



## **Planning and Highways Committee**

Date: Thursday, 21 October 2021

Time: 2.00 pm

Venue: Council Chamber, Level 2, Town Hall Extension

Everyone is welcome to attend this committee meeting.

### **Access to the Council Chamber**

Public access to the Council Chamber is on Level 2 of the Town Hall Extension, using the lift or stairs in the lobby of the Mount Street entrance to the Extension. There is no public access from any other entrance of the Extension.

### **Face Mask / Track and Trace**

Visitors are encouraged to wear a face mask when moving around the building and to provide contact details for track and trace purposes.

### **Filming and broadcast of the meeting**

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

## **Membership of the Planning and Highways Committee**

### **Councillors**

Curley (Chair), Shaukat Ali, Andrews, Baker-Smith, Y Dar, Davies, Hutchinson, Kamal, Kirkpatrick, J Lovecy, Lyons, Riasat, Richards and Stogia

## 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 23 September 2021. 7 - 12
- 5. 124234/FO/2019 - The Lodge Rear Of Old Town Hall, Lapwing Lane, Manchester, M20 2NR - Didsbury West Ward** 13 - 44  
The report of the Director of Palnning, Building Control and Licensing is enclosed.
- 6. 124453/LO/2019 - The Lodge Rear Of Old Town Hall, Lapwing Lane, Manchester, M20 2NR - Didsbury West Ward** 45 - 56  
The report of the Director of Planning, Building Control and Licensing is enclosed.
- 7. 128916/FO/2020 - The Moss Nook at the corner of Trenchard Drive and Ringway Road, Manchester, M22 5NA - Woodhouse Park Ward** 57 - 80  
The report of the Director of Planning, Building Control and Licensing is enclosed.
- 8. 130030/FO/2021 - 25-33 Central Road, Manchester, M20 4YE - Old Moat Ward** 81 - 102  
The report of the Director of Planning, Building Control and

Licensing is enclosed.

- 9. 131163/MO/2021 - Land Bounded by Dinton Street, Cornbrook Road, Chester Road and Trentham Street Manchester, M15 4FX - Hulme Ward** 103 - 130

The report of the Director of Planning, Building Control and Licensing is enclosed.
  
- 10. 130912/FO/2021 - 20 Lord Street, Manchester, M4 4FP - Cheetham Ward** 131 - 160

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

## Meeting Procedure

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The meeting (and any site visits arising from the meeting) will be conducted in accordance with the relevant provisions of the Council's Constitution, including Part 6 - Section B "Planning Protocol for Members". A copy of the Constitution is available from the Council's website at <https://democracy.manchester.gov.uk/ecCatDisplay.aspx?sch=doc&cat=13279>

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

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

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

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

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

## Information about the Committee

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

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

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

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

## Further Information

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

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This agenda was issued on **Wednesday, 13 October 2021** by the Governance and Scrutiny Support Unit, Manchester City Council, Level 3, Town Hall Extension (Lloyd Street Elevation), Manchester M60 2LA

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## **Planning and Highways Committee**

### **Minutes of the meeting held on Thursday, 23 September 2021**

**Present:** Councillor Curley (Chair)

**Councillors:** Andrews, Baker-Smith, Y Dar, Davies, Hutchinson, Kamal, Lyons, Richards and Stogia

**Apologies:**

Councillors S Ali, Kirkpatrick, Lovecy and Riasat

**Also present:**

Councillors Leech, Shilton-Godwin and Stanton

#### **PH/21/66 Supplementary Information on Applications Being Considered**

A copy of the late representations received had been circulated in advance of the meeting regarding applications 130394/FO/2021, 130395/LO/2021, 128446/FO/2020, 124234/FO/2019 & 128916/FO/2020.

**Decision**

To receive and note the late representations.

#### **PH/21/67 Minutes**

**Decision**

To approve the minutes of the meeting held on 2 September 2021 as a correct record.

#### **PH/21/68 130394/FO/2021 & 130395/LO/2021 - Brunswick Place, Bradford Road, Manchester, M40 7EZ - Ancoats & Beswick Ward**

The Planning and Highways Committee deferred consideration of this application on 2 September 2021 to enable a site visit to take place to inspect how the scheme relates to the canal and the historical aspects of the mill building.

These applications were for the refurbishment, removal/demolition, repair and reconfiguration of Brunswick Mill to create work spaces, retail and community uses (Use Class E and Use Class F2) (2034 sqm) at the ground floor and creation of 153 residential apartments (Use Class C3a) with the upper floors following demolition works together with the erection of a part 6, part 8 storey building to form 100 residential apartments (Use Class C3a) and a 5 storey buildings to form 24 residential apartments (Use Class C3a) (277 apartments in total across the 3 buildings) with associated car parking, roof top amenity space, access and servicing, landscaping, pedestrian access to the Ashton Canal and other associated works

The Planning Officer stated that there had been some additional correspondence from a local resident regarding the potential for an increase in traffic along Bradford Road due to this development and also that a late representation from a landowner had their concerns addressed in the supplementary agenda and had therefore withdrawn their representations. The Planning Officer commented that both applications here would require a separate Committee vote.

No objector to the application attended the meeting.

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

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

A member expressed concerns regarding the scale of the development, questioning the lack of any contribution towards affordable/social housing and added that there should be a contribution made to the local area, mentioning Ashton Canal Park. This member stated they would be minded to refuse without consideration of these as potential conditions.

The Planning Officer stated that the recommendation for this application was for approval and referred to the report confirming that the scheme would be re-evaluated for profitability in future and that there could be some clawback for Section 106 should profits reach 20% or more.

A member expressed that they felt the canal and mill were in need of redevelopment and stated that saving a piece of Manchester's industrial history was a contribution in itself.

The Planning Officer agreed, stating that many mills had been lost to redevelopment in the Ancoats area.

A member asked if any S106 contributions could be diverted to Ashton Canal Park.

The Planning Officer stated that this had not been part of any considerations as the profit threshold of 20% had not been met, being set at 18% as stated in the report.

A member sought to move the officer's recommendation of Approve for the applications with a condition that any S106 contributions, where applicable, are diverted towards some amenity for the local area.

The Head of Planning stated that the policy for S106 contributions are for housing only and therefore, this could not be added as a condition for these applications but added that further developments were expected in this area which would improve/add green spaces.

Councillor Baker-Smith moved the officer's recommendation of Approve for application 130394/FO/2021. Councillor Stogia seconded the proposal.

Councillor Andrews moved the officer's recommendation of Approve for application 130395/LO/2021. Councillor Richards seconded the proposal.

## Decision

The Committee agreed the applications for the reasons and subject to the conditions detailed in the reports submitted.

(Councillor Kamal took no part in the considerations or the decisions made on the applications.)

### **PH/21/69      128446/FO/2020 - 479 Barlow Moor Road, Manchester, M21 8AG - Chorlton Park Ward**

479 Barlow Moor Road is a vacant three storey building located within the Chorlton District Centre. Originally built as a cinema in 1914, the property has been in use as a supermarket since 1968 until recently vacated. This application was a proposal to erect a part 3/part four storey building to form a commercial use on the ground floor with 13 self-contained flats above, associated car parking (5 spaces) and cycle storage, following demolition of existing property.

The Planning Officer confirmed one further condition regarding the addition of bat and bird boxes.

No objector to the application attended the meeting.

The applicant addressed the Committee on the application.

Cllr Shilton-Godwin attended the meeting and addressed the Committee on the application. The Committee was informed that all 3 Ward Councillors were in agreement that this site was in need of development, adding that the adjacent building would also benefit from some treatment. Councillor Shilton-Godwin then stated that parking was an issue with this application, stating that car ownership was still prevalent and that the 3 Ward Councillors maintained their objections on this basis, adding that the addition of a restaurant/takeaway on this site would further exacerbate parking issues in the immediate area.

The Planning Officer stated that the adjacent building could not be included in this development as it was in different ownership and added that 5 car parking spaces were planned alongside a travel plan, mentioning good transport links in the area. The Planning Officer confirmed that there was a possible fallback position through the Prior Approval route without the need for an application for planning permission for 11 units but without the benefits of electric charging etc. and stated that café/restaurant style premises would be part of the approved use class for the commercial space but takeaways would not.

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

A member stated that the scheme in its current format presented more benefits than it would offer at the fallback position.

The Planning Officer confirmed the members comments.

Councillor Andrews moved the officer's recommendation of Approve for the application. Councillor Y Dar seconded the proposal.

### **Decision**

The Committee agreed the applications for the reasons and subject to the conditions detailed in the reports submitted.

### **PH/21/70      124234/FO/2019 & 124453/LO/2019 - The Lodge, Rear Of Old Town Hall, Lapwing Lane, Manchester, M20 2NR - Didsbury West Ward**

The Chair confirmed that both applications (for the proposed demolition of the existing building and erection of a new build) would be considered together.

#### **124234/FO/2019**

The applicant is proposing to demolish the single storey Lodge and replace it with a 2-storey building that would provide meeting and storage facilities for the existing solicitors' office that operates out of the Old Town Hall.

#### **124453/LO/2019**

The applicant is seeking Listed Building Consent to demolish the Lodge in order to facilitate the erection of a 2 storey building to form ancillary meeting and storage space for the solicitors' office operating out of the Old Town Hall.

The applications relate to The Lodge, a single storey detached building located at the rear of the former Withington Town Hall (now referred to as the Old Town Hall) on Lapwing Lane. The Old Town Hall is a Grade II listed building. The Lodge is located within the Albert Park Conservation Area. The Lodge is currently used as a store, in association with the office uses within the Old Town Hall, but it is believed to have originally been the gate lodge to the Corporation Yard that existed where there is now residential properties. The Lodge is accessed directly off Raleigh Close, a short cul-de sac off Lapwing Lane.

This application was placed before the Committee on 2 September 2021 but determination was deferred at the request of the applicant in order to allow for ownership issues to be resolved. The applicants have amended the site edged red location plan so that it only includes land in their ownership.

The Planning Officer added nothing further to the reports submitted.

An objector spoke against the application stating that they were a resident of the adjacent Raleigh Close, a private road, and no consultation had been made with any residents regarding the addition of tactile paving, that the siting of the proposed new build would encroach on Raleigh Close, that the demolition of a wall had been requested but there were no defects with the wall and ownership may be an issue and that the application noted increasing traffic concerns for Raleigh Close due to

the development. The objector also raised concerns in relation to scale and mass, in that the proposed building would replace a one storey building with a two storey building, that Raleigh Close may become blocked at busy times, that children played on the street and that Raleigh Close may become an overflow car park.

The applicant addressed the Committee on the application.

Cllr Stanton attended the meeting, also on behalf of Cllr Hilal, and addressed the Committee on the application. The Committee was informed that the site had a complex history and requested that the Committee conduct a site visit and take note of residents' views.

Cllr Leech attended the meeting and addressed the Committee on the application. The Committee was informed that Cllr Leech was objecting to both applications on the grounds that there would be a lack of parking space available if the development went ahead, that the new building would overlook Raleigh Close, that the current Lodge was linked to the now listed Old Town Hall, that a lack of meeting rooms at the current site did not constitute an exceptional reason with which to demolish the Lodge, that there was a concern of how the use of the building could be enforced i.e. no staff to be based in the new build. Cllr Leech requested that the Committee conduct a site visit if they were not minded to refuse.

The Planning Officer addressed the Committee to state that the proposal had been agreed by Highways in terms of car parking, that the business would have a travel plan in place for employees with cycle storage and showers on-site and confirmed that the inclusion of the recommended condition to ensure that the building was only used for ancillary meetings and storage could be enforced. The Planning Officer also confirmed that the Lodge was not part of the Listing and the heritage value had been fully assessed. The proposal had been fully assessed in terms of scale and relationship to neighbouring residents. The requirement for tactile paving would need to be assessed through a scheme submitted to discharge the relevant condition.

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

A member requested information on the square metreage of the site with regards to planning policy for parking spaces.

The Planning Officer stated that this information would have been fully assessed as part of the overall consideration of the scheme before Members including the proposed use and mitigation through the travel plan and ancillary use, including cycle storage.

Councillor Andrews requested a site visit to better understand the proposal for car parking on the site. Councillor Lyons seconded the proposal.

## **Decision**

The Committee agreed the deferral of both applications, in order to undertake a site visit.

**PH/21/71      128916/FO/2020 - The Moss Nook At The Corner Of Trenchard Drive And Ringway Road, Manchester, M22 5NA – Woodhouse Park**

The applicant is proposing the erection of a part two/part three storey hotel on the site of a now vacant restaurant. The Moss Nook is a part single/part two storey building with living accommodation in the roofspace. It sits on the north-eastern corner of the Trenchard Drive/Ringway Road junction and, while currently vacant, it was last used as a restaurant with living accommodation above. The applicant is proposing to demolish the existing property and erect a part two/part three storey 30 bed hotel. At the rear of the proposed building the applicant is proposing a 24 space car park accessed off Ringway Road, along with a cycle and bin store. Access to the car park would be via an Automatic Number Plate Recognition (ANPR) controlled barrier. Two of the car parking spaces would be fitted with vehicle charging points; two would be designated disabled bays and three would be designated as *night spaces*, i.e. to be used for guests arriving late at night. To facilitate the development, 10 of the 12 trees within the site would be felled. To compensate for their loss the applicant is proposing to plant 10 replacement trees.

The Planning Officer added nothing further to the reports submitted.

The applicant addressed the Committee on the application.

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

A member raised the issue of parking on the proposed development, noting the report as stating that Highways requested 100% parking be provided. This member also raised the practicality of enforcing guest booking for parking and asked a question relating to potential impacts on neighbouring residents and whether it might overshadow the area.

The Planning Officer stated that the application proposed 24 spaces for 30 rooms, adding that Highways had assessed the scheme fully. The Planning Officer confirmed that there was a travel plan for the proposal and vehicles would be booked to take guests to the airport., adding that 3 night time parking spaces were included, that plans for a roof garden had been removed and that the entrance and night time parking had been positioned away from neighbouring residents.

Councillor Richards requested a site visit to better understand the proposal for car parking on the site and the potential impact on local residents. Councillor Baker-Smith seconded the proposal.

### **Decision**

The Committee agreed the deferral of the application, in order to undertake a site visit.

<b>Application Number</b>	<b>Date of Appln</b>	<b>Committee Date</b>	<b>Ward</b>
124234/FO/2019	8 <sup>th</sup> Aug 2019	21 <sup>st</sup> Oct 2021	Didsbury West

**Proposal**   Erection of a two storey office building and associated car parking following the demolition of the existing building

**Location**   The Lodge Rear Of Old Town Hall , Lapwing Lane, Manchester, M20 2NR

**Applicant**   Miss Kiran Pabla , Pabla+Pabla Solicitors, Old Town Hall, Lapwing Lane, Manchester, M20 2NR.

**Agent**       Mrs Sonia Pabla-Thomas, SPACE:ARCHITECTURE+PLANNING, Old Town Hall, Lapwing Lane, Manchester, M20 2NR.

### **Executive Summary**

The applicant is proposing to demolish the single storey Lodge and replace it with a 2 storey building that would provide meeting and storage facilities for the existing solicitors' office that operates out of the Old Town Hall.

Twenty-three letters of objection have been received from local residents, as well as from Cllrs Hilal and Leech and West Didsbury Residents Association. Objections have been raised in respect of design and the impact on residential amenity but the main concern is that the proposal would lead to an increase in cars parking on-street and a reduction in the existing parking spaces within the curtilage of the site. The number of parking spaces that exist within the site would remain at 15 and the applicants have stated that the proposed building is to be used for meeting and storage purposes and would not be used to house additional staff.

A Listed Building Consent application (124453/LO/2019), for the demolition of the Lodge, is also on this agenda.

### **Description**

This application was placed before the Committee on 23<sup>rd</sup> September 2021, but determination was deferred in order to allow the Committee to undertake a site visit. Prior to that , the application was placed before the Committee on 2<sup>nd</sup> September 2021 but determination was deferred at the request of the applicant in order to allow for ownership issues to be resolved. The applicants have amended the site edged red location plan so that it only includes land in their ownership. They have also provided Land Registry documents to show that they have a right of access along Raleigh Close. Amendments to the boundary of the application site does not impact on the number of parking spaces proposed within the curtilage of the site.

This application relates to The Lodge, a single storey detached building located at the rear of the former Withington Town Hall (now referred to as the Old Town Hall) on Lapwing Lane. The Old Town Hall is a Grade II listed building. The Lodge is located within the Albert Park Conservation Area. The Lodge is currently used as a store, in association with the office uses within the Old Town Hall, but it is believed to have originally been the gate lodge to the Corporation Yard that existed where there is now residential properties. The Lodge is accessed directly off Raleigh Close, a short cul-de sac off Lapwing Lane.

To the north of The Lodge there is a small car parking area and beyond that stands the Old Town Hall, a Grade II listed building dating from the 1880-90s. To the west there are a number of semi-detached properties, namely nos. 1 and 3 Old Lansdowne Road, while to the south stands nos. 2 to 10 Raleigh Close. To the east, on the opposite side of Raleigh Close, stands nos. 1 to 5 Raleigh Close. The location of The Lodge is shown below:



The applicant is proposing to demolish the single storey Lodge and replace it with a 2 storey building that would provide meeting and storage facilities for the existing solicitors' office that operates out of the Old Town Hall. At present there are approximately 7 to 8 substandard parking spaces located between the Lodge and the Old Town Hall. The proposal would introduce 9 demarcated parking spaces in the gap between the two buildings.

Originally the applicant proposed a 3 storey replacement building, that occupied a greater footprint, but following concerns about its impact the application was amended to that now before the Committee.

A Listed Building Consent application (ref. 124453/LO/2019) for the demolition of the Lodge is also on this agenda.

### **Consultations**

**Local Residents** – 23 letters have been received from local residents, nine of which were received as part of the reconsultation on the revised proposal. The comments are summarised below:

- One resident is in favour of the development but is concerned about its scale and the extent of glazing. The glass would give a further opportunity for dwellings to be overlooked. The front facade should be redesigned, reducing the glazing overall and increase the brick/stonework to a more considered and decorative design reflecting the existing property.
- The proposal would lead to an increase in car parking associated with the occupants of the Old Town Hall offices. Parking on the street is already oversubscribed with cars parked on both corners of the junction of Raleigh Close and Lapwing making access to and from Raleigh Close potentially hazardous. A reduction in parking spaces would exacerbate the existing problems and have a detrimental impact on pedestrian and highway safety.
- The proposal would lead to an increase in noise and activity that would have a detrimental impact upon the levels of residential amenity enjoyed by the occupants of Raleigh Close.
- There is no provision for delivery trucks. The management company will enforce parking restrictions on the entrance to Raleigh Close that will prevent this being used for unloading and loading so some form of provision is required in the plan to make it workable or if they want to receive deliveries at least. The easements only concerns access to the back gate not using the street for commercial purposes.
- This is not just a 'solicitors' but a data processing/ call centre for 'Deal with my Claim' to my understanding. This produces lots of deliveries and other servicing requirements. The use of the front of the former town hall as staff parking would result in servicing being pushed down Raleigh Close.
- Why would Pabla & Pabla go to all the expense of creating a new building for a bit of extra meeting space? They don't use all of the space the currently have in the Old Town Hall and already sublet to another business. This is an income generating project to either rent out as office space to another business or, more worryingly, offer it as an events/conference space which could mean evening and weekend disruption.
- It is fanciful to suggest that 16% of people would start to cycle to work if this application were to be approved, and even if they did, there would still be significantly less parking than that required for an office development of this size. The Council is disregarding parking in the hope of nudging people to use public transport but this area is already at saturation point with considerable added pressure from the Christie Hospital and a primary school.
- The owner of the business uses the site to park up three of his personal vehicles, this reduces the actual number of parking spaces available to staff.
- The traffic survey should be inadmissible as it has been undertaken by the applicant.

- The development plans to modify the pavements on Raleigh Close which is private land.
- Controls over the new building might be limited, resulting in its use by third parties, bringing disamenity to the area.
- As the proposal is higher than the existing store it will lead to a reduction in light levels and potential privacy enjoyed by the residents of Raleigh Close.
- Windows in the side elevation of the proposed building would overlook a number of dwellings on Raleigh Close.
- The south west elevation is more befitting of a factory and is not suitable for a residential street, particularly in such close proximity to residential properties.
- The front façade should be redesigned, reducing the glazing overall and increase the brick/stonework to a more considered and decorative design reflecting the existing property.
- The applicant has included land not in their ownership within the application site.

**Ward Councillors** – An objection has been received from Cllr Hilal:

- The residents refer to the inaccuracies in the traffic and access plans and the likely impact of the proposals on the residents and surrounding areas. Raleigh Close is managed by a private management company, it is a private road which is not publicly managed or maintained it is the sole responsibility of the management company and maintained by service charge contributions from the residents.
- The applicant makes no contribution to the upkeep of the road or the surrounding footpaths. It appears they have been notified Raleigh Close is a private road but persist in using the road as a car park.
- It is understood that the proposed development is 3 storeys high with large windows facing directly into houses, therefore, resulting in a lack of privacy for the residents.
- Raleigh Close is a very pleasant development of houses and flats, the road is well maintained by the residents, accordingly the concerns of local residents are shared.

An objection has been received from Cllr Leech:

- How can a planning application be approved that cuts the number of available parking spaces, when by the applicant's own admission, there are already not enough parking spaces for the number of cars, and this application will reduce the number of space from 15 to 13.
- It is fanciful to suggest that 16% of people would start to cycle to work if this application were to be approved, and even if they did, there would still be significantly less parking that required for an office development of this size.

**West Didsbury Residents Association (WDRA)** – WDRA have made the following comments:

- The new modernist office would be stylistically distinct from that of the late 19th century of the Old Town Hall, while its lines and roof treatment continue to reference and complement those of the Old Town Hall. The application goes to some length to assert the new office's subordination to the Town Hall, whilst acknowledging the lines and forms of that building. While the design and detailing features of the new building would hopefully be of appropriately high quality it remains inescapable that the amended proposal would be considerably higher and have a larger footprint than the present Lodge. While admittedly retaining some characteristics of subordination to the Old Town Hall, the very fact of the increase in size and footprint would continue to be a significant change to the setting of the listed Old Town Hall. Both available views of the Old Town Hall as well as views out from the building itself would be significantly changed.
- The architectural styling would on balance be visually appropriate for a building within a Conservation Area and for the relationship with the listed Old Town Hall.
- In considering parking availability it is necessary to treat the entire application site as a single unit. There appear to be 4 existing off-street parking spaces along the front of the Old Town Hall plus 2 spaces accessible via gate from Lapwing Lane at the right-hand wall of the Old Town Hall. Additionally, proposed are 8 fully sized rear yard spaces including a single disabled parking space. Thus, the total number of proposed parking spaces available to serve both Old Town Hall and the applicant building would be 14. The travel plan acknowledges that the restricted site cannot provide parking spaces for the 32 cars that arrive each day and attempts to make a convincing argument that the new building would give rise to no additional building users, as well as outlining proposals to reduce daily car usage. WDRA are sceptical as to whether assurances of no additional staff can be relied upon.
- WDRA take the view that the physical appearance of the proposed new building would have a neutral effect upon the wider Conservation Area setting, improving amenity for some but worsening it for others. However, for the reasons outlined above we fear that it may well be the case that the present Old Town Hall demand for on-street parking might be exacerbated were any additional occupancy of the two buildings to come about. Surrounding residents are already well aware of the negative impact on the quality of their day to day life of excess demand for street parking. Any further increase in demand would not be acceptable.
- It is the view of WDRA that while there are positive aspects to this proposal, the failure to effectively manage either present or potential car use by staff and visitors renders the whole project untenable.
- WDRA object to the proposal on the following grounds:
  - a) grounds of lack of any additional off-street car parking provision, leading to likely increase in trespass on private land together with further unacceptable increase in demand for public street parking.
  - b) potential loss of neighbour amenity arising from large areas of opening lights. possible loss of neighbour amenity due to increase in building height and footprint.

However, in the event that the Planning Committee wish to approve the development they request that they visit the site before doing so and seek the inclusion of conditions limiting the occupancy to 45 people, production of an acoustic survey and the inclusion of a minimum of 2 electric car charging points.

**Manchester Conservation Areas and Historic Buildings Panel** – The Panel accepted the principle of removing the existing structure given the modern interventions. They considered it to be of little significance and its loss would not damage the Old Town Hall. The Panel felt the proposed building was appropriate in terms of its size, scale and massing and fitted in with the buildings in the surrounding area. They expressed some minor concerns around the proposed glazed treatment and it was suggested that additional banding could strengthen the openings.

**Highway Services** – Given the following, Highway Services have confirmed they can support the application:

- The revised parking layout shows that the bays to the front and side of the development are unaffected by the proposals.
- To the rear, two accessible bays are provided and the existing, non-compliant bays reconfigured so that they are to the required specification.
- An electric vehicle charge point is being provided and it is recommended that this is a minimum of 7kW.
- It has been confirmed by the applicant that staff numbers will not be increasing as a result of the development. It is therefore considered that the number of associated vehicle trips will be similar to existing.
- Confirmation has been provided that the developer has a right of way to access the rear courtyard.
- The applicant has provided a commitment that tactile paving will be installed across the Lapwing Lane access (at Raleigh Close) on the public highway. A S278 agreement will be required for alterations to the highway for which the developer will be required to fund in full.
- It has been confirmed that ten secure cycle storage spaces are being provided.
- It has been confirmed that refuse collection will take place from Lapwing Lane and that site management will be responsible for transporting the bins to/from the storage area to a point adjacent to Lapwing Lane on collection days.

**Environmental Health** – Suggests the imposition of a number of conditions designed to protect amenity and prevent pollution, namely acoustic insulation, refuse storage and contaminated land remediation.

**Greater Manchester Police (GMP)** – GMP have no objection to the proposed layout and requests that a number of security features are incorporated into the proposal.

**Greater Manchester Ecology Unit (GMEU)** – GMEU have confirmed that there are no significant ecological issues associated with this development:

- The building was assessed for bat roosting potential by a suitably experienced bat consultant. No evidence of bats was found and the building assessed as having negligible bat roosting potential. As individual bats can turn up in unexpected locations GMEU recommend an informative reminding the applicant of their legal obligations. In addition, as the bat assessment is becoming dated an additional condition is requested which requires another to be undertaken if the demolition does not commence before 30<sup>th</sup> April 2022.
- There appears to be some dense ornamental planting immediately adjacent to the building, which it is assumed will need to be removed to facilitate the demolition and new build. These shrubs provide potential bird nesting habitat, accordingly a condition limiting when the vegetation can be removed is requested.
- The NPPF states that the planning system should contribute to and enhance the natural and local environment. The site currently has negligible ecological value, interest restricted to the potential bird nesting habitat associated with ornamental planting on the site. The proposed landscape scheme includes more soft landscaping than the current site. I am happy for the soft landscape proposals to be conditioned.

**United Utilities Water PLC** – Suggests the imposition of drainage conditions.

### **Policies**

**The National Planning Policy Framework July 2021 (NPPF)** – The National Planning Policy Framework sets out the Government’s planning policies for England and how these should be applied. It provides a framework within which locally-prepared plans for housing and other development can be produced. Planning law requires that applications for planning permission be determined in accordance with the development plan, i.e. the Core Strategy Development Plan Document and accompanying policies, unless material considerations indicate otherwise. The National Planning Policy Framework is a material consideration in planning decisions.

Paragraph 11 states that plans and decisions should apply a presumption in favour of sustainable development, which for decision-taking means:

- approving development proposals that accord with an up-to-date development plan without delay; or
- where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, granting permission unless:
  - i. the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or
  - ii. any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.

In addition to the above, Section 16 (*Conserving and enhancing the historic environment*) is of relevance:

Paragraph 197 in Section 16 states that in determining planning 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 199 states 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.

Paragraph 200 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.

Paragraph 201 states that where a proposed development will lead to substantial harm to (or total loss of significance of) a designated heritage asset, local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or total loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply:

- a) the nature of the heritage asset prevents all reasonable uses of the site; and
- b) no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and
- c) conservation by grant-funding or some form of not for profit, charitable or public ownership is demonstrably not possible; and
- d) the harm or loss is outweighed by the benefit of bringing the site back into use.

Paragraph 202 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 206 states that local planning authorities should look for opportunities for new development within Conservation Areas and within the setting of heritage assets, to enhance or better reveal their significance. Proposals that preserve those elements of the setting that make a positive contribution to the asset (or which better reveal its significance) should be treated favourably.

Paragraph 207 states that not all elements of a Conservation Area will necessarily contribute to its significance. Loss of a building (or other element) which makes a positive contribution to the significance of the Conservation Area should be treated either as substantial harm under paragraph 200 or less than substantial harm under paragraph 201, as appropriate, taking into account the relative significance of the element affected and its contribution to the significance of the Conservation Area as a whole.

Paragraph 208 states that local planning authorities should assess whether the benefits of a proposal for enabling development, which would otherwise conflict with planning policies but which would secure the future conservation of a heritage asset, outweigh the disbenefits of departing from those policies.

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

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

Policy SP1, *Spatial Principles* – Development in all parts of the City should make a positive contribution to neighbourhoods of choice including creating well designed places that enhance or create character and protect and enhance the built and natural environment.

Policy EN 3, *Heritage* – Throughout the City, the Council will encourage development that complements and takes advantage of the distinct historic and heritage features of its districts and neighbourhoods, including those of the City Centre.

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

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

Policy EN 16, *Air Quality* – The Council will seek to improve the air quality within Manchester, and particularly within Air Quality Management Areas, located along Manchester's principal traffic routes and at Manchester Airport. Developers will be expected to take measures to minimise and mitigate the local impact of emissions from traffic generated by the development, as well as emissions created by the use of the development itself, including from Combined Heat and Power and biomass plant.

Policy EN 19, *Waste* – States that developers will be required to submit a waste management plan to demonstrate how the waste management needs of the end user will be met.

Policy T2, *Accessible areas of opportunity and need* – Seeks to ensure that new development is easily accessible by walking/cycling/public transport; provided with an appropriate level of car parking; and, should have regard to the need for disabled and cycle parking.

Policy DM1, *Development Management* – This policy states that all development should have regard to a number of issues, in this instance the most relevant are considered as follows:-

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

**Saved UDP Policies** – Policies DC18 and DC19 are considered of relevance in this instance:

Policy DC18, *Conservation Areas* – Policy DC18.1 states that the Council will give particularly careful consideration to development proposals within Conservation Areas by taking into consideration the following:

- a) The Council will seek to preserve and enhance the character of its designated conservation areas by carefully considering the following issues:

- i. the relationship of new structures to neighbouring buildings and spaces;
  - ii. the effect of major changes to the appearance of existing buildings;
  - iii. the desirability of retaining existing features, such as boundary walls, gardens, trees, (including
  - iv. street trees);
  - v. the effect of signs and advertisements;
  - vi. any further guidance on specific areas which has been approved by the Council.
- b) The Council will not normally grant outline planning permission for development within Conservation Areas.
  - c) Consent to demolish a building in a conservation area will be granted only where it can be shown that it is wholly beyond repair, incapable of reasonably beneficial use, or where its removal or replacement would benefit the appearance of character of the area.
  - d) Where demolition is to be followed by redevelopment, demolition will be permitted only where there are approved detailed plans for that redevelopment and where the Council has been furnished with evidence that the development will be undertaken.
  - e) Development proposals adjacent to Conservation Areas will be granted only where it can be shown that they will not harm the appearance or character of the area. This will include the protection of views into and out of Conservation Areas.

Policy DC19, *Listed Buildings* – Policy DC19.1 states that in determining applications for listed building consent or planning applications for development involving or having an impact on buildings of Special Architectural or Historic Interest, the Council will have regard to the desirability of securing the retention, restoration, maintenance and continued use of such buildings and to protecting their general setting. In giving effect to this policy, the Council will:

- a. not grant Listed building consent for the demolition of a listed building other than in the most exceptional circumstances, and in any case, not unless it is satisfied that every possible effort has been made to continue the present use or to find a suitable alternative use;
- b. not permit a change of use of a listed building, where it would have a detrimental effect on the character or appearance of the building;
- c. not permit any external or internal alteration or addition to a Listed building where, in its opinion, there would be an adverse effect on its architectural or historic character;
- d. seek to preserve and enhance the settings of listed buildings by appropriate control over the design of new development in their vicinity, control over the use of adjacent land, and where appropriate, by the preservation of trees and landscape features;
- e. permit demolition only where there are approved detailed plans for redevelopment and where there is evidence of a firm building contract;
- f. not permit alterations to a listed building which would prevent the future use of any part of the building, in particular upper floors or basements, or where poor maintenance is likely to result.

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

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

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

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

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

**Legislative Requirements** – Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 states that in the exercise of the power to determine planning applications for any buildings or other land in a conservation area, special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area.

### **Issues**

**Principle of the Proposal** – There is no objection in principle to provision of ancillary accommodation for an existing business, especially if needed to ensure the future viability of that business. At present there is insufficient meeting space within the Old Town Hall to accommodate the current staff numbers.

Notwithstanding the above, as the site is located within the Albert Park Conservation Area and adjoining a Grade II listed building, the proposal needs to be assessed to determine if it would have a substantial impact upon both these heritage assets. Furthermore, consideration must also be given to the proposal's impact upon the current levels of residential and visual amenity enjoyed within the vicinity of the site and the level of pedestrian and highway safety experienced on the surrounding highway network.

**Impact on Heritage Assets (Albert Park Conservation Area and the Old Town Hall)** – The requirement to preserve or enhance the Conservation Area, and the setting of the Listed Building, in this case the Old Town Hall, is a key requirement within policy EN3 of the Core Strategy, saved policies DC18 and DC19 of the UDP, along with the objectives of the NPPF. As such, any new development must seek to retain the character of the area through careful detailing and, where appropriate, the use of compatible materials.

The Albert Park Conservation Area is situated approximately four miles south of Manchester city centre, in West Didsbury. It is principally an area of housing but also includes a district shopping centre on Burton Road, a smaller group of shops on Barlow Moor Road, schools, public houses and a number of churches. The conservation area was designated in March 1988. There are five listed buildings within the boundaries of the conservation area, one of which is the Old Town Hall.

The Old Town Hall, known as the Former Withington Town Hall in the 1990 listing document, is a Grade II listed building dating from the 1880/90s. It is constructed from buff brick with dressings of red brick and terracotta and is topped by a slate roof. The listing document notes that it is a *“good example of modest late C19 civic building, representing an important phase in the development of local government.”*

The Lodge building, which is not included in the listing document, was built as a gate lodge for the Town’s Yard (council depot) which was located to the rear of the former Withington Town Hall. The footprint of the Lodge was rebuilt in the early 1900s, probably due to the expansion of the facilities within the Town’s Yard and was then further extended in the 1970s. The Lodge was not intended to be understood or appreciated in conjunction with the former town hall, instead it was a functional, utilitarian subsidiary building screened by a brick boundary wall and sited opposite a weigh bridge. The building was a gate lodge to the Town’s Yard, not Withington Town Hall. The Lodge, as it exists today, has been substantially altered. It has had a new roof, new windows, new porch and a new interior (circa late 20th Century). Further to this, its historical context has been largely removed as the boundary wall, weigh bridge and yard it was erected for have all been removed.

The applicant commissioned a Heritage Statement to understand what significance, if any, the Lodge has to the setting of the listed Old Town Hall and the character of the Albert Park Conservation Area. The findings are detailed below:

The Lodge is considered to be a curtilage listed structure as it was built in association with the town hall before 1 July 1948. However, as has been demonstrated, the Lodge was built for a separate use to that of the town hall and this distinction was marked by being located behind the former boundary wall of the Town’s Yard. The Lodge, as it exists today, has no evidential value as it has largely been rebuilt; has no aesthetic value as it appears to be largely modern in construction due to the modern windows, roof and porch; and has no-to-low historic and or communal values as, although it is not possible to understand or appreciate its former use, there is clearly a relationship between it and the Town Hall. Consequently, the Lodge was considered to be of negligible significance.

As an element of the Albert Park Conservation Area, the contribution of the Lodge is considered to be neutral. It is surrounded by a modern housing estate and the focus of the Albert Park Conservation Area, in this area, is clearly the relationship and prominence the Old Town Hall has with its location on Lapwing Lane. The setting of the Old Town Hall is fairly limited and the understanding and appreciation of the heritage values of the Old Town Hall are not affected by the presence of the Lodge, nor does the Lodge contribute to its setting.

The Heritage Statement also assessed what impact the proposed building would have upon the setting of the Old Town Hall. The Heritage Statement acknowledges that the form and materiality of the proposed building takes its cue from the Old Town Hall whilst remaining subservient to it (the design of the proposed building is expanded upon further below). It states further that the proposed building is clearly understood and appreciated as a contemporary addition and one that has an associated use to the Old Town Hall. As the proposed development is located to the rear, it will not result in the public's ability to understand and appreciate the listed Old Town Hall. Consequently, the Heritage Statement concluded that the impact of the proposed development is negligible.

To conclude, as the Lodge does not contribute to the character of the Albert Park Conservation Area or contribute to the setting of the adjoining Grade II listed building, its demolition is considered acceptable. Given this and the fact that the proposal building would not impact on the setting of the listed building or how it is understood and appreciated when viewed from Lapwing Lane, it is considered that the proposal would not harm the setting or significance of the Albert Park Conservation Area or the Grade II listed Old Town Hall.

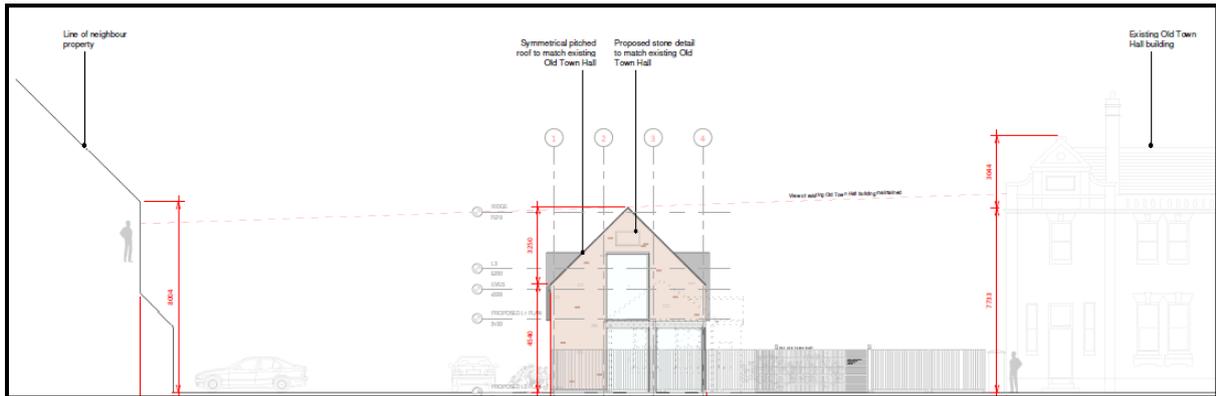
Furthermore, it is considered that any harm at all would be at the very low end of less than substantial with the public benefits outweighing any harm. The primary public benefit would be the continued retention of the Old Town Hall in good condition. The erection of the replacement building would allow the current occupants to remain there rather than relocate to larger premises. This in turn would ensure that the Old Town Hall remains in use which is recognised as being the best way of safeguarding the fabric of the building. The secondary public benefit is the retention of employment within this part of south Manchester.

**Design** – Despite its traditional profile, the design of the proposed building is deliberately contemporary in order not to compete with the adjoining Grade II listed building. It would be constructed from red brick, topped by a pitched roof of slate and incorporates dormers to the front and rear, along with large areas of glazing. Its simple form is reminiscent of the large coach houses/outbuildings that would have been seen in the grounds of large buildings in this part of south Manchester. It is considered that the quality of the design is fitting for its location within the Albert Park Conservation Area. The front and rear elevations are shown below:



**Siting** – The proposed building would be orientated in the same manner as the existing Lodge and be closer to nos. 6 to 10 Raleigh Close. However, as this distance is 17 metres and the building has been designed to prevent overlooking, it is considered that the siting of the building would not have a detrimental impact on existing levels of residential amenity. As a result the siting of the proposed building is considered acceptable.

**Scale and Massing** – Albert Park in this location is characterised by predominantly large Victorian/Edwardian two storey dwellings, though the townhouses on Raleigh Close and the Old Town Hall are taller. The proposed development is two storeys high, though the first floor accommodation is mainly contained within the pitched roof. This allows for the eaves height to be much lower which in turn reduces the overall height of the building. Though obviously taller than the existing Lodge, the proposed building is considerably smaller than the nearby townhouses and the Old Town Hall and this can be seen below. The extract below from the submitted drawings shows that the overall height of the proposed building is comparable to the eaves height of the townhouses on the left, while the ridge height of the Old Town Hall on the right is clearly higher.



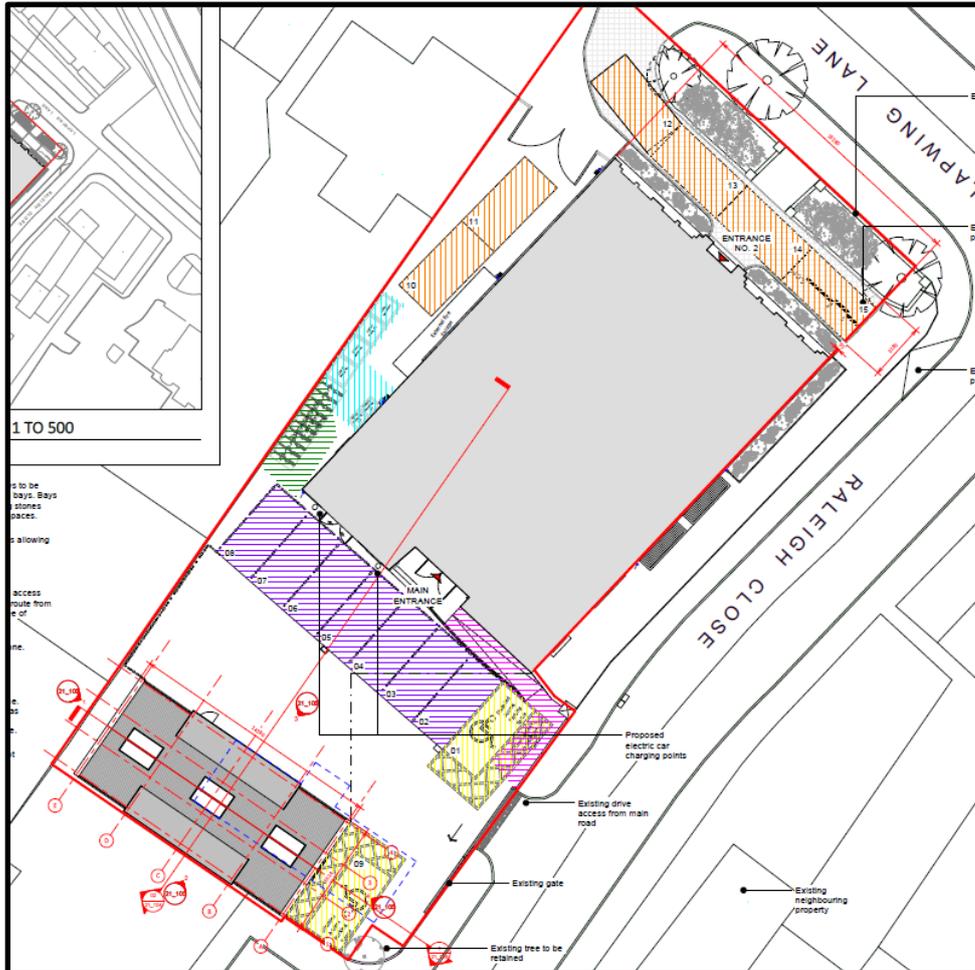
The original proposal and that now before the Committee can be seen side by side in the image below. The original proposal (on the right) was much taller and occupied a greater footprint. By reducing the scale of the proposal, it is considered that the scheme fits more comfortably on the site and does not compete with the listed building or impact upon the character of the conservation area.



The overall massing of the proposed building has been broken down by the use of the glazing and the dormers in the front and rear elevations. The massing of the side elevation that faces no. 1 Raleigh Close has been reduced by the incorporation of large glazing panels at ground and first floor levels. The remaining side elevation would be constructed of solid brick in order to prevent overlooking of the adjacent amenity space on Old Lansdowne Road.

The Guide to Development in Manchester states that “The scale, position and external appearance of new buildings should respect their setting and relationship to adjacent buildings” and that “New developments should respect the existing scale...” of an area. Given the height and design of the development, the scale and massing is considered acceptable in the context of this part of the Albert Park Conservation Area.

**Car Parking** – At present there are 15 parking spaces within the boundary of the Old Town Hall site that are utilised by the office staff. In amending the footprint of the proposed building the applicant has managed to retain 15 spaces within the curtilage of the site. This can be seen below:



At present there are a number of parking spaces located between the Old Town Hall and the existing Lodge. However, they are substandard in terms of size and would be replaced by those hatched in purple and yellow, the latter being disabled parking spaces. The spaces hatched in orange are existing spaces which would be retained. Concerns have been raised that the creation of the additional floorspace would result in additional staff being employed. However, as the proposed building is to be used for meetings and storage purposes, the applicant has confirmed that this would not be the case.

The parking standards in Appendix B of the Manchester Core Strategy state that one parking space should be provided per 30m<sup>2</sup> of floorspace if the site is not within a District Centre.

The net internal area (NIA) for the existing offices is 464.1m<sup>2</sup>, whilst the existing Lodge is 41.7m<sup>2</sup>, that would equate to 17 parking spaces for both buildings. Following the demolition of the Lodge and its replacements with the proposed building (119.4m<sup>2</sup>), the total NIA on the site would be 583.5m<sup>2</sup>, that would equate to a parking provision of 19 spaces.

Though the proposed parking provision falls short of that required by the Core Strategy, given the close proximity of public transport facilities (Metrolink stop is 213 metres away to the southeast; the bus terminus on Palatine Road is 225 metres away to the north east) and the fact no new staff are to be employed and a Travel Plan is to be implemented, it is considered that the level of parking on offer, namely 15 spaces, is acceptable in this instance.

Concerns have been raised about the legitimacy of the applicants using Raleigh Close to access the rear parking area. Submitted deeds have confirmed that they do have access rights over Raleigh Close to.

Concerns have also been raised about the number of staff members parking on Raleigh Close itself. Though ultimately the policing of this on-street parking rests with the Raleigh Close Management Company Ltd the applicants have confirmed that staff members have been asked to car share/use public transport where possible and not cause the neighbouring residents stress by parking along Raleigh Close.

A local resident has alleged that the owner of the business parks three of his personal vehicles at the site. The agent has stated that of the cars mentioned, one is a pool car for the staff to use (that use public transport) and the other two are only parked temporarily when in use or being valeted and that generally both are parked at his residence on Old Lansdowne Road.

**Electric Vehicle Charging** – The applicants have included one vehicle charging point at the rear of the Old Town Hall. Given the number of parking spaces that exist within the curtilage of the site they have been requested to increase this and a condition is recommended in order to explore this matter further.

**Travel Plan** – The applicant acknowledges that the site is not capable of accommodating the 32 cars that arrive on a daily basis. While the site can accommodate 15 cars at present, it is recognised that the remaining vehicles park on the west side of Raleigh Close, as the east side is subject to parking restrictions.

In order to overcome the issues associated with this off-site parking, the applicant has submitted a framework Travel Plan. This has shown that of the 45 users of the Old Town Hall:

- 73% arrive by car,
- 11% by bus,
- 11% by tram,
- 5% walking.

To encourage users to cycle the applicant is proposing to implement a cycle2work scheme. A shower facility is proposed, along with lockers and a 10 cycle storage facility would be provided.

The applicant undertook an additional survey asking if staff members would take part in a cycle2work scheme and utilise the cycling facilities. The results confirmed that a number of staff would be willing to switch from car to cycle and with the results as follows:

- 53% arrive by car
- 11% by bus,
- 11% by tram,
- 4% walking,
- 16% cycling.

The applicant estimates that approximately seven vehicles would be removed from the surrounding street.

The anticipated reduction in vehicles coming to the site and the surrounding roads is welcomed. To ensure the implementation of the Travel Plan it is felt prudent to attach a condition to the approval requiring the applicant to submit and adhere to a detailed Travel Plan. This will encourage employees to utilise alternative modes of transport other than car.

Concerns have been raised about the authorship of the submitted traffic survey. It is not unusual for an applicant or their appointed consultant to undertake a traffic survey in order to understand how their workforce commutes to work. The fact it has been undertaken by them does not render the survey “inadmissible”.

Notwithstanding this, the applicant is required by condition to submit a detailed Travel Plan and once submitted it would be assessed by the Travel Change Team and only if a deemed acceptable would the condition be discharged.

**Cycle Storage** – The applicant has indicated that a 10 space cycle store is to be located at the site of the Old Town Hall, adjacent to the boundary with the dwellings on Old Lansdowne Road. Though details of the cycle store would be required to be submitted via the imposition of a condition, the indicative drawings show that it would be a lightweight steel and glass structure that would not detract from the setting of the listed building.

**Pedestrian and Highway Safety** – As the development would not lead to an increase in staff numbers operating out of the site, it is not considered that it would generate such significant levels of traffic so as to prove detrimental to the levels of pedestrian and highway safety currently enjoyed within the vicinity of the site.

The applicant has indicated their willingness to provide tactile paving at the junction of Lapwing Lane and Raleigh Close, i.e. on the public footpath. This would be implemented via condition no. 20. They had also proposed tactile paving on the pavement adjacent to the rear car parking but given the concerns raised by the Raleigh Close Management Company Ltd this has been removed.

**Residential Amenity** – A number of factors have been assessed in order to judge the impact of the proposal upon residential amenity:

**Sunlight and Overshadowing** – Given the siting of the proposed building in relation to the dwellings on Raleigh Close and Old Lansdowne Road and the fact its overall height has been reduced from 10.34 metres to 7.6 metres, it is not considered that the proposal would lead to the overshadowing of those dwellings closest to the application site.

Impact upon Privacy – The proposal would be sited 17 and 17.5 metres from the dwellings on Raleigh Drive and 18 metres from those on Old Lansdowne Road.

There are three rooflights and a dormer window in the rear elevation that face nos. 2 to 10 Raleigh Close. Due to their siting close to the apex of the roof, the rooflights would not lead to overlooking and a reduction in privacy. The dormer window would be fitted with brise soleil to prevent direct overlooking of nos. 2 to 10 Raleigh Close. The side elevation that faces no. 1 Raleigh Close would be fitted with windows at ground and first floor level. However, as the facing elevation of no. 1 Raleigh Close does not contain habitable room windows it is not considered that the proposal would have a detrimental impact on the levels of privacy enjoyed by the occupants of that property.

There are no windows in the side elevation that directly faces the dwellings on Old Lansdowne Road and those in the front elevation would not directly overlook them or the associated private amenity space, given the mature landscaping that exists long the common boundary. Accordingly, it is not considered that the proposal would have a detrimental impact upon the levels of privacy currently enjoyed by the residents of Old Lansdowne Road.

Noise – It is not considered that the proposal would be an inherently noise generating use, notwithstanding this it is considered prudent to attach a condition requiring the proposed building to be acoustically insulated.

In conclusion, it is not considered that the proposal will have a detrimental impact upon the levels of residential amenity enjoyed by the occupants of those properties closest to the application site.

**Visual Amenity** – Given the design, scale and massing of the proposal it is not considered that the proposed building would have a detrimental impact upon the levels of visual amenity currently enjoyed along Raleigh Close.

**Disabled Access** – While the ground floor accommodation would be accessible for wheelchair employees, the first floor accommodation would only be accessible to the ambulant disabled due to the lack of a lift.

**Air Quality** – During the construction phase of the development there is the potential for air quality impacts as a result of dust emissions from the site. Assuming dust control measures are implemented as part of the proposed works, the significance of potential air quality impacts from dust generated by earthworks, construction and trackout activities is predicted to be negligible. It is considered that the imposition of a Construction Management Condition will ensure that appropriate dust management measures are implemented during the construction phase.

The applicants have stated that the proposed accommodation would be used in connection with the existing solicitor's office, primarily as meeting space and a storage area. As such, the applicants have confirmed that no new staff would occupy the building. Given this, it is considered that the proposal would not lead to an increase in vehicle movements to and from the site and that the development would not have a detrimental impact upon the air quality levels experienced throughout the site and within the vicinity of it.

Notwithstanding the above, the applicants have been requested to include an electric vehicle charging point within the rear parking area number of electric vehicle charging stations

**Sustainability** – The building would achieve a minimum BREEAM rating of 'Very Good' using the latest methodology at the design and post construction stages. The proposal would reduce operational CO<sub>2</sub> emissions beyond the requirements of current Building Regulations, thereby exceeding the Manchester Core Strategy target.

This will be achieved through application of the "energy hierarchy" including excellent levels of building fabric performance, energy efficient building services and the provision of on-site low/zero carbon energy technologies such as SIPS, MVHR, PIR motion sensors, air tightness, energy efficient appliances and high efficiency glazing.

It has been designed to reduce surface water run-off as the proposed parking area would be permeable, and operational water demand would be reduced and metered. The proposal has also been designed to meet waste recycling targets and would minimise the amount of waste sent to landfill during the construction and operational phases.

The proposal would include the following key points:

- Thermal performance of construction elements which exceeds Building Regulations in combination with renewable technologies to further reduce energy demand (i.e. photo voltaic roof panels) aspiring to achieve not less than 15% reduction in CO<sub>2</sub> emissions compared with Building Regulations 2010;
- Internal water use to be reduced through the provision of water saving fittings;
- Waste minimisation principles adopted both during construction and in the lifespan of the development through provision of recycling/composting facilities.
- Use of materials in the construction process which have a low environmental impact as determined by the BRE's Green Guide;
- Maximising the use of recycled and sustainably sources building materials.
- The provision of two vehicle charging points in the proposed car park.

**Ecology** – Given the finding of the ecology survey and the comments of the GMEU, it is not considered that the proposal would have a detrimental impact on the levels of ecology found within the site. Conditions and informatives regarding the requirement for a further bat survey, the provision of bio-enhancements and the timing of vegetation clearance would be attached to any approval granted.

**Drainage** – The conditions designed to protect against flooding, as requested by United Utilities, would be attached to any approval granted.

**Waste Management** – The applicant has indicated that four 1,100 litre Euro bins and two 330 litre bins would be sited to the side of the Old Town Hall in order to provide storage for general refuse, as well as storage for paper and mixed recycling. Environmental Health have confirmed that this provision is acceptable.

At present waste is stored within the large Euro Bins and these are located within the car parking area in an ad hoc fashion. The proposed arrangement would ensure that they are stored in a secure location at the side of the main building.

**Servicing** – The existing service arrangements, either from Raleigh Close or via the car parks at the front and rear, are considered acceptable for the type and extent of use that exists on the site.

**Crime and Security** – The security measures requested by GMP would be the subject of a planning condition.

### **Conclusion**

The Lodge was constructed around the same time as the Old Town Hall but it has been demonstrated that it was not built as an ancillary building for it but as a gate lodge for the adjoining council depot. It has been extensively modified and enlarged and does not contribute to the character or the Albert Park Conservation Area or the setting of the Grade II listed Old Town Hall.

The proposed replacement building has been greatly reduced in height and footprint from that first submitted and it is considered that these revisions, along with its design, have resulted in building that complements the conservation area and importantly does not compete with the listed building.

The concerns of residents are acknowledged in respect of the existing parking problems. However, as the proposal is for ancillary meeting space and not additional office space, it is not considered that the proposal would exacerbate existing parking issues.

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

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

**Recommendation      APPROVE**

### **Article 35 Declaration**

Officers have worked with the applicant in a positive and proactive manner to resolve any problems arising in relation to dealing with the planning application.

### **Condition(s) to be attached to decision for approval OR Reasons for recommendation to refuse**

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

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

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

- a) Drawing no. 0174\_20\_200, stamped as received on 23 April 2021
- b) Drawing no. 0174\_20\_201, stamped as received on 8 October 2021
- c) Drawing no. 0174\_20\_202, stamped as received on 23 April 2021
- d) Drawing no. 0174\_21\_102, stamped as received on 23 April 2021
- e) Drawing no. 0174\_21\_103, stamped as received on 23 April 2021
- f) Drawing no. 0174\_21\_104, stamped as received on 23 April 2021
- g) Drawing no. 0174\_21\_105, stamped as received on 23 April 2021
- h) Drawing no. 0174\_00\_200, stamped as received on 9 September 2021
- i) Drawing no. 0174\_00\_201B, stamped as received on 8 October 2021
- j) Drawing no. 0174\_00\_203, stamped as received on 15 July 2019
- k) Drawing no. 0174\_00\_204, stamped as received on 15 July 2019
- l) Drawing no. 0174\_00\_205, stamped as received on 15 July 2019
- m) Drawing no. 0174\_00\_206, stamped as received on 15 July 2019

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

3) The development hereby approved shall only be used as ancillary meeting and storage space for the business operating at the Old Town Hall and shall not be used as additional office floorspace and for no other purpose (including any other purpose in Class E of the Schedule to the Town and Country Planning (Use Classes) Order 1987 (as amended), or any provision equivalent to that Class in any statutory instrument revoking and re-enacting that Order with or without modification).

Reason - In the interests of residential amenity and pedestrian and highway safety, pursuant to policies SP1 and DM1 of the Manchester Core Strategy.

4) No above ground works shall commence unless and until samples and specifications of all materials to be used on all external elevations of the development have been submitted to and approved in writing by the City Council as local planning authority.

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

5) a) Externally mounted ancillary plant, equipment and servicing shall be selected and acoustically treated in order to comply with the limits set out in The Lighthouse Acoustics Plant Sound Assessment Report (ref. 0592/PSA1) in order to secure a reduction in the level of noise emanating from the site.

b) Prior to 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 acoustic report. The report shall also undertake post completion testing to confirm that the noise criteria have been met. Any instances of non-conformity with the recommendations in the report shall be detailed along with any measures required to ensure compliance with the agreed noise criteria.

Reason - To minimise the impact of the development and to prevent a general increase in pre-existing background noise levels around the site, pursuant to Policy DM1 in the Manchester Core Strategy.

6) 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 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.

Reason - To ensure that the presence of or the potential for any contaminated land and/or groundwater is detected and appropriate remedial action is taken in the interests of public safety, pursuant to policies DM1 and EN18 of the Manchester Core Strategy.

7) Prior to the occupation of the development hereby approved, a Contaminated Land Verification Report shall be submitted to the City Council as local planning authority.

Reason - To confirm that appropriate remedial action has been taken in the interests of public safety, pursuant to policies DM1 and EN18 of the Manchester Core Strategy.

8) The storage and disposal of waste shall be undertaken in accordance with the Waste Management Strategy stamped as received on 15 July 2019 and shall remain in situ whilst the development is in operation.

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

9) The car parking hereby approved shall be laid out, demarcated and made available prior to the occupation of the residential accommodation hereby approved.

Reason - In the interests of pedestrian and highways safety and to ensure the satisfactory development of the site, pursuant to Policy DM1 in the Manchester Core Strategy.

10) Prior to the commencement of above ground works the manufacturer's specification for the electric vehicle charging point, shown on drawing no. 0174\_20\_201, stamped as received on 17 August 2021, shall be submitted to and approved by the City Council as local planning authority. The electric vehicle charging point shall then be installed prior to the use of the development hereby approved and remain in-situ in perpetuity.

Reason - To promote sustainable development and in the interests of residential amenity, pursuant to Policies DM1 and EN16 in the Manchester Core Strategy.

11) Before the development hereby approved is first occupied a Travel Plan, based on the framework Travel Plan stamped as received on 15 July 2019, shall be submitted to and agreed in writing by the City Council as Local Planning Authority. In this condition a Travel Plan means a document which includes:

- i) the measures proposed to be taken to reduce dependency on the private car by those residing at 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 Travel Plan which takes into account the information about travel patterns gathered pursuant to item (ii) above shall be submitted to and approved in writing by the City Council as local planning authority. Any Travel Plan which has been approved by the City Council as local planning authority shall be implemented in full at all times when the development hereby approved is in use.

Reason - To assist promoting the use of sustainable forms of travel to the school, pursuant to policies SP1, T2 and DM1 of the Manchester Core Strategy and the Guide to Development in Manchester SPD (2007).

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

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

13) If the development hereby approved does not commence before 30 April 2022, the Lodge building shall be reassessed for bat roosting potential and the findings supplied to and agreed in writing by the Council as local planning authority. Should the survey reveal the presence of any bats, a method statement for the demolition of the building shall be submitted to and agreed in writing by the City Council as local planning authority and implemented in full in accordance with the approved details.

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

14) Above grounds works shall not commence until details of biodiversity enhancements (bird boxes and bat bricks), including a timetable for their installation and maintenance regime, have been submitted to and been approved by the City Council as local planning authority. The development shall be carried out in accordance with the agreed details.

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

15) No development shall commence until a surface water drainage scheme has been submitted to and approved in writing by the Local Planning Authority. The development hereby permitted shall be carried out only in accordance with the approved drainage scheme.

The drainage scheme must include:

- (i) An investigation of the hierarchy of drainage options in the National Planning Practice Guidance (or any subsequent amendment thereof). This investigation shall include evidence of an assessment of ground conditions and the potential for infiltration of surface water;
- (ii) A restricted rate of discharge of surface water agreed with the local planning authority (if it is agreed that infiltration is discounted by the investigations);
- (iii) The drainage of foul and surface water on separate systems: and
- (iv) A timetable for its implementation.

The approved scheme shall also be in accordance with the Non-Statutory Technical Standards for Sustainable Drainage Systems (March 2015) or any subsequent replacement national standards.

Reason - To promote sustainable development, secure proper drainage and to manage the risk of flooding and pollution, pursuant to policies EN08 and EN14 in the Manchester Core Strategy (2012) and national policies within the NPPF and NPPG.

16) The development hereby approved shall incorporate the security enhancements requested by Greater Manchester Police, as detailed in informative no. 1. The development hereby approved shall not be occupied or used until the Council as local planning authority has received written confirmation that the security enhancements have been incorporated into the development.

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

17) Prior to the commencement of above ground works, detailed drawings of the cycle store shall be submitted to and be approved by the City Council as local planning authority. The cycle store shall then be installed in accordance with the approved drawings before first use of the building hereby approved and shall remain in perpetuity.

Reason – In the interests of residential amenity and to promote sustainable forms of transport, pursuant to Policies DM1 and T2 in the Manchester Core Strategy.

18) The development hereby approved shall be implemented in full accordance with the measures as set out within the Energy Conservation and Management Statement, stamped as received by the City Council as local planning authority on 24 August 2021, including: measures to secure predicted carbon emissions and the attainment of specified environmental efficiency and performance. Within 3 months of the completion of the construction of the authorised development a verification statement shall be submitted to and approved in writing, by the City Council as local planning authority, confirming the incorporation of the specified measures at each phase of the construction of the development, including dated photographic documentary evidence of the implementation and completion of required works.

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

19) The brise soleil on the rear elevation shall be installed prior to the use of the building hereby approved and thereafter maintained in accordance with the details shown on drawing no. 0174\_ 21\_103, stamped as received on 23 April 2021

Reason - In the interests of residential amenity, pursuant to Policy DM1 in the Manchester Core Strategy.

20) Prior to the commencement of above ground works, a detailed scheme of off-site highway works, in order to provide an adequate pedestrian crossing point in the vicinity of the application site, shall be submitted for approval in writing by the City Council, as Local Planning Authority.

For the avoidance of doubt this shall include the following:

a) On the public highway, tactile paving to be installed across the Lapwing Lane access (at Raleigh Close).

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

Reason - In the interest of pedestrian and highway safety pursuant to policies SP1, EN1 and DM1 of the Manchester Core Strategy.

21) No development shall take place, including any demolition works, until a construction management plan or construction method statement has been submitted to and approved in writing by the Local Planning Authority. The approved plan/statement shall be adhered to throughout the demolition/construction period. The plan/statement shall provide for:

- o A construction programme including phasing of works;
- o 24 hour emergency contact number;

- o Expected number and type of vehicles accessing the site: o Deliveries, waste, cranes, equipment, plant, works, visitors; o Size of construction vehicles; o The use of a consolidation operation or scheme for the delivery of materials and goods; o Phasing of works;
- o Means by which a reduction in the number of movements and parking on nearby streets can be achieved (including measures taken to ensure satisfactory access and movement for existing occupiers of neighbouring properties during construction): Programming; Waste management; Construction methodology; Shared deliveries; Car sharing; Travel planning; Local workforce; Parking facilities for staff and visitors; On-site facilities; A scheme to encourage the use of public transport and cycling;
- o Routes for construction traffic, avoiding weight and size restrictions to reduce unsuitable traffic on residential roads;
- o Locations for loading/unloading, waiting/holding areas and means of communication for delivery vehicles if space is unavailable within or near the site;
- o Locations for storage of plant/waste/construction materials;
- o Arrangements for the turning of vehicles, to be within the site unless completely unavoidable;
- o Arrangements to receive abnormal loads or unusually large vehicles;
- o Swept paths showing access for the largest vehicles regularly accessing the site and measures to ensure adequate space is available;
- o Any necessary temporary traffic management measures;
- o Measures to protect vulnerable road users (cyclists and pedestrians);
- o Arrangements for temporary facilities for any bus stops or routes;
- o Method of preventing mud being carried onto the highway;
- o Methods of communicating the Construction Management Plan to staff, visitors and neighbouring residents and businesses.

Manchester City Council encourages all contractors to be 'considerate contractors' when working in the city by being aware of the needs of neighbours and the environment. Membership of the Considerate Constructors Scheme is highly recommended.

Reason - In the interests of safe operation of the adopted highway in the lead into development both during the demolition and construction phase of the development, pursuant to policies SP1, EN19 and DM1 of the Manchester Core Strategy.

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

The documents referred to in the course of this report are either contained in the file(s) relating to application ref: 124234/FO/2019 held by planning or are City Council planning policies, the Unitary Development Plan for the City of Manchester, national planning guidance documents, or relevant decisions on other applications or appeals, copies of which are held by the Planning Division.

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

Highway Services  
Environmental Health

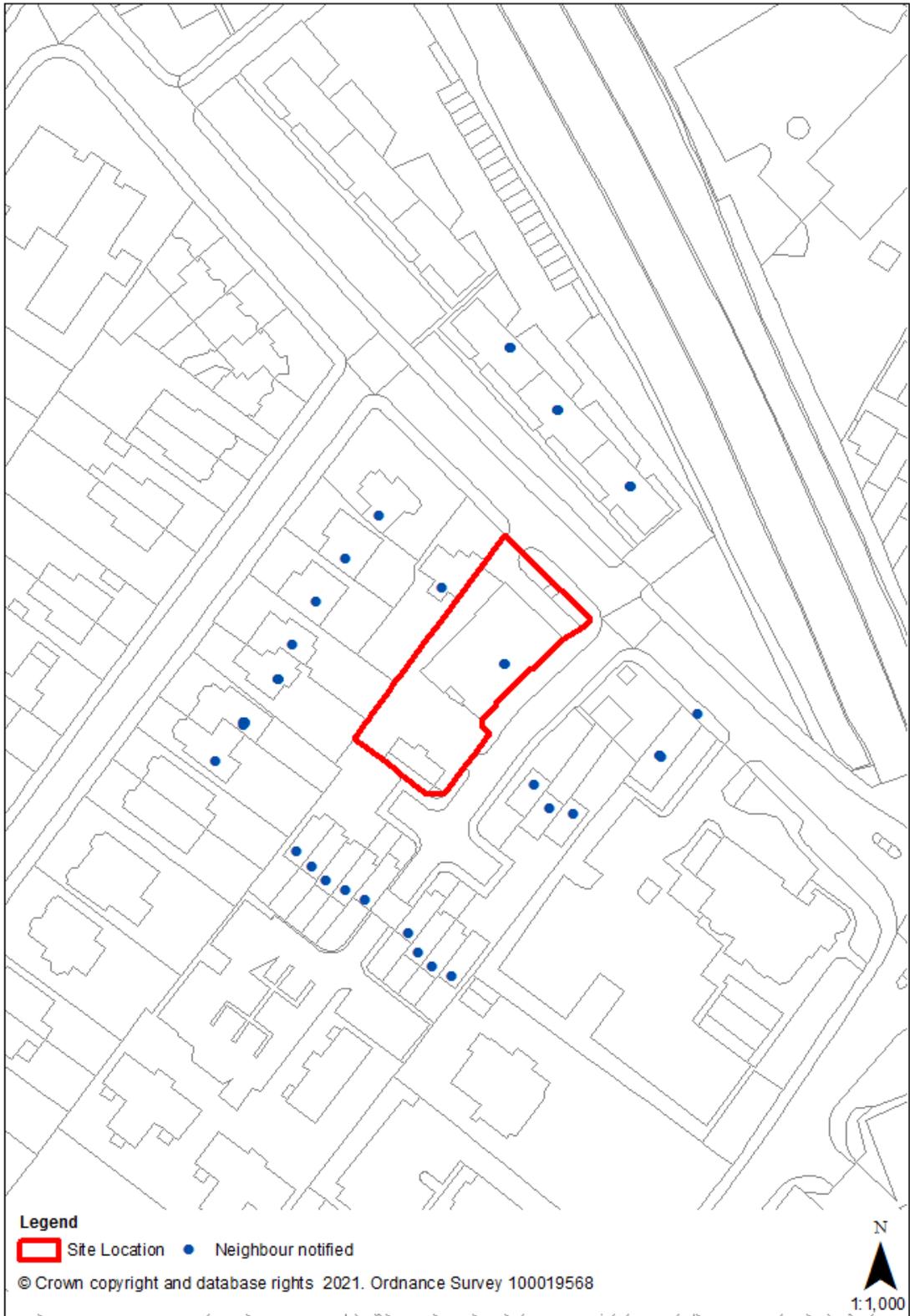
Greater Manchester Police  
Environmental Health  
Highway Services  
Greater Manchester Ecology Unit  
Didsbury Civic Society  
West Didsbury Residents Association  
Greater Manchester Police  
United Utilities Water PLC

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

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

Highway Services  
Environmental Health  
Greater Manchester Police  
Greater Manchester Ecology Unit  
West Didsbury Residents Association  
Highway Services  
Ward Councillors  
Greater Manchester Police  
United Utilities Water PLC

**Relevant Contact Officer :** David Lawless  
**Telephone number :** 0161 234 4543  
**Email :** david.lawless@manchester.gov.uk



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<b>Application Number</b>	<b>Date of Appln</b>	<b>Committee Date</b>	<b>Ward</b>
124453/LO/2019	6 <sup>th</sup> Aug 2019	21 <sup>st</sup> Oct 2021	Didsbury West

**Proposal** Listed Building Consent for the demolition of the existing building

**Location** The Lodge Rear Of Old Town Hall , Lapwing Lane, Manchester, M20 2NR

**Applicant** Miss Kiran Pabla , Pabla+Pabla Solicitors, Old Town Hall, Lapwing Lane, Manchester, M20 2NR,

**Agent** Mrs Sonia Pabla-Thomas, SPACE:ARCHITECTURE+PLANNING, Old Town Hall, Lapwing Lane, Manchester, M20 2NR

### **Executive Summary**

The applicant is seeking Listed Building Consent to demolish the Lodge in order to facilitate the erection of a 2 storey building to form ancillary meeting and storage space for the solicitors' office operating out of the Old Town Hall.

Though the Lodge itself is not listed, as it is located within the curtilage of the Grade II listed Old Town Hall, Listed Building Consent is required to remove it.

No objections have been received from local residents, though one has been received from West Didsbury Residents Association. They are concerned that given the design and scale of the proposed replacement building (ref. 124234/FO/2019), satisfactorily convincing case for demolition of the existing Lodge has not been made.

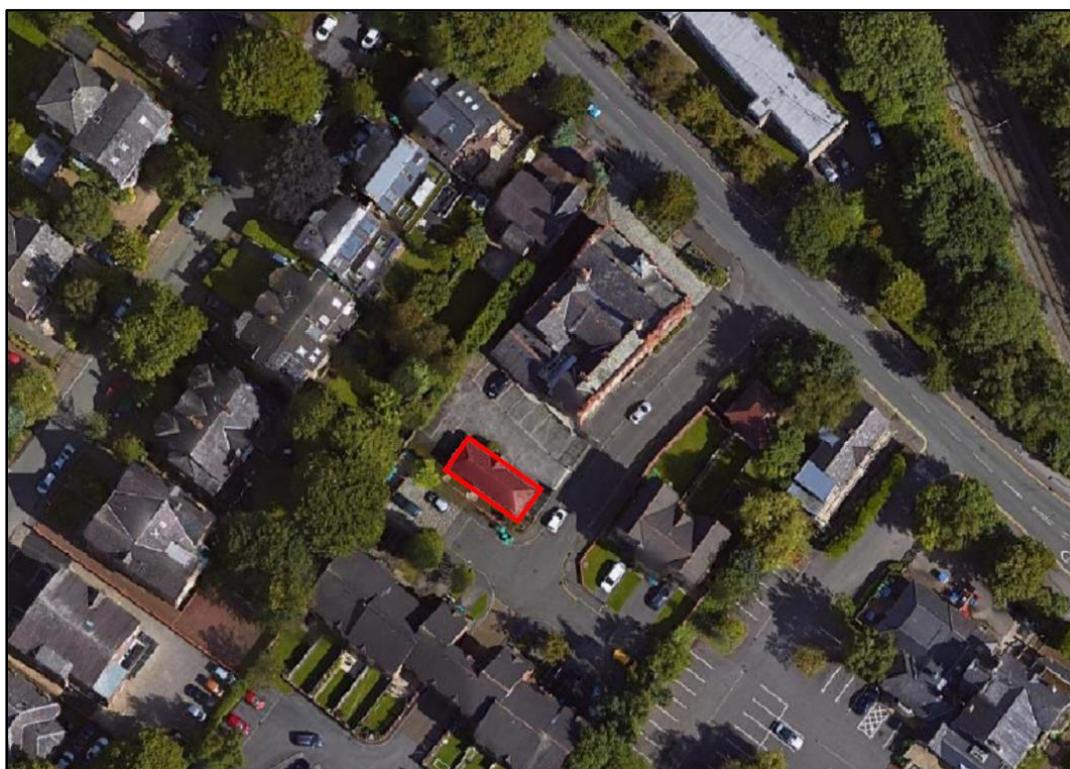
The Manchester Conservation Areas and Historic Buildings Panel accepted the principle of the Lodge's demolition, given the modern interventions. In addition, they considered it to be of little significance and its loss would not damage the setting and appreciation of the Old Town Hall.

### **Description**

This application was placed before the Committee on 23<sup>rd</sup> September 2021, but determination was deferred in order to allow the Committee to undertake a site visit. Prior to that, the application was placed before the Committee on 2<sup>nd</sup> September 2021 but determination was deferred at the request of the applicant in order to allow for ownership issues to be resolved. The applicants have amended the site edged red location plan so that it only includes land in their ownership. They have also provided Land Registry documents to show that they have a right of access along Raleigh Close.

This application relates to The Lodge, a single storey detached building located at the rear of the former Withington Town Hall (now referred to as the Old Town Hall) on Lapwing Lane. The Old Town Hall is a Grade II listed building. The Lodge is located within the Albert Park Conservation Area. The Lodge is currently used as a store, in association with the office uses within the Old Town Hall, but it is believed to have originally been the gate lodge to the Corporation Yard that existed where there are now residential properties. The Lodge is accessed directly off Raleigh Close, a short cul-de sac off Lapwing Lane.

To the north of The Lodge there is a small car parking area and beyond that stands the Old Town Hall, a Grade II listed building dating from the 1880-90s. To the west there are a number of semi-detached properties, namely nos. 1 and 3 Old Lansdowne Road, while to the south stands nos. 2 to 10 Raleigh Close. To the east, on the opposite side of Raleigh Close, stands nos. 1 to 5 Raleigh Close. The location of The Lodge is shown below:



The applicant is seeking Listed Building Consent to demolish the Lodge in order to facilitate the erection of a 2 storey building to form ancillary meeting and storage space for the solicitors' office operating out of the Old Town Hall. The application for the proposed 2 storey building (ref. 124234/FO/2019) is also on this agenda.

In this instance, Listed Building Consent is being sought rather than Conservation Area Consent, as despite not being listed itself the Lodge is located within the curtilage of the Listed Building.

### **Consultations**

**Local Residents** – No comments received.

**West Didsbury Residents Association (WDRA)** – It remains WDRA's position that, given the design and scale of the proposed replacement building (ref. 124234/FO/2019), the applicant has failed to make a satisfactorily convincing case for demolition of the existing Lodge.

**Manchester Conservation Areas and Historic Buildings Panel** – The Panel accepted the principle of removing the existing structure given the modern interventions. They considered it to be of little significance and its loss would not damage the Old Town Hall.

### **Policies**

**The National Planning Policy Framework July 2021 (NPPF)** – The National Planning Policy Framework sets out the Government's planning policies for England and how these should be applied. It provides a framework within which locally-prepared plans for housing and other development can be produced. Planning law requires that applications for planning permission be determined in accordance with the development plan, i.e. the Core Strategy Development Plan Document and accompanying policies, unless material considerations indicate otherwise. The National Planning Policy Framework is a material consideration in planning decisions.

Paragraph 11 states that plans and decisions should apply a presumption in favour of sustainable development, which for decision-taking means:

- approving development proposals that accord with an up-to-date development plan without delay; or
- where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, granting permission unless:
  - i. the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or
  - ii. any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.

In addition to the above, Section 16 (*Conserving and enhancing the historic environment*) is of relevance:

Paragraph 197 in Section 16 states that in determining planning 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 199 states 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.

Paragraph 200 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.

Paragraph 201 states that where a proposed development will lead to substantial harm to (or total loss of significance of) a designated heritage asset, local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or total loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply:

- a) the nature of the heritage asset prevents all reasonable uses of the site; and
- b) no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and
- c) conservation by grant-funding or some form of not for profit, charitable or public ownership is demonstrably not possible; and
- d) the harm or loss is outweighed by the benefit of bringing the site back into use.

Paragraph 202 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 207 states that not all elements of a Conservation Area will necessarily contribute to its significance. Loss of a building (or other element) which makes a positive contribution to the significance of the Conservation Area should be treated either as substantial harm under paragraph 200 or less than substantial harm under paragraph 201, as appropriate, taking into account the relative significance of the element affected and its contribution to the significance of the Conservation Area as a whole.

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

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

Policy SP1, *Spatial Principles* – Development in all parts of the City should make a positive contribution to neighbourhoods of choice including creating well designed places that enhance or create character and protect and enhance the built and natural environment.

Policy EN 3, *Heritage* – Throughout the City, the Council will encourage development that complements and takes advantage of the distinct historic and heritage features of its districts and neighbourhoods, including those of the City Centre.

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

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

Policy DM1, *Development Management* – This policy states that all development should have regard to a number of issues, in this instance the most relevant is the effects the archaeological or built heritage.

**Saved UDP Policies** – Policies DC18 and DC19 are considered of relevance in this instance:

Policy DC18, *Conservation Areas* – Policy DC18.1 states that the Council will give particularly careful consideration to development proposals within Conservation Areas by taking into consideration the following:

- a) The Council will seek to preserve and enhance the character of its designated conservation areas by carefully considering the following issues:
  - i. the relationship of new structures to neighbouring buildings and spaces;
  - ii. the effect of major changes to the appearance of existing buildings;
  - iii. the desirability of retaining existing features, such as boundary walls, gardens, trees, (including
  - iv. street trees);
  - v. the effect of signs and advertisements;
  - vi. any further guidance on specific areas which has been approved by the Council.
- b) The Council will not normally grant outline planning permission for development within Conservation Areas.
- c) Consent to demolish a building in a conservation area will be granted only where it can be shown that it is wholly beyond repair, incapable of reasonably beneficial use, or where its removal or replacement would benefit the appearance of character of the area.

- d) Where demolition is to be followed by redevelopment, demolition will be permitted only where there are approved detailed plans for that redevelopment and where the Council has been furnished with evidence that the development will be undertaken.
- e) Development proposals adjacent to Conservation Areas will be granted only where it can be shown that they will not harm the appearance or character of the area. This will include the protection of views into and out of Conservation Areas.

Policy DC19, *Listed Buildings* – Policy DC19.1 states that in determining applications for listed building consent or planning applications for development involving or having an impact on buildings of Special Architectural or Historic Interest, the Council will have regard to the desirability of securing the retention, restoration, maintenance and continued use of such buildings and to protecting their general setting. In giving effect to this policy, the Council will:

- a. not grant Listed building consent for the demolition of a listed building other than in the most exceptional circumstances, and in any case, not unless it is satisfied that every possible effort has been made to continue the present use or to find a suitable alternative use;
- b. not permit a change of use of a listed building, where it would have a detrimental effect on the character or appearance of the building;
- c. not permit any external or internal alteration or addition to a Listed building where, in its opinion, there would be an adverse effect on its architectural or historic character;
- d. seek to preserve and enhance the settings of listed buildings by appropriate control over the design of new development in their vicinity, control over the use of adjacent land, and where appropriate, by the preservation of trees and landscape features;
- e. permit demolition only where there are approved detailed plans for redevelopment and where there is evidence of a firm building contract;
- f. not permit alterations to a listed building which would prevent the future use of any part of the building, in particular upper floors or basements, or where poor maintenance is likely to result.

**Legislative Requirements** – Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 states that in the exercise of the power to determine planning applications for any buildings or other land in a conservation area, special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area.

### **Issues**

**Impact on Heritage Assets (Albert Park Conservation Area and the Old Town Hall)** – The requirement to preserve or enhance the Conservation Area, and the setting of the Listed Building, in this case the Old Town Hall, is a key requirement within policy EN3 of the Core Strategy, saved policies DC18 and DC19 of the UDP, along with the objectives of the NPPF. As such, any new development must seek to retain the character of the area through careful detailing and, where appropriate, the use of compatible materials.

The Albert Park Conservation Area is situated approximately four miles south of Manchester city centre, in West Didsbury. It is principally an area of housing but also includes a district shopping centre on Burton Road, a smaller group of shops on Barlow Moor Road, schools, public houses and a number of churches. The conservation area was designated in March 1988. There are five listed buildings within the boundaries of the conservation area, one of which is the Old Town Hall.

The Old Town Hall, known as the Former Withington Town Hall in the 1990 listing document, is a Grade II listed building dating from the 1880/90s. It is constructed from buff brick with dressings of red brick and terracotta and is topped by a slate roof. The listing document notes that it is a “*good example of modest late C19 civic building, representing an important phase in the development of local government.*”

The building proposed to be demolished, the Lodge, is not included in the listing document for the Old Town Hall. It was built as a gate lodge for the Town’s Yard (council depot) which was located to the rear of the former Withington Town Hall. The footprint of the Lodge was rebuilt in the early 1900s, probably due to the expansion of the facilities within the Town’s Yard and was then further extended in the 1970s. The Lodge was not intended to be understood or appreciated in conjunction with the former town hall, instead it was a functional, utilitarian subsidiary building screened by a brick boundary wall and sited opposite a weigh bridge. The building was a gate lodge to the Town’s Yard, not Withington Town Hall. The Lodge, as it exists today, has been substantially altered. It has had a new roof, new windows, new porch and a new interior (circa late 20th Century). Further to this, its historical context has been largely removed as the boundary wall, weigh bridge and yard it was erected for have all been removed. The Lodge is shown below:



The applicant commissioned a Heritage Statement to understand what significance, if any, the Lodge has to the setting of the listed Old Town Hall and the character of the Albert Park Conservation Area. The findings are detailed below:

The Lodge is considered to be a curtilage listed structure as it was built in association with the town hall before 1 July 1948. However, as has been demonstrated, the Lodge was built for a separate use to that of the town hall and this distinction was marked by being located behind the former boundary wall of the Town's Yard.

The Lodge, as it exists today, has no evidential value as it has largely been rebuilt; has no aesthetic value as it appears to be largely modern in construction due to the modern windows, roof and porch; and has no-to-low historic and or communal values as, although it is not possible to understand or appreciate its former use, there is clearly a relationship between it and the Town Hall. Consequently, the Lodge was considered to be of negligible significance.

As an element of the Albert Park Conservation Area, the contribution of the Lodge is considered to be neutral. It is surrounded by a modern housing estate and the focus of the Albert Park Conservation Area, in this area, is clearly the relationship and prominence the Old Town Hall has with its location on Lapwing Lane. The setting of the Old Town Hall is fairly limited and the understanding and appreciation of the heritage values of the Old Town Hall are not affected by the presence of the Lodge, nor does the Lodge contribute to its setting.

To conclude, as the Lodge does not contribute to the character of the Albert Park Conservation Area or contribute to the setting or appreciation of the adjoining Grade II listed building, its demolition is considered acceptable. It is further considered that the demolition would result in less than substantial harm to both the setting of the Listed Building and the character of the Conservation Area. Indeed, any harm would be at the minor scale of less than substantial harm. Any harm would be outweighed by the public benefits associated with the redevelopment proposed including the design quality of the replacement building and the on going economic benefits associated with the long term use of the Listed Building.

To prevent the existing Lodge being demolished and the site undeveloped, a condition (no. 2) is suggested which requires a contract for the construction of the replacement building to be in place before demolition works commence.

**Concerns of WDRA** – WDRA are objecting to the demolition of the Lodge on the grounds that the replacement building, which is the subject of planning application 124234/FO/2019, is not acceptable in terms of design and impact upon residential amenity.

The committee report for application 124234/FO/2019 is also on this agenda and it details why it is considered the replacement building is acceptable in terms of its design, scale and massing and how it would not impact upon existing levels of residential and visual amenity, highway safety and upon the character of the Albert Park Conservation Area and the setting of the adjoining Grade II listed building. It concludes that the proposed development would bring with it public benefits which outweigh the loss of this building within the Conservation Area.

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

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

**Recommendation      APPROVE**

#### **Article 35 Declaration**

Officers have worked with the applicant in a positive and proactive manner to resolve any problems arising in relation to dealing with the planning application.

#### **Condition(s) to be attached to decision for approval OR Reasons for recommendation to refuse**

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 demolition hereby permitted shall not be undertaken before a contract for the carrying out of the building works approved under application 124234/FO/2019 has been made and evidence of that contract has been supplied to the City Council Local Planning Authority.

Reason - In the interests of visual amenity and for the avoidance of doubt, and to ensure that redevelopment of the site takes place following demolition of the existing building, pursuant with Policy EN3 in the Manchester Core Strategy and Saved Policy DC19.

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

a) Drawing no. 0174\_00\_200 (existing site plan), stamped as received on 9 September 2021.

b) Drawing no. 0174\_00\_201B (proposed site plan), stamped as received on 8 October 2021

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.

### **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: 124453/LO/2019 held by planning or are City Council planning policies, the Unitary Development Plan for the City of Manchester, national planning guidance documents, or relevant decisions on other applications or appeals, copies of which are held by the Planning Division.

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

Didsbury Civic Society  
West Didsbury Residents Association

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

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

West Didsbury Residents Association

**Relevant Contact Officer :** David Lawless  
**Telephone number :** 0161 234 4543  
**Email :** david.lawless@manchester.gov.uk



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<b>Application Number</b>	<b>Date of Appln</b>	<b>Committee Date</b>	<b>Ward</b>
128916/FO/2020	19 <sup>th</sup> Feb 2021	21 <sup>st</sup> Oct 2021	Woodhouse Park

**Proposal** Erection of a part two/part three storey building to form Hotel (C1 use) together with associated car parking and landscaping.

**Location** The Moss Nook, at the corner of Trenchard Drive and Ringway Road, Manchester, M22 5NA

**Applicant** Newpark Group, Unit 4 The Cottages, Deva Centre, Trinity Way, Salford, M3 7BE,

**Agent** Mr Andy Frost, Frost Planning Limited, Drumlins, 57 Chelford Road, Prestbury, Cheshire, SK10 4PT

### **Executive Summary**

The applicant is proposing to erect a part two/part three storey hotel on the site of a now vacant restaurant.

Objections have been received from 38 local residents and representation has been received from the TREMAR Residents Association. While a number of people recognise the benefits of a hotel on the site, in terms of employment and prosperity to the local economy, objections have been raised in respect of the size of the development; the lack of parking and the resultant pressures this would place in the area; and the impact on residential amenity, resulting from noise and loss of privacy.

### **Description**

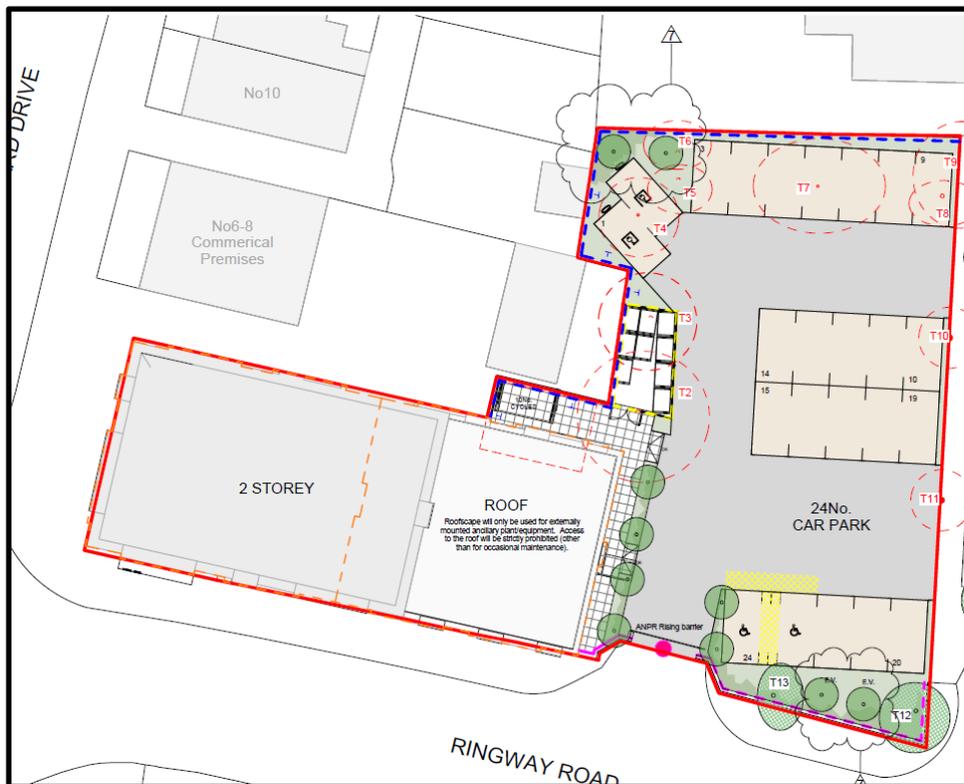
This application was placed before the Committee on 23<sup>rd</sup> September 2021, but determination was deferred in order to allow the Committee to undertake a site visit. The Moss Nook is a part single/part two storey building with living accommodation in the roofspace. It sits on the north-eastern corner of the Trenchard Drive/Ringway Road junction and while currently vacant it was last used as a restaurant with living accommodation above. To the rear of the property there is a garden area and a 20 space car park. Beyond the car park stands a 2 storey office building and its associated car parking. To the front of the property, on the opposite side of Trenchard Drive, stands The Tatton Arms PH. To the side of the property stands nos. 6-8 Trenchard Drive, a detached 2 storey office building and Stable Cottage, a detached dwellinghouse. The remaining properties on Trenchard Drive are all dwellinghouses. On the opposite side of Ringway Road stands Smithy Farm.

The applicant is proposing to demolish the existing property and erect a part two/part three storey 30 bed hotel. At the rear of the proposed building the applicant is proposing a 24 space car park accessed off Ringway Road, along with a cycle and bin store. Access to the car park would be via an Automatic Number Plate Recognition (ANPR) controlled barrier. Two of the car parking spaces would be fitted with vehicle charging points; two would be designated disabled bays and three would be designated as *night spaces*, i.e. to be used for guests arriving late at night.

To facilitate the development, 10 of the 12 trees within the site would be felled. To compensate for their loss the applicant is proposing to plant 10 replacement trees.

Originally the applicant proposed the erection of a part three/part four storey hotel which included a roof garden. Given concerns about overlooking and the height of the building, the proposal was amended to that now before the Committee.

The site and proposed layout is shown below:



**Consultations**

**Local Residents/Businesses** – Objections have been received from 38 local residents and businesses, 10 of which were received after the re-notification process in respect of the revised proposal. The comments are summarised below:

- Moss Nook is primarily an area of domestic dwellings and this building intrudes by size and location to the detriment of the area.
- It will not fit in as the only four storey building in this small residential area – it will block out the sun from the back gardens of the 8 houses next door as well as overlooking them.
- The design of the proposed would be out of keeping with the area. A proposal more in keeping with the area and requires much less parking space would be supported.
- A 24/7 commercial use at this location would have an impact on local residents from the noise and activity of people coming and going.
- Where will the car parking overspill area be - 25 car spaces will not be enough for 33 bedrooms plus say 10 staff. There are no more parking spaces in Trenchard Drive, Emerald Road or Maroon Road and Ringway Road has double yellow lines, both sides, all the way along it.
- The hotel is too tall, too large and the design totally out of place with the current street scene. Noise from its operations and air-conditioning running 24/7 would be unacceptable. It would overlook and overshadow surrounding properties and completely dominate the area.
- The proposal is directly under Runway Two's flight path and within a Public Safety Zone (PSZ), as such its development should be restricted to within current Government guide lines. This application will increase the number of people within the Public Safety Zone and produce a new development several storeys high directly under a flight path. This application clearly fails to meet Government guidelines on building within the PSZ and as such should be refused.
- The Moss Nook Restaurant was an upmarket exclusive Michelin starred establishment which fitted into our small residential area so why not keep the front facade and make it a three-story block the same height as the houses next to it. On the plan it looks like a down market Premier Inn or Travel Lodge not a quality 5-star country style Hotel matching the class that the Moss Nook Restaurant had in the 'golden triangle' on the Cheshire border of Wilmslow, Alderley Edge and Hale Barns.
- There is already more than 25,000 bedrooms in Airport City with swimming pools, gyms and decent restaurants where you can park your car for the duration of your holiday. This proposal is just a small 'out of the way' B & B that is an out of place 'eyesore' in Moss Nook.
- The close proximity of the development to the public house may raise the potential for future noise complaints around the use of the Tatton Arm's car park.
- The roof garden would lead to the overlooking of adjoining amenity space.
- A meaningful Construction Plan condition should be imposed if the proposal is approved.

- A site visit should be recommended to assess the true street scene and current elevations.

**TREMAR Residents Association** – Due to COVID-19 restrictions the residents association confirmed that they had not been able to hold a TREMAR / Moss Nook residents meeting to consider the application. However, they did consult with residents and submitted a compilation of comments which have been summarised above.

They acknowledge that many supports the conversion / development to a Hotel on the basis that it promotes jobs and prosperity to the local economy but oppose the current proposal because it is architecturally the ‘wrong’ type of development for this residential area.

**Ward Members** – A joint letter of objection has been received from Cllrs Newman and S. Judge. The comments are as follows:

- The site is located in a small residential area. The hotel will have 30 beds, but only 24 car parking spaces. There will be 10 cycle spaces. Despite the claims in the Report, it is not within easy walking distance of a tram stop, or frequent bus services, and hotel clients would not choose to walk with their luggage from public transport especially after dusk. The attraction of the hotel will be its proximity to Manchester International Airport. When all the 30 rooms are occupied, they may all need to park their cars. Inevitably, for short return air trips, they will want to park their cars for longer than their stay at the hotel. The supposed attraction of 10 cycle spaces is absurd. Guests will not arrive at an Airport hotel by bicycle, and most of the staff are unlikely to do so.
- This is a small residential neighbourhood. It is not used to night-time comings and goings, and all the noise associated with guests arriving at night. The observation in the Report that the former use as a restaurant would have allowed opening late into the early hours is absurd and not relevant. To be economically sustainable, the restaurant would have needed an alcohol license for such hours, which would have been unlikely to be granted. Even if guests were parking at some other Airport car park, the hotel would be transporting their guests to and from the hotel to these car parks and the Airport, related to the times of flight departures and arrivals. These often occur late at night or early in the morning.
- As local Councillors we support local business and local job creation, and regret that the current restaurant building has been unused for several years. However, this is not a good site for a hotel of this size

**Highway Services** – Highway Services have made the following comments:

- Trenchard Drive lies within the Shadowmoss Resident Parking Permit Area (Zone WP2) and on-street parking is restricted to vehicles displaying permits only.
- The site is considered to be suitably accessible by sustainable modes and is in close proximity to a range of public transport facilities including bus, tram and train.
- It is anticipated that the proposals are unlikely to generate a significant increase in the level of vehicular trips therefore they do not raise any network capacity concerns

- 100% parking for the hotel rooms should be provided.
- Whilst the electric vehicle (EV) bays have been repositioned, the number of spaces is still acceptable.
- It is noted that an ANPR operated barrier is proposed at the vehicle entrance and verification that vehicles awaiting access will not impede the free flow of traffic on Ringway Road is required.
- A dwarf boundary wall is being provided with permeable railings above and this arrangement is acceptable from a highway perspective.
- Ten secure cycle spaces are proposed which exceeds the core strategy minimum standards of one space for every ten guestrooms and which is therefore acceptable from a highway perspective.
- A Travel Plan conditions should be attached to any approval granted.
- Service arrangements need to be clarified.

**Environmental Health** – Suggests the imposition of a number of conditions designed to protect residential amenity and prevent ground contamination.

**City Arborist** – There are no objections to the proposal from an arboricultural perspective. The trees proposed for removal would not meet the criteria for TPO status.

There are 10 trees proposed for removal and it is suggested that as a minimum they should be replaced on and one for one basis. The replacement trees should be of a reasonable size for instant impact and to provide some screening from the neighbouring property.

**Aerodrome Safeguarding Officer** – No objection to the proposal subject to the imposition of a number of conditions designed to ensure aerodrome safety.

**MCC Flood Risk Management** – Suggests the imposition of a surface water drainage condition.

**United Utilities Water PLC** – Suggests the imposition of a surface water drainage condition.

**Greater Manchester Police (GMP)** – GMP recommends that a condition be attached to any approval granted which requires the incorporation of the physical security measures set out in the Crime Impact Statement.

## **Policies**

**The National Planning Policy Framework July 2021 (NPPF)** – The National Planning Policy Framework sets out the Government’s planning policies for England and how these should be applied. It provides a framework within which locally-prepared plans for housing and other development can be produced. Planning law requires that applications for planning permission be determined in accordance with the development plan, i.e. the Core Strategy Development Plan Document and accompanying policies, unless material considerations indicate otherwise. The National Planning Policy Framework is a material consideration in planning decisions.

Paragraph 11 states that plans and decisions should apply a presumption in favour of sustainable development, which for decision-taking means:

- approving development proposals that accord with an up-to-date development plan without delay; or
- where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, granting permission unless:
  - i. the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or
  - ii. any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.

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

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

Policy SP1, *Spatial Principles* – Development in all parts of the City should make a positive contribution to neighbourhoods of choice including creating well designed places that enhance or create character and protect and enhance the built and natural environment.

Policy CC 4, *Visitors - Tourism, Culture and Leisure* – Proposals for new hotels outside of the City Centre will be supported where they support visitor-oriented development and where the Council is confident that they will be deliverable.

Policy EN 16, *Air Quality* – The Council will seek to improve the air quality within Manchester, and particularly within Air Quality Management Areas, located along Manchester's principal traffic routes and at Manchester Airport. Developers will be expected to take measures to minimise and mitigate the local impact of emissions from traffic generated by the development, as well as emissions created by the use of the development itself, including from Combined Heat and Power and biomass plant.

Policy EN 19, *Waste* – States that developers will be required to submit a waste management plan to demonstrate how the waste management needs of the end user will be met.

Policy T2, *Accessible areas of opportunity and need* – Seeks to ensure that new development is easily accessible by walking/cycling/public transport; provided with an appropriate level of car parking; and, should have regard to the need for disabled and cycle parking.

Policy DM1, *Development Management* – This policy states that all development should have regard to a number of issues, in this instance the most relevant are considered as follows:-

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

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

- a) the effect of new development proposals which are likely to be generators of noise; and
- b) the implications of new development being exposed to existing noise sources which are effectively outside planning control.

Policy DC26.2 states that new noise-sensitive developments (including large-scale changes of use of existing land or buildings), such as housing, schools, hospitals or similar activities, will be permitted subject to their not being in locations which would expose them to high noise levels from existing uses or operations, unless the effects of the noise can realistically be reduced. In giving effect to this policy, the Council will take account both of noise exposure at the time of receiving a planning application and of any increase that may reasonably be expected in the foreseeable future.

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

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

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

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

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

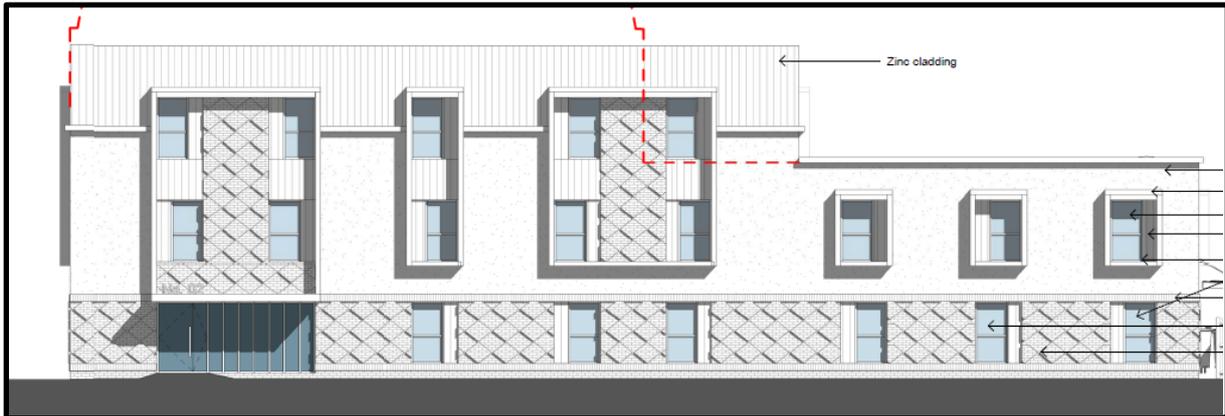
## **Issues**

**Principle of the Proposal** – Although the building is currently vacant, the legal planning use of the site is for commercial purposes, i.e. a restaurant. Given this, there is no objection in principle to another commercial use, such as the proposed hotel, operating from this site. Notwithstanding the above, consideration needs to be given to the proposal's impact on the existing levels of residential amenity enjoyed by the occupants of the dwellings within the vicinity of the site and upon the levels of pedestrian and highway safety enjoyed along Ringway Road and Trenchard Drive.

**Design** – Trenchard Drive consists predominantly of modest two storey dwellings from a variety of periods in the late 19<sup>th</sup> and 20<sup>th</sup> Century. The wider area consists not only of these dwellings but a number of commercial and office buildings, most of which date from the latter half of the 20<sup>th</sup> Century. Given the variety of building ages and styles that exist in the area, there is no objection to the contemporary design proposed by the applicant.

The proposed building, which can be seen below, would be constructed from a mix of traditional and modern materials, primarily red brick and light grey render and topped by a zinc clad roof. The ground floor would be of red brick with the upper floors being clad in render, which would be broken up by red brick panels and dark grey framed windows within vertical box frames.

Overall the design of the building is considered acceptable.



**Siting** – The proposed building would adhere to the established building line on the eastern side of Trenchard Drive and be located at the back of pavement on the Ringway Road frontage. The cycle store and bin store would be sited to the north of the building.

Overall, the siting of the building and storage elements is considered acceptable.

**Scale and Massing** – When originally submitted, the proposal consisted of an additional floor at the front of the building. Even though the site is located on a corner and can accommodate a taller building than that currently there, it was considered that the fourth floor was excessive and the proposal was amended to that now before the Committee. The drawing below shows the proposed elevations to Trenchard Drive and Ringway Road and the outline of the original proposal can be seen annotated by a red dotted line.



The amendments to the proposal have resulted in a building which is of a scale more appropriate to this area. Given this reduction in height, the fact that the rear element is only two storeys high and the overall massing is broken up by the feature panels and box frames, the overall scale and massing of the proposal is considered acceptable.

**Disabled Access** – Level access would be provided into the hotel and lifts would allow access to all of the rooms throughout the building, all of which accessible. In addition, two bays within the car park have been designated as disabled bays and these have been sited close to the premises for ease of access. Overall the level of disabled access is considered acceptable.

**Residential Amenity** – A number of factors have been assessed in order to judge the impact of the proposal upon residential amenity:

**Sunlight and Overshadowing** – Given the siting of the proposed building in relation to the dwellings on Trenchard Drive and Maroon Road and the fact it has been reduced in height, it is not considered that the development would lead to the overshadowing of those dwellings closest to the application site.

**Impact upon Privacy** – The northern elevation of the proposed hotel, i.e. the elevation facing the nearest dwellinghouses, contains 18 windows spread over the ground, first and second floors. These windows would be obscurely glazed to prevent any overlooking and resultant loss of privacy. Given this and the removal of the second floor roof garden, it is not considered that the proposal would result in a reduction in the level of privacy enjoyed by residents on Trenchard Drive and Maroon Road.

The plan below shows the relationship of the proposed hotel to the nearest dwellings and their associated gardens. The nearest dwelling on Trenchard Drive is 15 metres away, whilst the nearest dwelling on Maroon Road is 33 metres away. Stables Cottage, at the rear of 6 and 8 Trenchard Drive is located considerably closer at 3.15 metres. However, that dwelling has a blank gable facing the proposed hotel and no private amenity space being sited at the rear of an existing office.



Noise – A number of residents have raised concerns about the noise levels generated by the development. Whilst it is not considered that the general day to day activity associated with the running of the hotel would generate unacceptable levels of noise, it is recognised that external plant and the comings and goings of customers, especially at night, has the potential to cause disamenity.

Environmental Health have suggested that a number of conditions, requiring the building and any external plant to be acoustically insulated, be attached to any approval granted. These would ensure that there is no break-out of noise from the hotel itself and minimise the noise generated by air-conditioning units or similar external plant.

It is not anticipated that the daily operation of the hotel would be inherently noisy, especially given the background noise levels generated by passing aircraft and traffic on the A555 and Styal Road. However, it is recognised that the comings and goings of customers to the car park during the night has the potential to cause disamenity resulting from vehicle associated noise such as engines starting, doors opening/closing and general conversation. In order to prevent this the applicant has introduced the following amendments to the scheme:

- The reception entrance has now been placed on Ringway Road, i.e. the elevation furthest away from the residential properties on Trenchard Drive and Maroon Road.
- Access to the car park would be controlled by an Automatic Number Plate Recognition (ANPR) controlled barrier which would ensure that customers could enter the car park without stopping for tickets, as they would have to register online for access. This would also prevent unauthorised access from taxis and others.
- Guests arriving late at night would be required to park in one of the three *night spaces* located along the Ringway Road frontage, i.e. the part of the car park furthest away from the Trenchard Drive and Maroon Road dwellinghouses

A condition would be attached requiring the above to be implemented in perpetuity.

It is recognised that there could still be impacts on the amenities of neighbouring occupiers from comings and goings, car doors, radios, voices etc. However, given the size of the hotel it is not envisaged that the numbers of visitors at night would be such so as to warrant refusal as long as the mitigation measures listed are maintained. Given the acoustic insulation of the hotel building and any external plant, along with the introduction of the amendments and parking management strategy outlined above, it is not considered that the proposal would have an unduly detrimental impact upon existing levels of residential amenity as a result of noise.

It is also worth noting that existing restaurant use is not restricted by an hours condition and if in operation could open late into the night/early morning.

**Visual Amenity** – Given the design, siting and scale of the proposal, it is not considered that the development would have a detrimental impact upon the levels of visual amenity currently enjoyed within the vicinity of the site.

**Car Parking** – Twenty-four car parking spaces are proposed at the rear of the site. Of these, two would be fitted with electric vehicle charging points, two would be designated for use by disabled guests and three would be designated as *night spaces*, i.e. for use by guests arriving late at night.

When a guest books, either by phone or on the website, they would be required to book a parking space on site if travelling by car. If no parking spaces are available then the guest would be advised to either travel to the site by tram, train or taxi, or to book a parking space at one of the many Airport car parks. If parking at one of the Airport car parks the hotel would arrange for a vehicle to collect the guest from the car park when they arrive. A vehicle would be organised the following day to drop the guest off at the Airport. All guests that have not booked a parking space on site would be advised that there are no opportunities for street parking in the local area.

Given the size of the development, the parking management strategy outlined above and the prevalence of public transport facilities within walking distance of the site, the number of parking spaces proposed is considered acceptable. Notwithstanding this, the applicant is aware of the previous parking pressures placed on Trenchard Drive and the surrounding streets and as a result is proposing a Travel Plan for both guests and staff in order discourage use of the car wherever possible.

**Pedestrian and Highway Safety** – Highway Services have acknowledged that the proposed development is unlikely to generate a significant increase in the level of vehicular trips experienced in the area and that as a result there are no network capacity concerns. In light of this, the provision of adequate parking facilities and the number of parking prohibitions in the vicinity of the site, it is not considered that the proposal would have an unduly detrimental impact upon the levels of pedestrian and highway safety enjoyed along Trenchard Drive and Ringway Road.

**Cycle Parking** – The proposed cycle store would accommodate 10 cycles and this is deemed acceptable for the size of the proposed development. Highway Services have no objection to the cycle store.

**Servicing Arrangements** – Servicing and refuse collection would take place from the kerbside as it did with the restaurant. Notwithstanding this, the submitted swept path shows that a refuse vehicle can safely manoeuvre within the car park.

**Trees** – There are twelve trees within the curtilage of the site, ten of which would be felled to facilitate the development. All twelve trees have been designated as C1 - *unremarkable trees of very limited merit or such impaired condition that they do not qualify in higher categories*. Given their designation there is no objection to them being felled.

To compensate for their loss, the applicant is proposing to plant ten replacement trees, which is considered acceptable in this instance. Details of species and size would be subject to a landscaping condition. It is considered that the quality of the replacement trees would compensate for the loss of the poor quality trees.

**Waste Management** – Environmental Health has confirmed that the submitted Waste Management Strategy is acceptable. It consists of the following bins, the larger of which would be stored in an external timber store at the rear of the hotel:

- General Waste – 4 x 1,100 litre bins
- Pulpable Recycling – 2 x 1,100 litre bins
- Mixed Recycling – 2 x 1,100 litre bins
- Small bins in each room, the dining area and office

A condition requiring the implementation of this Waste Management Strategy would be attached to any approval granted.

**Energy Efficiency** – To maximise energy efficiency, the applicant has stated the development would exceed recommended U-values and use a fabric first approach. The following technologies would be incorporated into the scheme

- High specification building fabric with U values that will improve on Part L2 standard values
- Improved Psi values for limiting thermal bridging
- Hard coated glazing which will be BFRC certified
- Low air leakage rates
- The development will incorporate highly efficient mechanical ventilation units with heat recovery (MVHR)
- Electric panel heaters
- Dedicated LED low energy efficient light fittings within all areas
- 31kWp of photovoltaic panels have been included

The measures outlined above highlight that the scheme would achieve compliance with building regulations Part L 2016. Imposition of an appropriately worded condition would ensure that this is the case.

**Air Quality** – During the construction phase of the development there is the potential for air quality impacts as a result of dust emissions from the site. Assuming dust control measures are implemented as part of the proposed works, the significance of potential air quality impacts from dust generated by earthworks, construction and trackout activities is predicted to be negligible. It is considered that the imposition of a Construction Management Condition would ensure that appropriate dust management measures are implemented during the construction phase.

It is recognised that during the operational phase of the development there is the potential for air quality impacts as a result of vehicle exhaust emissions associated with traffic generated by the proposal, i.e. the comings and goings of guests and staff. However, given the size of the development, the introduction of two vehicle charging points and the prevalence of public transport the overall significance of potential impacts is considered to be low.

As a result of the above findings it is considered that the proposal would not have a detrimental impact upon the air quality levels experienced throughout the site and within the vicinity of it.

**Crime and Security** – In line with the recommendations of GMP, a condition would be imposed requiring their suggested security measures to be incorporated into the scheme.

**Drainage** – The conditions suggested by Flood Risk Management and United Utilities would be attached to any approval granted.

**Aerodrome Safeguarding** – The site is not located within the Public Safety Zone, the boundary for which is approximately 280 metres away to the northwest. As such, the restrictions required of the Circular 01/2010, *Control of Development in Airport Public Safety Zones*, are not relevant in this instance.

Notwithstanding the above, the Aerodrome Safeguarding Officer at Manchester Airport has suggested that a number of conditions be attached to any approval granted. These conditions would require to the applicant to submit a Glint and Glare Assessment for approval; limit the species of trees to be planted on the site and ensure the development is constructed in a safe manner.

### **Conclusion**

The site is home to a commercial use, albeit one that ceased trading several years ago, as such the principle of another commercial use is acceptable. Despite this it was recognised that the original proposal was too high for the site and the scheme was duly amended to that before the Committee.

Whilst the wider area is a mix of residential and office uses, the immediate area to the north of the site is residential. Local residents were understandably concerned that a commercial use on the site that operates 24 hours a day would lead to a reduction in amenity and without the controls proposed by the applicant this would surely have been the case. However, it is considered that the proposed parking management strategy, that would be the subject of a planning condition, would minimise any disruption at night.

This, along with the provision of adequate parking facilities, ensures the delivery of an acceptable scheme.

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

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

**Recommendation      APPROVE**  
**Article 35 Declaration**

Officers have worked with the applicant in a positive and proactive manner to resolve any matters arising in relation to dealing with the planning application.

**Conditions to be attached to the decision**

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

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

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

- a) Drawing no. PL0110 REV 7, stamped as received on 7 September 2021
- b) Drawing no. PL0001 REV 5, stamped as received on 31 March 2021
- c) Drawing no. PL0002 REV 6, stamped as received on 31 March 2021
- d) Drawing no. PL0003 REV 10, stamped as received on 7 June 2021
- e) Drawing no. PL0060 REV 4, stamped as received on 17 December 2020
- f) Drawing no. PL0061 REV 4, stamped as received on 17 December 2020
- g) Drawing no. PL0100 REV 7, stamped as received on 7 June 2021
- h) Drawing no. PL0120 REV 3, stamped as received on 31 March 2021
- i) Drawing no. PL0121 REV 2, stamped as received on 31 March 2021
- j) Drawing no. PL0200 REV 8, stamped as received on 7 June 2021
- k) Drawing no. PL0210 REV 9, stamped as received on 7 June 2021

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

3) Above-ground construction works shall not commence until samples and specifications of all materials, to be used in the external elevations have been submitted to and approved in writing by the City Council as local planning authority. Thereafter the development shall be carried out in accordance with those details.

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

4) Above-ground construction works shall not commence until details of the measures to be incorporated into the development (or phase thereof) to demonstrate how Secured by Design accreditation will be achieved have been submitted to and approved in writing by the City Council as local planning authority. The development shall only be carried out in accordance with these approved details. The development hereby approved shall not be occupied or used until the Council as local planning authority has acknowledged in writing that it has received written confirmation of a Secured by Design accreditation.

Reason - To reduce the risk of crime pursuant to policies SP1 and DM1 of the Manchester Core Strategy (2012) and to reflect the guidance contained in the National Planning Policy Framework.

5) The car parking hereby approved, which shall only be used by guests of the hotel, shall be laid out, demarcated and made available prior to the occupation of the development hereby approved.

Reason - In the interests of pedestrian and highways safety and to ensure the satisfactory development of the site, pursuant to Policy DM1 in the Manchester Core Strategy.

6) Prior to the operational phase of the development hereby approved, a detailed Parking Management Strategy shall be submitted to and be approved by the City Council as local planning authority. The Parking Management Strategy, which shall include the following details, shall be in place and remain in perpetuity before the development becomes operational:

- a) Usage of the night spaces between 2200hrs to 0700hrs
- b) Usage of the ANPR controlled barrier between 2200hrs to 0700hrs

Reason - In the interests of pedestrian and highways safety and to ensure the satisfactory development of the site, pursuant to Policy DM1 in the Manchester Core Strategy.

7) Before the development hereby approved is first occupied a Travel Plan, based on the framework Travel Plan contained within the Transport Statement (ref 210324/SK22033/TS01(-03)) stamped as received on 31 March 2021, shall be submitted to and agreed in writing by the City Council as Local Planning Authority. In this condition a Travel Plan means a document which includes:

- i) the measures proposed to be taken to reduce dependency on the private car by those residing at 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 Travel Plan which takes into account the information about travel patterns gathered pursuant to item (ii) above shall be submitted to and approved in writing by the City Council as local planning authority. Any Travel Plan which has been approved by the City Council as local planning authority shall be implemented in full at all times when the development hereby approved is in use.

Reason - To assist promoting the use of sustainable forms of travel to the school, pursuant to policies SP1, T2 and DM1 of the Manchester Core Strategy and the Guide to Development in Manchester SPD (2007).

8) Above-ground construction works shall not commence until a hard and soft landscaping treatment scheme, based on drawing no. PL 0110 REV 7 stamped as received on 7 September 2021, has been submitted to and approved in writing by the City Council as local planning authority. The approved scheme shall be implemented not later than 12 months from the date the hotel becomes operational. If within a period of 5 years from the date of the planting of any tree or shrub, that tree or shrub or any tree or shrub planted in replacement for it, is removed, uprooted or destroyed or dies, or becomes, in the opinion of the local planning authority, seriously damaged or defective, another tree or shrub of the same species and size as that originally planted shall be planted at the same place.

Reason - To ensure that a satisfactory landscaping scheme for the development is carried out that respects the character and visual amenities of the area, in accordance with policies SP1, EN9, DM1 and DM2 of the Manchester Core Strategy.

9) The approved electric vehicle charging points, as shown on drawing no. PL 0110 REV 7 stamped as received on 7 September 2021, shall be installed prior to the use of the development hereby approved and remain in-situ in perpetuity.

Reason - To promote sustainable development and in the interests of residential amenity, pursuant to Policies DM1 and EN16 in the Manchester Core Strategy

10) The storage and disposal of waste shall be undertaken in accordance with the Waste Management Strategy stamped as received on 17 December 2020 and shall remain in situ whilst the development is in operation.

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

11) Deliveries, servicing and collections, including waste collections shall not take place outside the following hours:

0730hrs to 2000hrs - Monday to Saturday,  
1000hrs to 1800hrs - Sundays/Bank Holidays.

Reason - To safeguard the amenities of the occupiers of nearby residential accommodation, pursuant to Policy DM1 in the Manchester Core Strategy.

12) 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. 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.

b) Prior to occupation of the development a verification report will be required to validate that the work undertaken throughout the development conforms to the recommendations and requirements in the approved acoustic consultant's report. The report shall also undertake post completion testing to confirm that acceptable criteria have been met. Any instances of non-conformity with the recommendations in the report shall be detailed along with any measures required to ensure compliance with the agreed noise criteria.

Reason - To safeguard the amenities of the occupiers of the building and occupiers of nearby properties, pursuant to Policy DM1 in the Manchester Core Strategy and Saved UDP Policy DC26.

13) a) 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 commencement of the use hereby approved 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) Prior to 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 acoustic report. The report shall also undertake post completion testing to confirm that the noise criteria have been met. Any instances of non-conformity with the recommendations in the report shall be detailed along with any measures required to ensure compliance with the agreed noise criteria.

Reason - To minimise the impact of the development and to prevent a general increase in pre-existing background noise levels around the site, pursuant to Policy DM1 in the Manchester Core Strategy and Saved UDP Policy DC26.

14) a) Fumes, vapours and odours shall be extracted and discharged from the premises in accordance with a scheme to be submitted to and approved in writing by the City Council as local planning authority before the use commences.

b) Prior to commencement of the use hereby permitted confirmation shall be submitted for the approval of the City Council as local planning authority that the approved scheme has been implemented.

Reason - In the interests of the amenities of occupiers of nearby residential properties, pursuant to Policy DM1 in the Manchester Core Strategy.

15) 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 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 within each phase commences, the development shall be carried out in accordance with the previously agreed Remediation Strategy and a Completion/Verification Report shall be submitted to and approved in writing by the City Council as local planning authority.

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

Reason - To ensure that the presence of or the potential for any contaminated land and/or groundwater is detected and appropriate remedial action is taken in the interests of public safety, pursuant to Policy DM1 in the Manchester Core Strategy.

16) The development hereby approved shall be implemented in full accordance with the measures as set out within the Energy and Sustainability Statements, stamped as received by the City Council as local planning authority on 17 December 2020, including: measures to secure predicted carbon emissions and the attainment of specified environmental efficiency and performance. Within 3 months of the completion of the construction of the authorised development a verification statement shall be submitted to and approved in writing, by the City Council as local planning authority, confirming the incorporation of the specified measures at each phase of the construction of the development, including dated photographic documentary evidence of the implementation and completion of required works.

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

17) Above-ground construction works shall not commence until a Glint and Glare Assessment has been submitted to and been approved by the City Council as local planning authority.

Reason - In the interests of aerodrome safeguarding, pursuant to Policy DM2 in the Manchester Core Strategy.

18) Prior to the commencement of the development hereby approved, a Bird Hazard Management Plan shall be submitted to and be approved by the City Council as local planning authority. The approved management plan shall be implemented and remain in-situ in accordance with the details contained within it.

Reason - In the interests of aerodrome safeguarding, pursuant to Policy DM2 in the Manchester Core Strategy.

19) No development shall take place, including any demolition works, until a construction management plan or construction method statement has been submitted to and approved in writing by the Local Planning Authority. The approved plan/statement shall be adhered to throughout the demolition/construction period. The plan/statement shall provide for:

- A construction programme including phasing of works;
- 24 hour emergency contact number;
- Expected number and type of vehicles accessing the site: Deliveries, waste, cranes, equipment, plant, works, visitors; Size of construction vehicles; The use of a consolidation operation or scheme for the delivery of materials and goods; Phasing of works;
- Means by which a reduction in the number of movements and parking on nearby streets can be achieved (including measures taken to ensure satisfactory access and movement for existing occupiers of neighbouring properties during construction): Programming; Waste management; Construction methodology; Shared deliveries; Car sharing; Travel planning; Local workforce; Parking facilities for staff and visitors; On-site facilities; A scheme to encourage the use of public transport and cycling;
- Routes for construction traffic, avoiding weight and size restrictions to reduce unsuitable traffic on residential roads;
- Locations for loading/unloading, waiting/holding areas and means of communication for delivery vehicles if space is unavailable within or near the site;
- Locations for storage of plant/waste/construction materials;
- Arrangements for the turning of vehicles, to be within the site unless completely unavoidable;
- Arrangements to receive abnormal loads or unusually large vehicles;
- Swept paths showing access for the largest vehicles regularly accessing the site and measures to ensure adequate space is available;
- Any necessary temporary traffic management measures;
- Measures to protect vulnerable road users (cyclists and pedestrians);
- Arrangements for temporary facilities for any bus stops or routes;
- Method of preventing mud being carried onto the highway;

- Methods of communicating the Construction Management Plan to staff, visitors and neighbouring residents and businesses.

Manchester City Council encourages all contractors to be 'considerate contractors' when working in the city by being aware of the needs of neighbours and the environment. Membership of the Considerate Constructors Scheme is highly recommended.

Reason: In the interests of safe operation of the adopted highway in the lead into development both during the demolition and construction phase of the development, pursuant to policies SP1, EN19 and DM1 of the Manchester Core Strategy.

20) Before first occupation all the windows in the northern elevation shall be obscurely glazed to a specification of no less than level 5 of the Pilkington Glass Scale or such other alternative equivalent and shall remain so in perpetuity.

Reason - To protect the amenity and living conditions of adjacent residential property from overlooking or perceived overlooking and in accordance with policies SP1 and DM1 of the Manchester Core Strategy.

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

The documents referred to in the course of this report are either contained in the file(s) relating to application ref: 128916/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:**

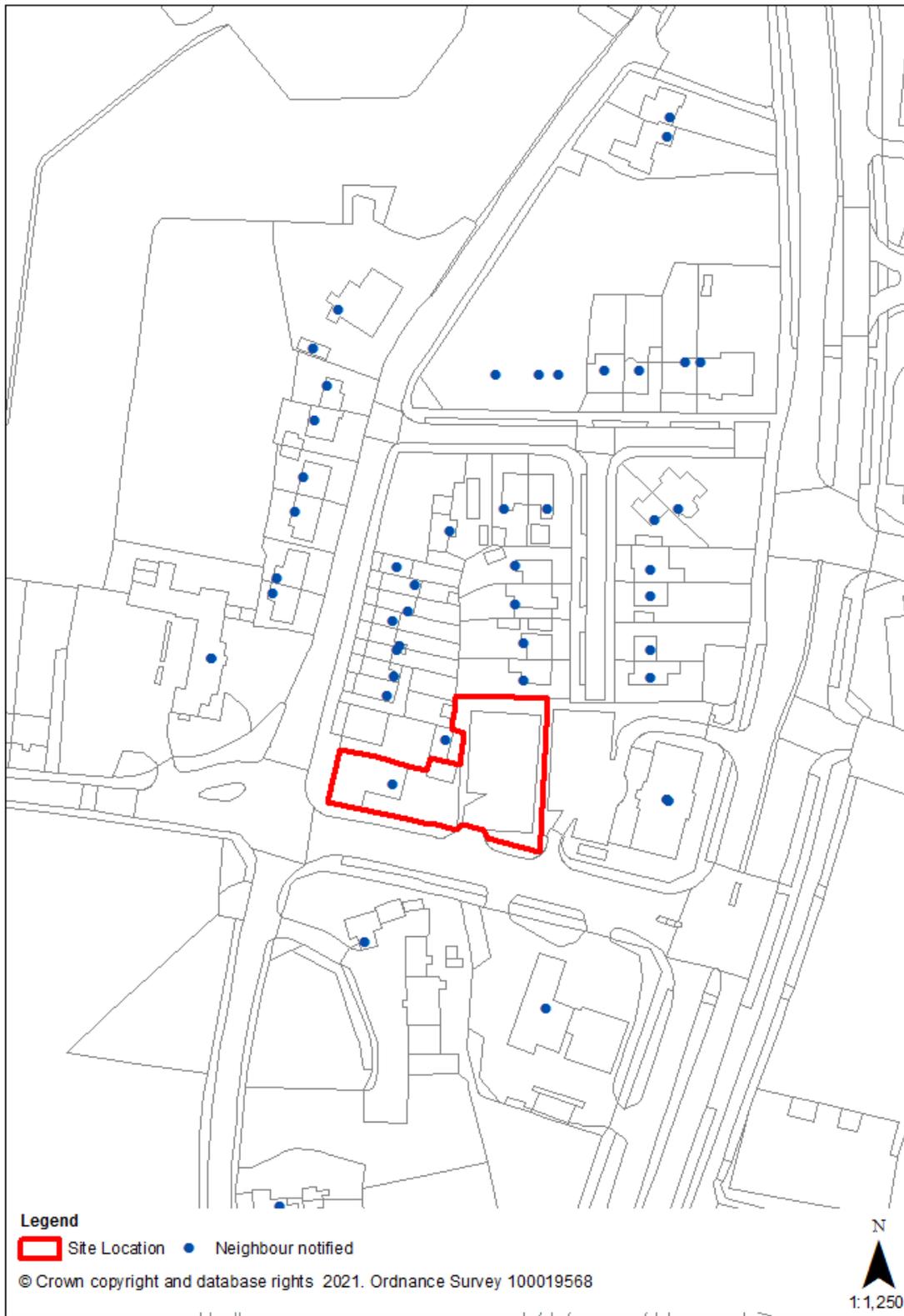
Environmental Health  
 MCC Flood Risk Management  
 Highway Services  
 Neighbourhood Team Leader (Arboriculture)  
 Greater Manchester Ecology Unit  
 TREMAR Residents Association  
 Greater Manchester Police  
 Manchester Airport Safeguarding Officer  
 United Utilities Water PLC

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

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

United Utilities Water PLC  
 Highway Services  
 Greater Manchester Police  
 Environmental Health  
 MCC Flood Risk Management  
 TREMAR Residents Association

**Relevant Contact Officer :** David Lawless  
**Telephone number :** 0161 234 4543  
**Email :** david.lawless@manchester.gov.uk



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<b>Application Number</b>	<b>Date of Appln</b>	<b>Committee Date</b>	<b>Ward</b>
130030/FO/2021	27 <sup>th</sup> Apr 2021	21 <sup>st</sup> Oct 2021	Old Moat

**Proposal** Enlargement of existing basements to form 5 No. 2 bedroom apartments together with associated elevational alterations

**Location** 25-33 Central Road, Manchester, M20 4YE

**Applicant** Mr George Smith, Conform North West Limited, 3 Tuns Lane, L37 4AQ,

**Agent** DK Seddon, Howard & Seddon ARIBA, 64 Washway Road, Sale, M33 7RE

### **Executive Summary**

The applicant is applying retrospectively to convert the basements of the three properties into five two- bedroom flats. Lights wells to the front, side and rear are also proposed.

Seventeen letters of objection have been received from local residents, along with one from Councillor White. Objections have been raised in respect of the standard of accommodation proposed, waste storage and the impact on residential amenity but the main concern is that insufficient parking spaces have been provided and as a result the proposal would lead to an increase in cars parking on-street on Central Road.

### **Description**

The application site comprises 3 large semi-detached Villas, namely nos. 25 to 27 Central Road, nos. 29 to 31 Central Road and 33 Central Road. The properties, which are shown below, were converted into a total of 20 flats (ground to second floor level) under planning permission 019106 approved in April 1983.

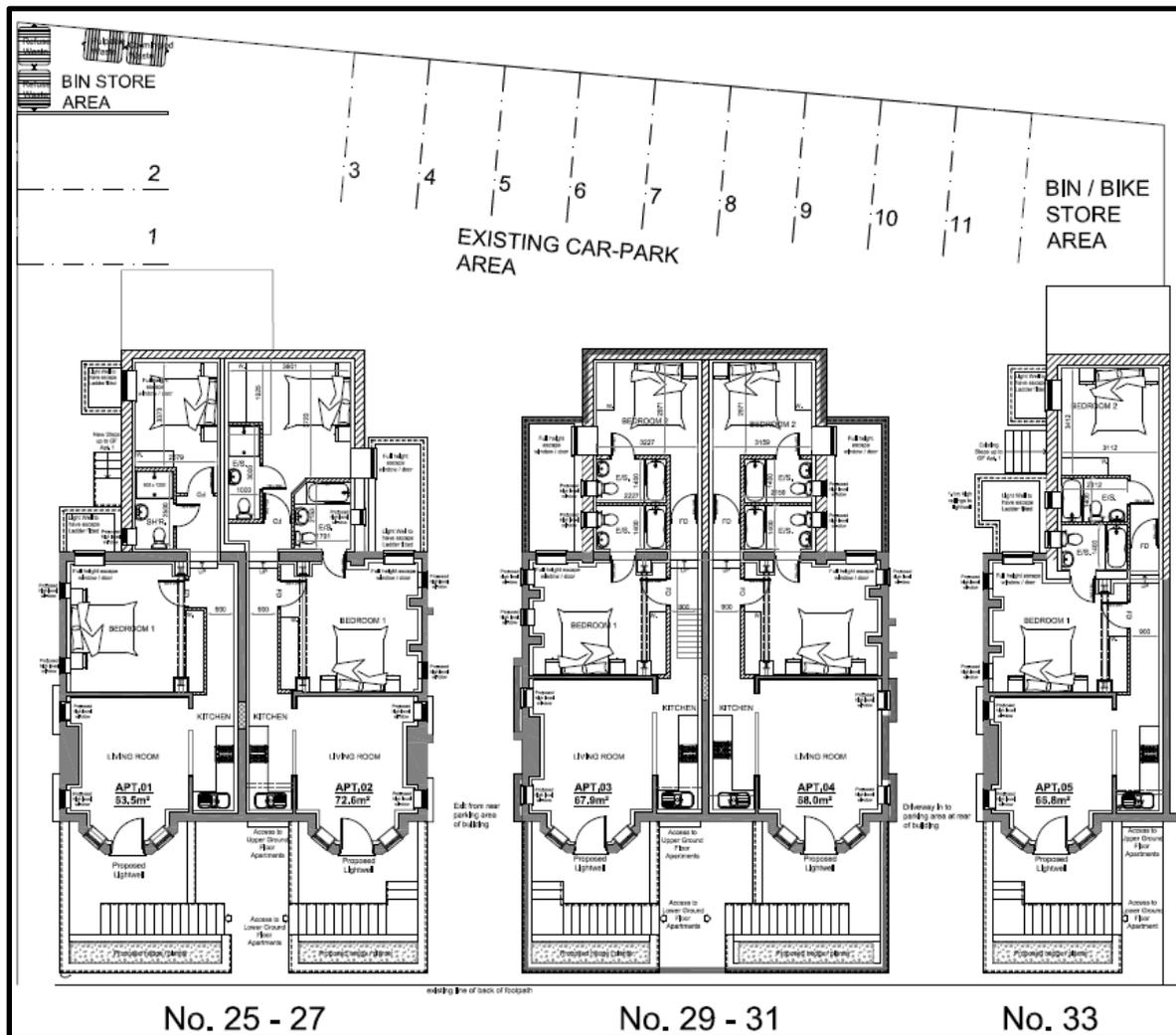


To the rear there is a hard-surfaced area which provides eleven car parking spaces, along with cycle and bin stores. Access to the parking area is via driveways located between nos.27 and 29 Central Road and nos. 31 and 33 Central Road. The front of the site was also hardsurfaced and used informally for parking but as can be seen above this has been lost to a series of lightwells. The immediate area is characterised by large semi-detached and detached properties, many of which have been converted into apartments, including at basement level.

Planning permission to convert the basements of the three properties into a total of five one-bed flats, with associated lightwells to front and rear, was approved in November 2017 under reference 117463/FO/2017.

The applicant is applying retrospectively to convert the basements of the three properties into five two-bed flats, bringing the total number of flats to 25. Light wells to the front, side and rear are also proposed. Originally the applicant proposed lightwells that occupied the full depth of the front of the properties and which left little or no room for boundary treatment. The applicant has now amended the proposal so that landscaping and perimeter fencing would be provided via suspended planters located at the back of pavement.

The proposed layout is shown below:



## Consultations

**Local Residents** – Seventeen letters of objection have been received, six of which were received following the reconsultation on the revised proposal. The comments are summarised below:

- Insufficient parking would be provided for the total number of flats that would occupy this site. This would lead to additional parking on Central Road which would be a danger and also cause inconvenience to existing residents. On the basis that each property is likely to be rented out to two individuals, there is a likelihood that each person would personally own a vehicle. With this, there could be up to 10 extra vehicles on the road and trying to use the rear car park.
- The proposal has actually reduced parking numbers on the site as the front hardsurfaced area has been lost.

- Although there is on-street parking, there is high demand on the street for car parking spaces and residents of the street struggle to find spaces to park on both this street and neighbouring Goulden Road. The extension of the Christie hospital neighbourhood permit parking scheme to both these streets has been delayed, and this is putting further pressure on parking in the area as commuters begin to return to the city centre and park on these streets to access the Burton Road and West Didsbury tram stops as well as the primary school situated further down Central Road.
- There has been no consideration for the extra bins required for the increased number of residents in the houses. Both recycling and standard bins are already very full.
- The standard of the accommodation appears poor and the fire escape strategy is questionable. In addition, it is hard to see how the basement accommodation would receive sufficient light.
- The increased activity associated with the additional flats would have a detrimental impact on existing levels of residential amenity.
- The noise from the contractors has been horrendous to live with and made it harder to live and work in this pandemic.
- Parking spaces 1 and 2 seem impossible to use given the proposed bin store.

**Ward Members** – A letter of objection has been received from Councillor White, the comments are summarised as follows:

- These works have been applied for whilst construction is already taking place, so shows a lack of respect for the planning process.
- Five 2 bed flats in this location is an overdevelopment of the site, leading to an increase in parking issues, which are already bad on this street.
- There will be further pressure on the communal bins at this location, which are not adequately managed by the landlord.
- During the works, there has been evidence of damage to the public highway and pavement, works taking place outside of agreed working hours and excessive noise due to the significant excavation works that have taken place, at risk, without planning permission being in place.

**Environmental Health** – Environmental Health have made the following comments:

- The submitted Waste Management Strategy is considered acceptable and its implementation should be conditioned.
- The Construction Management Plan should be submitted for approval.

**Highway Services** – Highway Services have made the following comments:

- There are no kerbside restrictions in the vicinity of the site.
- The site is considered suitably accessible by public transport via bus services on Burton Road and Burton Road tram stop is a short walk from the development.

- There are currently 20 apartments with 11 parking spaces - this is a 55% allocation. With the addition of 5 additional apartments this will become 44% allocation. MCC Highways have concerns regarding this low allocation given the high levels of on-street car parking, it is likely that vehicles that cannot be accommodated on site will add to existing on-street demand.
- The car park should be appropriately surfaced and marked.
- The car park layout looks acceptable in principle however space no. 2 looks tight to access and egress - a swept path should be provided to show this space can be adequately accessed. It is recommended that at least one space is allocated for blue badge holders.
- Electric vehicle charging points should be provided for all spaces.
- A cycle store is shown at the rear, it is unclear if the existing flats have cycle storage. There should be 100% cycle storage for the new and existing apartments - minimum 25 spaces. The cycle store should be secure, weatherproofed. This should be conditioned.
- The bin store is located within the car park at the rear and it is expected that residents/management will bring bins to the highway on collection days. This arrangement is as existing and considered appropriate.
- Due to the lack of parking availability and the uplift in flats, it is recommended that if the application is consented that a travel plan is developed for the site.
- A construction management plan should be provided detailing the arrangements for construction.

## **Policies**

**The National Planning Policy Framework (NPPF)** – The NPPF sets out the Government’s planning policies for England and how these should be applied. It provides a framework within which locally-prepared plans for housing and other development can be produced.

Planning law requires that applications for planning permission be determined in accordance with the development plan, i.e. the Core Strategy Development Plan Document and accompanying policies, unless material considerations indicate otherwise. The NPPF is a material consideration in planning decisions.

Paragraph 11 states that plans and decisions should apply a presumption in favour of sustainable development which for decision-taking this means:

- approving development proposals that accord with an up-to-date development plan without delay; or
- where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, granting permission unless:

i. the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or

ii. any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.

Paragraph 60 states that to support the Government's objective of significantly boosting the supply of homes, it is important that a sufficient amount and variety of land can come forward where it is needed.

Paragraph 69 states that small and medium sized sites can make an important contribution to meeting the housing requirement of an area and are often built-out relatively quickly. To promote the development of a good mix of sites local planning authorities should support the development of windfall sites through their policies and decisions, giving great weight to the benefits of using suitable sites within existing settlements for homes.

Paragraph 104 states that transport issues should be considered from the earliest stages of plan-making and development proposals, so that opportunities to promote walking, cycling and public transport use are identified and pursued.

Paragraph 107 states that if setting local parking standards for residential and non-residential development, policies should take into account the accessibility of the development; the type, mix and use of development; the availability of and opportunities for public transport; local car ownership levels; and the need to ensure an adequate provision of spaces for charging plug-in and other ultra-low emission vehicles.

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

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. Relevant policies in the Core Strategy are detailed below:

Policy SP1, *Spatial Principles* – Development in all parts of the City should make a positive contribution to neighbourhoods of choice including creating well designed places that enhance or create character and protect and enhance the built and natural environment.

Policy H1, Overall Housing Provision – This policy states that the proportionate distribution of new housing, and the mix within each area, will depend on a number of factors and goes on to state that new residential development should take account of the need to:

- Contribute to creating mixed communities by providing house types to meet the needs of a diverse and growing Manchester population;
- Reflect the spatial distribution set out above which supports growth on previously developed sites in sustainable locations and which takes account of
- the availability of developable sites in these areas;
- Contribute to the design principles of Manchester LDF including in environmental terms. The design and density of a scheme should contribute to the character of the local area. All proposals should make provision for appropriate usable amenity space. schemes should make provision for parking cars and bicycles (in line with policy T2) and the need for appropriate sound insulation;
- Prioritise sites which are in close proximity to centres of high frequency public transport routes;
- Be designed to give privacy to both its residents and neighbours.

Policy H6, *South Manchester* – South Manchester will accommodate around 5% of new residential development over the lifetime of the Core Strategy. High density development in South Manchester will generally only be appropriate within the district centres of Chorlton, Didsbury, Fallowfield, Levenshulme, and Withington, as part of mixed-use schemes. Outside the district centres priorities will be for housing which meets identified shortfalls, including family housing and provision that meets the needs of elderly people, with schemes adding to the stock of affordable housing.

Policy EN 1, *Design Principles and Strategic Character Areas* – This policy states that all development in Manchester will be expected to follow the seven principles of urban design, as identified in national planning guidance and have regard to the strategic character area in which the development is located. Opportunities for good design to enhance the overall image of the City should be fully realised, particularly on major radial and orbital road and rail routes.

Policy EN 8, *Adaption to Climate Change* – This policy requires that developments are adaptable to climate change in terms of design, layout, siting and function of buildings and external spaces.

Policy EN 16, *Air Quality* – The Council will seek to improve the air quality within Manchester, and particularly within Air Quality Management Areas, located along Manchester's principal traffic routes and at Manchester Airport. Developers will be expected to take measures to minimise and mitigate the local impact of emissions from traffic generated by the development, as well as emissions created by the use of the development itself, including from Combined Heat and Power and biomass plant.

Policy EN 19, *Waste* – States that developers will be required to submit a waste management plan to demonstrate how the waste management needs of the end user will be met.

Policy T2, *Accessible areas of opportunity and need* – Seeks to ensure that new development is easily accessible by walking/cycling/public transport; provided with an appropriate level of car parking; and, should have regard to the need for disabled and cycle parking.

Policy DM1, *Development Management* – This policy states that all development should have regard to the following specific issues for which more detailed guidance may be given within a supplementary planning document:-

- Appropriate siting, layout, scale, form, massing, materials and detail.
- Impact on the surrounding areas in terms of the design, scale and appearance of the proposed development. Development should have regard to the character of the surrounding area.
- Effects on amenity, including privacy, light, noise, vibration, air quality, odours, litter, vermin, birds, road safety and traffic generation. This could also include proposals which would be sensitive to existing environmental conditions, such as noise.
- Accessibility: buildings and neighbourhoods fully accessible to disabled people, access to new development by sustainable transport modes.
- Community safety and crime prevention.
- Design for health.
- Adequacy of internal accommodation and external amenity space.
- Refuse storage and collection.
- Vehicular access and car parking.
- Flood risk and drainage.
- Subject to scheme viability, developers will be required to demonstrate that new development incorporates sustainable construction techniques.

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

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

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

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

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

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

**Manchester Residential Quality Guidance 2016** – Sets out the direction for the delivery of sustainable neighbourhoods of choice where people will want to live and also raise the quality of life across Manchester and was approved by the Executive at its meeting on 14 December 2016. The ambitions of the City are articulated in many places, but none more succinctly than in the 'Manchester Strategy' (2016).

The guidance has been produced with the ambition, spirit and delivery of the Manchester Strategy at its heart. The delivery of high-quality, flexible housing will be fundamental to ensuring the sustainable growth of Manchester.

To achieve the City's target of carbon neutrality by 2050, residential schemes will also need to be forward thinking in terms of incorporating the most appropriate and up to date technologies to significantly reduce emissions. It is therefore essential for applicants to consider and integrate the design principles contained within the draft guidance into all aspects of emerging residential schemes. In this respect, the guidance is relevant to all stages of the development process, including funding negotiations, the planning process, construction and through to operational management.

The guidance sets standards for securing high quality and sustainable residential development in Manchester. The document includes standards for internal space within new dwellings and is suitable for applications across all tenures. It adopts the nationally described space standards and this has been applied to an assessment of the size and quality of the proposed houses.

### **Guide to Development in Manchester Supplementary Planning Guidance –**

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

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

### **Issues**

**Principle of the Proposal –** As many of the properties along Central Road (basements included) have been converted into flats, the principle of the proposal is considered acceptable, especially so in this case given the previous approval for the five one-bedroom basements apartments in November 2017 (ref. 117463/FO/2017).

Whilst the number of flats proposed remains the same, the main difference with this application in comparison with the previous approval is the number of bedrooms proposed and the size of the lightwells at the front of the properties. The impact of these additional bedrooms and the larger lightwells upon the existing levels of residential amenity and pedestrian/highway safety enjoyed within the vicinity of the site will be assessed below.

**Space Standards –** The City Council adopted the Manchester Residential Quality Guidance in December 2016 and within that document reference is made to the use of a combination of the Nationally Described Space Standards and the London Housing Design Guide space standards to form Manchester's space standards for residential developments.

The amount of floor space proposed for each apartment and that required under the guidance is detailed below:

- Apartment 1 - 2 bed 63.5m<sup>2</sup> (Space Standard – 61m<sup>2</sup>)
- Apartment 2 - 2 bed 72.6m<sup>2</sup> (Space Standard – 61m<sup>2</sup>)
- Apartment 3 - 2 bed 67.9m<sup>2</sup> (Space Standard – 61m<sup>2</sup>)
- Apartment 4 - 2 bed 68m<sup>2</sup> (Space Standard – 61m<sup>2</sup>)
- Apartment 5 - 2 bed 66.8m<sup>2</sup> (Space Standard – 61m<sup>2</sup>)

Given the above, the proposal complies with Manchester's space standards.

**Disabled Access** – Despite the proposed accommodation complying with the City Council's space standards as it is located in the basement and there are no lifts proposed the flats would not be suitable for non-ambulatory occupation. In this case that is considered acceptable.

**Residential Amenity** – Local residents have raised concerns that the comings and goings associated with the proposed accommodation would have a detrimental impact on existing amenity levels. The previous approval for five one-bed flats could have accommodated between 5 to 10 people, whilst the current proposal could accommodate between 10 and 20 people. Being mindful of the applicant's fallback position, i.e. the five one-bed apartments already approved under reference 117463/FO/2017, a judgement has to be made whether 10 additional residents living at the site would have an unduly detrimental impact on existing living conditions.

As the neighbourhood is densely populated and subject to much foot and vehicular traffic, it is not considered that the provision of five additional two bed flats would bring with them such an unduly high volume of comings and goings in comparison to the previously approved five one-bed flats. As a result, it is not considered that the current proposal would have an unduly detrimental impact upon the levels of residential amenity enjoyed by the existing occupants of nos. 25-33 Central Road or those residing on the adjoining sites.

The provision of the additional flats would not give rise to overlooking or a lack of privacy.

**Car Parking** – Eleven parking spaces exist at the rear of the five properties and no additional spaces are proposed as part of this application. Whilst the proposal would reduce the overall off-street parking provision for the site from 55% to 44%, it is still considered that the level of parking is acceptable given the prevalence of public transport (detailed below) and the imposition of a Travel Plan condition.

- The Burton Road Metrolink stop is located 133 metres to the west of the site.
- The West Didsbury Metrolink stop is located 507 metres to the east of the site.
- The nearest bus stops are located 240 and 280 metres away on Burton Road and Palatine Road respectively.

Furthermore, now that in-curtilage parking to the front of the properties is no longer possible due to the proposed lightwells, on-street parking along the frontage of nos. 25-33 Central Road would now be possible. It should be noted that the informal off-street parking spaces to the front of each property would also have been lost if the previous permission for the five one-bed flats had been implemented.

Notwithstanding the above, the concerns regarding the siting of parking space no. 2 are noted and the applicant has been requested to submit a swept-path analysis to confirm that access to it would be possible. An update on this matter will be provided at Committee. However, it must be noted that even with difficulty accessing this space it would not amount to a reason to refuse planning permission given the sustainable nature of this location.

**Cycle Parking** – The applicant has been requested to confirm how many cycles can be accommodated within the proposed bike store which will be a secure weatherproof store and controlled through a recommended condition. There is no weatherproof store currently present on the site so this addition, along with a Travel Plan, would promote alternative means of transport.

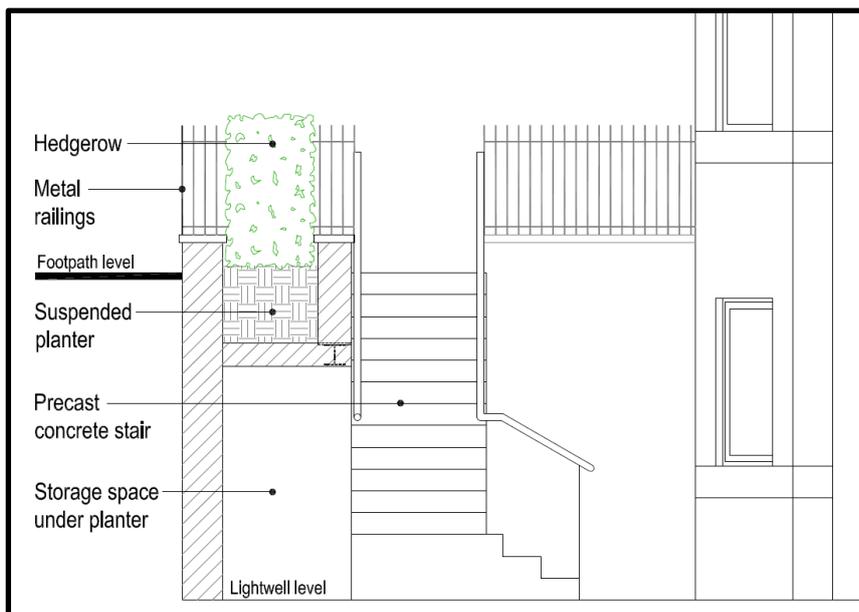
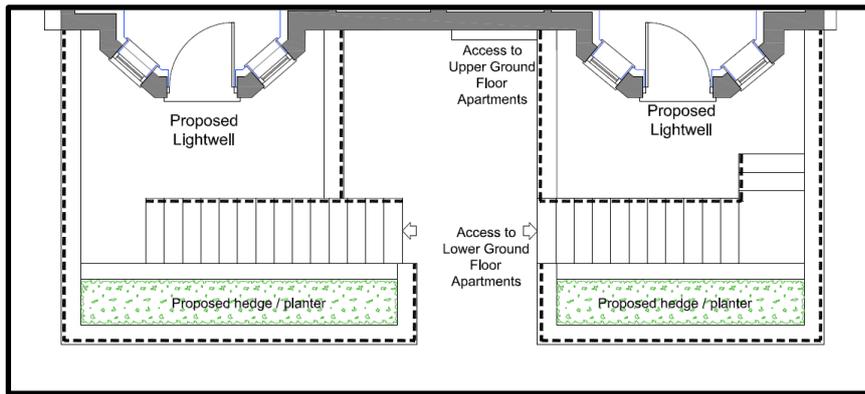
**Vehicle Charging Points** – The applicant has been requested to submit a revised layout drawing showing the inclusion of vehicle charging points, an update on this matter will be provided at Committee.

**Pedestrian and Highway Safety** – The proposal would not generate such significant levels of additional traffic along Central Road so as to prove detrimental to the levels of pedestrian and highway safety enjoyed along this road. In addition, it is not believed that any increase in on-street parking as a result of the proposal would be so significant so as to prove unduly detrimental to the existing levels of pedestrian and highway safety enjoyed within the vicinity of the site.

A number of local residents questioned the impact the proposed lightwells would have on the stability of the pavement. The Neighbourhoods team was notified and no concerns have been raised about instability of the Central Road pavement in the vicinity of site.

**Design** – Originally the applicant proposed lightwells that occupied all the area to the front of the respective properties. With little room for landscaping the proposed boundary treatment consisted solely of a low brick wall and iron railings. As this was deemed to be unacceptable, the applicant amended the scheme by introducing suspended planters in which hedging could be planted. This has resulted in a softer boundary treatment typical of the wider neighbourhood, i.e. hedging behind a combination of brick and iron railings. The three drawings below show this boundary treatment – the first two drawings showing it when viewed from the front and above, with the third drawing providing a cross-section through the lightwell showing the suspended planter in relation to the pavement:





There are many lightwells located along Central Road and as can be seen from the photographs appended at the end of this report, they vary in quality and usually lack any form of landscaping to soften their impact. In addition, the use of bamboo screening by a number of occupants has ensured that relatively transparent railings have taken on a more solid appearance, and this combined with the prevalence of bins to the front of the respective properties makes for an unattractive frontage.

It is considered in this instance that the introduction of the hedging would not only soften and reduce the appearance of the lightwells when viewed from the pavement but also provide the future occupants of the basement flats with some privacy. Overall, the design of the front lightwells, along with the much smaller side and rear ones, and the proposed boundary treatment of low brick walls and iron railings, is considered acceptable.

**Visual Amenity** – Given the introduction of the aforementioned suspended planters and associated hedging it is not considered that the proposal would have an unduly detrimental impact upon the existing levels of visual amenity enjoyed along this stretch of Central Road.

**Waste Management** – Environmental Health have confirmed that the submitted Waste Management Strategy is acceptable and have requested that it be conditioned to ensure future compliance with it.

Current guidance states that 0.43m<sup>2</sup> of space should be provided for each apartment, in this instance that would equate to a bin store with a floor area of 10.75m<sup>2</sup> of space. In this case the applicant has provided a bin store with a floor area of 12.6m<sup>2</sup> which provides the flexibility to house 4 x 1,100 litre Eurobins to allow recycling of garden/food waste, glass, metal, plastics, paper/cardboard and general household waste. A food caddy would also be located in each of the apartments. To access the refuse storage area the residents would have to walk across the car parking area. The location can be seen on the site layout plan displayed earlier on in this report.

Given the size of the refuse store and its accessibility, the waste storage and recycling facilities are considered acceptable for this scheme.

**Construction Management** – Many of the objections received raised concerns about the construction process and the impact it has had upon local residents. Whilst this is not a material consideration in the determination of this application, a Construction Management Condition would be attached to any approval granted in an effort to minimise any further disruption and disamenity.

**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 to resolve any matters arising in relation to dealing with the planning application.

**Condition(s) to be attached to decision for approval OR Reasons for recommendation to refuse**

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, stamped as received on 13 April 2021.
- b) Drawing nos. 1, 2 and 4, stamped as received on 13 April 2021.
- c) Drawing nos. 101D, 102D, 103D and 111A, stamped as received on 25 June 2021.
- d) Drawing no. 110A, stamped as received on 21 April 2021.

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 their installation, samples of the materials to be used in the construction of the boundary treatment (brick and railings) shall be submitted to and be approved in writing by the City Council as local planning authority. The development shall be implemented and thereafter maintained 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 Manchester Core Strategy.

4) The residential use hereby approved shall be used only as private dwellings (which description shall not include serviced properties or similar uses where sleeping accommodation (with or without other services) is provided by way of trade for money or money's worth and occupied by the same person for less than ninety consecutive nights) and for no other purpose (including any other purpose in Class C3 of the Schedule to the Town and Country Planning (Use Classes) Order 1987 (as amended), or any provision equivalent to that Class in any statutory instrument revoking and re-enacting that Order with or without modification).

Reason - In the interests of residential amenity, to safeguard the character of the area and to maintain the sustainability of the local community through provision of accommodation that is suitable for private residential purposes and to ensure the achievement of the public benefit identified pursuant to policies SP1, DM1, EN3, H1, H6 and H11 of the Manchester Core Strategy and the guidance contained within National Planning Policy Framework including section 16.

5) Prior to the occupation of the development hereby approved, a landscaping scheme, detailing the species to be used in the suspended planters (shown on drawing no. 111A, stamped as received on 25 June 2021), shall be submitted to and

be approved by the City Council as Local Planning Authority. The approved scheme shall be implemented not later than 12 months from the date the residential accommodation is first occupied. If within a period of 5 years from the date of the planting of any tree or shrub, that tree or shrub or any tree or shrub planted in replacement for it, is removed, uprooted or destroyed or dies, or becomes, in the opinion of the local planning authority, seriously damaged or defective, another tree or shrub of the same species and size as that originally planted shall be planted at the same place.

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

6) The car parking spaces hereby approved shall be laid out and made available for use before first occupation of the residential accommodation hereby approved. The car parking spaces shall remain in-situ for the duration of the development.

Reason - In the interests of residential amenity and pedestrian and highway safety, pursuant to Policy DM1 in the Manchester Core Strategy.

7) Prior to the occupation of the residential accommodation hereby approved, the specification of the electric vehicle charging points shown on drawing no. \_\_\_\_\_ shall be submitted to and been approved by the City Council as local planning authority. The approved electric vehicle charging points shall then be installed prior to the occupation of the residential accommodation and remain in-situ in perpetuity.

Reason - To promote sustainable development and in the interests of residential amenity, pursuant to Policies DM1 and EN16 in the Manchester Core Strategy.

8) Prior to the occupation of the residential accommodation hereby approved, elevational drawings of the proposed cycle and bin stores shall be submitted to and be approved by the City Council as local planning authority. The cycle and bin stores shall then be installed in accordance with the approved details prior to the occupation of the residential accommodation and remain in-situ in perpetuity.

Reason - To promote sustainable development and in the interests of residential amenity, pursuant to Policies DM1 and EN16 in the Manchester Core Strategy.

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

- i) the measures proposed to be taken to reduce dependency on the private car by those residing at 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 Travel Plan which takes into account the information about travel patterns gathered pursuant to item (ii) above shall be submitted to and approved in writing by the City Council as local planning authority. Any Travel Plan which has been approved by the City Council as local planning authority shall be implemented in full at all times when the development hereby approved is in use.

Reason - To assist promoting the use of sustainable forms of travel to the school, pursuant to policies SP1, T2 and DM1 of the Manchester Core Strategy and the Guide to Development in Manchester SPD (2007).

10) The storage and disposal of waste shall be undertaken in accordance with the Waste Management Strategy stamped as received on 21 April 2021 and shall remain in-situ in perpetuity.

Reason - In the interests of visual and residential amenity, pursuant to Policy DM1 in the Manchester Core Strategy

11) Within two weeks of the date of this approval notice a construction management plan shall be submitted to and be approved in writing by the Local Planning Authority. The approved plan/statement shall be adhered to throughout the construction period. The plan shall provide for:

- o A construction programme including phasing of works;
- o 24 hour emergency contact number;
- o Expected number and type of vehicles accessing the site: o Deliveries, waste, cranes, equipment, plant, works, visitors; o Size of construction vehicles; o The use of a consolidation operation or scheme for the delivery of materials and goods; o Phasing of works;
- o Means by which a reduction in the number of movements and parking on nearby streets can be achieved (including measures taken to ensure satisfactory access and movement for existing occupiers of neighbouring properties during construction): Programming; Waste management; Construction methodology; Shared deliveries; Car sharing; Travel planning; Local workforce; Parking facilities for staff and visitors; On-site facilities; A scheme to encourage the use of public transport and cycling;
- o Routes for construction traffic, avoiding weight and size restrictions to reduce unsuitable traffic on residential roads;
- o Locations for loading/unloading, waiting/holding areas and means of communication for delivery vehicles if space is unavailable within or near the site;
- o Locations for storage of plant/waste/construction materials;
- o Arrangements for the turning of vehicles, to be within the site unless completely unavoidable;
- o Arrangements to receive abnormal loads or unusually large vehicles;
- o Swept paths showing access for the largest vehicles regularly accessing the site and measures to ensure adequate space is available;
- o Any necessary temporary traffic management measures;

- o Measures to protect vulnerable road users (cyclists and pedestrians);
- o Arrangements for temporary facilities for any bus stops or routes;
- o Method of preventing mud being carried onto the highway;
- o Methods of communicating the Construction Management Plan to staff, visitors and neighbouring residents and businesses.

Manchester City Council encourages all contractors to be 'considerate contractors' when working in the city by being aware of the needs of neighbours and the environment. Membership of the Considerate Constructors Scheme is highly recommended.

Reason: In the interests of safe operation of the adopted highway in the lead into development both during the demolition and construction phase of the development, pursuant to policies SP1, EN19 and DM1 of the Manchester Core Strategy.

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

The documents referred to in the course of this report are either contained in the file(s) relating to application ref: 130030/FO/2021 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

**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:**

Environmental Health  
Highway Services

**Relevant Contact Officer :** David Lawless  
**Telephone number :** 0161 234 4543  
**Email :** david.lawless@manchester.gov.uk



Images of Lightwells situated along Central Road



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<b>Application Number</b>	<b>Date of Appln</b>	<b>Committee Date</b>	<b>Ward</b>
131163/MO/2021	22nd Jul 2021	21st Oct 2021	Hulme Ward

**Proposal** Reserved Matters Application for the approval of appearance, layout, scale and landscaping, following the approval of Outline permission referenced 118625/FO/2017 for the erection of a part 11, part 15 building to form a 154 bed hotel and 88 bed apart-hotel building (Use Class C1) with associated public realm, car parking, and other associated works following demolition of existing buildings

**Location** Land Bounded By Dinton Street, Cornbrook Road, Chester Road And Trentham Street, Manchester, M15 4FX

**Applicant** Mr Wallis, Bricks Cornbrook Propco Ltd and Peel L and P Developments, Ground Floor, 8-9 Bulstrode Place, London, W1U 2HY,

**Agent** LRW Architects, Leach Rhodes Walker, Ground Floor West, 50 Dearmans Place, Manchester, M3 5LH

## EXECUTIVE SUMMARY

The proposal is for 154 bed hotel and 88 bed apart-hotel building (Use Class C1) with associated public realm, car parking, and other associated works following demolition of existing buildings within a part 11, part 15 storey building.

Two objections have been received from members of the public.

## 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 economic, social and environmental benefits. The principle of the use of the site for a hotel was established under Outline planning permission 118625/FO/2017. This proposal seeks to approve the Reserved Matters. The proposal is in a highly sustainable part of the City Centre and would contribute to the supply of high quality hotel and apart hotel accommodation.

**Economic** Jobs would be created during the construction process. The provision of new hotel and apart hotel bed space would support the demand for this type of accommodation in the city centre to support a thriving tourism and business economy.

**Social** A local labour agreement would ensure that Manchester residents are prioritised for construction jobs as well as employment when the hotel comes into use. The provision of high quality hotel accommodation is vital to support the growing Manchester tourism and business sectors, particularly as the City recovers from the economic effects of the covid 19 pandemic.

**Environmental** This would be a carbon neutral development in a highly sustainable location. The development would balance car parking provision with active travel and encourage public transport use. A proportion of the car parking would be fitted with an electric car charging point along with photovoltaic panels to the roof to provide a renewable energy source for the development. There are no unduly harmful impacts on local air quality. New planting, trees and bird and bat boxes would improve biodiversity. A drainage scheme includes sustainable principles. The ground conditions are not complex or unusual.

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 local residents** The impact on daylight/sunlight and overlooking 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.

A full report is attached below for Members consideration

## Description

The site is irregular in shape and is bounded by Cornbrook Road, Chester Road and Metrolink and railway lines. It contains Dinton Street, which runs parallel to the railway/Metrolink line Street which run down the centre of the site parallel with Trentham Street. The site is vacant and is secured by a hoarding.



## ***Location plan***



***Image of the site from Dinton Street***

The site forms part of the Cornbrook Hub Strategic Regeneration Framework (SRF) (2014) which is a joint document between Manchester City Council and Trafford Metropolitan Borough Council. The framework is indicative and aimed to identify the opportunity presented by this gateway site to help guide future development. It promotes high density commercially led, mixed use developments that would create a new gateway into the city centre.

The surrounding area has undergone significant change and regeneration. A number of residential schemes have or are in the process of being delivered. There are high density residential schemes alongside older buildings on Chester Road.

Cornbrook Metrolink stop is 150 metres from the site. Bus services are available on Chester Road and Deansgate train station is a 15 minute walk. The site is highly accessible and within walking distance of the city centre.

## **The Proposal**

Planning permission was granted for a part 11, part 15 storey 155 bed hotel and 88 bed apart-hotel, with associated commercial use through the Outline planning

approval. This application is for Reserved Matters which in this case are the details of layout, scale, design and external appearance, landscaping and means of access.

The Outline planning permission was also sought in conjunction with a full planning application for the erection of a part 14, part 15 storey building to form 280 apartments (C3a) with ground floor commercial unit and public realm. This development is now complete.

The proposal would provide a 145 bed hotel and an 88 bed apart hotel (Use Class C1) in a part 11, part 15 storey building. The main pedestrian entrance would be from Cornbrook Road. Vehicular access would be from Dinton Street which would lead to a 25 space car park. A secure external cycle store would provide space for 12 bikes. Refuse storage would be internal.

New public realm would include street trees and planting. The hard landscaping would match that recently implemented for the adjacent residential development which includes granite sett paving and trees.



### ***Layout of the site including car parking and public realm***

The hotel would have a masonry façade in multi-grey tones and deep window reveals, arranged vertically, would provide architectural detailing. The apart hotel would have anodised cladding to distinguish it from the hotel.



***CGI of the proposed hotel and aparthotel with the VOX residential development in the background which was recently completed on the adjacent site***

### **Land within Trafford Metropolitan Borough Council (MBC)**

The proposal would improve a small section of highway on Cornbrook Road within the administrative boundary of Trafford MBC. Trafford MBC have authorised and delegated power to Manchester City Council, under section 101 of the Local Government Act 1972, to discharge Trafford MBC's functions as Local Planning Authority and determine this planning permission for the area of land within Trafford MBC administrative boundary.

#### **a) The Delegation**

More specifically, under Section 101 of the Local Government Act 1972, Trafford MBC has agreed that Manchester City Council shall have delegated powers to determine any of the following application types pursuant to this planning permission:

- Section 73 of the Town and Country Planning Act 1990 (Determination of applications to develop land without compliance with conditions previously attached), only where the footprint of the built development does not extend on to or overhang within the Trafford Council administrative boundary.
- Section 96A of the Town and Country Planning Act 1990 (Power to make non-material changes to planning permission).

- Section 6 of the Town and Country Planning (Development Management Procedure) (England) Order 2015 (Applications for approval of Reserved Matters) only where the footprint of the built development does not extend on to or overhang land within the Trafford Council administrative boundary.

- Section 27 of the Town and Country Planning (Development Management Procedure) (England) Order 2015 (Applications made under a planning condition).

#### b) the Approval of the Delegation

In accordance with Manchester City Council's Constitution, the approval of the Delegation has to be made by the full Council, which met on the 9 September 2021. The minutes of that meeting would not be approved until the 14 October 2021.

For these reasons, if Manchester City Council's Planning and Highways Committee is MINDED TO APPROVE to approve this planning application it shall be SUBJECT TO the full Council's decision relating to Trafford MBC's Delegation and delegates the power to grant the planning permission to this planning application to the Director of Planning, Building Control and Licensing should the full Council's decision is approval of the Trafford MBC' Delegation and Subject to the conditions listed below.

#### The planning submission

This planning application has been supported by the following information:

- Detailed drawings and landscaping proposals;
- Design and access statement;
- Landscaping statement.

#### Consultations

**Local residents/public opinion** the proposal has been advertised as a major development and of public interest, a site notice was displayed and neighbours notified.

A comment has been received concerning the number of parking spaces when the site is located adjacent to Cornbrook Metrolink stop. This contravenes the Climate Change emergency. The number of spaces is not consistent with the Cornbrook Masterplan and it is not clear what the temporary spaces are for or whether this scheme would deliver a new entrance to Cornbrook Metrolink stop as envisaged by the masterplan. An objection has also been received which raises concerns about disruption from the construction process on residents and the loss of views.

**Highway Services** the hotel car park has changed and reduced since the outline application but is acceptable for this location together with the managed overspill parking. The 12 secure cycle spaces are provided which is acceptable.

**Environmental Health** have no additional comments to those at the Outline stage.

**Flood Risk Management Team** a surface water drainage scheme with a management regime and verification report should be submitted for approval..

**Metrolink** consideration be given to the introduction of landscaping and trees to strip of car parking along the viaduct to ensure that it does not obscure new Metrolink signage marking the entrance to the tram stop. DON'T UNDERSTAND

**Design for Security at Greater Manchester Police** the development should be carried out in accordance with the submitted Crime Impact Statement and conditioned to achieve Secured by Design accreditation.

## Policy

### The Development Plan

The Development Plan consists of The Manchester Core Strategy (2012); and Saved policies of the Unitary Development Plan for the City of Manchester (1995). The Core Strategy was adopted in July 2012 and is the key document in the Local Development Framework and sets out the long term strategic planning policies for Manchester's future development.

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

**S01. Spatial Principles** – The proposal would provide additional hotel rooms within a highly sustainable location adjacent to Cornbrook Metrolink stop.

**S02. Economy** – The proposal would create construction jobs and the hotel rooms would support economic growth and tourism.

**S05. Transport** – The adjacent Cornbrook Metrolink stop would reduce the need to travel by private car.

**S06. Environment** – The public realm, tree and shrub planting would create new habitats. The building would be low carbon and minimise its impact on the climate.

**Policy SP1 'Spatial Principles'** - The proposal would contribute positively to the visual amenity and the character of the area. The buildings would be a high quality addition to the street scene.

**Policy EC3 'The Regional Centre'** – The proposal would provide hotel accommodation in the city centre supporting economic growth and job creation.

**Policy CC1 ‘Primary Economic Development Focus: City Centre and Fringe’ –**

The proposal would provide hotel accommodation in an accessible location immediately adjacent to a tram stop with walking routes into the city centre. Jobs would be created during the construction and when the development is occupied.

**Policy CC5 ‘Transport’ –** On site car and cycle parking would be created and a travel plan would support public transport. The public realm would provide an improved pedestrian environment.

**CC6 ‘City Centre high density development’ –** This high density development would make the best use of the site in line with the Outline planning permission. Its scale, massing and height would complement its position on Chester Road.

**CC8 ‘Change and Renewal’ –** This high quality development would complement the recently completed adjacent residential scheme. It would transform a vacant, under used gateway site with a well design building and increase hotel accommodation.

**Policy CC9 ‘Design and Heritage’ –** The design would not impact negatively on the setting of nearby listed buildings and heritage assets.

**Policy CC10 ‘Place for everyone’ –** The proposal would provide accommodation for visitors to the city centre in a well designed building.

**Policy T1 ‘Sustainable Transport’ –** The proposal is located adjacent to Cornbrook Metrolink stop with access to bus and walking routes to the city centre.

**Policy T2 ‘Accessible areas of opportunity and needs’ -** This proposal would be in a highly sustainable location, close to all forms of public transport and would have a minimal impact on the local highway network and encourage the use of other forms of transport.

**Policy EN1 ‘Design principles and strategic character areas’** The design and appearance would support the regeneration of the area.

**Policy EN2 ‘Tall Buildings’ -** The proposal would have a positive impact on views into the City and the regeneration of the area.

**Policy EN3 ‘Heritage’ -** Whilst there are no immediate heritage assets on or near the site, consideration has been given to any heritage assets together with any archaeological potential of the site.

**Policy EN1 ‘Design principles and strategic character areas’ -** This high quality scheme would complement the character of this local neighbourhood.

**EN4 ‘Reducing CO<sub>2</sub> emissions by enabling low and zero carbon development’ –** The proposal would have energy efficient fabric. A travel plan and cycle provision is proposed with electric car charging points. The proposal includes renewable technologies to ensure energy demands are sustainable and low carbon.

**Policy EN5 Strategic Areas for low and zero carbon decentralised energy infrastructure** The development has a robust energy strategy. There are no plans for district heating or other infrastructure in the local area.

**Policy EN6 'Target framework for CO<sub>2</sub> reductions from low or zero carbon energy supplies'** - The buildings functions would reduce overall energy demands. The building fabric should reduce energy demands. There would be on site renewable energy.

**Policy EN9 'Green Infrastructure'** –The tree planting and landscaping would improve biodiversity.

**Policy EN14 'Flood Risk'**- A scheme to minimise surface water runoff would be agreed. The design would not exacerbate existing flood risk and the risk to residents has been minimised.

**Policy EN15, 'Biodiversity and Geological Conservation'** - Trees and planting would enhance biodiversity. Clearance of the limited on site vegetation should not take place during bird nesting season.

**Policy EN16 'Air Quality'** Any impact on air quality would be minimised through careful control of construction activities. The development includes a travel plan, 100% cycle provision and use of electric car charging points.

**Policy EN17 'Water Quality'** - Water saving measures would minimise surface water runoff. The sites historic use means that below ground contamination could impact on ground water. Remediation measures would minimise any risk to below ground water quality. There would be no worsening of water quality subject to mitigation.

**Policy EN18, 'Contaminated Land'** – The ground conditions can be addressed. The former use of the site require extensive remediation and conditions would protect ground water and ensure the site is appropriately remediated.

**EN19 'Waste'** – The waste management strategy incorporates recycling principles.

**Policy DM1 'Development Management'** - Careful consideration has been given to the design, scale and layout of the buildings along with associated impacts on residential amenity from loss of privacy and daylight and sunlight considerations.

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 DC19 ‘Listed Buildings’** – The proposal would be seen in the same context as a listed building but there are no material impacts.

**Saved policy DC20 Archaeology** – The Outline application determined that there were no below ground archaeology that warranted consideration.

**Saved policy DC26, Development and Noise**- The proposal has been designed to minimise the impact from noise sources and further mitigation would 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 would determine the character and design of both new development and open spaces. It would 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.

### **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 would 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 would be achieved. An important aspect of this strategy is the City Centre and how it would 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.

### **Cornbrook Strategic Regeneration Framework (SRF) (2013)**

This Regeneration Framework was prepared by Manchester City Council and Trafford Borough Council and provides a vision and strategic level planning guidance for the comprehensive and coordinated regeneration of an area known as “Cornbrook Hub”. This would transform an important strategic site, which is underutilised, and create a significant new gateway to the City Centre, Trafford, Pomona Island and Media City UK.

The area should deliver a range of uses to complement existing and planned residential communities within the surrounding area. The document explains that a variety of uses including commercial, office, retail, hotel, residential and community facilities would be appropriate.

It indicated that this site could accommodate a food retail offer and a hotel. It also identified an opportunity to provide a new entrance to the Metrolink stop with access from Dinton Street.

### **National Planning Policy Framework (2021)**

The revised NPPF re-issued in February 2021. The document states that the *‘purpose of the planning system is to contribute to the achievement of sustainable development. The document clarifies that the ‘objective of sustainable development can be summarised as meeting the needs of the present without compromising the ability of future generations to meet their own needs’* (paragraph 7).

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

Section 8 *‘Promoting Healthy and Safe Communities’* states that *‘planning policies and decisions should aim to achieve healthy, inclusive and safe places* (paragraph 92).

The proposal would be safe and secure. Cycle parking is provided along with car parking. Green infrastructure would be provided in the form of trees and landscaping.

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 105).

The site is well connected to all public transport modes which would encourage sustainable travel. There would be no unduly harmful impacts on the traffic network with physical and operational measures to promote non car travel. 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 119).

The proposal would use land which has been deemed suitable for a hotel and provide 54 bed hotel and 88 bed apart-hotel. The site is close to sustainable transport infrastructure. A travel plan would encourage the use public transport, walking and cycle routes to the site.

Onsite parking would be provided but the overall objective would be to reduce car journeys. Electric car charging would support a shift away from petrol/diesel cars.

Section 12 '*Achieving Well Designed Places*' states that '*the creation of high quality, beautiful and sustainable 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 would be tested, is essential for achieving this. So too is effective engagement between applicants, communities, local planning authorities and other interest throughout the process*' (paragraph 126).

The design would be highly quality and complement the distinctive architecture within the area. The buildings would be sustainable and low carbon. Biodiversity, green infrastructure and water management measures are 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 152).

The buildings fabric would be highly efficient and it would predominately use electricity. The landscaping scheme would include trees and 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 would be provided in the form of trees and landscaping which is a significant improvement based on the current condition of the application site.

Paragraph 183 Outlines that planning decisions should ensure that a site is suitable for its proposed use taking account of ground conditions and any risks arising from contamination (a).

There is contamination at the site from the former land uses/buildings. The ground conditions are not usual or complex for this part of the city and can be appropriately remediated.

Paragraph 185 Outlines that decisions should ensure that no development is appropriate for its location taking into account the likely effects of pollution in health, living conditions and the natural environment.

There would be some short term noise impacts associated with the construction process but these can be managed to avoid any unduly harmful impacts on amenity. There are not considered to be any noise or lighting implications associated with the operation of the development.

Paragraph 186 states that decisions should sustain and contribute towards compliance with relevant limit values or national objectives for pollutants, taking into account the presence of Air Quality Management Areas and Clean Air Zones. Opportunities to improve air quality or mitigate impacts should be identified, such as through traffic and travel management, and green infrastructure provision and enhancement.

The proposal would not worsen local air quality conditions and suitable mitigation can be put in place during the construction process. There would be a travel plan and access to public transport for visitors of the development along with electric vehicle charging points.

Paragraphs 10, 11, 12, 13 and 14 of the NPPF Outline a “presumption in favour of sustainable development”. This means approving development, without delay, where it accords with the development plan and where the development is absent or relevant policies are out-of-date, to grant planning permission unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits when assessed against the NPPF.

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

The relevant sections of the PPG are as follows:

*Air Quality* provides guidance on how this should be considered for new developments. Paragraph 8 states that mitigation options where necessary would be locationally specific, would 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 would 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 considerable importance and weight should be given to the desirability of preserving the setting. Members should consider whether there is justification for overriding the presumption in favour of preservation

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.

### **Issues**

#### **Principle of the redevelopment of the site**

The principle of a hotel development was established by planning permission 118625/FO/2017 which approved a 11, part 15 storey building to form a 154 bed hotel and 88 bed apart-hotel (Use Class C1) with public realm and parking. This application now seeks approval of layout, scale, design and external appearance,

landscaping and means of access. The development would be within the parameters established by the Outline planning permission.

The Outline planning permission also established the principle of a single storey retail building at the site. This is not being pursued as part of this application and is shown as temporary car parking in the interest of the visual amenity.

### **Layout, scale, design and external appearance**

Developments should respond to the surrounding context and maximise street frontages to create attractive neighbourhoods and a sense of place.

Pedestrian entrances would be created to the hotel and apart hotel from Cornbrook Road from an area of improved public realm. Vehicular access would be from Dinton Street leading to a 25 space car park at the rear of the building. The layout would remove this vacant, low quality site and introduce built form and natural surveillance in this prominent location.

The ground floor provides reception areas for the hotel and apart hotel and dining space visible along the street edge. A conference suite would be provided in the apart hotel. Back of house accommodation, including refuse store, would make up the remainder of the ground floor space within the buildings.

Photovoltaics would be provided to each section of roof which would provide on site renewable energy.

The height is consistent with the parameters agreed at the Outline stage and would complement the adjacent residential development.



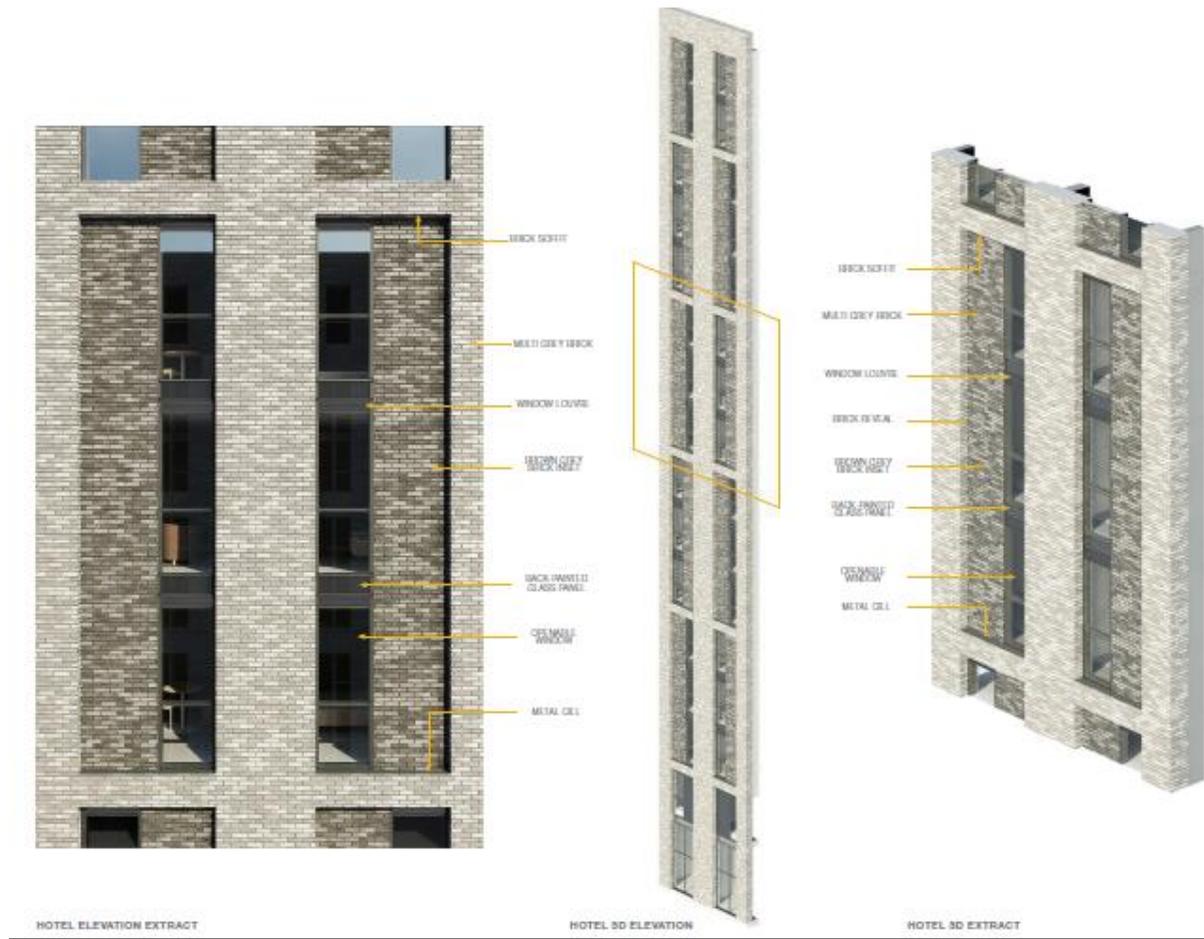
***Elevation to Cornbrook Street***



### ***Elevation to Chester Road***

The hotel elevations would have deep window reveals, arranged vertically in bays of three, and contrasting brick work. The main material for the facades of the hotel would be multi grey brick with a brown/grey inset brick to the window reveal panels. A brick soffit would also be provided to windows. Louvres and grey window frames would complement the tone of the main brick work. A glazed spandrel panel would ensure the vertical emphasis of the window reveals is a strong design feature.

The ground floor is expressed in a double height frame with inset curtain walling. The upper levels are expressed in three storey bays with the exception of the upper floors which is expressed by a two storey bay.

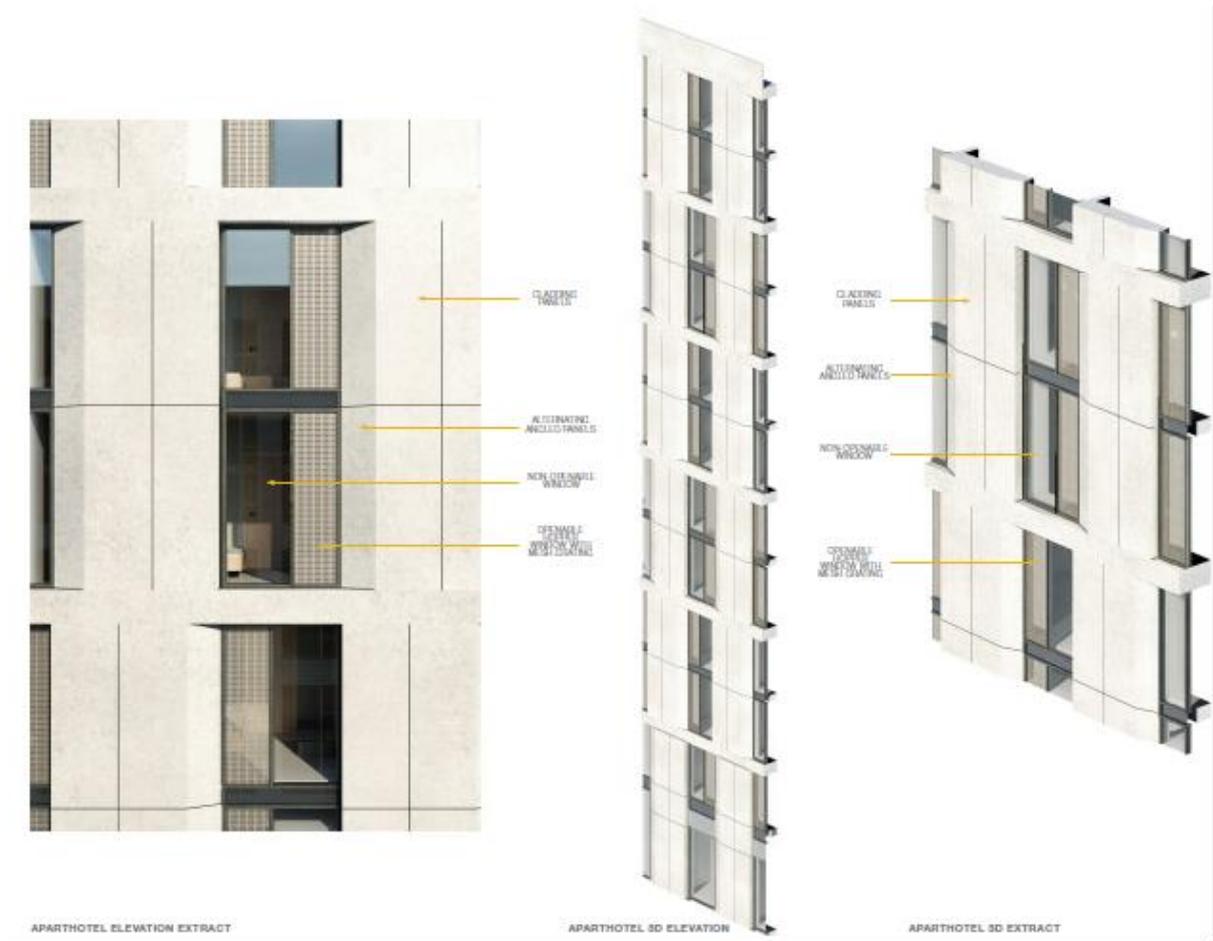


### ***Hotel façade and bay study***

The elevations of the apart hotel contrast with the hotel to distinguish between the different functions. A anodised cladding system would be used to create the deep window reveals which are arranged vertically in double bays.

Angled cladding would form the deep window reveal. The main section of glazing would not open, however, a vertical mesh panel would be inserted to the side of each window to allow it to open and ventilate the room naturally. Glazed spandrel panels would emphasise the vertically of the window reveals in the two storey bays.

The ground floor is expressed in a double height frame with inset curtain walling, with the upper floors expressed in two storey bays.



***Apartment Hotel facade and bay study***



***Comparison of the facades of the apartment hotel (left) and hotel (right)***

The layout and scale would complement the character, scale and order of development in the surrounding area.

The materials deliver a simple and effective façade treatment. Conditions would ensure that the materials are appropriate and undertaken to the highest standard.

### **Landscaping and boundary treatment**

Footways around the site would be re-surfaced with tree planting and shrubs and vegetation. The applicant intends to replicate the hard landscaping scheme installed at the adjacent residential scheme which includes granite setts providing a high quality pedestrian environment.



### ***Landscaping layout***

The final details of the landscaping scheme would be agreed by planning conditions which would ensure that the hard and soft landscaping is of an appropriate quality.

### **Means of access, Impact on the highway network/car/cycle parking and servicing**

A transport statement was submitted with the Outline application considered concluded that there would be no unduly harmful impacts on the local highway network. The means of access was shown indicatively from Dinton Street at that stage. This application confirms the position off Dinton Street which leads to a 25 space car park including 4 disabled bays. The level of car parking is less than 30 spaces indicative at outline stage but is acceptable given the highly sustainable location. Electric vehicle charging points would be provided.

12 cycle spaces would be provided for staff and visitors and the development would be supported by a travel plan. Highway Services consider the layout to be acceptable. Conditions on the Outline consent would agree the necessary measures to facilitate the means of access, servicing strategy and delivery of public realm to a suitable standard.

### **Accessibility**

All main entrances would have level access and even surfaces. There would be lifts to all floors and accessible bedrooms, studios and apartments. Four parking spaces would be provided within the car park for disabled people.

### **Effects on the Local Environment/ Amenity**

When the Outline planning permission was granted, the residential element of the scheme, which is now completed and occupied, assumed a development of this scale. The siting of the hotel is similar to that shown at the Outline stage. There is sufficient gap between the two buildings, provided by the car parking area and position of the buildings at an angle, to prevent any unduly harmful impacts.

### **Designing out crime**

The Outline planning application was supported by a Crime Impact Statement (CIS), prepared by Design for Security at Greater Manchester Police. The proposal would bring natural surveillance to the area. The hotel would have staff present 24 hours a day. The car parking to the rear would be lit and secure.

### **Public opinion**

The level of car parking is acceptable. This is a highly sustainable location but a small level of parking would support disabled guests, staff and visitors. A travel plan would encourage public transport use. The temporary area of car parking would ensure that the site would be managed.

There are likely to be temporary but predictable impacts from the construction process. A condition of the Outline planning approval requires the submission of a construction management plan in order to ensure measures are in place to minimise the impacts of noise, dust and vehicle movements.

There would be no impacts on surrounding residential developments other than those assumed as part of the original Outline planning permission.

### **Other Matters**

Matters relating to the loss of trees and green infrastructure, impact on air quality, noise, surface water and drainage, waste management, ground conditions, impact on ecology and construction management were considered at the Outline stage. Conditions are contained in the Outline planning permission which deal with these issues.

## 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 would have a positive impact on the regeneration of this part of the City Centre including contributing to the supply of high quality hotel accommodation and removing a vacant and underused site. Active frontages and improvements to the public realm would help connect this development to the wider city centre.

The scale and appearance of the hotel is appropriate at this gateway site. The siting of the building would bring natural surveillance and have no any greater impacts than those assumed at the Outline stage. The landscaping would be acceptable and there are no impacts associated with the means of access or other highway works on the local area.

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

Protocol 1 Article 1, and Article 8 where appropriate, confer(s) a right of respect for a person's home, other land and business assets. In taking account of all material considerations, including Council policy as set out in the Core Strategy and saved polices of the Unitary Development Plan, the 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 approval of the minutes by Trafford Borough Metropolitan Council

## Article 35 Declaration

Officers have worked with the applicant in a positive and proactive manner based on seeking solutions to problems arising in relation to dealing with the planning application. Pre application advice has been sought in respect of this matter where early discussions took place regarding the siting/layout, scale, design and appearance of the development. Further work and discussion shave taken place with the applicant through the course of the application. The proposal is considered to be acceptable and therefore determined within a timely manner.

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

1) The development must be begun not later than the expiration of two years from the final approval of the Reserved Matters or, in the case of approval on different dates, the final approval of the last such matters to be approved.

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:

256-LYR-XX-ZZ-DWG-L-1001, 256-LYR-XX-ZZ-DWG-L-1002, 256-LYR-XX-ZZ-DWG-L-3000, 8130-LRW-L(00)-013, 8130-LRW-L(00)-016, 8130-LRW-L(00)-019, 8130-LRW-L(00)-021, 8130-LRW-L(00)-023, 8130-LRW-L(00)-024, 8130-LRW-L(00)-040, 8130-LRW-L(00)-020, C1482-101, C1482-102, 8130-LRW-L(00)-014, 8130-LRW-L(00)-015, 8130-LRW-L(00)-017, 8130-LRW-L(00)-018, 8130-LRW-L(00)-022, 8130-LRW-L(00)-025 and LRW\_8130\_L(00)4102 stamped as received by the City Council, as Local Planning Authority, on the 22 July 2021

Design and access statement and Landscaping statement stamped as received by the City Council, as Local Planning Authority, on the 22 July 2021

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

3) The window reveals and soffits for the development shall be carried out in accordance with drawings 8130-LRW-L(00)-024 and 8130-LRW-L(00)-025 stamped as received by the City Council, as Local Planning Authority, on the 22 July 2021.

Reason - In the interest of preserving the architectural detailing on the scheme pursuant to policies EN1 and DM1 of the Manchester Core Strategy (2012).

4) Notwithstanding drawings 256-LYR-XX-ZZ-DWG-L-1001, 256-LYR-XX-ZZ-DWG-L-1002, 256-LYR-XX-ZZ-DWG-L-3000, prior to the first use of the hotel details of a hard and soft landscaping treatment (including tree planting and boundary treatments) shall be submitted to and approved in writing by the City Council as local planning authority.

The approved scheme shall be implemented not later than 12 months from the date the buildings are first occupied. If within a period of 5 years from the date of the planting of any tree or shrub, that tree or shrub or any tree or shrub planted in replacement for it, is removed, uprooted or destroyed or dies, or becomes, in the opinion of the local planning authority, seriously damaged or defective, another tree or shrub of the same species and size as that originally planted shall be planted at the same place.

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

5) Notwithstanding drawings 8130-LRW-L(00)-019 and 8130-LRW-L(00)-020 stamped as received by the City Council, as Local Planning Authority, on the 21 May 2021, prior to the first use of the development hereby approved, details of the siting, scale and appearance of the solar panels to the apartments (including cross sections). The approved details shall then be implemented prior to the first use of the development and thereafter retained and maintained in situ.

Reason - In the interest of ensuring the solar panels are installed and to ensure that they are appropriate in terms of visual amenity pursuant to policies SP1, EN1, EN6 and DM1 of the Manchester Core Strategy (2012).

6) Prior to the first occupation of the hotel hereby approved, the parking area, as shown on drawing 8130-LRW-L(00)-013 stamped as received by the City Council, as Local Planning Authority shall be surfaced and landscaped in accordance with a scheme to be submitted for approval in writing by the City Council, as Local Planning Authority. The approved details shall be implemented prior to the first occupation of the hotel and thereafter retained and maintained.

Reason – In the interest of the visual amenity of the site prior to the implementation of any future reserved matter application relating to the commercial unit and in the interest of ensuring this vacant land is tidy within the setting of the hotel development pursuant to policies SP1 and DM1 of the Manchester Core Strategy (2012).

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

The documents referred to in the course of this report are either contained in the file(s) relating to application ref: 131163/MO/2021 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.

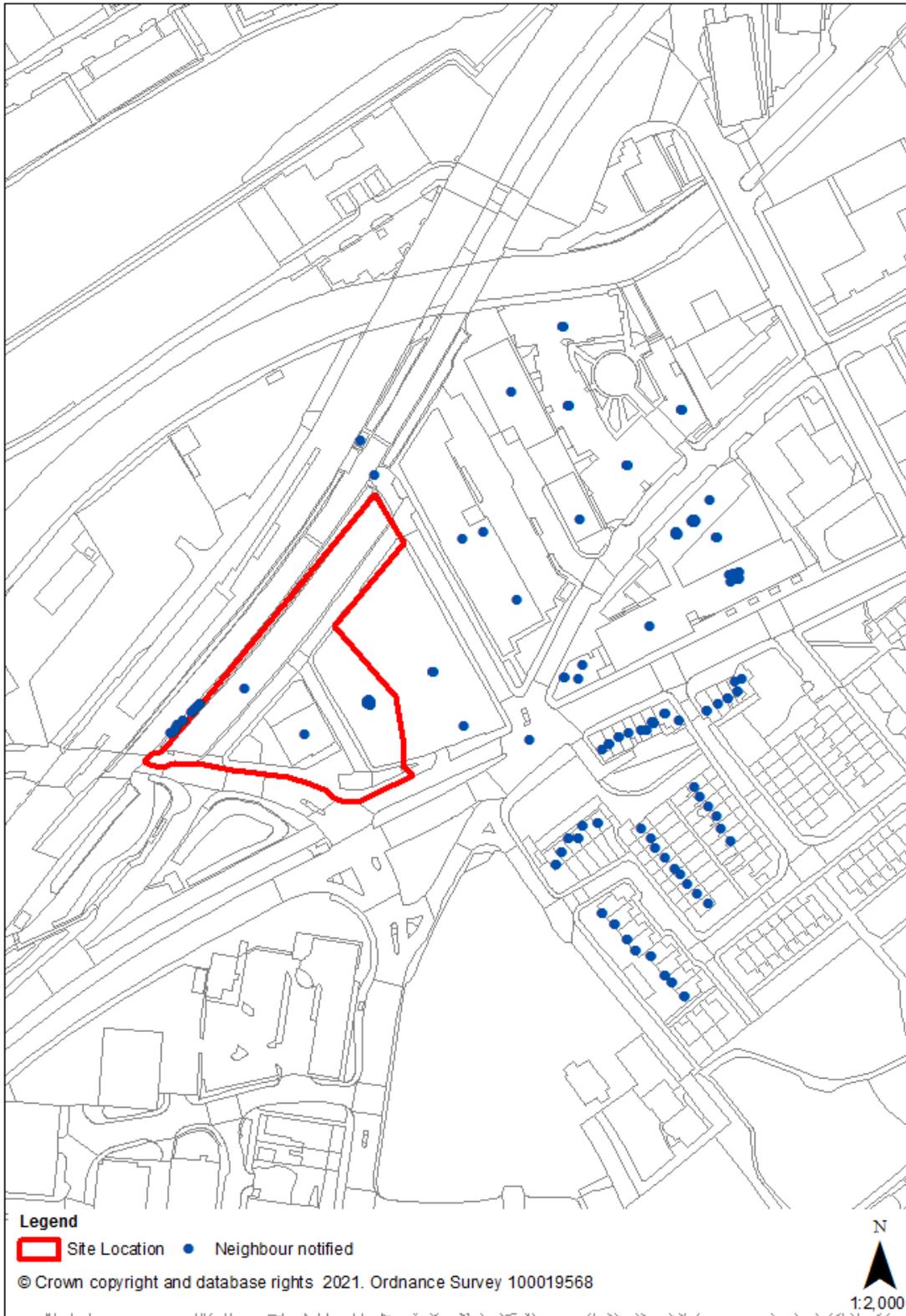
**The following residents, businesses and other third parties in the area were consulted/notified on the application:**

**Highway Services  
Environmental Health  
MCC Flood Risk Management  
Greater Manchester Police  
Transport For Greater Manchester  
Trafford Council**

**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



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<b>Application Number</b>	<b>Date of Appln</b>	<b>Committee Date</b>	<b>Ward</b>
130912/FO/2021	14th Jul 2021	21st Oct 2021	Cheetham Ward

**Proposal** Creation of a homeless accommodation centre (Sui Generis) with ancillary healthcare office/facility together with demolition works and elevation alterations

**Location** 20 Lord Street, Manchester, M4 4FP

**Applicant** LBG1.10 Ltd c/o MCR Property Group , Universal Square, Devonshire Street North, Manchester, M12 6JH,

**Agent** Miss Lauren Neary, Avison Young, Norfolk House, 7 Norfolk Street, Manchester, M2 1DW

## EXECUTIVE SUMMARY

The proposal is for the creation of accommodation for 31 homeless men (sui generis) with an ancillary healthcare office/facility following demolition works and elevational alterations to the existing building.

18 objections have been received plus a general comment of support.

### Key Issues

**Principle of the proposal and the schemes contribution to regeneration** The development is in accordance with national and local planning policies. The loss of employment land in the Strangeway Employment Area would be contrary to policies EC1 and EC4 of the Core Strategy and saved policy CC10 of the UDP. However, the proposal would meet the exceptions test in policy EC2 as it would offer greater benefits to the overall objectives of the development plan through the provision of accommodation for homeless people. The proposal would not result in an over concentration of this type of accommodation and would meet a recognised need.

**Economic** Jobs would be created during the construction process and 10 members of staff would operate the accommodation. The premises would support up to 31 homeless men, at any one time, back into employment and long term housing. The proposal would have a dedicated on site healthcare facility.

**Social** A holistic offer would provide homeless men with access to healthcare, employment support and help with long term housing to enable independent living and prevent a return to living on the streets. An operational management strategy would provide strict criteria for referral. CCTV and improved natural surveillance would provide a safe and secure environment for those using the building and in the local area.

**Environmental** Energy consumption at the building would be minimised. The appearance of the building would be improved and natural surveillance provided.

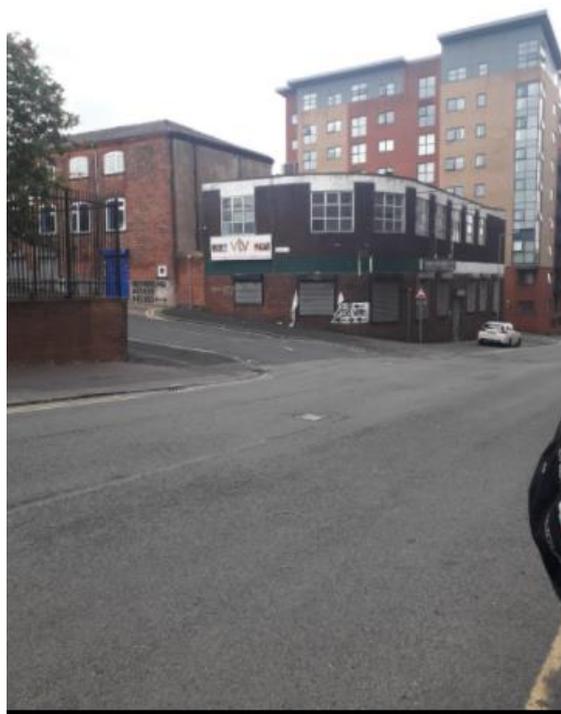
Waste management would prioritise recycling to minimise the amount of waste going to landfill. The building is located close to the city centre and has good public transport links.

**Impact on local residents** The proposal would generate comings and goings which are commensurate with this area. The operational management strategy would ensure that residents of the development would be low risk and be actively seeking to find employment and long term housing solutions.

A full report is attached below for Members consideration.

### **Description**

The site is 0.09 hectares, and bounded by Lord Street, Stock Street, Stock Street East and Mehtab House, a car garage/workshop to the north. It comprises two connected buildings and a detached building which are vacant.



### ***Existing buildings at the application site***

The topography around the site varies significantly rising sharply from Lord Street along Stocks Street and Stocks Street East. The main building entrance is on Lord Street. There are roller shuttered windows on the main façade.



### **Location Plan**

The area to the north and west of the site is dominated by commercial and industrial buildings. Immediately to the south, on the opposite side of Lord Street, is a high-density residential area known as the Green Quarter.

St Chads Roman Catholic Church, a Grade II listed building, is further along Stocks Street. The site is in Flood Zone 1 and in a critical drainage area. The site is also close to an Air Quality Management Area (AQMA) along Cheetham Hill Road.

The site is in the employment area of Strangeways as defined in the Manchester Core Strategy. It is also between two major areas of regeneration at Victoria North to the east, and Great Ducie Street to the west.

This is a highly accessible location just off Cheetham Hill Road and a short walk from the city centre and Victoria Station which provides access to rail, tram and bus services across the north west and beyond.

### **The proposal**

The buildings at the junction of Lord Street and Stocks Street would be refurbished to provide accommodation for 31 homeless people. It would include ancillary facilities, external amenity space and storage areas.

The accommodation would support single male rough sleepers who have low risk/support needs. Each bedroom would have en-suite accommodation with

communal areas for cooking, washing clothes, break out areas, meeting spaces and therapeutic activity areas.

Residents would use the communal areas to searches for jobs, skills development and apply for benefits, and to relax. An external landscape terrace would provide seating and access to the refuse store. It would be to the rear of the property within the secure boundary. An ancillary healthcare office/facility would be co-located in the building and ancillary to the main use.

Elevational alterations would include window replacements, new window openings and closing existing openings. The detached building would be demolished to allow the creation of the external amenity area, first floor terrace and storage area.

A new larger entrance with level access would be created off Lord Street and the existing entrance closed up. This would lead to a reception area with access to interview rooms, break out areas, laundry rooms and staff facilities. A separate entrance to the healthcare office/facility would be provided from Stocks Street. Level access to this facility would be provided from within the courtyard at the rear of the building.

Lift access would be provided to the upper floors and the external amenity area. The first and second floor would be occupied by bedrooms, with two being accessible. An external fire escape is required as a means of escape.

### **The planning submission**

The planning application is accompanied by the following documents:

- Application form, notices and certificates;
- Application Covering Letter;
- Planning Statement;
- Design and Access Statement including Waste Management Strategy;
- Waste Management Proforma;
- Management and Operations Statement;
- Crime Impact Statement;
- Acoustic Assessment;
- Transport Statement;
- Environmental Standards Statement; and,
- Draft Local Labour Agreement.

### **Consultations**

The proposal has been advertised as being of public interest and affecting the setting of a listed building. Notification letters have been sent to an extensive area of local residents and businesses and 18 objections have been received as follows:

- Safety of females walking to the Green Quarter without increased security or lighting given this proposed would increase single men living at the site.
- Homelessness accommodation would lead to increased anti-social behaviour and crime. This location is not an appropriate next to city centre flats with

young professionals and families. It would be detrimental to quality of life for residents and depress investment in the area.

- There is no information on the background of the future resident would they be criminals or sex offenders? If criminals are present this would attract more criminals to the area and encourage anti-social behaviour, burglaries, drug dealing and prostitution to the area.
- The proposal would de-value residential properties in the area.
- It is not clear what happens when the property is full. Would this increase homeless sleeping in the area?
- There is an existing issue with tailgating into the adjacent apartment buildings and rough sleepers entering the building and defecating and using drugs on the stairs wells as well as being abusive to residents and the site security.
- If this proposal does go ahead it would need 24-hour security and residents and their visitors must not be able to use the Green Quarter gardens. The proposal should also be a medium-term accommodation provider and not short terms for night operations.
- Uses such as this should be located out of the city centre.
- Concern about the impact of the construction activities on nearby residents;
- There would be disruption from increased car parking for the development;
- There is limited information about the nature of the ancillary healthcare facility or whether it has the support of the NHS. There is also limited information on partnership working to deliver the scheme;
- The applicant does not have the experience necessary to operate the facility. Without a proper management arrangements resident would have serious concerns
- The scheme identifies that it would not permit a self-referral route. This should be made a condition of the operation of building, to maximise the benefit to individuals by ensuring engagement with relevant partners, and minimise the impact on local residents by preventing it attracting increased footfall from non-residents.
- For the scheme to be successful, it relies upon residents engaging with services over the medium term, and short term, single night residencies would go against the ethos of the scheme. To this end, a condition should be imposed to ensure single night accommodation is prohibited, effectively forcing residents to engage with the scheme.

One letter expresses delight that thought has been given to the plight of the homeless but expresses concern about the safety of proposed residents. There is drug dealing and other criminal activity throughout the area and it is very noisy day and night. The facility would have to be very well run and secure to ensure the homeless are not to be put at risk at the building.

**Homelessness Directorate** support the proposal.

**Support Needs Monitoring Group** support the proposal

**Highway Services** The on site parking and servicing requirements, are unlikely to generate a significant increase in vehicular trips. Waste collection would take place from Stocks Street where an on street loading bay is proposed. The bins should be held in a private forecourt whilst waiting for collection. Redundant sections of footway

should be reinstated. A secure cycle store is provided together with two car parking spaces which can also function as accessible bays.

**Environmental Health** advise that the premises should be acoustically insulated along with agreeing details of any associated plant. The opening hours for the premises and use of any external areas should be agreed. Deliveries should be restricted to 07:30 to 20:00, Monday to Saturday with no deliveries/waste collections on Sundays/Bank Holidays. Waste management arrangements should be agreed together with ensure that ventilation is adequate to protect the development from external poor air quality conditions.

**Flood Risk Management Team** advise that a drainage system should be designed and constructed to prevent the increased risk of flooding, to improve water quality and ensure future maintenance of the surface water drainage system.

**Design for Security at Greater Manchester Police** advise that the development should be carried out in accordance with the crime impact statement.

## Policy

### The Development Plan

The Development Plan consists of The Manchester Core Strategy (2012); and Saved policies of the Unitary Development Plan for the City of Manchester (1995). The Core Strategy is the key document in Manchester's Local Development Framework and 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:

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

The relevant policies within the Core Strategy are as follows:

**SO1. Spatial Principles** –The proposal would deliver homelessness accommodation close to the city centre for 31 males with ancillary health and welfare facilities to support residents.

**S06. Environment** – Improvements would be made to the façade of the building which would improve its visual appearance. There would be a travel plan.

**Policy SP1 ‘Spatial Principles** – The proposal would improve visual amenity and remove a vacant building from the area providing natural surveillance to Lord Street. The accommodation would provide specific support to residents.

**Policy EC1 ‘Employment and Economic Growth in Manchester’** – The proposal would result in a sui generis use within an employment area defined as ‘City Centre Fringe’ which includes the Strangeways area. Whilst the policy seeks to protect those areas for employment generating uses, support is provided to other significant contributors to economic growth and productivity including health and education mainly in the city centre. Whilst this is not a significant employment generating use, it would provide a small level of healthcare support meeting a specific need for homeless accommodation in the city centre. The loss of the site for employment purposes is considered in detail in the report.

**Policy EC2 ‘Existing Employment Space’** – The policy only allows the use of employment site for alternatives purposes subject to the criteria in the policy. In this instance, it is considered that the site offers greater benefits to the overall objectives of the development plan through the provision of accommodation for homeless people. Further consideration is given in the report below.

**Policy EC3 ‘The Regional Centre’, Primary Economic Development Focus (City Centre and Fringe and Policy CC8 Change and Renewal**– The accommodation would meet specific demand for this type of accommodation close to the city centre.

**Policy CC10 A Place for Everyone** – The accommodation would have level or lift access and two bedrooms would be accessible.

**Policy EC4 ‘North Manchester’** – States that the Strangeways Employment Area north of the City Centre fringe, suitable for retention and growth of general industry, warehousing and distribution. This proposal would result in sui generis accommodation for homeless people. Whilst this would result in a loss of employment land, it is considered that this would result in greater overall benefits by providing this provision in close proximity to the city centre. The accommodation is also to a high specification.

**Policy T1 ‘Sustainable Transport’** – There is access to all public transport modes.

**Policy T2 ‘Accessible areas of opportunity and needs’** - A transport assessment and travel plan demonstrate that the proposal would have minimal impact on the local highway network and would encourage the use of sustainable transport.

**Policy H10 ‘Housing for People with additional support needs’**- There is a recognised need for this type of accommodation in or close to the city centre. This proposal would not result in a high concentration of similar uses in the area and would not place stress on existing infrastructure. The proposal would bring natural surveillance to the area.

**Policy EN1 ‘Design principles and strategic character areas’** – The appearance of the building would be improved and the use would bring natural surveillance.

**Policy EN3 'Heritage'** - The impact on the historic environment would be acceptable and this is considered in further detail within the report.

**EN4 'Reducing CO<sub>2</sub> emissions by enabling low and zero carbon development'** –A travel plan and cycle provision is proposed. The buildings energy efficiency would be improved through measures including new windows and ventilation system.

**Policy EN5 Strategic Areas for low and zero carbon decentralised energy infrastructure** The development has a robust energy strategy. There are no plans for district heating or other infrastructure in the local area.

**Policy EN6 'Target framework for CO<sub>2</sub> reductions from low or zero carbon energy supplies'** - The buildings functions would reduce overall energy demands. The building fabric is considered to be high quality and energy costs should remain low. Renewable energy would be used on site.

**Policy EN9 'Green Infrastructure'** –There is limited opportunity at the site, however, where possible measures will be included in the external area and roof terrace.

**Policy EN14 'Flood Risk'**- A scheme to minimise surface water runoff would be agreed. The design would not exacerbate existing flood risk and the risk to residents has been minimised.

**Policy EN15, 'Biodiversity and Geological Conservation'** – There is no vegetation removal at the site. Measures to improve the biodiversity at the site would be secured by planning condition.

**Policy EN16 'Air Quality'** – The building and its occupants would be protected from external air quality conditions through a ventilation system. The development is unlikely to contribute to local air quality conditions given the highly accessible location and nature of the use.

**EN19 'Waste'** – The waste management strategy incorporates recycling principles.

**Policy DM1 'Development Management'** - Careful consideration has been given to the alterations to the appearance of the building together with any associated impacts from the use of the local amenity.

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:

**CC10** The policy seeks to encourage the continued high level of economic activity in Strangeways in order to support the wholesale trades which dominate the area, Whilst the proposal would introduce a non employment use to the area, it is considered that the use of the building for homeless accommodation would better serve these needs than continuing a traditional employment use at the site. This is considered in detail in the report below.

**Saved policy DC19 ‘Listed Buildings’** - The proposal would have minimal impact on the setting of nearby listed buildings.

**Saved policy DC26, Development and Noise** - The impact from noise sources would be minimised and further mitigation would 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.

### **National Planning Policy Framework (2021)**

The revised NPPF re-issued in February 2021. The document states that the *‘purpose of the planning system is to contribute to the achievement of sustainable development. The document clarifies that the ‘objective of sustainable development can be summarised as meeting the needs of the present without compromising the ability of future generations to meet their own needs’ (paragraph 7).*

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

Section 8 *‘Promoting Healthy and Safe Communities’* states that *‘planning policies and decisions should aim to achieve healthy, inclusive and safe places (paragraph 92).*

The proposal would be safe and secure and provide 31 bed spaces for homeless men in the city who are low risk. The proposal would provide access to health care and other levels of support.

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 105).*

The site is well connected to all public transport modes which would encourage sustainable travel. There would be no unduly harmful impacts on the traffic network with physical and operational measures to promote non car travel. 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 119).*

The proposal would use land which has previously been in an employment use but is currently vacant. The proposal would result in the loss of this employment land but would provide a use which is in demand in the city thereby providing temporary accommodation for homeless males in a safe and secure environment. Improvements to the appearance of the building would allow a more attractive development to be created along with increased natural surveillance. A travel plan would encourage the use public transport, walking and cycle routes to the site.

Section 12 '*Achieving Well Designed Places*' states that '*the creation of high quality, beautiful and sustainable 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 would be tested, is essential for achieving this. So too is effective engagement between applicants, communities, local planning authorities and other interest throughout the process*' (paragraph 126).

The alterations to the building would be appropriate and would improve its appearance in the local area.

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 152).

Paragraphs 10, 11, 12, 13 and 14 of the NPPF Outline a "presumption in favour of sustainable development". This means approving development, without delay, where it accords with the development plan and where the development is absent or relevant policies are out-of-date, to grant planning permission unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits when assessed against the NPPF.

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

The relevant sections of the PPG are as follows:

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

Examples of mitigation include:

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

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

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

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

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

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

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

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

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

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

*Heritage states that Public benefits may follow from many developments and could be anything that delivers economic, social or environmental objectives as described in the National Planning Policy Framework (paragraph 8). Public benefits should flow from the Proposed Development. They should be of a nature or scale to be of benefit to the public at large and not just be a private benefit. However, benefits do not always have to be visible or accessible to the public in order to be genuine public benefits, for example, works to a listed private dwelling which secure its future as a designated heritage asset could be a public benefit.”*

Public benefits may also 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.

### **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.

### **Issues**

#### **Principle of the development**

*Loss of employment land*

The site is in the Strangeways Employment Area identified in policies EC1 and EC4 of the Core Strategy and saved policy CC10 of the UDP. Employment uses such as general industry, warehousing and distribution are generally considered to be appropriate subject to the management of parking impacts.

The applicant purchased the property in December 2019 with the building having been vacant since May 2019. The applicant has not actively marketed the property for employment purposes during this time advising that the format of the building and its current poor conditions would preclude it from being attractive as a modern employment premises. The use of the accommodation for homeless people and health centre (sui generis) would remove 1144 sqm of employment space from the Strangeways Employment Area.

Policy EC2 of the Core Strategy allows the use of employment sites for alternative purposes subject to meeting the identified criteria. The applicant contends that the use of the site for homelessness accommodation offers a greater benefit to the overall objectives of the development plan than its current use as employment land.

It is acknowledged that the format, layout, amount of floor space, the buildings current condition and the limited servicing yard space and car parking, reduce the attractiveness of the site for modern employment purposes. Notwithstanding this, there has been no active marketing of the premises to determine if a suitable employment use could have been found and there is a high level of occupancy in this employment district which supports a larger number of business primarily in the wholesale trade who require smaller premises.

Notwithstanding this, consideration has been given the applicant to whether an alternative use would offer a greater benefit to the City's overall objectives. In this instance, whether the provision of homelessness accommodation would meet another identified housing need for this user group. This is considered in further detail below.

#### *Need for the use*

There is an acknowledged need for accommodation for homeless people in Manchester, particularly that which provides appropriate long term support to prevent a return to sleeping on the streets.

This proposal would provide accommodation for 31 homeless males with ancillary facilities including healthcare. Residents would be supported to access benefits, employment and future housing support. The building would have a 24 operations and provide residential accommodation to residents who are low risk.

Policy H10 supports the provision of housing for those with additional support needs so long as it does not create a high concentration of similar uses in an area or place stress on existing infrastructure. Those who are homeless is specifically identified within policy H10. The Supported Housing and Homelessness Teams support this proposal.

There is a recognised need for this type of accommodation in or close to the city centre. The site can easily be accessed by residents and staff. The accommodation would provide private bedroom spaces with en-suite facilities providing independent living. There are communal spaces for residents to meet and socialise (internal and externally) and more formal break and interview spaces to provide resident with practical support to gain access to housing, employment and medical needs. The use would provide residents with on site healthcare and other types of support.

There are no known existing uses in close proximity to the site or within the immediate wider area which would result in an over concentration of the same use.

It is acknowledged that this proposal would result in the loss of employment land at the site. The provision of homeless accommodation would, however, outweigh the loss of employment land in this instance through meeting the acute demand for housing accommodation of this type in the City.

### **Operational Management**

The proposal would provide accommodation for single men with low support needs in single room accommodation with en-suite facilities. The facility would be staffed on a 24 hour basis with a concierge on duty overnight. Residents would be supported to build skills and address any underlying issues before being supported to move onto independent private rented tenancies. People would be linked into other support services including health and skills services and helped to access jobs.

The applicant would partner with voluntary sector partners (including Stop Start Go Sustainable Living (SSG) and the Booth Centre, to provide this service. Housing benefit would be claimed to fund the accommodation ensuring that the operations would be cost neutral.

Residents would be referred via local partners including Local Authorities and homeless outreach teams and voluntary sector homeless services, provided they meet the criteria of being a single homeless man with low risk/support needs and benefit entitlement. They must want to move on to independent private rented living and to get back into work. Self-referrals would not be accepted.

Specialist caseworkers would support residents to obtain their long term needs and ensure they have sufficient support to sustain their new accommodation.

Visitor access would be controlled and residents would be encouraged to stay in the building after 10pm. The concierge would monitor all people entering and leaving the centre and CCTV would provide additional security internally and externally.

All residents would be expected to engage with support relating to their needs. There would be clear expectations of acceptable behaviour at the centre – including visitors, noise nuisance and drugs/alcohol. These expectations would be communicated when residents move in and will form part of their licence agreement.

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

An Environmental Statement indicates that the alterations to the building have been designed to minimise the impact of the use on the climate.

Double glazed UPVC windows would utilise solar energy and reduce overall energy consumption. The building would be fitted with energy efficient light and controlled thermostatic sensors. All bedrooms would be mechanically ventilated. Measures would be introduced to minimise water wastage and recycling of waste.

There is limited impact on biodiversity at the site as there is no existing vegetation. The proposal would introduce planting and vegetation in external areas and terrace with bat and bird boxes on the building.

### Impact of the historic environment

The site is a short distance from St Chads Roman Catholic Church which is a Grade II listed building. The limited extent of external works and demolition mean that there would be no material impact on the significance or setting of the listed building.

### Visual amenity and layout

The proposal would require no major external works. Elevational alterations include window replacements, removal of existing window openings and creation of new entrance. These changes would increase the amount of glazing and provide an overall uplift to the façade.



***Elevation to Lord Street (proposed)***



***Elevation to Stocks Street (proposed)***



***Elevation to Stocks Street East (proposed)***

A detached building would be demolished to facilitate the creation of the external terrace area, refuse store and external storage area. The external terrace area would provide an outdoor space for recreation for the residents to relax.

The external changes are considered to be appropriate and improve the current appearance of the building which would have positive impact on visual amenity. The increase in glazing activity to the building would increase natural surveillance.

The ground floor along Lord Street would comprise the main entrance providing reception area, flexible break out spaces, interview rooms and laundry room. The ground floor along Stocks Street would comprise the healthcare facility, kitchen space for residents and a series of bedrooms.

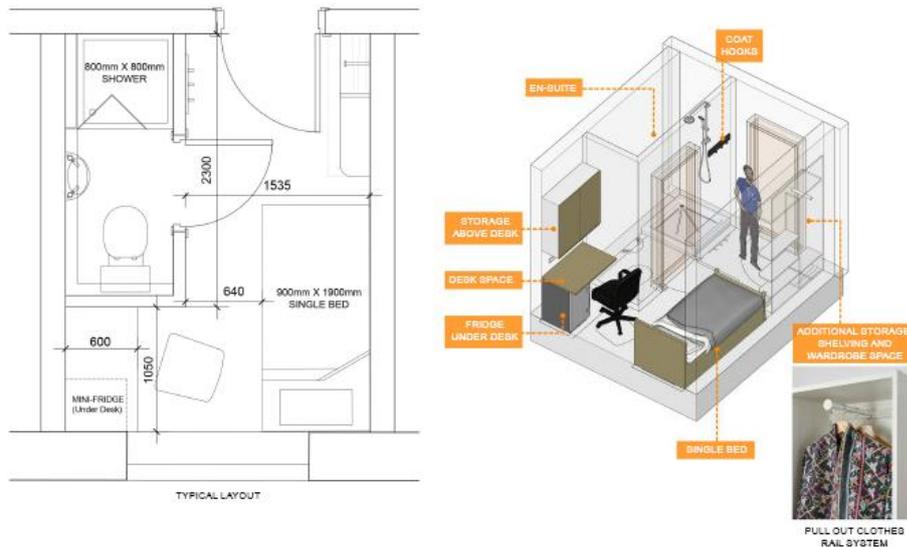


**Ground floor layout including outdoor terrace area**

The first and second floors would consist of the bedroom accommodation, shower facilities and kitchen areas. Each bedroom would consist of a single bed, shower and wardrobe space.



**First and second floor arrangements**



### **Bedroom module**

The overall layout of accommodation within the building and external alterations would be acceptable and comply with policies EN1 and DM1 of the Core Strategy.

### **Effects on the Local Environment/ Amenity**

A noise assessment notes that nearby residential and commercial buildings would be sensitive to changes in noise during construction and when the use operates. The main sources of noise would be from construction and traffic during the construction phase and operational impacts from the building and any associated plant.

The noise impacts during construction would be acceptable provided that strict operating and delivery hours are adhered along with good construction measures together with regular communication with nearby residents and businesses.

When the use becomes operational, the assessment advises that there would be no unduly harmful impacts on surrounding residents or businesses. There are likely to be comings and goings associated with residents and staff, and use of the external terrace, but this would be commensurate with the residential environment at the Green Quarter. In addition, the use is likely to generate less noise and disturbance than an employment use which would have more intensive servicing requirements and potential from noise outbreak from internal operations.

Environmental Health concur with the findings. Whilst further details are required about the acoustic scheme to insulate the building from external sources, these can be conditioned along with details of any plant and ventilation system.

Provided that construction activities are carefully controlled and the building and any plant is appropriately acoustically insulated, the proposal would be in accordance with policy DM1 of the Core Strategy, extant policy DC26 of the UDP and the NPPF.

## **Waste management**

The secure refuse store would be in the external servicing yard. It would have 3 x 1100 litres bins and 2 x 24 litres bins catering for all waste streams to ensure that recycling is prioritised. There would also be a 240 litre bin for general waste and 240 litre bin for recycling waste associated with the healthcare facility. The waste would be transferred to a collection point on Stocks Street on collection day and promptly returned to the bin store. The waste arrangements are acceptable to Environmental Health.

## **Accessibility**

A new entrance would be created to the building off Lord Street to provide level access to the accommodation. An internal lift would provide access to the upper floor accommodation. An external lift to the rear would provide level access to the healthcare office. The accommodation would also

## **Flood Risk/surface drainage**

The site is located in flood zone 1 'low probability of flooding' and in a critical drainage area where there are complex surface water flooding problems from ordinary watercourses, culverts and flooding from the sewer network. These areas are particularly sensitive to an increase in surface water run off and/or volume from new developments which may exasperate local flooding problems. As such, policy EN14 requires development to minimise its impact on surface water run off in critical drainage area.

The proposal would result in the change of use of the building and minor demolition works. These works would not affect the existing drainage strategy for the site or place any additional pressures on the network. An informative should be place on any approval in line with the flood risk management teams comments.

## **Impact on the highway network/car/cycle parking and servicing**

The nature of the use means that occupants of the building would arrive at the site on foot, by public transport or be dropped off. This is a reasonable assumption given the nature of the use and its location on the edge of the city centre. There are two on site car parking spaces accessed off Stocks Street for staff and visitors. These spaces would also be accessible for disabled users or those with reduced mobility.

A secure cycle store which would be accessed from the external terrace area and this would encourage staff and residents to use sustainable travel. Servicing would take place via a new loading bay on Stocks Street. This would also require improvements to the footway along Stocks Street which would require resurfacing.

Highway Services concur with the applicant's transport assessment that the level of trip generation at the site would be low and therefore the proposed car parking arrangements are acceptable along with the cycle and servicing arrangements. A condition should be imposed in respect of the off site highways works.

## Designing out crime

A Crime Impact Statement (CIS), prepared by Design for Security at Greater Manchester Police, recognises that the development would bring vitality to this area and more active frontage. It is recommended that a condition of the planning approval is that the CIS is implemented in full to achieve Secured by Design Accreditation.

## Public Opinion

Concerns have been raised about crime and anti-social behaviour that the use would create and the effect this would have on residents of the Green Quarter.

The applicant has provided an operational management plan which clearly identifies the criteria that residents would have to meet. Only residents who are assessed as low risk would be eligible. There would be no self-referrals.

The accommodation would be staffed 24 hours a day and bring enhanced natural surveillance to the area together with CCTV provision. The accommodation would be managed by an experienced provider already operating in the sector on behalf of the applicant.

The City Council's homeless team support the proposal.

## 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 would provide much needed accommodation for homeless people in close proximity to the city centre. It has the support of relevant partners and would provide 31 low risk homeless men the opportunity for independent living as they move towards employment and permanent housing. A operational management strategy would be a condition of the planning approval.

The appearance of the building would be greatly improved from its current poor condition bringing natural surveillance to the area.

Matters of waste management, car parking and servicing and noise can all be appropriately mitigated and form conditions of the planning approval.

**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. Pre application advice has been sought in respect of this matter where discussions have taken place regarding the principle of the use and the operational aspects. The proposal is considered to be acceptable and therefore determined in a timely manner.

### **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:

#### Drawings

LRW\_7070\_L(00) 10E, LRW\_7070\_L(00)19D, LRW\_7070\_L(00)34E, LRW\_7070\_L(00)35G, LRW\_7070\_L(00)37E, LRW\_7070\_L(00)44D, LRW\_7070\_L(00)45E, LRW\_7070\_L(00)46E, LRW\_7070\_L(00)47D and LRW\_7070\_L(00)58H stamped as received by the City Council, as Local Planning Authority on the 29 September 2021

Waste management proforma stamped as received by the City Council, as Local Planning Authority on the 29 September 2021

Email from Lauren Neary dated 15 September 2021

7970-L(00)017, 7970-L(00)01, 7970-L(00)33, 7970- L(00)36 F, 7970- L(00)38 C, 7970- L(00)39 B, 7970-L(00)40 B, 7970- L(00)41 C, 7970- L(00)42 B, 7970- L(00)43 B, 7970- L(00)48 C, 7970- L(00)49 C, 7970-L(00)50 B, 7970- L(00)51 B, 7970- L(00)52 B, 7970- L(00)53 B, 7970- L(00)55, 7970- L(00)56 and 7970- L(00)57

stamped as received by the City Council, as Local Planning Authority on the 14 July 2021

Planning Statement (Avison Young), Design and Access Statement (LeachRhodesWalker) including Waste Management Strategy, Waste Management Proforma (LeachRhodesWalker); Management and Operations Statement (MCR); Crime Impact Statement (Design by Security); Acoustic Assessment (WYG); Transport Statement (Curtins); Environmental Standards Statement (WYG); and, Draft Local Labour Agreement (AY/ MCR) stamped as received by the City Council, as Local Planning Authority on the 14 July 2021

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

3) The external facing materials to be used on the extensions hereby permitted shall match those of the existing buildings in terms of type, colour, texture and scale.

Reason - To ensure that the appearance of the building to be altered is not adversely affected by the materials to be used in the construction of the extension, pursuant to saved policies DC1 of the Unitary Development Plan for the City of Manchester and Policy DM1 and SP1 of Manchester's Local Development Framework: The Manchester Core Strategy.

4) The development shall not commence until a detailed construction management plan outlining working practices during construction shall be submitted to and approved in writing by the local planning authority, which for the avoidance of doubt should include;

- o Display of an emergency contact number;
- o Details of Wheel Washing;
- o Dust suppression measures;
- o Compound locations where relevant;
- o Consultation with local residents/businesses;
- o Location, removal and recycling of waste;
- o Routing strategy and swept path analysis;
- o Parking of construction vehicles and staff; and
- o Sheeting over of construction vehicles.

Manchester City Council encourages all contractors to be 'considerate contractors' when working in the city by being aware of the needs of neighbours and the environment. Membership of the Considerate Constructors Scheme is highly recommended.

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

Reason - To safeguard the amenities of nearby residents, highway safety and air quality, pursuant to policies SP1, EN15, EN16, EN19 and DM1 of the Manchester Core Strategy (July 2012).

5) The development hereby approved shall be carried out in accordance with the Environmental Standards Statement (WYG) stamped as received by the City Council, as Local Planning Authority, on the 14 July 2021.

A post construction review certificate/statement shall be submitted for approval in writing by the City Council, as Local Planning Authority, within 3 months of first occupation of the development hereby approved.

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.

6) (a) Prior to the first occupation of the development, details of any externally mounted ancillary plant, equipment and servicing shall be submitted for approval in writing by the City Council, as Local Planning Authority. For the avoidance of doubt, externally mounted plant, equipment and servicing shall be selected and/or acoustically treated in accordance with a scheme designed so as to achieve a rating level of 5 db (L<sub>aeq</sub>) below the typical background (L<sub>a90</sub>) level at the nearest noise sensitive location.

(b) 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. A verification report and measures shall be agreed until such a time as the development complies with part (a) of this planning condition.

Any mitigation measures shall be implemented in accordance with a timescale to be agreed with the City Council, as Local Planning Authority. Any measures shall thereafter retained and maintained in situ.

Reason - To minimise the impact of plant on nearby residential properties 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).

7) (a) Notwithstanding the Acoustic Assessment (WYG) and email from Lauren Neary dated 15 September 2021, prior to the first occupation of the development, a scheme of acoustic insulation shall be submitted for approval in writing by the City Council, as Local Planning Authority.

Noise survey data must include measurements taken during a rush-hour period and night time to determine the appropriate sound insulation measures necessary. The following noise criteria will be required to be achieved:

Bedrooms (night time - 23.00 - 07.00) 30 dB L<sub>Aeq</sub> (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 L<sub>Aeq</sub>

Gardens and terraces (daytime) 55 dB LAeq

(b) 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. A verification report and measures shall be agreed until such a time as the development complies with part (a) of this planning condition.

Any mitigation measures shall be implemented in accordance with a timescale to be agreed with the City Council, as Local Planning Authority, and thereafter retained and maintained in situ.

Reason - In order to limit the outbreak of noise from the commercial premises pursuant to policies SP1 and DM1 of the Core Strategy (2007) and saved policy DC26 of the Unitary Development Plan for the City of Manchester (1995).

8) Deliveries, servicing and collections including waste collections shall not take place outside the following hours:

Monday to Saturday 07:30 to 20:00

no deliveries/waste collections on Sundays/Bank Holidays.

Reason - In the interest of residential amenity pursuant to policies SP1 and DM1 of the Manchester Core Strategy (2012).

9) 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 14 July 2021. 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 acknowledge in writing that it has received written confirmation of a Secured by Design accreditation.

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

10) Prior to the occupation of the development, details of bird and bat boxes to be provided (including location and specification) shall be submitted for approval in writing by the City Council, as Local Planning Authority. The approved details shall then be implemented prior to the first occupation of the development and thereafter retained and maintained in situ.

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

11) Prior to the first occupation of the development hereby approved a signage strategy for the 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).

12) The homeless accommodation and ancillary healthcare facility hereby approved shall be used as a 31 bedroom homeless facility (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).

Reason - To ensure that the accommodation is used solely for the intended purpose – as homeless accommodation; to safeguard the character of the area pursuant to policies SP1, H10 and DM1 of the Core Strategy for Manchester and the guidance contained within the National Planning Policy Framework.

13) Prior to the first occupation of the development, details of the proposed cycle storage shall be submitted for approval in writing by the City Council, as Local Planning Authority. The approved details shall be implemented as part of the development and thereafter retained.

Reason – In the interest of securing sufficient cycle storage at the application site pursuant to policies SP1, T1 and DM1 of the Manchester Core Strategy (2012).

14) The car parking layout shall be surfaced, laid out and demarcated in accordance with drawing LRW\_7070\_L(00)34 E stamped as received by the City Council, as Local Planning Authority, on the 29 September 2021. The car parking shall be retained as long as the development remains in use.

Reason – In the interest of ensuring that sufficient accessible car parking is provided at the development pursuant to policies SP1, T1, T2 and DM1 of the Manchester Core Strategy (2012).

15) The development hereby approved shall be carried out in accordance with the Management and Operations Statement (MCR) stamped as received by the City Council, as Local Planning Authority, on the 14 July 2021.

Reason – In the interest of ensuring appropriate management arrangements are put in place at the development pursuant to policies SP1, H10 and DM1 of the Manchester Core Strategy (2012).

16) Prior to the first occupation of the development, a management plan for the operations of the external terrace area as indicated on drawing LRW\_7070\_L(00)34 E stamped as received by the City Council, as Local Planning Authority, on the 29 September 2021 shall be submitted for approval in writing by the City Council, as Local Planning Authority. This shall include details of opening hours and

management arrangements. The management plan shall be implemented upon first occupation of the development and remain in place for as long as the development 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).

17) Prior to the first occupation of the development a ventilation strategy shall be submitted for approval in writing by the City Council, as Local Planning Authority. The approved scheme shall be implemented prior to the first occupation of the development and thereafter retained and maintained for as long as the development remains in use.

Reason: To secure a reduction in air pollution from traffic or other sources in order to protect proposed residents from air pollution, pursuant to policies EN16, SP1 and DM1 of the Manchester Core Strategy (2012).

18) Prior to the first occupation of the development hereby approved, a scheme of highway works and details of footpaths reinstatement shall be submitted for approval in writing by the City Council, as Local Planning Authority.

This shall include the following:

- Creation of a Loading Bay to Stocks Street; and
- Resurfacing and footway reinstatement.

The approved scheme shall be implemented and be in place prior to the first occupation of the development hereby approved and thereafter retained and maintained in situ for as long as the development remains in use.

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

19) Notwithstanding the Waste management proforma stamped as received by the City Council, as Local Planning Authority on the 29 September 2021, prior to the first occupation of the development, details of the waste management arrangements shall be submitted for approval in writing by the City Council, as Local Planning Authority. The approved details shall be implemented prior to the first occupation of the development and thereafter retained and maintained in situ.

Reason – To ensure adequate waste management arrangements are put in place pursuant to policies SP1, EN19 and DM1 of the Manchester Core Strategy (2012).

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

The documents referred to in the course of this report are either contained in the file(s) relating to application ref: 130912/FO/2021 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  
MCC Flood Risk Management  
Strategic Development Team  
Greater Manchester Police  
Greater Manchester Ecology Unit  
MCC Supported Housing 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 :** Jennifer Atkinson  
**Telephone number :** 0161 234 4517  
**Email :** jennifer.atkinson@manchester.gov.uk



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