to preserve and enhance the quality of the setting of these buildings. To the south and east of these two buildings is the confined solemnity of the Cathedral Yard, and they are effectively separated from the rest of the city centre by a partial ring of Victorian Commercial buildings, including the impressive Corn and Produce Exchange (Grade II listed). These all cluster around the medieval street pattern and are bounded on the outside by the curving line of the Cateaton Street, Hanging Ditch, Todd Street, Victoria Station and Hunts Bank approach. To the north and west the Cathedral overlooks the broad width of the busy Victoria Street and the deep cut of the River Irwell, both of which traverse the area, and beyond, into Salford, to the extensive cobbled forecourt of the disused Exchange Station which forms the western boundary of the area. The Corn Exchange also lies within the Area boundaries. The existing building, designed by architects Ball and Else, is noted for its glass and steel roofed internal market hall.

For some years, consideration has been given to improving and enhancing the setting of the Cathedral and Chetham's School and to retaining the essential Victorian character of the remainder of the area. The intention is to restrict traffic movement through the area and to establish a series of landscaped pedestrian walkways in those areas thereby freed.

Proposals have envisaged the closure of Fennel Street and Victoria Street (now effective). The closure of the latter street has provided the opportunity to create a riverside walkway in front of the main entrance to the Cathedral. The redevelopment of those outworn portions of the area will present a further opportunity to give a better setting for the Cathedral.



## Other National Planning Legislation

### Legislative requirements

Section 66 of the Listed Building Act 1990 provides that in considering whether to grant planning permission for development that affects a listed building or its setting the local planning authority shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.

S72 of the Listed Building Act 1990 provides that in considering whether to grant planning permission for development that affects the setting or character of a conservation area the local planning authority shall have special regard to the desirability of preserving or enhancing the character or appearance of that area

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

### Land Interest

The City Council has a land interest in the site which includes public footway and highway within the site edged red. Members are reminded that in considering this matter, they are discharging their responsibility as Local Planning Authority and must disregard the City Council's land interest.

### **Environmental Impact Assessment. The proposal does not fall within Schedules 1 or 2 of the Town and Country Planning (Environmental Impact Assessment) Regulations 2017**

The proposal does not fall within Schedules 1 or 2 of the Town and Country Planning (Environmental Impact Assessment) Regulations 2017

## ISSUES

**Regeneration, Place Making and the Benefits of the proposals** – The Medieval Quarter is located between the city centre core and a number of the City's key emerging regeneration areas which should accommodate much of the City's housing growth over the next 20 years. Growth in the north of the City is at the centre of the Economic Recovery Plan and this housing is required to provide the homes necessary to attract further investment and talent. Investment in housing as part of the Northern Gateway is predicted to be in excess of £2 billion.

The Medieval Quarter has been transformed following the 1996 IRA bombing. This has included public realm improvements around Exchange Square, the National Football Museum, redevelopment projects at Chetham's School of Music and Manchester Cathedral, the restoration of the Corn Exchange and transport infrastructure at Victoria Station and in the Second City Crossing. However, this site does not deliver the quality of place appropriate to its significance and the level of investment in adjacent areas.

Place creation is critical to deliver of an inclusive, zero-carbon economy and environment as part of the Recovery Plan and the Our Manchester Strategy and the Our Manchester Industrial Strategy. This requires spaces that are coherent and connected so that moving through the city centre is efficient and comfortable. The proposal would make connections and build upon significant public realm investment as part of that post 1996 recovery. It would improve linkages and wayfinding into and out of the city centre.

Research carried out as part of the preparation of the Recovery Plan has made it clear that the quality of public realm within the city centre and district centres, the overall cleanliness of the city, and the perceived lack of green spaces impact on the ability of businesses to attract investment and broader economic growth. These proposals should encourage the acceleration of major investment in new development and redevelopment proposals.

High-quality public spaces will attract people back to the city, increase the number of visitors and support the cultural, tourism and leisure economy. As the residential population in the city centre grows, the availability of public space is increasingly important.

The Recovery Plan considers this site as a key public realm project which will provide a critical mass, linking key routes and spaces across the city centre and driving business confidence. This will create significant numbers of new jobs and safeguard many others.

These proposals would help to make the Medieval Quarter one of the most high profile and iconic locations in the city, shared by residents, business and leisure visitors, daily commuters and workers from the retail and office space being developed.

The proposals would create a significant public park and green space next to the River Irwell. It would create a pedestrian link into the city centre and a spine route through Cathedral Square which could be used for public events and ceremonies. Analysis submitted with the application suggests that there would be an increase in events and visitor numbers of between 10%-20%. The existing venues attract significant numbers of international visitors and visitors from outside of Greater Manchester which increases the overall impact on the city economy. In effect, the public realm will make the Medieval Quarter a must visit location for every tourist to Manchester. Using relatively conservative impact assumptions, expenditure would increase by almost £20m by year five. In addition to extra staff recruited by the venues, it is estimated that the new public realm will result in an additional 172 jobs and over £5m Gross Value Added by year 5.

While the direct benefits of more visitors are important, the quality of the proposals would have an impact over the wider City Centre North area, supporting re-development plans around Victoria and Noma.

Overall, the proposed public realm investment would have a transformational impact, capitalising on and stimulating other private sector led investment, and supporting an increase in visitor related expenditure and employment. The investment would also benefit local residents, in terms of jobs and investment, and as a space which local people are able to enjoy. The current proposals are defined within the Masterplan as Phase 1a and would realise some of the objectives and benefits set out above. Phase 1a would be the last piece of the original Manchester Millennium Masterplan to be completed and is capable of independent improvement in advance of the other proposed phases.

Although the area is one of the most important historical parts of the city, many heritage assets are obscured and there is no sense of arrival at the Cathedral, which is also disconnected from Chetham's, while the historical waterfront is poor and inaccessible. The route to and from Victoria Station is poor and the riverside is hidden. The proposed public realm will improve the sense of arrival at the Cathedral and improve linkages to area.

It is anticipated that Phase 1(a) will commence on site shortly should consent be granted and be in place for the next anniversary of the Arena attack.

In terms of Phase 1(b) the City Council is in negotiation with Chetham's to take a long lease of the site of the former buildings following demolition, for the purpose of securing this site to implement a comprehensive public realm scheme. The land will be transferred to the Council on a peppercorn lease, which will contain a restrictive covenant limiting the use of the land for the purpose of open space for the benefit of the public. The principle of granting the land has been agreed between the parties and detailed terms will be agreed by the Chief Executive and Head of Development, in consultation with the Leader and Executive Members.

**Consideration of the merits of the proposals within the National and Local Policy Context relating to Heritage Assets, Design Issues, relationship to context and the effect on the Historic Environment.**

There are no World Heritage Sites in the immediate vicinity. Section 66 of the Listed Buildings and Conservation Areas Act 1990 requires members to give special consideration and considerable weight to the desirability of preserving the setting of listed buildings when considering whether to grant planning permission for proposals which would affect it. Section 72 of the Act requires special consideration and considerable weight to be given 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.

In terms of the NPPF of particular relevance to the consideration of this application are paragraphs 192, 193, 194, 196, 197, 200 and 201.

The current appearance of the majority of the site does harm to the setting of the Cathedral Conservation Area, the setting of the adjacent listed buildings and the quality and character of the townscape. This creates a poor impression of this part of the City Centre. The proposals present an opportunity to enhance the character of the Conservation Area, and preserve the setting of the adjacent listed building and the wider street and townscape in line with policies within the Planning Act, NPPF and Core Strategy as well as sections 66 and 72 of the 1990 Listed Buildings Act which have been outlined above.

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 be justified.

It is considered that the impacts of the proposal on the setting of the adjacent Grade I Listed Cathedral and Chetham's Building and the character of the Cathedral Conservation Area would be less than substantial.

Paragraph 196 of the NPPF states that where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use.

Paragraph 20 of the NPPF Planning Practice Guidance states that Public benefits may follow from many developments and could be anything that delivers economic, social or environmental progress as described in the National Planning Policy Framework ([paragraph 7](#)). Public benefits may include heritage benefits.

The public benefits arising from the development, would include: -

#### Heritage Benefits

The key heritage benefit would be revitalising the character of this key historic part of the City Centre improving the setting of the Cathedral and Chetham's Library which would allow a better appreciation of the value of the assets and their setting.

#### Wider public benefits

Would include:

- Enhancing a site which has a negative effect on townscape to create a more vibrant, active and useable space;

- Improving drainage and water run off management;
- Establishing a strong sense of place, enhancing the quality and permeability of the streetscape and the architectural fabric of the City Centre;
- Providing a new public space and facilities for residents, workers and visitors to the area;
- Positively responding to the local character and historical development of the City Centre, delivering an innovative and contemporary design which reflects and compliments the large neighbouring commercial buildings and local context;
- Creating a safe and accessible environment to enhance the local quality of life;
- Contributing to sustained economic growth;
- Providing equal access arrangements for all;
- Increasing activity at street level and engaging better with the River Irwell one of the City's key pieces of Blue Infrastructure; and
- Improving overlooking, natural surveillance and increasing feelings of security within the city centre.

The enhancement to the urban form and pedestrian environment would be considerable, and the overall impact of the proposal, including the impact on heritage assets, would not outweigh the clear regeneration benefits that would result from the development of this site.

Due to the current condition of the site and its overall contribution to the character of the Conservation Area and setting of the Cathedral and Chetham's Building, the proposals would not result in anything more than instances of "*less than substantial harm*". The setting of the Listed Buildings and character of the Cathedral Conservation Area will not be fundamentally compromised by the proposals. The less than substantial harm would be outweighed by the substantial public benefits.

The proposals present an opportunity to preserve and enhance the character of the Conservation Area, and preserve the setting of the adjacent listed buildings and the wider street and townscape in line with policies within the Planning Act, NPPF and Core Strategy as well as sections 16, 66 and 72 of the 1990 Listed Buildings Act which have been outlined above.

The proposal would enable a greater understanding of and enhance the heritage values and significance of the affected assets and better reveal their significance in line with NPPF paragraphs 192-196. In accordance with and Section 66 and 72 of the Listed Building Act 1990 the development would have special regard to the desirability of preserving the setting of adjacent listed buildings and the character of the Conservation Area.

Officers consider that the benefits of the proposal would outweigh the level of harm caused to the affected heritage assets and are consistent with paragraph 196 and

197 of the NPPF and address sections 66 and 72 of the Planning Act in relation to preservation and enhancement

### **Crime and Disorder**

The proposals have been developed in conjunction with the Greater Manchester Police Design for Security Team, which has prepared a Crime Impact Statement. This identifies that the proposals are consistent with the principles and standards of Crime Prevention and contain many positive features that would reduce opportunities to commit crime. Careful consideration is required to the boundaries of Chetham's to ensure the continued safeguarding of pupils in relation to an increase in footfall in the area. Given the proximity of the site to traffic routes hostile vehicle mitigation has been included.

As the detailed design progresses, the project team will continue to work with the Design for Security Team to ensure that their recommendations are incorporated. There has also been liaison with the Counter Terrorism Unit in relation to the appropriate locations for Hostile Vehicle Mitigation.

### **Inclusive Access**

The following key areas of the design have been considered in terms of Accessibility: Wayfinding; Signage; Sensory/tactile provision; Lighting; conflicts between cyclists and pedestrians; Smart technology; Parking and Seating design.

In order to make the park as usable as possible the design includes the following features :• Appropriate width and surfacing of access routes, • Steps and ramps minimised and designed to comply with best practice guidance and Part M building regulations( not greater than 1:20), • Street furniture located off main access routes, • Seating provided at regular intervals, • A range of seating designs, some including back and armrests • Inclusion of well designed signage and wayfinding features, • Inclusion of lighting to allow ease of navigation after dark.

A condition would require agreement of final details of seating, bollards, cycle stands, feature floor grating, including materials and design(s), litter bins, final lighting design to the square and surface materials including tactile paving, kerb edgings and details of kerb levels to ensure that these will be designed to comply with Design for Access 2 and applicable BS standards.

An outer-ring path with seating is included in the proposals to provide fully accessible seating [with backs, armrests, warm timber seats, left and right-hand transfer spaces at end of seats etc]. None of these seats 'turn their backs' on elements of the memorial and visitors can sit there comfortably for a while without feeling they are imposing on a specific person's or family's memorial space. It would allow more visitors to be accommodated without undermining the intimate and personal nature of the design.

The scheme has been adapted so that: - 1:21 is the steepest gradient. 1:60 is the preferred cross-fall where possible within the context of the existing slopes [1:50 Max]. 2m inner path around the memorial Halo would allow 2 wheelchairs to pass

comfortably. Additional space added around the outer halo ring seating would make provision for people with mobility equipment, assistance dogs and/or prams. The halo was lowered to make viewing of the marble and the victim's inset bronze names easier.

Pedestrians are prioritised and cyclists are required to dismount - the spine route is generous in size and blind and partially sighted pedestrians would be able to use the river wall as a guide. The lack of steps would ensure that wheelchair users are able to access the same routes as pedestrians.

There would be multiple drop off and accessible parking opportunities around the site or within a short distance to ensure those with limited mobility are equally able to access the site. In particular, drop off is available at the junction of Chapel Street and Victoria Street and also in front of Manchester Cathedral.

Final details of the detailed design of the elements detailed above would be agreed through conditions attached to any consent granted and agreement will require submission of evidence of agreement / engagement with both the Access Design Group and the Bereaved Families and need to include consideration of the City Council's commitments re Age Friendly Manchester

### **Contaminated Land**

A Site Investigation Report has concluded that no ground remediation is required and a watching brief in relation to unexpected contamination being uncovered would be implemented as a condition.

### **Blue and Green Infrastructure and Surface Water Drainage.**

The proposal is in Flood Zone 1 and 2 and is considered "water compatible". It has been identified that the primary flood risk is as a result of surface water overland flow. The existing overland flow route would be maintained to prevent an increased risk of flooding elsewhere and the impact of additional flows would be considered in the drainage design with surface water drainage dealt with as an integral part of the public realm and actively managed through features such as rain gardens.

Flood mapping shows surface water flood risk in the courtyard area to Chetham's and levels would be set to minimise this risk to be no worse than exists.

Surface Water discharge would be limited to 50% of the 1 in 1 year current storm event (from 102.9 l/s to a reduced rate of 51.45 l/s), with attenuation provided for a 1 in 100-year storm event including a 40% climate change (187m<sup>3</sup>) allowance. In line with the requirements of the City Council SFRA. Surface water would likely be discharged into an existing combined sewer.

The proposal would improve the setting of and celebrate the River Irwell with better physical engagement for pedestrians with the waterside environment.

A survey has shown that the tree stock is of mixed value and those to be removed are of low value. Those of high amenity value would be retained.

### **Biodiversity and Wildlife Issues**

The proposals would have no adverse effect on statutory or non-statutory sites designated for nature conservation. None of the habitats on the site are of ecological value in terms of their plant species and none are representative of natural or semi-natural habitats or are species-rich. There are no examples of Priority Habitat and no invasive species listed on Schedule 9 of the Wildlife and Countryside Act 1981 (as amended). Bat roosting potential in the area is negligible however a condition would be attached to consider the impact of the lighting scheme on potential for bat foraging along the River.

The tree planting, areas of soft landscaping and the provision of bat and bird boxes (including opportunities for species such as Sandmartins along the river) would improve biodiversity and help to form corridors which enable natural migration. The increase in green infrastructure would increase opportunities for habitat expansion leading to an improved ecological value within the local area.

**Inclusive Access and response to Stakeholder Comments** – As detailed above there are a number of items of detailed design which require further development to ensure Inclusive Access. The final details will be agreed in consultation with Inclusive Access Stakeholders as part of discharging conditions. The following is noted however in response to the comments:

Halo lettering and tactile lettering – names on the Halo are in an appropriate large very legible sentence case font and all signage will be designed to be suitable for a range of disabilities including blind people.

Steps- Fall outside of the site edged red project area, the comments have been confirmed in writing to Manchester Cathedral who are preparing proposals for a Heritage Lottery Funded improvement scheme.

Halo design and benches - Further work will be done to ensure all the recognised accessibility standards are adhered to in the final specification of benches with back and arm rests and lateral transfer spaces and final details will be agreed in consultation with Inclusive Access Stakeholders.

Handrails are not included as part of the proposals.

Paving gradients do not exceed 1:20.

Navigation and wayfinding - Mobile apps for navigation will be investigated and QR Codes will be provided as part of the detailed proposals. Directional signage to public toilets and changing facilities will be provided.

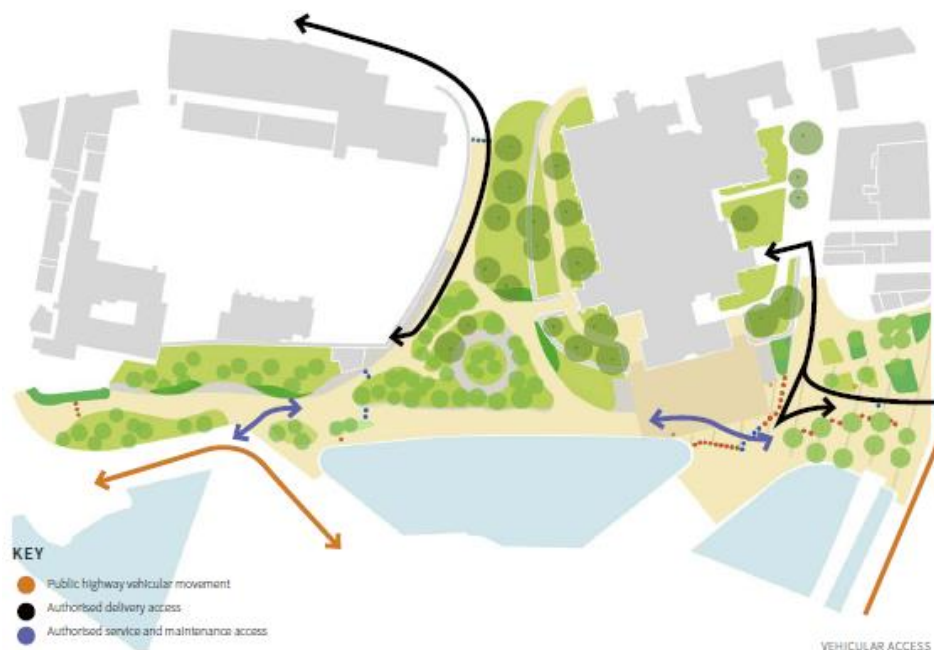
Edging on routes – This is required for surface water management but will be subject to further design work to accommodate comments.

Accessible Parking and Drop off - designation of these spaces for disabled people and drivers is to be the subject of further engagement.



**Comments from Chetham's** – Some comments will be dealt with as part of the land / management deal that would facilitate phase 1b.

Vehicular access would be permitted into the site for deliveries to Chetham's and the Cathedral. Static and access bollards would ensure that Chetham's and the Cathedral are able to fully function.



A prohibition of motor vehicles traffic regulation order has been in place on Victoria Street since 29 August 2013 and vehicular access has not been permitted since without the specific consent of the City Council. The school would be provided with a new daily access route via Long Millgate which would improve the current arrangements to the south entrance where exceptional access only is permitted.

The static bollards which currently block school vehicle access route from Long Millgate would be replaced by removable bollards. The use of Long Millgate for events such as Christmas Markets would involve discussions with the school in advance and arrangements for access can be planned and agreed.

The City Council is committed to continuing to consult with the school in respect of access arrangements and events planned in the vicinity of the school.

In terms of Archaeological investigations, as per Phase 1a, investigations in relation to future phases will be carried out as appropriate depending on the scope of works and agreement with Greater Manchester Archaeology Services. For Phase 1A a watching brief ensures no archaeological disturbance will take place on site. These requirements would be controlled by conditions attached to any consent granted.

Final details of works to the land in Chetham's ownership on the site of the former Palatine Building would have to secure final agreement via a Planning Condition. Any planting along the site boundary would be agreed with Greater Manchester Police Design for Security to would ensure that it was at sufficient thickness and specification to overcome any potential impacts on security.

**S149 (Public Sector Equality Duty) of the Equality Act 2010** - The proposed development would not adversely impact on any relevant protected characteristics (age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation). 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. In this respect it is noted that inclusivity is at the heart of the design and intended future management of the Public Realm. This has been demonstrated in the previous sections of this Report and the final details of the compliance would be secured through conditions relating to the final details of the fixtures and fittings within the public realm (to ensure for example that a range of seating types are available which are age friendly and suitable for disabled people, its operation and the proposed programme of events and community engagement

## **CONCLUSION**

Section 38(6) of the Planning and Compulsory Purchase Act 2004 states that applications should be determined in accordance with the development plan unless material considerations dictate otherwise. The proposals have been considered in detail against the policies of the current Development Plan and taken overall are considered to be in compliance with it.

This area is a focal point for visitors where the attractions of the Cathedral, Chetham's School of Music and the National Football Museum are complemented by the retail offer and the Corn Exchange. Developments such as NOMA, Manchester College, the Northern Gateway and Victoria Station are creating a greater focus for activity. An enhanced public realm would support the investment that has/is taking place in buildings. This proposal would deliver a high quality place and respond to the areas significance and the level of investment in adjacent areas. This investment would have a transformational impact on this part of the city centre, capitalising on and stimulating other private sector led investment, and supporting an increase in visitor related expenditure and employment. The delivery of the proposals would help to create the conditions that would deliver a more inclusive, zero-carbon economy.

The Glade of Light would provide a space of peace and remembrance and should consent be granted the Memorial should be in place for the next anniversary.

Inclusivity has been at the heart of the design process and engagement about the detailed design and how it can best respond to the needs of a range of disabilities will continue as part of the planning condition discharge process.

The NPPF (Paragraphs 192, 193 and 196) requires that all grades of harm to a designated heritage asset are justified on the grounds of public benefits that outweigh that harm. The proposals represent sustainable development and would deliver significant social, economic and environmental benefits.

The setting of the Grade 1 Listed Chetham's and the Cathedral and the character of the adjacent Conservation Areas is currently undermined by the sites appearance. Any harm of the setting and character of these heritage assets is justified by the public benefits derived from the proposals.

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 and 196 of the NPPF and that the harm is outweighed by the benefits of the development.

**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 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 development and pre application advice about the information required to be submitted to support the application.

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

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

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

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

(a) Site Location Plans MMQ-PLA-XX-XX-DR-L-0004 S4 PO3

(b) Dwgs MMQ-PLA-XX-XX-DR-L-0001-S4-P11-Landscape General Arrangement, MMQ-PLA-XX-XX-DR-L-0002-S4-P07-Landscape Masterplan, MMQ-PLA-XX-XX-DR-L-0003-S4-P04-Site Sections, MMQ-PLA-XX-XX-DR-L-0004-S4-P03-Site Location Plan, MMQ-PLA-XX-XX-DR-L-0005-S4-P03-Existing Site Plan, MMQ-PLA-XX-XX-DR-L-0006-S4-P06-M and E General Arrangement, MMQ-PLA-XX-XX-DR-L-0007-S4-P06-Tree Constraints Plan, MMQ-PLA-XX-XX-DR-L-1001-S4-P05-General Arrangement - Phase 1A and PL1784-ID-034-02-Design-Access-Statement;

(c) Dwgs 19.516 - 100 - General Arrangement - P1, 19.516 - 101 - Site Sections - P1, 19.516 - 102 - Halo - Detail Drawing - P1 and 19.516 - 200 - Soft Landscape - P1;

(d) Recommendations and Mitigation within in 949-02\_Flood Risk Assessment\_P01 - 21.08.2020, Dwgs 949-02-CIVIC-C-XX-DE-001\_P02 - Drainage Details Sheet 1, 949-02-CIVIC-C-XX-DE-002\_P02 - Drainage Details Sheet 2, 949-02-CIVIC-C-XX-DE-003\_P02 - Drainage Details Sheet 3, 949-02-CIVIC-C-XX-DE-004\_P02 - Drainage Details Sheet 4, 949-02-CIVIC-C-XX-DE-010\_P03 - Hardworks Details Sheet 1, 949-02-CIVIC-C-XX-DE-011\_P02 - Hardworks Details Sheet 2, 949-02-CIVIC-C-XX-DE-012\_P02 - Hardworks Details Sheet 3, 949-02-CIVIC-C-XX-DR-002\_P01- Proposed SW Drainage Strategy Phase 1A, 949-02-CIVIC-C-XX-GA-001\_P02 - Planit Proposals and Topo, 949-02-CIVIC-C-XX-GA-002\_P02 - Planit Proposals and GPR Sheet 1, 949-02-CIVIC-C-XX-GA-003\_P02 - Planit Proposals and GPR Sheet 2, 949-02-CIVIC-C-XX-GA-004\_P02 - Planit Proposals and GPR Sheet 3, 949-02-CIVIC-C-XX-GA-005\_P02 - Planit Proposals and GPR Sheet 4, 949-02-CIVIC-C-XX-GA-006\_P02 - Planit Proposals and GPR Sheet 5, 949-02-CIVIC-C-XX-GA-007\_P01 - Areas of Reusable Roadbase, 949-02-CIVIC-C-XX-SK-001\_P02 - Existing Permeable Areas, 949-02-CIVIC-C-XX-SK-002\_P02- Proposed Permeable Areas and 949-02-CIVIC-C-XX-SK-003\_P02 - Underground Catacomb Locations;

(e) Recommendations in sections 4,5 and 6 of the Crime Impact Statement Version B dated 20-09-20;

(f) Management details set out in 4.25 Construction Phase Works of the Design and Access Statement by p.ie.;

(g) Principle set out in sections 4.3, 4.5, 4.6,4.7,4.8, 4.9, 4.10, 4.11, 4.12,4.13, 4.17. 4.18. 4.19 and 4.24 of the Design and Access Statement by p.ie;

(h) Responsible Sourcing document February 2020 by Galliford Try;

(i) Site Waste Management Plan (SWMP) measures set out in Waste Document 09-10-20;

(j) Responses on the following sections in p.ie e-mail 25-11-20 (Access Officer comments response) Bollards, Planting Strategy, Water/Rain Garden, Cycling, Parking and River Walk;

(k) Recommendations within Salford Archaeology Manchester Medieval Quarter Phase 1a Archaeological Watching brief; and

(l)Details of Hostile Vehicle Mitigation as set out in section 4.15 of the Manchester Medieval Quarter and Glade of Light Design and Access Statement by p.ie and dwgs MMQ-PLA-XX-XX-DR-L-0001-Landscape General Arrangement and MMQ-PLA-XX-XX-DR-L-0006-S4-P03-M and E General Arrangement subject to the criteria set out in GMP CTU's e-mails 17-11-20 and 27-11-20.

Reason - To ensure that the development is carried out in accordance with the approved plans. Pursuant to Core Strategy SP 1,CC7, CC10, EN1, EN3 , EN9, EN15, EN 16 and DM1 saved Unitary Development Plan polices DC18, DC19.1 and DC20 and DC26.

3) Notwithstanding the dwgs approved in condition 2 above no works in relation to Phase 1a are to take place on or adjacent to the boundary bridge structures (Palatine Bridge) between Salford City Council (SCC) and Manchester City Council (MCC) prior to evidence of formal written sign-off for the works (which shall include any structural works and material junction details) from Salford City Council's Structures and Bridges section being submitted to the City Council. The area to which this condition relates includes a minimum distance of 3 metres behind the back of the abutment on the Manchester bank.

Reason - To safeguard the structural integrity and visual amenities of nearby residents and in the interest of highway safety, pursuant to policies SP1 and DM1 of the Manchester Core Strategy (July 2012).

4) Notwithstanding the dwgs approved in condition 2 above no works to layout the public realm in relation to Phase 1b shall commence unless or until final details of the revised configuration of the Victoria St/ Hunts Bank junction and the impact that this has on capacity at the junction, have been submitted to, and agreed in writing by, the City Council as local planning authority in consultation with Salford City Council.

Reason - To ensure that a satisfactory landscaping scheme for the development is carried out which has fully considered the highway capacity and safety implications of the proposals pursuant to policies SP1 and DM1 of the Manchester Core Strategy (July 2012).

5) Before works to layout the public realm in relation to Phase 1b commence final details of a hard and soft landscaping treatment scheme for area within the footprint of the former Palatine Building shall be submitted to and approved in writing by the City Council as local planning authority. The approved scheme shall be implemented in accordance with an agreed delivery schedule to be submitted with the above details and shall be completed not later than 12 months from the date the that any of the proposed space covered by phase 1b is first brought into use. 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, unless otherwise agree in writing by the City Council as local planning authority.

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 policy DC18.1 and DC19.1 of the Unitary Development Plan for the City of Manchester.

6) Notwithstanding the dwgs approved in condition 2 above, no works to the public realm in relation to Phase 1c shall commence unless or until final details of the maintenance of access and egress arrangements to and from Deansgate/ Cathedral Approach and the revised junction configuration of the Deansgate/ Victoria Bridge St/ Victoria St junction have been submitted to, and agreed in writing by, the City Council as local planning authority in consultation with Salford City Council.

Reason - To ensure that a satisfactory landscaping scheme for the development is carried out which has fully considered the highway safety implications of the proposals pursuant to policies SP1 and DM1 of the Manchester Core Strategy (July 2012)

7) Notwithstanding the dwgs approved in condition 2 above no works in relation to Phase 1c are to take place on or adjacent to the boundary bridge structures (Greengate footbridge or Victoria Bridge) between Salford City Council (SCC) and Manchester City Council (MCC) prior to evidence of formal written sign-off for the works (which shall include any structural works and material junction details) from Salford City Council's Structures and Bridges section has been submitted to the City Council. The area to which this condition relates includes a minimum distance of 3 metres behind the back of the abutment on the Manchester bank.

Reason - To safeguard the structural integrity and visual amenities of nearby residents and in the interest of highway safety, pursuant to policies SP1 and DM1 of the Manchester Core Strategy (July 2012)

8) On the basis of the MEDIEVAL QUARTER, MANCHESTER GROUND INVESTIGATION FACTUAL REPORT dated February 2019 site no site remediation is required. Notwithstanding this a watching brief shall be implemented for (a) phase 1 (a), (b) phase 1 (b) and (c) phase 1 (c) to ensure that in the event that ground contamination, groundwater contamination and/or ground gas are encountered on the site at any time during the development being implemented then works shall cease until a report detailing what measures, if any, are required to remediate the land (the Remediation Strategy), is submitted to and approved in writing by the City Council as local planning authority and the works shall be carried out in accordance with the agreed Remediation Strategy. If no contamination is found, then a post-completion report shall be submitted to evidence this prior to the use commencing.

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

9) A programme of archaeological works will be undertaken in accordance with the approved Written Scheme of Investigation prepared by Salford Archaeology, dated

14th September 2020: 'Manchester Medieval Quarter, Phase 1a - Written Scheme of Investigation for an Archaeological Watching Brief.'

Reason: In accordance with NPPF Section 16, 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

10) No development shall take place in relation to (a) phase 1b and (b) phase 1c 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) an evaluation through trial trenching
- ii) dependent on the above, more detailed excavation (subject to a separate WSI)

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 archaeological and historical interest represented.

3. Provision for archive deposition of the report and records of the site investigation.

4. 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 and to make information about the archaeological heritage interest publicly accessible and pursuant to saved UDP policy DC20.1 .

11) A scheme to present the medieval and later heritage shall be submitted to and approved in writing by the City Council as local planning authority. The scheme will include a package of interpretation: physical, digital and publication. Details for Phase 1A are to be finalised in accordance with an agreed programme to be submitted to and approved in writing by the City Council as Local Planning Authority approved before first use of the landscaping scheme for Phase 1 A commences. Details for the later Phases 1B and 1C will be prepared and approved during the implementation of those phases and implemented in accordance with a programme to be agreed prior to the use of those phases commencing.

Reason: In accordance with NPPF Section 16, Paragraph 199 - To record and advance understanding of heritage assets impacted on by the development and to make information about the archaeological heritage interest publicly accessible, and pursuant to saved UDP policy DC20.1 .

12) Before the areas of public realm within Phase 1 C hereby approved are first brought into use a detailed Event Management Strategy for the event space outside of the Cathedral West entrance which includes detail of the following:

- (a) Details of the types of events that would be held within the space;
- (b) Temporary traffic measures that would be required to be put in place;
- (c) Details of how events would be co-ordinated with those being held at other nearby venues including the Arena and Printworks;
- (d) How full access for pedestrians and service vehicles to surrounding streets and buildings would be maintained;
- (e) Locations for vehicles including cranes to unload.
- (f) Details of alternative provision of parking spaces to ensure that access for disabled people to the space is not adversely affected.
- (g) Management of disabled access to events including details of how allowed for time for eventgoers to be escorted into and out of the building if necessary will be managed.

shall be submitted and agreed in writing by the City Council as Local Planning Authority.

Reason - In the interests of highway safety and amenity 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

13) Conditions 14 to 22 inclusive of this planning permission shall apply separately to the different phasing zones of the site as defined on a drawing MMQ-PLA-XX-XX-DR-L-0001 S4 Rev P08 (1 a, 1 b and 1 c)

Reason - For the avoidance of doubt to allow the development to be carried out in a phased manner, pursuant to Policy DM1 of the Core Strategy.

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

- \*Detailed temporary (during construction works ) service access strategy;
- \*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 adjacent building occupiers and residents which shall include details of how there will be engagement, consult and notify residents during the works;



\* a dilapidation survey which should include photographs and commentary on the condition of carriageway / footways on construction vehicle routes surrounding the site and proposals to make good.

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).

15) Condition 1: No development shall take place until surface water drainage works have been implemented in accordance with Non-Statutory Technical Standards for Sustainable Drainage Systems (March 2015) or any subsequent replacements national standards and details that have been submitted to and approved in writing by the Local Planning Authority.

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

\*Details of surface water attenuation that offers a reduction in surface water runoff rate in line with the Manchester Trafford and Salford Strategic Flood Risk Assessment, i.e. at least a 50% reduction in runoff rate compared to the existing rates, as the site is located within Conurbation Core Critical Drainage Area;

\*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 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 40% climate change in any part of a building;

\*Details of siltation prevention measures across the drainage network, which should be designed to reduce risk of blockage occurring at the shallow pipe gradients towards the River Irwell outfall. This should include prevention of mobilising green SuDS components substrates into the pipes.

\*Assessment of overland flow routes for extreme events that is diverted away from buildings (including basements). Overland flow routes need to be designed to convey the flood water in a safe manner in the event of a blockage or exceedance of the proposed drainage system capacity including inlet structures. A layout with overland flow routes needs to be presented with appreciation of these overland flow routes with regards to the properties on site and adjacent properties off site.

\*Where surface water is connected to Main River, any works within or adjacent to the river that would affect it would require consent from Environment Agency. An email of acceptance of proposed flows and/or new connection will suffice.

\*Where surface water is connected to the Highway gullies to outfall into River Irwell, agreement in principle from Manchester City Council Highways Department is required. An email of acceptance of proposed flows and/or new connection will suffice.

\*Hydraulic calculation of the proposed drainage system;

\*Construction details of flow control and SuDS elements.

Reason: To promote sustainable development, secure proper drainage and to manage the risk of flooding and pollution. This condition is imposed in light of national policies within the NPPF and NPPG and local policies EN08 and EN14. If there is no clear adoption policy in place to take over the proposed drainage system after construction, we suggest the following construction and maintenance condition to be considered by the LPA:

16) No development hereby permitted shall be brought into use 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:

- o Verification report providing photographic evidence of construction as per design drawings;
- o As built construction drawings if different from design construction drawings;
- o 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.

17) Prior to commencement of development a site specific plan shall be submitted and approved in writing by the City Council as Local Planning Authority. Any site clearance, earth moving shall take place or material or machinery brought on site shall then be carried out in accordance with the approved plan and on the basis of compliance with the following:

Environmental good practice on-site\_c692  
 Hs&s-bpg-e04-101 spill response planning & control  
 HS&S-BPG-P04-101 Environmental Constraints Map & Site Drainage Plan  
 HS&S-BPG-P04-102 Contractors Environmental Requirements  
 Hs&s-frm-e04-01 spill response plan  
 Hs&s-frm-e06-01 environmental risk register\_v7.01  
 HS&S-FRM-P04-01 Environmental Site Visit Checklist  
 Hs&s-frm-p04-02 pep(e&w)  
 HS&S-FRM-P04-04 Environmental Site Set Up Form  
 Hs&s-std-n02 nuisance management

Hs&s-tbt-e04-301 spill control  
Hs&s-tbt-n02-301 dust & air quality

Reason: To 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.

18) Before any works to install any of the following elements within the scheme commence final details shall be submitted to and agreed in writing by the City Council as local planning authority as applicable to each phase:

- (a) Text /lettering to the 'Halo';
- (b) Details of the (i)seating, (ii) cycle stands (to include provision for disabled cyclists) and final number ( (v) feature floor grating, including materials and design(s)(vi) litter bins,(vii) lighting and (viii) edging to the rain gardens;
- (c) Details of measures to create potential opportunities to enhance and create new biodiversity within the development to include bat boxes and brick, bird boxes and appropriate planting;
- (d) Surface materials including tactile paving, kerb edgings and details of kerb levels;
- (e) Details of anti- skateboard features;
- (f) Details of signage including directional signage and tactile / interpretive maps;
- (g) Demarcation between adopted and non adopted highway (Phase 1B);and
- (h) Details of a the kerbed upstand along the vehicular route between Victoria Bridge Street and Cathedral Approach. This route is to remain outside of the secure line and will remain adopted highway, and as such will need to act as a designated vehicular route to prevent conflict with pedestrians;

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.

Reason - In the interests of visual amenity, and because the proposed works affect a building which is included in the Statutory List of Buildings of Special Architectural or Historic Interest so careful attention to building work is required to protect the character and appearance of this building, to ensure that paving materials are consistent with the use of these areas as pedestrian routes and that the proposed fixtures, fittings and detailing of access / egress to and from and movements within the proposed areas of public realm are suitable for use by disabled people seeking compliance with Design for Access 2 and in accordance with saved policy DC19.1; of the Unitary Development Plan for the City of Manchester and policies SP1, EN3 and DM1 of the Core Strategy.

19) Before works to layout the public realm commence, final details of the proposed soft landscaping including tree planting (details of overall numbers, size, species and planting specification) shall be submitted to and agreed in writing by the City Council as local planning authority:

The approved scheme shall be implemented in accordance with an agreed delivery schedule and not later than 12 months from the date that each of the proposed phases covered by this application are first brought into use. 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 Core Strategy policies SP1, DM1, EN1, EN9 and EN15 of the emerging Core Strategy.

20) Prior to first use of the public realm full details of a maintenance strategy including details of who would be responsible for the ongoing maintenance of trees, surfaces, lighting, street furniture, drainage, planting and litter collection and details of where maintenance vehicles would park shall be submitted to and agreed in writing by the City Council as Local Planning Authority. The approved strategy shall remain in operation in perpetuity.

Reason

In the interests of amenity pursuant to Core Strategy policy DM1

21) Prior to the use commencing details of a permanent servicing strategy outlining how servicing and site traffic access will be maintained to adjacent buildings including when there are events such as Christmas Markets which might impact on normal service routes, shall be submitted to and approved in writing by the local planning authority to include evidence of consultation to seek agreement to the plan with the adjacent building owners and their agents.

Servicing shall be carried out in accordance with the approved plan.

Reason - To safeguard the amenities of nearby residents and in the interests of highway safety, pursuant to policies SP1, EN9, EN19 and DM1 of the Manchester Core Strategy (July 2012).

22) Prior to development commencing a lighting impact assessment on the River Irwell for the street lighting shall be submitted to and approved in writing by the LPA. The strategy shall:

(a) show how and where street lighting will be installed and through appropriate lighting contour plans demonstrated clearly that any impacts on the River for bats is negligible and;

(b) discuss the potential impact of future phases on the River

All external lighting shall be installed in accordance with agreed specification and locations set out in the strategy

Reason : In the interests of the protection of bat roosts and associated foraging and commuting areas pursuant Section 15 of the National Planning Policy Framework and pursuant to Core Strategy policies EN15 and SP

### **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: 128045/VO/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)**  
**Corporate Property**  
**MCC Flood Risk Management**  
**City Centre Regeneration**  
**Greater Manchester Police**  
**Historic England (North West)**  
**Environment Agency**  
**Transport For Greater Manchester**  
**Greater Manchester Archaeological Advisory Service**  
**United Utilities Water PLC**  
**Greater Manchester Ecology Unit**  
**Greater Manchester Pedestrians Society**  
**Parks & Events**  
**Salford City Council**  
**Counter Terrorism SA**

**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 :** angela.leckie@manchester.gov.uk

