



## **Planning and Highways Committee**

Date: Thursday, 16 January 2020  
Time: **11.00 am (Please note change of time)**  
Venue: Council Chamber, Level 2, Town Hall Extension,  
Manchester

Everyone is welcome to attend this committee meeting.

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

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

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

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

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

### **Councillors**

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

## Agenda

---

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 19 December 2019. 7 - 14
5. **124820/FO/2019 - Land to the North East of Enterprise Way bounded by Roxholme Walk and Dentsdale Walk and the rear Of Lincombe Road and Felskirk Road to the North Manchester M22 1PU - Woodhouse Park Ward** 15 - 46  
The report of the Director of Planning, Building Control and Licensing is enclosed.
6. **121099/FO/2018 - Land at Portugal Street East, Manchester M1 2WX - Piccadilly Ward** 47 - 128  
The report of the Director of Planning Building Control and Licensing is enclosed.  
**A site visit will take place prior to the meeting see below for arrangements.**
7. **121467/FO/2018 - Land Bounded by Adair Street, Portugal Street East, Longacre Street and Great Ancoats Street, Manchester M1 2WX - Piccadilly Ward** 129 - 168  
The report of the Director of Planning, Building Control and Licensing is enclosed.

**A site visit will take place prior to the meeting see below for arrangements.**

- 8. 125552/VO/2019 and 125553/LO/2019 - Town Hall Albert Square Manchester, M2 5DB - Deansgate Ward** 169 - 220  
The report of the Director of Planning, Building Control and Licensing is enclosed.
- 9. 124918/VO/2019 - Albert Square, Manchester, M2 4JW - Deansgate Ward** 221 - 264  
The report of the Director of Planning, Building Control and Licensing is enclosed.
- 10. 124888/FO/2019 - Land Bound by Addington Street, Marshall Street, Cross Keys Street and Chadderton Street, Manchester, M4 4RJ - Piccadilly Ward** 265 - 312  
The report of the Director of Planning, Building Control and Licensing is enclosed.
- 11. 125615/FO/2019 - Belle Vue Greyhound Stadium, Kirkmanshulme Lane, Manchester, M18 7BD - Longsight Ward** 313 - 334  
The report of the Director of Planning, Building Control and Licensing is enclosed.
- 12. Confirmation of The Manchester City Council Tree Preservation Order 2019 (Churchgate, Ford Lane) - Northenden Ward** 335 - 342  
The report the Director of Planning, Building Control and Licensing is enclosed.

### **Committee Site Visit**

**A site visit will take place for members of the Planning and Highways Committee prior to the meeting regarding agenda items 6 and 7.**

#### **Land at Portugal Street East, Manchester M1 2WX**

Committee members to meet at the bottom of Piccadilly Station approach/ Ducie Street (outside Cafe Nero) at 9.30 am and walk to the site. Return to the Town Hall Extension shortly after 10.00am.

## Meeting Procedure

---

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

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

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

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

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

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

## Information about the Committee

---

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

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

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

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

## Further Information

---

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

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

This agenda was issued on **Wednesday, 8 January 2020** by the Governance and Scrutiny Support Unit, Manchester City Council, Level 3, Town Hall Extension (Lloyd Street Elevation), Manchester M60 2LA

This page is intentionally left blank

## **Planning and Highways Committee**

### **Minutes of the meeting held on Thursday, 19 December 2019**

**Present:** Councillor Curley (Chair)

**Councillors:** Andrews, Y Dar, Davies, Flanagan, Hitchen, J Lovecy, Lyons, Riasat, Watson and White

**Apologies:** Councillors Nasrin Ali, Shaukat Ali and Madeleine Monaghan

**Also present:** Councillors: Rawson, Wheeler and Karney

#### **PH/19/108 Supplementary Information on Applications Being Considered**

##### **Decision**

To receive and note the late representations.

#### **PH/19/109 Minutes**

##### **Decision**

To approve the minutes of the meeting held on 14 November 2019 as a correct record.

#### **PH/19/110 122160/FO/2018 – Belle Vue Stadium, Kirkmanshulme Lane, Manchester, M18 7BD – Longsight Ward**

The application submitted relates to the proposed residential development comprising of eighty apartments within one part three, part four storey block and one 3 storey block and the erection of one hundred and sixty-seven, two and two and a half storey dwellings with associated car parking, boundary treatments and landscaping, the creation of new roads and access points off Kirkmanshulme Lane, site remediation and other associated engineering works following the demolition of the existing buildings.

The application site is approximately 4.82 hectares in size and is bounded by Kirkmanshulme Lane to the north, Mount Road to the east, existing residential properties on Stanley Grove to the south and the Belle Vue Sports Village, Leisure Centre and Speedway track complex to the west.

The site is located approximately 550 metres to the north-west of Gorton District Centre and approximately 4 kilometres to the south-east of Manchester City Centre. The topography of the site is predominantly flat but does have some areas of mounding due to previous earthworks and movements around the site. The site is regular in shape and is currently occupied by the Belle Vue Stadium and associated

car parking and operational areas around the track. The stadium is currently used for regular greyhound racing and stock car racing and the site is also used by the MSM Motorcycle Training Centre.

The Chair indicated that in view of the interest expressed in the application from various groups in attendance he would, on this occasion, allow more than one speaker to address the Committee.

The Planning Officer drew the Committee's attention to the late representation that had been submitted regarding comments received from a member of the public supporting the need for affordable homes and stating that greyhound racing is no longer viable at the race track. Further comments had also been received from representatives from Friends of Belle Vue and Startax Oval Motorsport Ltd which presented reasons opposing the application. A ward Councillor had also commented on the location of the development welcoming the mix of housing and the possibility of achieving 20% affordable housing contribution. The applicant/ agent had provided further detail on boundary treatments and plans for the development. The Head of Planning had provided reasons in response to the objections raised.

An objector spoke as a local resident against the application and expressed concern on the level of affordable housing within the proposal (14%) and quoted the national guidance which recommends 20% affordable properties. Reference was also made to the human rights considerations and the loss of the amenity through the loss of the race track which had been used by millions of visitors to Belle Vue since 1926.

An objector spoke on behalf of the Friends of Belle Vue Stadium highlighting the loss of a working class sport and valuable facility within the city that has been in place since 1926 and continues to hold numerous sporting events each year. Reference was made to the granting of an Asset of Community Value order and the ongoing viability of the of the businesses associated with the race track and the welfare of the animals involved in racing. The site currently provided car parking for the adjacent speedway track which will be moved on to residential streets if the development proceeds. The point was made that the reports used in the application have included misleading information.

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

The Planning Officer responded to issues raised and advised the Committee that the site of the proposed development does not fall within the Council's Core Strategy, UDP or the MCC Citywide Open Spaces Sports and Recreation Study. The sports of greyhound racing and stock car racing do not fall within the sports protected under Sport England. In considering and balancing the issue of the loss of a sporting spectator facility it is considered that the demand for housing outweighs the loss of the facility. The issue of affordable housing has been tested and this will take place again to test on profits made from any uplift in the value of the properties. The issue of a community asset has been taken into account as part of the planning process. The issue of animal welfare is the subject of separate legislation.

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



A member referred to:

- The covenant in place on the site regarding its use for leisure and asked for clarification from officers.
- Tree cover, in view of the comments from the arboricultural officer that more trees could be included in the landscaping proposals, could conditions 13-17 be amended to require the planting of additional trees.
- In view of the proximity of the development site to the city centre, could conditions be included to ensure that the properties are for private family residential use only to prevent them from being used for private rental purposes.

The Planning Officer reported that the covenant on the site is not a matter for planning and would be for the developer to address separately. With reference to trees on the site, it was reported that there are one hundred trees proposed for the site, as part of a landscaping plan yet to be agreed. Through negotiation, planning officers will push for the inclusion of additional trees with the developer which are appropriate for the location. It was reported that legal advice had been sought and officers were satisfied that the proposed conditions were sufficient to enable enforcement action to prevent properties being used as houses in multiple occupation, hostels or bed and breakfast accommodation.

A member referred to arrangements for parking in view of the adjacent leisure facility and asked officers if these are sufficient to deal with the demand for parking of visitors to the speedway track.

It was reported that there is over 100% parking arrangements for houses and 61 spaces for the apartments and 100% cycle parking. The parking management plan has been assessed by officers from Highways and the plan is considered to be acceptable, in view of the traffic calming and other highways works. The adjacent speedway track is subject to a management strategy to address major events and car parking arrangements.

A member referred to the major road junction of Mount Road and Kirkmanshulme Lane and asked officers if any conditions had been included in the proposal, and had community use of the new stadium been factored into the closure of the Bell Vue Stadium.

It was reported that a traffic impact assessment had been submitted as part of the application and the impact on nearby junctions had been assessed including the junction of Mount Road and Kirkmanshulme Lane and a package of off site highway works were proposed including a cycle lane and were to be delivered as part of a highway works Condition. Community facilities are available at the adjacent speedway stadium for community use.

The Chair made reference to the comments received from Councillor Richards (ward Councillor) that the scheme addresses the need for affordable housing and the future uplift from the increase in value of the properties could be used to contribute to future affordable housing.

The Committee was informed that the financial uplift would be tested at two separate points in the future as part of a legal agreement to be included in the planning agreement.

### **Decision**

The Committee were Minded to Approve the application, subject to:

- The conditions and reasons set out in the report and as amended (Condition 2) in the late representations submitted.
- The signing of a legal agreement for the delivery of affordable housing at the site.

(Councillor Hitchen arrived after consideration of the application had started and did not take part in the consideration or the decision.)

### **PH/19/111 121099/FO/2018 – Land at Portugal Street East, Manchester, M1 2WX - Piccadilly Ward**

### **Decision**

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

### **PH/19/112 121467/FO/2018 – Land Bounded by Adair Street, Portugal Street East, Longacre Street and Great Ancoats Street, Manchester, M1 2WX – Piccadilly Ward**

### **Decision**

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

### **PH/19/113 124888/FO/2019 - Land Bound by Addington Street, Marshall Street, Cross Keys Street and Chadderton Street, Manchester, M4 4RJ - Piccadilly Ward**

The application was for an erection of a six to nine storey residential building (Use Class C3) comprising eighty dwellings including nine townhouses and seventy-one apartments with a resident's lounge, refuse, plant, new substation, cycle storage, an internal landscaped courtyard and improvements to the adjacent footways on Marshall Street, Chadderton Street, Addington Street and Cross Keys Street and other associated works following removal of existing car park. The site measuring 0.12 hectares is bounded by Marshall Street, Cross Keys Street, Chadderton Street and Addington Street/Ring Road and is rectangular in shape.

The planning officer did not add anything further to the report submitted.

No objector to the application attended the meeting.

Councillor Wheeler addressed the Committee in his capacity as ward Councillor (Piccadilly) and welcomed the proposal, in particular the design and use of materials including red brick externally. Reference was made to the level of affordable housing settlement (£220,000) commuted sum and the need to ensure that an uplift assessment takes place to provide potential future funding for affordable housing schemes.

The applicant addressed the Committee on the application.

The Planning officer informed the Committee that the affordable housing appraisal had taken place and was referred to in the report had been independently tested. The assessment produced a figure of 2% affordability settlement. There is an opportunity to increase this amount under the 106 agreement to test the figure at two points in the future, in the event of the uplift of the property's value. In addition, environmental improvement works are to be included in the proposal.

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

Members referred to the sum reached as part of the affordable housing settlement, in view of potential profit (17%) from the development members considered the settlement to be low and it was suggested that a 5% contribution would be more appropriate.

A member commented on the Condition 10 of the proposal and requested Planning Officers to ensure that the landscaping plan is made more robust to ensure the inclusion of specific tree types and planting arrangements and to set out the planning officer expectations of the developer.

The planning officer reported that the approved drawings package will include full details of the planting of trees and other plants to be included within the landscaping plan. The officer also reiterated the advice that the viability assessment had been thoroughly tested and the financial contribution set out in the report was in accordance with national guidance and policy. On this basis the proposal is in accordance with relevant Core Strategy policy.

The members concluded that the application required further consideration and negotiation with the applicant in respect of the concerns raised regarding the affordable housing settlement. The Director of Planning was requested to bring a further report to the next meeting to address members concerns and to advise if there are potential reasons for refusal that could be substantiated.

## **Decision**

To defer the application on the basis that the Committee is minded to refuse the application for the reason it considers the proposed affordable housing settlement is too low and the contribution level should be discussed with the applicant in view of concerns expressed.

**PH/19/114 124995/FO/2019 – Land on the Corner of Great Ducie Street and New Bridge Street, Manchester, M3 1WB – Cheetham Ward**

The application was for the erection of a five storey educational building (18495 square metres) (Use Class D1) with associated access, servicing, landscaping, public realm and other associated works following removal of existing car park.

This site measuring 0.88 hectares is used as a surface car park and is bounded by Great Ducie Street, New Bridge Street and existing surface car parking. It is roughly rectangular in shape and slopes towards Great Ducie Street. In the south eastern part of the site the topography rises more steeply towards New Bridge Street.

The Planning Officer had no further comments on the report submitted.

No objector attended the meeting.

The applicant addressed the Committee on the application.

**Decision**

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

**PH/19/115 124495/FO/2019 - Land at Great Ancoats Street, Manchester, M4 7DB - Ancoats and Beswick Ward**

The application was for the erection of a twelve storey building to create a two hundred and twelve-bedroom hotel (Use Class C1) with ancillary facilities at ground and first floor level and associated servicing, disabled car parking, drop-off area, public realm and hard landscaping works, with access from Pollard Street.

The site measuring 0.11 hectares occupies a prominent position along Great Ancoats Street. It is part of a larger area of surface parking and is surrounded by a timber knee rail and vegetation. Vehicle access is from Pollard Street. It is bounded by Great Ancoats Street, a five storey office building and seven storey hotel, and apartment buildings ranging from four to eight storeys.

The Planning and Highways Committee at the meeting on the 14 November 2019 was minded to refuse the application and deferred the item requesting officers bring back a report which addressed concerns relating to the provision of parking for disabled guests. The applicant had secured two additional spaces within the car park which would be converted into disabled vehicle bays, making four in total.

The Planning Officer had no further comments on the report submitted.

No objector attended the meeting.

The applicant addressed the Committee on the application.

## Decision

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

### **PH/19/116 124237/FO/2019 - 419 - 421 Barlow Moor Road, Manchester, M21 8ER – Chorlton Park Ward**

The application was for the erection of a five storey building and a three storey building to accommodate thirty-nine apartments (fifteen one-bed and twenty-four two-bed) following demolition of buildings, retention and change of use of Unit 1 as ancillary cycle and bin storage, with associated landscaping and parking.

The site measuring 0.24 hectares is located on Barlow Moor Road opposite Chorlton Park which lies to the east, is bounded by the Shell Garage to the North, Cundiff Road to the south and Oakhouse Drive to the West. Chorlton District Centre lies to the north and the commercial units fronting Barlow Moor Road start to give way at this point to a more residential character.

The Planning Officer drew the Committee's attention to the late representation that had been submitted regarding:

- comments received regarding the inclusion of a security gate.
- Details of a landscaping plan responding to GMP and the GM ecology Unit comments on boundary treatments.

No objector attended the meeting.

Councillor Rawson addressed the Committee in his capacity as ward Councillor (Chorlton Park) and welcomed the development in view of the need for affordable housing. Reference was made to the siting of a security gate to the proposal and the committee were requested to require it to be removed to avoid the creation of a gated community. Access to the properties for local people was also a concern.

The applicant addressed the Committee on the application.

A member referred to the age range of residents to be housed in the properties and if there would be any restriction applied.

In response to the concerns raised regarding the siting of a security gate to the entrance of the development, Planning Officers reported that the recommendation had been made by GMP as part of the comments received from the consultation process. Other measures were available to provide a level of security to areas of the development and a condition was included within the late representation to ensure that this was the case and notwithstanding the submitted plans full details of the location and design of any security gates would be first approved by the Local Planning Authority. With reference to the accessibility of the properties for local people Planning Officers would remind the developer of this requirement. It was reported that there would be no restrictions on age of residents for the properties.

## **Decision**

The Committee were Minded to Approve the application, subject to:

- The conditions and reasons set out in the report submitted and the amendment of the condition to not include a security gate at the entrance of the development and to further consider boundary treatments.
- The completion of a Legal Agreement relating to the provision of affordable housing.

|                           |                      |                               |                     |
|---------------------------|----------------------|-------------------------------|---------------------|
| <b>Application Number</b> | <b>Date of Appln</b> | <b>Committee Date</b>         | <b>Ward</b>         |
| 124820/FO/2019            | 23rd Sep 2019        | 16 <sup>th</sup> January 2020 | Woodhouse Park Ward |

**Proposal** Construction of a temporary 729 space car park, with associated access arrangements onto Enterprise Way, for a temporary period of five years.

**Location** Land to the North East of Enterprise Way bounded by Roxholme Walk & Dentdale Walk and The Rear of Lincombe Road and Felskirk Road to the North, Manchester, M22 1PU

**Applicant** THG Group, C/o Agent,

**Agent** Mr Paul White, RoC Consulting, 1st Floor Commercial Wharf, 6 Commercial Street, Manchester, M15 4PZ

## Background

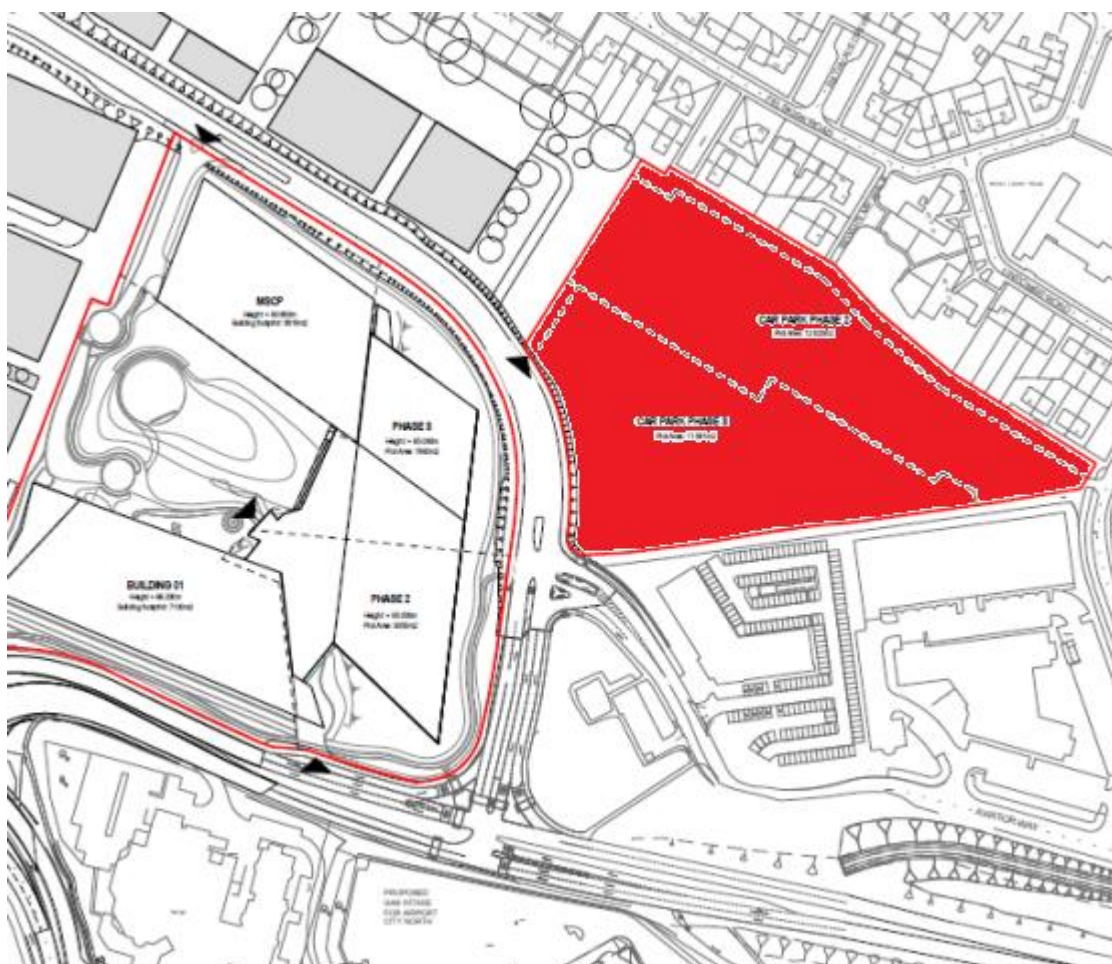
Following the designation of the Airport City Enterprise Zone (EZ) in March 2011, an Enterprise Zone Framework Plan was adopted to provide a clear vision for development across the EZ. This Framework was approved by the Council's Executive on 24<sup>th</sup> October 2012 and forms a material consideration in decisions the Council makes as local planning authority within the EZ.

The EZ sites provide some 116 hectares of developable or re-developable land that offer the scale and significance to become a principal strategic economic and employment driver for the wider Greater Manchester area. The EZ consists of a series of linked sites focussed around Manchester Airport, University Hospital of South Manchester (UHSM) and Wythenshawe Town Centre. These sites were chosen on the basis that they aligned with existing planning and regeneration frameworks, they would deliver a significant number of jobs and they provided unique propositions that would exploit the economic potential of the location.

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

Following on from the EZ designation and the production of the framework an outline planning permission was granted in February 2013 for the wider Airport City North area for the development of office space, light and general industrial space, hotels and ancillary retail and other commercial accommodation, associated parking and public realm works (planning ref.100831/OO/2012/S2). Whilst this permission lapsed in February 2018 it firmly established the principle of developing high quality office uses and associated infrastructure on the current application site and surrounding sites.

At its meeting held on 13th December 2018 the Planning and Highways Committee approved a planning application for the phased redevelopment of two parcels of land to the north east and south west of Enterprise Way within Airport City North to comprise the Head Quarters for The Hut Group including a 6 storey office building, a 6 storey multi-storey car park to provide 1,147 parking spaces, landscaping and public realm, with vehicular access onto Enterprise Way and associated works (Phase 1); and, an outline application for a further 39,673 sq. m of office space and associated car parking (maximum 832 spaces) (Phases 2 and 3) – planning application reference 121270/OO/2018. The site subject to the current planning application relates to the area of surface car parking identified within the outline element of this planning approval and is to form surface level car parking for phases 2 and 3 of the Head Quarters development. The applicant has indicated that works to commence delivery of phase 1 of this development are due to commence in the early part of this year.



**Illustrative Masterplan of planning approval 121270/OO/2018** - the area filled in is the surface car parking area for phases 2 and 3 and reflects the extent of the current application boundary; the area to the south and west is to form the office buildings and multi-storey car park phase of the Head Quarters development for The Hut Group the plan shows the indicative layout of those phases of development

The applicant (The Hut Group) are a significant existing and future occupier at and around the airport with 1,230 existing employees in occupation on the airport estate.



This is anticipated to grow to 5,000 on the opening of the Head Quarters development together with the applicant's development at Airport City South (World Logistics Hub) it is anticipated that the applicants Airport City operations would ultimately support up to 10,000 employees. The applicant has reiterated its commitment to local labour across their operations in Manchester and they are currently working alongside the Council to maximise the anticipated employment growth for local residents.

### **Description of site**

The application site is located in Woodhouse Park on land to the north of Manchester Airport and Ringway Road West and to the south of the residential areas of Wythenshawe. The topography across the site is generally level, Enterprise Way (a new link road opened in November 2017) forms the western boundary of the site, with residential properties along Roxholme Walk, Lincombe Road, Dentdale Walk, and Gorston Walk border the site to the north and east with commercial office buildings to the south. A footpath lies beyond the southern boundary of the application site that runs between Enterprise Way and Woodhouse Lane which itself is bounded by mature trees, shrubs and hedges. There are other trees located to the northern boundary of the site, with the majority of the site being scrub and grassland.



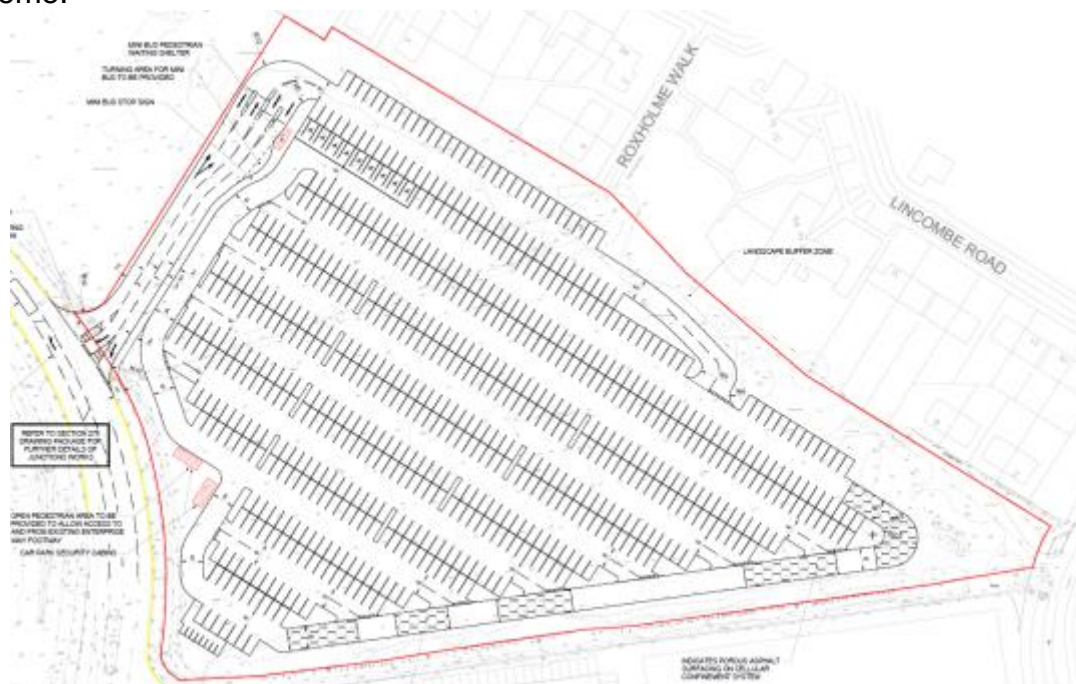
**View eastward across the site, with residential properties to the north and east of the site beyond the boundary trees**

### **Application proposals**

The application proposals have been amended since first submission following receipt of comments to reduce the number of proposed car parking spaces from 832 to 729, to retain a larger number of higher quality mature trees within the site, improvements to include more landscaping within the car park, and amendments to the type of fencing to better reflect its location adjacent Enterprise Way. As such the proposals are for the provision of a car park with 729 spaces for a temporary period

of 5 years together with a new vehicular access from Enterprise Way, boundary treatments and landscaping.

The car park is required for the applicant who, as already noted, currently operate from two office buildings located within the main Airport estate and prior to the delivery of the early phases of their Head Quarters office scheme approved in December 2018. As set out later in this report, the applicant due to rapid expansion of employee numbers at the airport together with a loss of existing car parking provision due to on-going construction works at the Airport, requires provision of car parking for their employees working at the airport. The proposals are for a temporary period of 5 years on a site which has consent for a permanent car park to provide longer term support the future development of phases 2 and 3 of the Head Quarters scheme.



### **Proposed car parking layout**

### **Other Matters**

#### Landownership

Members of the Committee are advised that the City Council has an interest in this application as land owner. However, the Committee must disregard these interests and exercise its duty as local planning authority only.

### **Consultations**

The proposal, by virtue of the size of the site has been classified as a major development. As such, the proposal has been advertised in the local press (Manchester Evening News) as a major development a site notice was displayed at the application site. In addition, notification letters have been sent to local residents and businesses.

Ward Members - Councillor E. Newman has written in with a number of questions and concerns relating to the application.

The only reason given for the need is that the existing THG car park arrangements are being ended by the Airport due to its Transformation Programme. Why is this suddenly the case, as the Transformation Programme has been on-going for over two years and was planned well before.

How many car spaces are used in their current car park?

Why are 'opening hours' not relevant' according to the application form.

Why will there be no staff on site.

There seem to be no active security arrangements other than monitored CCTV and ANPR of the vehicles. How would intruders be detected. How would CCTV monitoring staff know when car alarms had gone off, and how would this loud noise be stopped.

Lighting and noise pollution would disturb nearby residents, creating serious disamenity.

Why is 24 hour operation needed with the consequent disturbance to nearby residents. If only up to 50 employees might need to use cars during evenings and weekends, why can't they park at the current office buildings or elsewhere?

Five years use, to be possibly extended to ten years, is not genuinely temporary when referring to a car park, as opposed to a building.

The Outline Permission granted last December did not specify that this particular site would be used for car parking in the first phase of the overall development, so it is disingenuous to use the previous permission to justify this application. Any car parking on this site was expected to be on-site and associated with the occupants of the site's buildings, and only to be used once the buildings were in use. It is clear that the Car Park in this Planning Application is for off-site users.

Nearby residents might have been more accepting of a car park that was attached to an occupied building used by people in employment. All that is now proposed is for them to live next to a large off-site car park for several years.

Why are THG not seriously urging their employees and prospective employees to use public transport, and considering some organised transport of their own to various public transport hubs. Instead they propose to use shuttle buses to encourage their employees to use an off-site car park next to local residents. If THG employ local residents, there will be less demand for private car use to travel to work. How many M22 and M23 residents do they currently employ.

As local Councillors, we welcome THG's investment in creating jobs, but we want to see evidence of serious efforts to recruit locally, particularly in Wythenshawe. Where

is the engagement with local schools, with Manchester College and with local Councillors.

I endorse the points made by Cllr Brian O'Neil about the harmful effects on health and air quality by a further concentration of car use next to residential properties.

Residents - Two letters of objection were received to the application proposals, a summary of the points raised is set out below:

- Climate change - although in one of your numerous reports you state Manchester City Council is committed to greener issues, it seems that where Manchester Airport is concerned this does not count. In and around the Manchester Airport site, MAG have built close on a dozen huge car parks including x3 giant multi storey off Woodhouse Lane. With climate change and the continued flooding of the newly opened A555 and the already rammed to capacity during rush hours Enterprise Way, which incidentally starts any time from 7am or 15:30, surely this Airport expansion has to come to an end.

- Noise levels for us residents close by. Although the report states there will be a buffer with fencing, is this good enough with workers coming and going at all times of the day and night. The residents of Felskirk Road have already been inconvenienced with the construction and opening of Enterprise Way.

- Lighting, the report states that there will be LED lighting in place. How low level is this? The 11,000 space car park owned by MAG Manchester Airport Jet Parks Ringway, on Styal Road also had 'low level lighting' only for local residents to complain about how bright it was during the night.

- Soft Landscape/Buffer - many residents already have a mixture of hedges, trees, bushes just on the boundary. If the residents are happy with these and they form a good barrier can these be guaranteed to be left alone rather than raked up to be replaced by immature hedges? Although the edge of my boundary is not in these proposals I, for one have mature trees from the edge of my boundary to approx. 5 yards and would appreciate them to be left alone as they offer considerable protection, buffering and shield from view.

- Roxhome Walk /Felskirk Road - The report states an entrance on Roxhome Walk. How much traffic /disturbance is anticipated with constant traffic using this entrance

### **Consultee responses**

MCC Highway Services - The site has an existing outline consent for car parking to the same scale as the proposed development. The temporary facility is an advancement to that which was consented in outline in December 2018 under permission 121270/OO/2018. It has been agreed with the developer that the extent of adoption should include the entirety of the new junction as and Highway Services confirm that the layout of this is acceptable. The proposed carriageway and footway surfacing to the area offered for adoption should be to the same specification as that of Enterprise Way. Should the planning application be approved then alterations and extent of adoption to the highway will be required and are to be undertaken through S278/S38 agreement between the developer and MCC which would include any required technical approval.

The proposed, privately maintained car park access road layout with a footway to its eastern side providing connectivity to Enterprise Way is acceptable from a highway perspective as is the barrier configuration.

Following the submission of a travel plan Highway Services support the addition of an update to the existing travel plan to further encourage the shift to the use of sustainable modes.

It is recommended that a Construction Management Plan condition be attached to any approval.

Highways England - No objections to the proposal.

MCC Flood Risk Management Team - Recommend a condition is attached to any approval for the submission and approval of a surface water drainage scheme based upon sustainable drainage principles.

Greater Manchester Archaeological Advisory Service - As part of the supporting documentation for the present application a copy of an archaeological evaluation report produced by Wessex Archaeology dated August 2019 has been submitted.

GMAAS acknowledges the evaluation results, the features identified and the uncertainty in their interpretation and dating. Nonetheless, the evaluation has demonstrated the presence of features that have the potential to be the products of early, possibly prehistoric activity. Consequently, any such features would be of some archaeological significance. Given that the proposals will involve the removal of topsoil to establish the appropriate sub-base for the car park it is certain more evidence of the linear and curvilinear features identified in the evaluation will be exposed along with new, similar features. Given the shallowness of the features to the modern surface this stripping will also damage any such features.

On this basis GMAAS recommends that a condition be attached to any planning consent requiring that a programme of archaeological fieldwork is undertaken. This will involve targeted open area excavation designed around the linear, curvi-linear and ditch features identified in trenches 1, 2 and 4. The areas exposed should be sufficiently large to allow the plan form of the features to become evidence and the fills of the features to be extensively sampled for dating evidence. The appointed archaeological contractor should also undertake a watching brief on topsoil stripping beyond the excavated areas and should identify any features being exposed, and be given sufficient time to clean, record and undertake sample excavations.

Greater Manchester Ecology Unit- No overall objections to the proposals on ecology grounds.

Following the submission of further bat roost surveys GMEU confirmed that the remaining trees on site have negligible bat roosting potential and that no further level of bat survey is required prior to deciding the application.

They make the following recommendations:

- A pre-construction survey of the site for the possible presence of Badgers should be carried out. Badgers are mobile in their habits and can colonise sites quickly. If Badgers are found to be present a method statement must be prepared giving details of measures to be taken to avoid possible harm to badgers.
- No vegetation clearance required to facilitate the scheme should be carried out during the optimum period for bird nesting (March to August inclusive) unless nesting birds have been shown to be absent by a suitably qualified person.
- The invasive plant Japanese knotweed has been recorded on the site. It is an offence to cause this plant to spread in the wild. I would recommend that suitable measures are implemented to eradicate this plant from the site.

MCC Environmental Health - Have reviewed the submitted Air Quality Assessment and agree with their findings. It is recommended that proposals for good practice principles for both the design and operational phases in particular the provision for Electric Vehicle charge points. The Carpark Management Plan submitted does state that charge points will be provided but confirmation is required regarding how many and their speed of charge.

In terms of noise impacts on the nearest noise sensitive receptors the submitted noise data and predicted noise levels from the use of the car park have been identified as having major adverse effect. A 3m high noise barrier (acoustic fence) was proposed as a mitigation measure. Details of the fence have been submitted and the provision of the fence should be adhered to via an appropriately worded condition.

In terms of ground contamination, the applicant has provided information within a site investigation report that has been assessed by Environmental Health. The site investigation comprised of:

- 12 window ample boreholes,
- 3 ground gas and ground water monitoring wells,
- 14 soil samples

As it is proposed to be an open air carpark, relatively low levels of made ground across the site to shallow depths, risk posed are considered low. It is noted that any potential source of ground gas generation (organic matter within topsoil and Made Ground) will be removed as part of the site's redevelopment. As such the risks posed to future site users by ground gas generation are very low and given the absence of ground gas identified, no further ground gas monitoring is considered necessary. The Site investigation and final risk assessment are adequate. Therefore, the following needs to be submitted to discharge an appropriately worded condition: the submission of a completion/validation report.

Conditions are recommended to deal with Construction Management, ensuring there is no glare or light overspill from the proposed lighting scheme, and the submission of a validation report relating to the ground conditions of the site following remediation.

GMP - Design for Security - Recommend a Crime Impact Statement be prepared to accompany the application.

MCC Neighbourhood Services (Arboricultural Team) - Have reviewed the associated documents and revised layout proposals to retain a number of mature trees on the

site, they believe this is a preferable scheme that retains some of the more mature Oak trees on the site, in conclusion, they have no objections to the proposals from an arboricultural perspective.

United Utilities - Recommend conditions are attached to any approval relating to surface water management.

Aerodrome Safeguarding Officer - Have no aerodrome safeguarding objections to the proposal subject to the following conditions:

The car park construction plan for the site must include a Bird Hazard Management Plan that is submitted to the Local Planning Authority in consultation with the aerodrome safeguarding authority for Manchester Airport. The car park will need a Bird Hazard Management Plan during its use.

- The detailed lighting scheme (including specific height of the lighting columns) for the car park will need to be submitted to the LPA in consultation with the aerodrome safeguarding authority for Manchester Airport.

- Details of the design and specific height of the security fencing will need to be submitted for approval to the Local Planning Authority in consultation with the aerodrome safeguarding authority for Manchester Airport.

## **Policy**

### Manchester Core Strategy

The Core Strategy Development Plan Document 2012 -2027 was adopted by the City Council on 11th July 2012 and is the key Development Plan Document in the Local Development Framework (LDF). It replaces significant elements of the existing Unitary Development Plan as the document that sets out the long-term strategic policies for Manchester's future development, the Core Strategy is to be used as the framework that planning applications will be assessed against.

There are a number of relevant policies within the adopted Core Strategy relevant to the consideration of the current application in summary these are set out below.

Policy SP1 relates to the overarching spatial principles which will guide the strategic development of Manchester to 2027 these include:

- Beyond the Regional Centre and the Airport, the emphasis is on the creation of neighbourhoods of choice, providing high quality and diverse housing around district centres which meet local needs, all in a distinct environment.

- The City is covered by regeneration areas including the City Centre. All development should have regard to the character, issues and strategy for each regeneration area as described in the North, East, Central and South Manchester and Wythenshawe Strategic Regeneration Frameworks and the Manchester City Centre Strategic Plan.

- Development in all parts of the City should:-

Make a positive contribution to neighbourhoods of choice including:-

- creating well designed places that enhance or create character.

- making a positive contribution to the health, safety and wellbeing of residents considering the needs of all members of the community regardless of age, gender, disability, sexuality, religion, culture, ethnicity or income.

- protect and enhance the built and natural environment.
- minimise emissions, ensure efficient use of natural resources and reuse previously developed land wherever possible.
- improve access to jobs, services, education and open space by being located to reduce the need to travel and provide good access to sustainable transport provision.

Policy EC1 relates to employment and economic growth in Manchester. This policy advises that a minimum of 200ha of employment land will be developed between 2010 and 2027 and recognises that Manchester Airport and surrounding land will be a key location for major employment growth.

Policy EC10 - Wythenshawe identifies Manchester Airport as a focus for economic development in Wythenshawe. The policy states that the Manchester Airport Strategic Site and Airport City Strategic Employment Location are "suitable for aviation related development and a mix of economic development uses including offices, high technology industries, logistics, warehousing and airport hotels".

Policy EC11 defines the 'Airport City Strategic Employment Location' as an area to the north of Manchester Airport presenting a significant opportunity for employment development in Manchester. This is substantially the northern element of the Airport City opportunity, which should: promote functional and spatial links with nearby parts of Wythenshawe; and maximise the catalytic potential of the airport to attract investment and increase economic activity. Development should also:

- maximise the employment and training opportunities and other regeneration benefits for local communities; and,
- take full advantage of the existing transport hub at Manchester Airport and proposed extension of Metrolink and the South East Manchester Multi Modal Scheme (SEMMMS) road scheme, through layout and traffic management measures, such as the quantity of parking.

The application proposal seeks to assist in the delivery of employment land in line with the requirements of Policy EC1 and EC11 by improving access to jobs, providing employment opportunities for local people, and connecting to international markets.

Policy T1 relates to Sustainable Transport. This policy advises the Council will support proposals that deliver a sustainable, high quality, integrated transport system to encourage modal shift away from car travel to public transport, cycling and walking, to support the needs of residents and businesses and to prepare for carbon free modes of transport.

Policy T2 seeks to actively manage the pattern of development to ensure that new development is located to ensure good access to the City's main economic drivers (including the Airport) and to ensure good national and international connections. In addition, this policy seeks to ensure that new economic development is easily accessible by walking, cycling and public transport and that residents in the south of Manchester benefit from improved connectivity with the Airport.

Policy EN1 deals with required design principles and strategic character areas. Specific character areas relevant to this scheme are the 'Wider Wythenshawe' and 'Airport & urban fringe' Character Areas which indicate that the principal features to



be retained in any new development is the sense of the existing low rise suburban character set within soft landscape; and development in this area needs to accommodate the future operational needs of the Airport, whilst retaining the area's open character as far as is possible.

Policy EN3 indicates that 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.

Policy EN14 relates to flood risk and states that development should be directed away from sites at the greatest risk of flooding, and towards sites with little or no risk of flooding. The site is in an area of low risk of flooding a surface water drainage proposal has been submitted alongside the application which has been assessed by the Council's Flood Risk Management Team.

Policy EN15 relates to biodiversity and advises that developers will be expected to identify and implement reasonable opportunities to enhance, restore or create new biodiversity. There will be a loss of some trees and a grassed area as a result of the development proposals, the applicant proposes a replacement landscape area and tree replacement scheme as part of the proposals.

Policy EN16 'Air Quality' sets out an expectation of developers to take measures to minimise and mitigate the local impact of emissions from the development, including its use and traffic generation. The Council will consider the impacts on air quality of development, including the cumulative impacts, particularly in Air Quality Management Areas. An Air Quality Assessment has been submitted alongside the application which assesses both the construction and operational phase impacts on air quality. Mitigation measures are recommended for the construction phase but the operational development is not anticipated to give rise to significant effects on air quality.

Policy EN17 'Water Quality' requires that development avoids any adverse impact on water quality and where possible seeks to enhance water quality. Surface water run-off should also be minimised from development and associated roads and where appropriate maximise the use of sustainable drainage systems to minimise groundwater contamination and avoid pollutants reaching watercourses.

Policy EN18 'Contaminated Land and Ground Stability' details that any proposal for development of contaminated land must be accompanied by a health risk assessment. The application is accompanied by site investigation reports that have been assessed, no significant constraints are identified in relation to the site.

Policy EN19 relates to waste. This policy states that the Council will require all developers, to demonstrate the proposals consistency with the principles of the waste hierarchy (prevention, reduction, re-use, recycling/composting, energy recovery, final disposal).

Policy DM1 advises that all development should have regard to the following specific issues:

- Appropriate siting, layout, scale, form, massing, materials and detail;
- Impact on the surrounding areas in terms of the design, scale and appearance of the proposed development;
- Effects on amenity, including privacy, light, noise, vibration, air quality, odours, litter, vermin, birds, road safety and traffic generation;
- Accessibility;
- Community safety and crime prevention;
- Design for health;
- Adequacy of internal accommodation and external amenity space;
- Refuse storage and collection;
- Vehicular access and car parking;
- Effects relating to biodiversity, landscape, archaeological or built heritage;
- Green Infrastructure including open space, both public and private;
- The use of alternatives to peat-based products in landscaping / gardens within development schemes;
- Flood risk and drainage;
- Existing or proposed hazardous installations; and
- Sustainable construction techniques including the application of the Building Research Establishment Environmental Assessment Method (BREEAM) standards.

Policy DM2 - Aerodrome Safeguarding states that any development that would affect the operational integrity or safety of Manchester Airport or Manchester Radar will not be permitted. Whilst the scheme is in close proximity to the airport, it is understood that there would be no effect upon the operational integrity or safety of the airport or radar and the response of the Aerodrome Safeguarding Officer recommends a number of conditions be attached to any approval.

### Saved UDP Policies

EW8 Economic Development - allocates the land immediately to the north of the Airport as one of the major strategic sites in the City for high technology industry. The application proposals form part of the wider Airport City strategic development and would support its role in encouraging economic development.

E3.3 Environmental Improvement and Protection - the proposals are for high quality new development which will improve the appearance of the application site and surrounding area close to the M56 motorway spur.

DC26 relates to development and noise the Council intends to use the development control process to reduce the impact of noise on people living and working in, or visiting, the City. In giving effect to this intention, the Council will consider both:

- a. the effect of 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.

### National Planning Policy Framework

The Department for Communities and Local Government published the first NPPF in March 2012 and subsequently revised it in February 2019. The NPPF sets out the Government's planning policies for England and how these are to be applied; forming an important material consideration for all planning applications. It requires planning policies to meet objectively assessed needs, with sufficient flexibility to adapt to rapid change.

The NPPF operates a 'presumption' in favour of sustainable development and supports proposals that are in accordance with policies in an up to date Development Plan (paragraph 11). Sustainable development is about positive growth making which supports economic, environmental and social progress for existing and future generations.

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

Section 6 (paragraphs 80 to 84) is titled 'Building a strong, competitive economy'. It emphasises the Government's commitment to support economic growth, including that the planning system should help create conditions in which businesses can thrive. Local Planning Authorities should support existing business sectors, and foster innovation in these sectors to address the challenges of the future including being flexible enough to accommodate new and flexible working practices. In addition, Local Planning Authorities should make provision for clusters of creative and digital industries, and for storage and distribution operations in suitably accessible locations

Chapter 9 (paragraphs 102 to 111) of the NPPF deals with the promotion of sustainable transport. Paragraph 102 highlights that transport issues should be considered as part of development proposals. In particular proposals should consider the impact on the transport network, promote sustainable modes of transport, mitigate environmental impacts where possible and ensure that the patterns of movement, streets and parking and other transport considerations are integral to the design. Paragraph 103 goes on to state that "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".

Section 14 (paragraphs 148 to 169) of the NPPF is titled 'Meeting the challenge of climate change, flooding and coastal change'. It emphasises the role of the planning system in support the transition to a low carbon future. It should help shape places to reduce greenhouse gas emissions, minimise vulnerability and improve resilience. In addition, the Chapter sets out that development in areas of at risk of flooding should be avoided.

Chapter 15 (paragraphs 170 to 183) of the NPPF is titled 'Conserving and enhancing the natural environment'. The Chapters advises that biodiversity should be protected and enhanced, remediate contaminated land where appropriate, and new development should not lead to unacceptable levels of soil, air, water, or noise pollution.

## **Other material considerations**

### Manchester Airport City Enterprise Zone Framework Plan

The Manchester Airport City Enterprise Zone Framework Plan (EZFP) provides a clear vision for development across the EZ. It builds on the EZ policy context and provides a basis on which practical implementation of development in the EZ can be planned, including specific development proposals and more detailed plans for individual sites (including Airport City).

The EZFP was published in 2012 and is a material consideration in decisions the Council makes as the local planning authority. The application site forms part of the 'Airport City' EZ designation to the north of the Airport.

Development of the application site would contribute to delivering the ambitions of the EZ; by supporting an existing businesses to thrive and stimulate growth, benefiting from the high level of connectivity provided by close proximity to an international airport, attracting global businesses, creating new employment opportunities and stimulating economic growth.

### 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 Development

The application site is subject of an outline planning approval for a surface car park for up to 832 car parking spaces. The application proposals subject of this report fall within the parameters of the scope and type of development previously granted outline planning approval under application reference 121270/OO/2018. The principle for the land to be used as a surface car park has therefore been established and is a significant material consideration in determining the current application proposals which seek the use of the land for a temporary 5 year period for a car park in advance of the wider development of adjacent sites for further economic development.

Although the proposal is being brought forward in advance of the commencement of the new Head Quarters development, it is connected with the applicants existing operation and occupation at the Airport. Over a relatively short period the applicant has already seen an increase in jobs growth from 538 in October 2018 to 1,230. With the displacement of car parking at the airport the proposal provides replacement spaces which would support their growth and establishment of their Head Quarters at Airport City through an earlier than planned car parking provision.

The proposal is therefore for the car park to be brought forward as phase one of the outline consent and until the approved Head Quarters become operational would support those employed by the applicant on the Airport estate.

Whilst the current proposals are for a 5 year temporary period it is anticipated that the site would form surface car parking to support the later phases (2 and 3) of the applicants approved Head Quarters development when these are operational.

### Need for the car park

In response to queries raised by ward members with regards to the anticipated phasing of development in this part of Airport City North and other matters, the applicant has provided information relating to the need for the car parking in advance of the construction and completion of phase 1 of the Outline planning approval for their Head Quarters development.

The applicant has already become a significant occupier with 1,230 employees operating from two office buildings within the airport estate, it is estimated that as part of ongoing acquisition of floorspace employee numbers are anticipated to rise to 1,500 in the first quarter of 2020. These current employee numbers represent a significant increase since October 2018 when numbers were at 538 employees. The applicant has indicated that the occupancy rates of the existing offices are higher than previous occupiers which were historically by airlines and their crew which has led to an overall increase in employees based within these two office buildings.

Currently car parking for employees has been located on existing surface car parks closer to the office buildings to the south of the M56 motorway spur road. These spaces are to be lost as a result of other development commencing to deliver the Airport City North pedestrian bridge connecting it to the main airport campus to the south together with other consented developments at the airport. It is indicated that

together these construction activities have resulted in a reduction in available car parking spaces by approximately 500 spaces. The applicant indicates that there are no other car parking spaces available within the Airports operational estate and the application proposals represent the only possible means of meeting their immediate operational requirements.

The applicant has stated that:

- Employee growth by the applicant is occurring at a rapid rate (121% year on year 2018-19).
- Prior to the completion of the Head Quarters in 2023, employee growth is forecast to continue at this rate with employees increasing from 1,220 to 5000.

With specific reference to car parking:

- The applicant currently occupies 705 spaces serving their existing employee base. If that provision was to be increased at the equivalent growth rate to employee numbers, then a need for 2,900 car parking spaces would be generated over that period.
- The applicant is proposing a temporary car parking facility of 729 spaces to serve their immediate car parking needs in advance of the Head Quarters development and permanent car parking proposals coming forward.
- This will deliver a significant relative percentage reduction in car parking provision for the applicant's staff over the next 3 years. To mitigate this loss and also proactively change travel behaviours, a range of Travel Planning measures have been identified to incentivise and encourage the use of alternative, sustainable modes of transport. Many of these are already up and running and have been incorporated into the submitted Travel Plan.
- This would be further supported by the applicant's commitment to maximising local employment which will also encourage proximity to the airport minimising need to travel.

The applicant has also confirmed that they have committed to the first phase of the Head Quarters development with the exchange of development agreement contracts immediately prior to Christmas 2019. The applicant has also secured the agreement of a funding facility with a lender to enable the full development of this phase to proceed. Commencement of works on site is expected to progress through initial enabling works package during the period March-July 2020.

### Air Quality

The submitted Air Quality Assessment takes into account future traffic generated from the wider development of the Head Quarters site to the south together with the application site proposals, the assessment is considered to provide the worst case scenario. The methodology and conclusions of the assessment have been fully assessed and are considered to be robust.

The Air Quality Assessment considered nearby sensitive receptors which included residential properties along Selstead Road, Hilary Road, Carsdale Road, Gorston Walk and the Little Flyers Day Nursery. The results of the assessment conclude that air quality objective targets would be met and the proposed surface level car parking would not impact on local air quality with any significant effect.

In addition, whilst the assessment does not identify impacts on local air quality the application proposals do include for the planting of 433 new trees and 1,506 shrubs within the site including a landscaped buffer between the car park and adjacent residential properties. These landscaping proposals would assist in mitigating any localised impacts from the use of the car park.

Within the application proposals there is to be the provision for 2 electric vehicle charging points with the ability for provision of up to 10% of the car parking spaces to be provided. The applicant has indicated that in the short term the numbers of electric vehicle charging points are currently limited by the power supply available at Airport City but power capacity has been secured for the development of the Head Quarters and later phases.

The applicant has also provided a Travel Plan to accompany the application proposals, this outlines the position of the applicant's growth in terms of employee numbers at the Airport and current access to car parking spaces (705). The Travel Plan sets out the applicant's commitment to promoting sustainable travel alongside their continuing requirement for car parking facilities. Amongst the initiatives promoted within the Travel Plan are:

- The promotion of car sharing and management of the car park to prioritise higher occupied car;
- A "guaranteed lift home" if staff have been let down by car share partners or their usual way of travelling to work;
- travel packs for staff including information on public transport services to the place of work;
- Measures to include cycling and walking to work such as cycle to work scheme;
- Support and promote interest-free and tax-free loans for public transport season tickets;
- Workplace measures to reduce the need to travel.

### Car Park Management

The applicant has provided a Car Park Management Strategy alongside the application proposals. Security cabins are proposed for the site which would be manned by security 24/7. The car park would include CCTV monitoring, automatic barriers, Automatic Number Plate Recognition (ANPR), video intercom and emergency call point systems. Entry to the car park would be managed via an external ANPR camera which opens the entry barrier. Employees would be required to sign a car parking policy and receive a permit. Their vehicle registration number would then be registered with the car park management system to allow access to the car park.

The Management Plan sets out that the general working hours for the applicant are 8am to 6pm Monday to Friday. However, the applicant indicates that there are occasions where relatively limited numbers of staff (less than 50 persons out of the c.1,200 employees) would operate outside of these hours at peak periods in order to cover international trading. It is estimated there are approximately 3 weekends in a year where this might occur, i.e. working Friday evening to Saturday morning. In addition, it is anticipated there is one weekend a year which incorporates 'Black

Friday' and 'Cyber Monday' where all staff would be required over the whole weekend.

The applicant has also indicated that the car park would be designed and operated to meet secure by design requirements and an appropriately worded condition is proposed to be appended to any approval of the proposals.

### Lighting

The proposals incorporate an external lighting scheme to illuminate the car park. The scheme has been designed in accordance with the relevant industry guidelines. As part of this, the lighting levels have been designed to be 10Lux for the car park and 50 Lux for the pedestrian walkways, vehicle barriers and at the junction to Enterprise Way. The maximum light spill at where the site boundary fronts a residential area is indicated as being 2Lux which has been achieved through a 4m lighting column, which are approximately 13 metres from the closest residential properties on Roxholme Walk and Thaxted Walk. The applicants information indicates that a 0 Lux is pitch black whilst 1 to 6 Lux is the typical light levels for a residential estate, and a city centre car park typically has levels of between 20 and 40 Lux. Whilst the lighting levels are considered to be acceptable and not give rise to unacceptable impacts on residential amenity it is proposed that a condition be added to any approval to ensure that light spillage and glare does not arise and for the final scheme to be submitted for approval to ensure compliance with the requirements of the Aerodrome Safeguarding Officer at Manchester Airport.

### Noise

The application proposals incorporate a 3 metre high acoustic fence to be installed to the boundary of the site closest to residential properties. This requirement reflects the position set out within the outline approval and accompanying noise assessment. As the car parking layout closest to residential properties reflects that set out within that assessment and the current proposals are for fewer car parking spaces the conclusions of that assessment are considered to still be relevant and robust. That information together with the current application proposals have been assessed by the Council's Environmental Health team who raise no objections to the scope or conclusions of the assessment.

The results of the Noise assessment for the outline application indicate that there is anticipated to be a noise impact during site clearance and earthworks close to the northern boundary of the proposed surface car park, where residential properties are located on Thaxted Walk, Felskirk Road and Linscombe Road. This impact will be temporary and short-term and it is anticipated within the noise assessment that appropriate mitigation measures such as working hours would be controlled through an appropriate worded condition relating to the submission and approval of a Construction Management Plan.

Assessments of noise impacts resulting from operational traffic on the surrounding network were also carried out. The noise effects from operational traffic on the surrounding highways network is considered to have a minor impact on the nearest residential properties. The operation of the proposed surface car parking, without any



mitigation, is assessed as giving rise to potential impacts on the nearest residential properties as a result of activity associated with the car park. The noise assessment indicates that the installation of a 3m high noise barrier would reduce impacts on the residential properties to minor during daytime hours. The applicant has indicated that there may be a limited need to use the car park over weekends and later in the evening for approximately 4 weekends. The indication is that this would be for circa 50 employees

The submitted noise assessment is based upon the use of the car park during daytime hours and given that the applicant has indicated that there may be occasions (up to 4 weekends a year) where the car park would be in use outside of daytime hours it is therefore considered necessary to impose a condition on any approval for the submission and approval of such events in advance and to restrict the opening hours of the car park to 7am to 9pm daily.



### **Example of acoustic fence to be installed**

#### Ecology

The application has been supported by a number of ecology surveys including for protected species. The submitted ecological appraisal indicates that there are no other notable or particularly diverse habitats present within the site that represent a constraint to development.

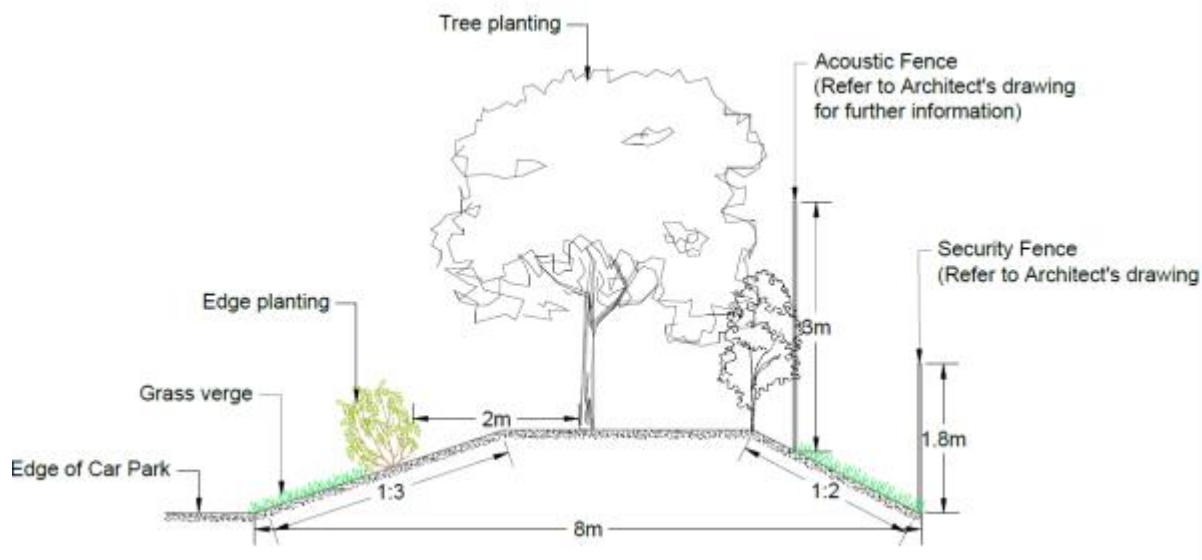
These reports have been assessed by the Council's specialist ecological advisors who indicate that they are satisfied that the bat roost survey has found that the remaining trees on the site have negligible bat roosting potential and that no further level of bat survey is required prior to deciding the application. It is recommended that conditions are attached to any approval relating to pre-commencement checks for the possible presence of badgers if this work occurs after six months from the submitted surveys; and that no vegetation clearance takes place during the optimum period for bird nesting (March to August inclusive) unless nesting birds have been shown to be absent by a suitably qualified person.

#### Landscaping and Trees

Following concerns raised with the applicant, they have amended the layout of the proposed car park to retain a greater number of existing higher quality mature trees on the site. This, as reported earlier, has resulted in a reduction in the number of car parking spaces proposed from 832 to 729. The submitted Arboricultural Impact Assessment concludes that none of the trees surveyed are subject to a Tree Preservation Order nor are they located within a Conservation Area. No ancient woodlands, ancient trees or veteran trees were identified on / within influence of the site. The site's tree cover comprises trees of low and moderate arboricultural value. The submitted information and revised layout has been assessed and no objections in terms of the revised proposals have been raised on arboricultural grounds. As a result of the development the following trees would need to be removed:

- Two category B trees of moderate value,
- One group of trees and one partial removal of another group of category B trees,
- 3 category C trees (of low value), and
- One group of trees category C.

The revised layout allows the retention of the southern boundary of mature oak trees and also includes for the provision of substantial tree planting along the northern and north eastern boundary of 433 new trees together with additional shrub planting (1506 shrubs) and other ground cover planting within the car park. This landscaping scheme reflects that anticipated within the outline approval for the car park in particular the planting of the landscape buffer that ranges between 8 and 17 metres in depth.



**Typical cross section through the landscape buffer showing extent of landscaping and position of acoustic fence.**

A number of conditions would need to be appended to any approval to ensure the protection of trees to be retained as part of the development and for the submission of a full Arboricultural Method Statement that's sets out a practical and robust strategy for the protection of retained trees for the site preparation and construction of the proposed development.

### Residential Amenity

Consideration of impacts of noise are set out above, with the adoption of the mitigation measures in terms of noise during construction works relating to hours of working and the installation of a 3 metre high acoustic fence it is not considered that the impacts of the car park in terms of noise would be significant appropriately worded conditions are proposed to deal with these matters.

It is acknowledged that as a result of the mitigation measures there would be the inclusion of a high timber acoustic fence that would be adjacent to residential properties in particular the gable ends to the most southerly properties on Roxholme Walk and Thaxted Walk where the acoustic fence would be approximately 4 metres from the closest two properties. These properties do have ground and first floor windows on the gable ends and all have an existing timber garden fence forming the boundary with the application site. Given the acoustic fence would be installed to the south of these properties and external garden areas there could be some limited loss of daylight to the rooms served by these windows and external garden areas. In addition to these properties the fence would also be sited approximately 7.5 metres from four properties on Dentdale Walk, these properties all present their front elevation towards the application site and the proposed boundary and acoustic fences.



**The four properties on Dentdale Walk to the right, the application site is to the left**

It is acknowledged that the acoustic fence would be sited in close proximity to a number of residential properties. However, given the overall height of the fence together with its indicated positioning on a mound within the landscape buffer it is not considered that the acoustic fence would give rise to so significant impacts to warrant refusal of the proposals.

#### Visual Amenity

The submitted drawings indicate a standoff gap of 1.5 metres from the 1.8 metre high site boundary weld mesh fence and the proposed 3 metre acoustic fence, the area between is shown as a grassed landscaped strip. Whilst it is accepted that a timber acoustic fence would over time weather and age to have an appearance of a standard garden fence it is considered that the inclusion of shrub planting in this area would assist to soften the visual appearance of these fences in close proximity to residential properties. It is considered that whilst the general principles of the submitted landscaping scheme are acceptable as set out above, further details of shrub planting to the front of the acoustic fence closest to residential properties is required to improve the visual appearance of these elements of the proposals.

### Accessible Parking

The proposals are for car parking remote of the applicant's current office space within the Airport estate the application proposals include for 9 accessible car parking spaces. To assist all users of the carpark a mini bus service is available to transfer staff to the existing offices. The accessible car parking spaces are located close to the bus stop and shelter facilities to minimise the transfer distance between car and onward travel to the existing office space. The applicant has also indicated that in discussion with Manchester Airport there is access for employees of the applicant to a further 10 accessible spaces in closer physical proximity to those offices. The number of spaces provided within the car park together with the additional facilities closer to the existing offices is considered acceptable for this temporary facility prior to the construction of the applicant Head Quarters. The parking layout can be varied to suit an amended layout and provision of future accessible parking provision for the future phase 2 and 3 development.

### Transport and Highways

The application has been supported by a Transport Technical Note together with an updated Travel Plan which have been fully assessed by Highway Services who raise no objection to the proposals in terms of highway and pedestrian safety or the proposals impacts on the highway network. Given the proximity to the strategic national road network Highways England were also notified of the proposals and who raised no objections.

Automated barrier control will be provided on entry and exit in order to restrict access to authorised vehicles only. A stacking lane approximately 80m in length will be provided on access in order to ensure that queuing would not impact the operation of Enterprise Way. A 2m wide footway would be provided alongside the vehicular access to accommodate pedestrian movements to Enterprise Way. Pedestrian refuge islands with associated dropped kerbs and tactile paving are provided across the site access junction to accommodate pedestrian movements along Enterprise Way.

The proposals incorporate a bus turn around facility off the adopted road and this service, as noted above, would transfer employees from the car park to the existing office locations of the applicant within the airport estate. The proposed bus stop, with associated bus shelter, would be provided adjacent to the disabled parking bays (9 spaces).

The proposals would require the formation of a new vehicular access to Enterprise Way, technical drawings have been provided alongside the application proposals and these would be subject to a formal approval process under a section 278 agreement with the Council as Highways Authority. Highway Services raise no objections to the proposed new junction or its alignment.

### Drainage

The applicant has provided a drainage strategy which has been reviewed by the Flood Risk Management Team. The car park incorporates areas of impermeable and permeable surfacing, due to the existing ground conditions of the site infiltration methods of drainage are not considered suitable. It is proposed therefore to install a drainage system based upon a sustainable drainage approach. It is intended that surface water runoff from proposed impermeable areas across the car park would be directed towards permeable car park bays which are to be constructed from a gravel retention system. This system would provide attenuation storage for the development with surface water then released to the main drainage system within Enterprise Way at a restricted rate. In order to deal with the final details of the sustainable drainage system a suitably worded condition is proposed to be attached to any approval.

### Archaeology

As part of the supporting documentation for the application a copy of an archaeological evaluation report produced by Wessex Archaeology dated August 2019 has been submitted. The evaluation work was undertaken in response to a condition attached to an earlier application (121270/OO/2018) as previous work in the general area has identified a significant Bronze Age (c.1600 – 1200 BC) settlement along with traces of late prehistoric cut features that probably relate to field systems. One observed characteristic is that the fills of any such cut features tend to be a washed-out grey colour, rather than the darker, more organic fills of later historic cut features. The evaluation found a series of small pits/ postholes, larger irregular shaped pits, curvilinear features and gullies, and a large ditch. Despite the careful investigation of the fills, generally a washed-out grey colour of these cut features and any stones contained therein no worked artefacts, charred grain or charcoal was found that could provide an indication of their age.

The submitted information has been assessed and through the response to the application, the Greater Manchester Archaeological Advisory Service (GMAAS) have noted the evaluation has demonstrated the presence of features that have the potential to be the products of early, possibly prehistoric activity. Consequently, any such features would be of some archaeological significance. Given that the proposals would involve the removal of topsoil to establish the appropriate sub-base for the car park it is certain more evidence of the linear and curvilinear features identified in the evaluation will be exposed along with new, similar features. Given the shallowness of the features to the modern surface this stripping will also damage any such features. As such it has been recommended that a condition be attached to any planning consent requiring that a programme of archaeological fieldwork is undertaken an appropriately worded condition is proposed to deal with this matter.

### Conclusion

The applicant is an existing occupier at the airport and is committed to expanding its operation across the wider area, this includes a significant number of jobs (circa 10,000) across Airport City North and South (World Logistics Hub).

As part of the Airport City North development the principle for the use of the application site for car parking has been established through the earlier outline planning approval (reference 121270/00/2018) approved by Committee on 17<sup>th</sup> December 2018. This element of car parking for the applicant is being brought forward in advance of earlier phases of development approved through the same planning permission to support the applicants existing occupation in the wider area. The applicant has indicated that given their continued rapid expansion of employees within existing office space at the airport together with the loss of other car parking at the airport there is now a requirement for them to bring forward this car parking for a temporary period prior to the completion of their Head Quarters development and its own associated car parking provision. The applicant has provided an updated Travel Plan that establishes the principles for reducing reliance on the private car and initiatives to assist employees in making informed choices in using public transport, walking and cycling.

It is considered that the proposal is acceptable and are within the parameters established through the outline planning approval, together with the inclusion of noise mitigation in the form of a 3 metre high timber acoustic fence it is not considered that the car park would give rise to unacceptable noise impacts on nearby residential properties. Further improvements in the positioning of landscaping would assist in assimilating the acoustic fence into the area and in particular those residential properties in close proximity to it and it is proposed that this would be secured by way of an appropriately worded condition.

In responding to the queries and concerns raised by ward Councillors the applicant has indicated both a commitment to commencing the development of the Head Quarters development at Airport City North and to ensuring employment opportunities are available for the local community.

**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      TEMPORARY APPROVAL FOR FIVE YEARS**

### **Article 35 Declaration**

The application has been determined in a positive and proactive manner. In this instance concerns arising from the proposals were discussed with the applicant who amended the application proposals.

### **Conditions**

- 1) The permission hereby granted is for a limited period expiring on 16th January 2025, at which time the use comprising the development shall be discontinued.

Reason - To enable the local planning authority to review the situation in the interest of residential amenity pursuant to policies SP1 and DM1 of the Core Strategy for the City of Manchester, Saved Unitary Development Plan policy DC26 and the National Planning Policy Framework.

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

S278/004 REV T2 – Road Markings and signs; S278/002 REV T2 Finished contours and spot levels; S278/003 REV T2 Pavement Types and Kerbing; S278/006 REV T1 Construction details all prepared by RoC consulting

Archaeological Evaluation August 2019 prepared by Wessex Archaeology; Assessment of HIVE Planning Application, Ringway Road – West, Manchester Airport Final Report, 13<sup>th</sup> August 2018 prepared by Birdstrike Management Ltd

As received by the City Council as local planning authority on the 11<sup>th</sup> September 2019

Plot X Airport City Car Park 12465\_R02 Preliminary Roost Assessment of Trees for Bats, Survey for Badgers and Non-Native Invasive Plant Species prepared by Taylor Grange As received by the City Council as local planning authority on the 23<sup>rd</sup> September 2019

CP/001REV T3 Car Park and Access Layout; CP/011 REV T3 Surfacing GA; CP/012 REV T4 Car Park Kerbing GA; CP/013 REV T3 Car Park Road Marking GA; CP/014 REV T2 Car Park Standard Details; CP/031 REV T2 Car Park Security Cabins and Minis Bus Shelter; CP/041 REV T2 Car Park Fencing Layout; P6684-CP-ME-601 REV P7 M & E Layout; P6684-CP-ME-602 REV P1 External Lighting Levels; 12465/P01 REV E and 12465/P02 REV E soft landscape proposals; CP/021 REV T2 Car Park Acoustic Fencing;

Arboricultural Impact Assessment ref 12465\_R01b\_JJ\_AS prepared by Taylor Grange  
The Hut Group Plot X Travel Plan Update prepared by Curtins

All date stamped as received by the City Council as local planning authority on the 29<sup>th</sup> November 2019

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

- 3) No development or development-related ground works, including a top-soil strip, shall take place until the applicant or their agents or their successors in title have secured the implementation of a programme of archaeological work. The programme is to be undertaken in accordance with a Written Scheme of Investigation (WSI) submitted to and approved in writing by the local planning authority. The WSI shall cover the following:
- i. A phased programme of archaeological fieldwork to include,
    - open area excavations targeting features identified in evaluation trenches 1, 2 and 4.
    - an archaeological watching brief on topsoil stripping beyond the excavated areas.
  - ii. A programme for post investigation assessment to include,
    - analysis of the site investigation records and finds
    - production of a final report
  - iii. Provision for publication and dissemination of the analysis and report on the site investigation.
  - iv. Provision for archive deposition of the report, finds and records of the site investigation.
  - v. Nomination of a competent person or persons/organisation to undertake the programme set-out within the approved WSI.

Reason: In accordance with NPPF paragraph 199, to record and advance the understanding of the significance of any archaeological remains (wholly or in part) in a manner proportionate to their importance and the impact, and to make this evidence (and any archive generated) publicly accessible.

- 4) Development shall not begin until a surface water drainage scheme for the site, based on sustainable drainage principles has been submitted to and approved in writing by the local planning authority. The scheme shall include an assessment of overland flow routes for extreme events and any mitigation measures to manage runoff to adjacent properties off site. The development shall be constructed and completed in accordance with the approved details.



Reason: To prevent the increased risk of flooding, to improve and protect water quality and ensure future maintenance of the surface water drainage system pursuant to policy EN17 of the Core Strategy.

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

Reason - In the interests of residential amenity, highway safety and safe operation of aircraft at Manchester Airport pursuant to policy DM1 of the Core Strategy.

- 6) Prior to the commencement of works an Arboricultural Method Statement shall be submitted to and approved in writing by the City Council as local planning authority. The method statement shall demonstrate how above and below ground structure are to be protected during the construction phases of development in accordance with British Standard 5837. The development shall be subsequently carried out in accordance with the agreed details.

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

- 7) No removal of, or works to, any trees or shrubs shall take place during the main bird breeding season 1st March and 31st July inclusive, unless a competent ecologist has undertaken a careful, detailed check of vegetation for active birds' nests immediately before the vegetation is cleared and provided written confirmation that no birds will be harmed and/or that there are

appropriate measures in place to protect nesting bird interest on site. Any such written confirmation should be submitted to the local planning authority.

Reasons - All nesting birds, their eggs and young are specially protected under the terms of the Wildlife and Countryside Act 1981 (as amended).

- 8) When the development commences, the development shall be carried out in accordance with the previously agreed site investigation report and final risk assessment and a Completion/Verification Report shall be submitted to and approved in writing by the City.

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 EN18 of the Core Strategy

- 9) If construction works do not commence prior to the 29<sup>th</sup> February 2020 a pre-construction survey of the site for the possible presence of Badgers shall be carried out by a suitably qualified person and the results submitted to the City Council in writing for approval. If Badgers are found to be present on site a method statement shall be submitted to and approved in writing by the City Council providing details of measures to be taken to avoid possible harm to Badgers. The development shall be subsequently carried out in accordance with the agreed details.

Reason – In the interest of the protection of wildlife pursuant to the Wildlife and Countryside Act 1981 (as amended).

- 10) Prior to the first use of the development hereby approved a Bird Hazard Management Plan for the car park shall be submitted to and approved in writing by the City Council as local planning authority. The development shall be subsequently operated in accordance with the approved details.

Reason – In the interests of the operational integrity or safety of Manchester Airport pursuant to policy DM2 of the Core Strategy.

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

(a) No retained tree shall be cut down, uprooted or destroyed, nor shall any retained tree be topped or lopped other than in accordance with the approved plans and particulars, without the written approval of the local planning authority. Any topping or lopping approved shall be carried out in accordance with British Standard 5387 (Trees in relation to construction)

(b) If any retained tree is removed, uprooted or destroyed or dies, another tree shall be planted at the same place and that tree shall be of such size and species, and shall be planted at such time, as may be specified in writing by the local planning authority.

(c) The erection of fencing for the protection of any retained tree shall be undertaken in accordance with the approved plans and particulars before any equipment, machinery or materials are brought on to the site for the purposes of the development, and shall be maintained until all equipment, machinery and surplus materials have been removed from the site. Nothing shall be stored or placed in any area fenced in accordance with this condition and the ground levels within those areas shall not be altered, nor shall any excavation be made, without the written consent of the local planning authority.

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

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

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

13) Notwithstanding the approved plans, prior to the installation of any lighting on site full details of the proposed lighting scheme for the site including the heights and positions of all lighting columns shall be submitted to and approved in writing by the City Council as local planning authority. The submitted details shall include details that confirm that lighting is capped at the horizon to prevent upwards light spill. The development shall be carried out in accordance with the agreed details.

Reason – In the interests of visual and residential amenity and to ensure the operational integrity or safety of Manchester Airport pursuant to policies DM1 and DM2 of the Core Strategy.

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

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

15) Prior to the first use of the development hereby approved details of the measures to be incorporated into the development to demonstrate compliance with secured by design principles shall be submitted to and approved in writing

by the City Council as local planning authority. The development shall only be carried out in accordance with these approved details.

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.

- 16) Prior to the first operation of the development hereby approved the acoustic fence as indicated on drawing CP/021 REV T2 Car Park Acoustic Fencing shall be installed in accordance with the approved details and be retained thereafter whilst the use is in operation.

Reason – In the interests of reducing noise impacts generated by the development in the interests of residential amenity pursuant to policy DM1 of the Core Strategy and saved Unitary Development Plan policy DC26.

- 17) The hereby approved development shall not be operational outside of the following hours:  
Monday to Friday 0700hrs – 2100hrs

Reason – In the interests of residential amenity pursuant to policy DM1 of the Core Strategy and saved Unitary Development Plan policy DC26.

- 18) Prior to the first use of the development, a management plan for the car park hereby approved shall be submitted to and approved in writing by the City Council as local planning authority. The management plan shall include the details of those occasions where the car park is required to be used at the weekend or outside of the hours set out within condition 17 of this approval. The car park shall be managed in accordance with the agreed details whilst it is in operation.

Reason - In the interests of pedestrian and highway safety and residential amenity pursuant to policy DM1 of the Core Strategy and saved UDP policy DC26.1.

### **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: 124820/FO/2019 held by planning or are City Council planning policies, the Unitary Development Plan for the City of Manchester, national planning guidance documents, or relevant decisions on other applications or appeals, copies of which are held by the Planning Division.

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

**Highway Services  
Environmental Health  
Neighbourhood Team Leader (Arboriculture)  
Corporate Property**

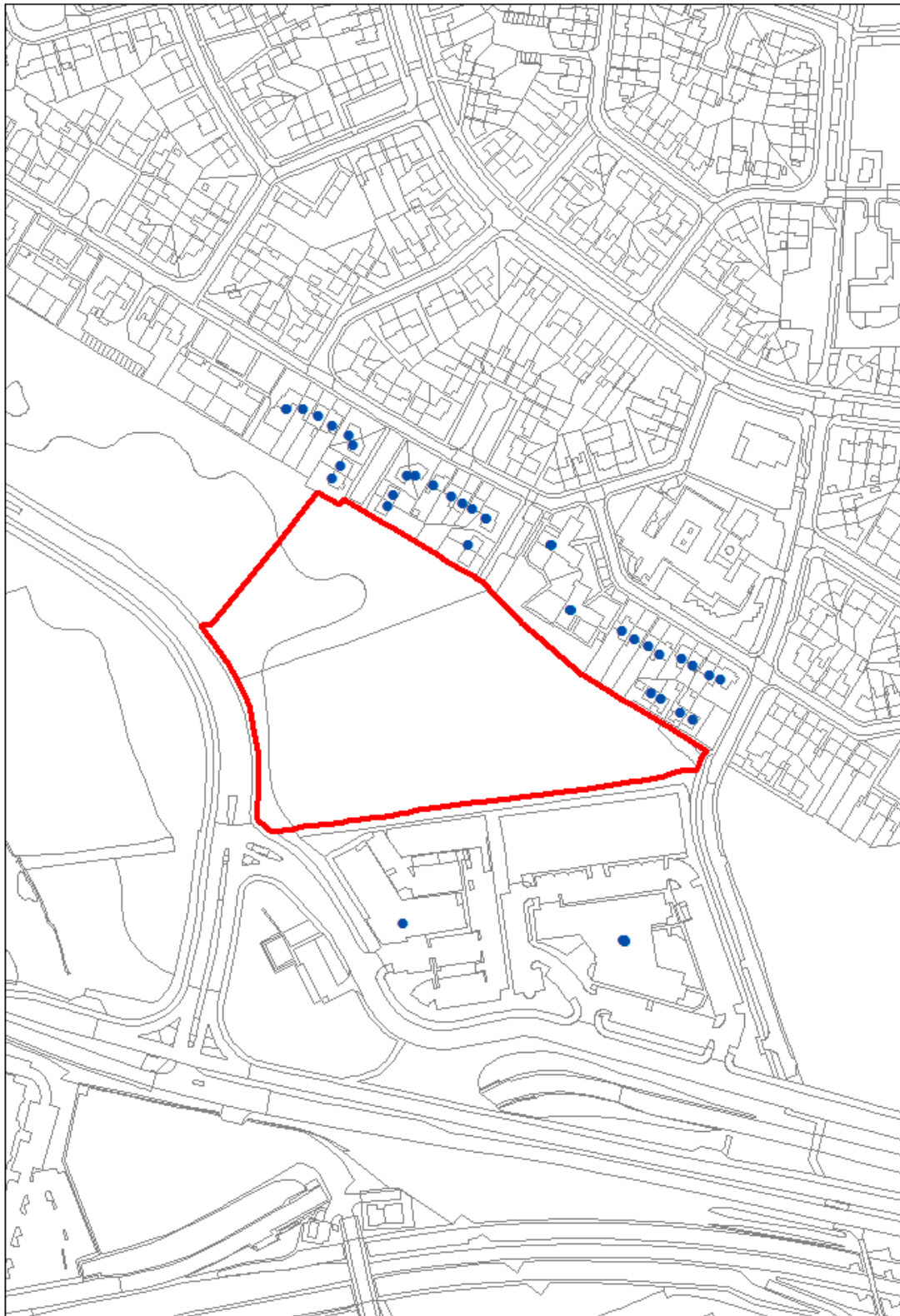
**MCC Flood Risk Management  
South Neighbourhood Team  
Greater Manchester Police  
Transport For Greater Manchester  
Greater Manchester Archaeological Advisory Service  
Manchester Airport Safeguarding Officer  
Manchester Airport Group  
Highways England  
Greater Manchester Ecology Unit  
Arlington**

**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:**

54 Riverstone Drive Manchester  
32 Felskirk Road, Woodhouse Park, Manchester M22 1PS

**Relevant Contact Officer :** Robert Griffin  
**Telephone number :** 0161 234 4527  
**Email :** r.griffin@manchester.gov.uk



□ Application site boundary ● Neighbour notification  
© Crown copyright and database rights 2020. Ordnance Survey 100019568

| <b>Application Number</b> | <b>Date of Appln</b> | <b>Committee Date</b>     | <b>Ward</b>     |
|---------------------------|----------------------|---------------------------|-----------------|
| 121099/FO/2018            | 20th Aug 2019        | 16 <sup>th</sup> Jan 2020 | Piccadilly Ward |

**Proposal** Construction of two residential buildings (Use Class C3) comprising Block 1 (29 storeys) (224 apartments (4 x 1 bed 1 person, 52 x 1 bed 2 person, 64 x 2 bed 3 person and 104 x 2 bed 4 person) 25% 1 bed and 75 % 2 bed) Block 2 (23 storeys) (264 apartments 44 x1 bed 1 person, 44 x 1 bed 2 person, 92 x 2 bed 3 person and 84 x 2 bed 4 person) (33% 1 bed and 67%% 2 bed) with a linked central podium, to deliver 488 units, shared amenity space, 27 car parking spaces, 492 cycle spaces, landscaping (including new public park) , lighting, highways and associated works following demolition of existing buildings and structures.

**Location** Land at Portugal Street East, Manchester, M1 2WX

**Applicant** Portugal Street East Limited, C/o Agent,

**Agent** Mr John Cooper, Deloitte LLP, PO Box 500, 2 Hardman Street, Manchester, M60 2AT

Consideration of this application was deferred at the meeting of the Planning and Highways Committee on 19<sup>th</sup> December 2019 to enable a site visit to take place

## DESCRIPTION OF SITE



The application relates to a 0.88 hectares site bounded by Adair Street, Portugal Street East, the Piccadilly – Ashton-under-Lyne Metrolink line / Fair Street, Longacre Street and warehousing situated between Longacre Street and Heyrod Street. It is close to Piccadilly Station.



Rammon House which occupies part of the site is a 3 storey red brick office / warehouse which faces the tram tracks that was last used for storage. It has a number of loading bays and areas of hardstanding including that between Rammon House and an adjacent single storey building. Rammon House is accessed from Portugal Street East. There are small areas of surface parking to the south-west, south east and north-east. The remainder of the site bounded by Bentley Street, Adair Street, Manchester Van Hire and Heyrod Street is occupied by a number of single storey buildings, a brick boundary wall, surface car parking and areas of mixed hard standing along with grass and self-seeded trees. There are three trees within the red line boundary of the Site.

Prior approval for the demolition of Rammon House (application ref no 120090/DEM/2018) was granted in 2018 but has not been implemented. The current application also seeks consent to demolish Rammon House and other buildings within the submitted demolition plan not covered by the Prior Approval.

The site is adjacent to Piccadilly Station and the Inner Relief Route with access to all a number of sustainable transport options. However, pedestrian connections and permeability are generally poor at the moment with the environment dominated by traffic.

The area feels disconnected from the adjacent areas and the vibrant nearby neighbourhoods at Ancoats and New Islington. The environment is dominated by light industrial uses which have seen little investment for a number of years with the exception of Aeroworks on Adair Street which was recently refurbished.

On the opposite side of the tram tracks, Crusader Works (grade II listed), is being converted to apartments (ref: 113363/FO/2016 and 113364/LO/2016) and a 10 storey apartment building is being built to the north. Permission has been granted (ref no 122599/FO/2019) for a part 13 / part 14, 275-bedroom hotel at the junction of Adair Street and Great Ancoats Street.



The nearest homes are to the north of Great Ancoats Street and around the Ashton Canal. There are car parks around the site and a multi-storey car park adjacent to Piccadilly Station.

The site is in Flood Risk Zone 1 (low risk) and is within a critical drainage area.

The site is adjacent to other Strategic Regeneration Framework areas, including; HS2 SRF; Piccadilly Basin SRF; Mayfield SRF; Ancoats & New Islington Neighbourhood Development Framework; Holt Town Regeneration Framework; and the Kampus SRF. HS2 should drive significant investment around the Station and the Portugal Street East SRF is a key component of this.

Land to the south and east of the site is within the HS2 safeguarding area; however, no part of the safeguard area falls within the residential development boundary. It is expected that the safeguarded land will in the future be used to facilitate the construction of HS2 infrastructure and could subsequently be developed for commercial uses.



### **Portugal Street East SRF Boundary**

The Portugal Street East Strategic Regeneration Framework is a material consideration and helps to define the context for determining planning applications. It includes six development plots and the application site contains the site known as Plot A. A separate application has been submitted for the development of extensive areas public realm ( ref no 121467) also being considered by the Committee.



**Illustration of development plots in context of wider proposed public realm  
(approved hotel edged in red)**

The delivery of the Portugal Street East SRF could drive further regeneration around Piccadilly and within the HS2 area. It would significantly improve the arrival experience of many visitors to the area.

**DESCRIPTION OF PROPOSALS**

The application proposes the erection of two residential buildings. The first would be 29 storeys and contain 224 apartments with 4 one 1 bed/ one person, 52 one bed/ two person, 64 two bed/three person and 104 two bed/ four person homes. 25% would be 1 bed and 75 % 2 bed. The second would be 23 storeys and contain 264 apartments, with 44 one 1 bed/ one person, 44 x 1 bed 2 person, 92 two bed three person and 84 two bed/ four person (488 apartments in total). 33% would be one bed and 67%% two bed. The buildings would be linked by a podium, shared amenity space, 27 car parking spaces, 492 cycle spaces, landscaping, including a public park, lighting, highways and associated works following demolition of existing buildings and structures within the site boundary. Block 1 would be 98.4m above street level and Block 2 80.5m.

The towers would be joined at ground floor with a double height entrance foyer which would have a green roof. The green roof would provide a species rich mix of plants with a range of drought resistant sedums along with ornamental grasses alpine meadows and rock gardens.

The entrance would lead into a secure reception space with a 24 hour concierge and seating for residents. The amenity spaces including a ground floor residential terrace would be accessed from here.

The lower block and ground floor areas would have facilities for residents including a gym and a social lounge, café/bar, each with access to external seating areas. There would be a quiet lounge and crèche and back of house areas, plant, bin stores and cycle stores. Block 1 would have a roof top pavilion with amenity space for residents,

including a hireable space, which could be used for dinner parties and other social occasions. A residents' rooftop social lounge would open up out to an external roof terrace. A mix of planting would improve biodiversity. The roof of Block 2 would have service access only.

488 cycle parking spaces would be located within parts of the ground floor. The basement would contain more cycle storage, plant, a workshop for residents and 27 parking spaces (including 3 for disabled people) accessed by a ramp from Portugal Street East. There would be two car club spaces to the front of the building.

Many apartments would be capable of adaptation to meet changing needs of occupants over time, including those of older and disabled people.

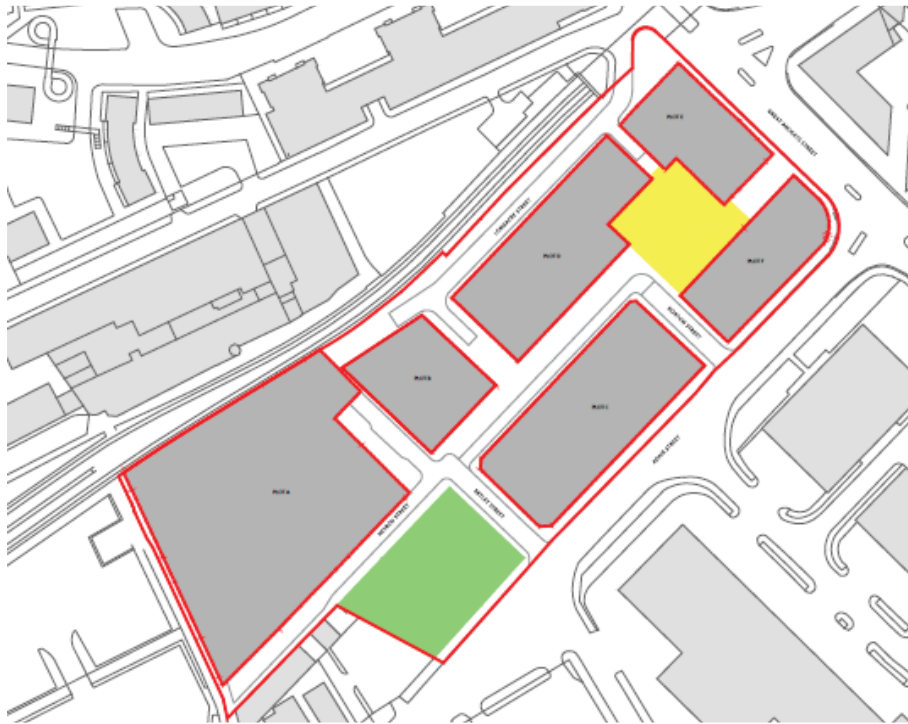


Hard and soft landscaped areas would be created around the site with tree planting, lawns, raised and in ground planters and formal and stepped seating. The footpaths and highways within and around the site would be re-configured and would require appropriate Stopping-Up Orders and approvals. An adjacent pedestrian and cycle route would provide a link between the City Centre and New Islington adjacent to the Metrolink tracks.

Servicing and loading would be on Heyrod Street with space for: bin storage on collection day and for emergency vehicles; drop off and deliveries.

The elevations to Block 1 would have a tripartite subdivision with the lower 3 storeys forming the 'base' and the resident's amenity space on the roof forming the 'top'. Block 1 would have a mix of light grey bricks, glazing, bronze and silver grey anodised panels and metal grills and louvres. Block 2 would have a mix of mid grey bricks, grey terracotta tiles with a geometric pattern, glazing, bronze and silver grey anodised panels and metal grills and louvres. Block 3 and the lower levels of blocks 1 and 2 would have capless glazed curtain walling.

A public park is proposed to the south east of the site (see below in green). A place making strategy has been developed for areas of public realm between the development plots within the SRF. As set out above a concurrent application which covers those areas which lie outside of the scope of this application is also under consideration. The proposed public realm would aim to establish a sense of place in the area.



ILLUSTRATIVE LANDSCAPE PROPOSALS FOR THE WIDER PSE SRF



NOTE: THE PUBLIC REALM WORKS ILLUSTRATED ABOVE ARE CAPTURED WITHIN A SEPARATE APPLICATION

The public park would be a mix of hard and soft landscaping with:

- Footpaths;
- Seating clusters to encourage people to stop and use the park;
- Informal natural play elements to cater for young families
- Mixed planting to create a positive edge to existing businesses
- Tree planting;
- Lawns with reinforced turf to address desire lines;
- Cycle hoops.

For reasons explained later in the Report an interim temporary treatment of this space is also proposed.

There would be a variety of surfaces including resin bound footpaths, block paving: self-bound gravel around seat and concrete block paving to surrounding footpaths.

Timber seating would define areas of activity and lighting columns would line the main footpaths.

34 trees are proposed in the park and 57 trees within the perimeter of the residential development. 3 existing trees on Heyrod Street and a number of self-seeded trees within the park area would be removed.

The public realm would incorporate Sustainable Urban Drainage management techniques and other green infrastructure such as infiltration management which could involve permeable surfaces, rain gardens, soakways and infiltration trenches.

The applicant would secure the provision of contract parking within nearby Multi Storey Car Parks should this be required in addition to the on-site parking. An Interim Framework Travel Plan has been submitted in support of the application.

There would be space in each for waste and recycling and a proprietary storage system would have 3 removable compartments to segregate mixed recycling, general refuse and organic waste. Each floor would have a ventilated refuse chutes by the main lift. A tri-separator would allow residents to sort waste for recycling. The refuse store would comply with 'GD 04 Waste Storage and Collection Guidance for New Developments Version: 6.00' with 0.43sqm of space per apartment.

The apartments would be PRS. Information submitted in support of the application sets out the typical offer in terms of on site support for residents and in house management services from the current preferred operator this would typically include a resident engagement programme, community / resident events, concierge services, parcel, post and key management, utility and property management, Broadband and IT support.

In support of the proposal, the applicants have stated

- The site is underutilised and in need of regeneration to enable it to contribute to the City Centre economy and act as a catalyst for the future regeneration of the wider PSE SRF area.

- The proposal would be transformative and deliver a very high quality mixed use scheme and be an early phase of the regeneration of the area.
- It would fully accord with the vision, objectives and development principles contained within the Piccadilly Station SRF and Portugal Street East SRF.
- The delivery of high quality residential accommodation of mixed size within a highly sustainable location, contributing towards the city's target of delivering 32,000 new homes between 2015 and 2025 would contribute to the city's growth agenda and helping to establish a sustainable community within this part of the City Centre.
- The proposals would enhancing permeability and legibility through and around the Site, encouraging greater pedestrian flows.

This planning application has been supported by the following information

Design and Access Statement (inc. Landscape Strategy); Archaeological Assessment; Arboricultural Report; Crime Impact Statement; Ecological Assessment; Energy Strategy Statement; Environmental Standards Statement; Framework Travel Plan; Operational Management Strategy; Planning Supporting Statement, including:

Tall Building Evaluation and Green and Blue Infrastructure Statement; Waste Management Strategy; Statement of Consultation; Television Signal Survey; Topographical Survey; Ventilation Strategy; and Viability Appraisal.

Environmental Statement: with the following Chapters: Introduction; Heritage; Noise and Vibration; Townscape and Visual Impact; Daylight, Sunlight & Overshadowing; Traffic and Transport; Air Quality; Drainage and Flood Risk; Ground Conditions & Contamination Risk; Wind Microclimate; Cumulative Impacts; Non-Technical Summary

**Land Interest** - The City Council has a land ownership interest in the site and Members are reminded that in determining these applications they are discharging their responsibility as Local Planning Authority and must disregard the City Council's land ownership interest

## **CONSULTATIONS**

**Publicity** – The occupiers of adjacent premises have been notified and the proposals have been advertised in the local press as a major development, affecting a right of way, accompanied by an Environmental Impact Assessment and affecting the setting of a listed building.

A second 10 day notification was carried out after further information was provided on Sunlight and Daylight impacts and no further representations have been received.

Four letters of objection are summarised below and raise concerns in relation to the design, traffic and transport, impacts on privacy and impacts on levels of sunlight and daylight as follows:

### **Design**

- Whilst the materials used look very high quality the towers appear “slabby” and rectilinear in shape. This can be mitigated by adding balconies, which would improve the quality of the residential accommodation and add depth and interest to the building's facade.
- The height is not in keeping with a context characterised by a relatively low rise landscape (10 stories maximum) and developments/neighbourhoods with a strong sense of community, in part due to them being low density with a focus on communal spaces (Piccadilly Village, Home and Quantum and the new Crusader development).
- The 2018 Piccadilly SRF showed heights of between 8 and 20 storeys which whilst was reasonable considering the regeneration needed. These plans are potentially double that and will completely overwhelm the listed Crusader Mill and put the building into shadow for part of the day. It would dominate the landscape and would detract from the heritage of the area.
- The 2018 SRF indicated at 13 - 20 storeys. The height proposed could dominate the area and critical aspects of the HS2 station. In the most recent SRF for the area (HS2 SRF Update March 2017) the site is limited to 12 storeys. This could create a race upwards in building height.
- Gateway buildings should be precisely that - a building of the highest architectural significance providing those arriving into Piccadilly Station with a positive first impression of the creative and vibrant city we are. If this site really is to be used as a gateway building, what is built should be a landmark in keeping with its surroundings. The PSE Masterplan requires new proposals to be bold and distinctive and create landmark, world-class buildings. This proposal isn't.
- The scale would be overwhelming and would not respect the local context or the scale and proportions of surrounding buildings and would be entirely out of character with the area.

### **Sunlight / Daylight Impacts**

- The PSE Masterplan states that design must mitigate identified environmental impacts including.....daylight and sunlight...'. The impacts on daylight and sunlight have not been mitigated and have been 'brushed off'. The number of windows where BRE recommendations are not met is staggering. These are glossed over. It is not agreed that light to bedrooms is of less significance as

home-workers I spend a significant period every day working in what they deem is a bedroom.

- The argument that Crusader itself is a 'bad neighbour' is frankly unbelievable (a listed building with the design partially predetermined by the outside). 90% compliance still means 10% are not compliant.
- The proposal would overshadow adjacent residential properties and impact on established rights to light.

### **Impacts on Privacy**

- Adjacent gardens and balconies would be overlooked causing a serious invasion of privacy and impeding people's rights to enjoyment of garden amenities. This needs to be considered in the context of the Human Rights Act in particular Protocol 1, Article 1 and Article 8 (right to peaceful enjoyment of possessions including home and other land and the substantive right to respect for private and family life).

### **Traffic and Transport Impacts**

27 parking spaces is inadequate. There is already intense on-street parking by commuters and station users and additional potential demand is unsustainable particularly alongside the additional 200 apartments at Crusader Mill.

### **Other**

- A development of rental tenants produces a transient population who have no real sense of ownership and therefore no true community affinity with an area. Developments which are mixed, with homeowners and renters create a stronger sense of community, with diversity of age, gender, occupation, family unit size etc and a mixture of residents, some with long term connections to their community and hence that sense of community spreads.
- The City Centre lacks truly affordable housing for first time buyers who are desperate to stop the cycle of renting and put down real roots in the city. The development should focus on this sector and bring in new home owners with a vested interest in building the community and place-making.
- Such a central location should have retail or commercial units on the ground floor. These could provide space for companies, or for a small commercial store to provide jobs for the local economy pull footfall further out and expand the city centre core.

**Ward Councillors** – Councillor Wheeler has objected to the development stating that there is no affordable or social housing contribution, no S106, and a frankly embarrassing bit of money for a green space that only increases the value of their own properties. They can jog on.

**Places Matter** – Felt that the blocks should relate better to the open space. The language of the building is clean and simple but the plan is not. More private amenity



space should be provide aligned to the central zone to further enhance this proposition. They did not feel that the plinth suited the taller tower.

**Head of Highways-** Has no objection and is satisfied that the scheme is unlikely to generate any significant network implications. They have recommended conditions relating to matters of detail and off site highways works.

**HS2** – HS2 Ltd works to a Development Agreement made with the Secretary of State for Transport. Safeguarding aims to ensure that new developments along the route do not impact on the ability to build or operate HS2, or lead to excessive additional costs. The 6 June 2019 Safeguarding Directions has been issued to protect the preferred Phase 2b route. A significant proportion of the site is within the limits of land subject to formal safeguarding directions and is identified as 'land potentially required during construction' and for provision of the Manchester Piccadilly High Speed Station multi-storey car park to the north of the new HS2 Station on Travis Street.

They are satisfied that their interests can be addressed and protected by the local planning authority if minded to grant consent in this case. The public square should be laid to grass with the level of tree planting required for wind mitigation only in order the land in question could; a) be acquired and available for the proposed HS2 station car parking provision when required, and b) to avoid significant abortive hard/soft landscaping works and associated costs being incurred by the developer were they to implement the plans in their current form.

A second interest concerns work within the Consolidated Construction Boundary (CCB), including early utilities/highways works. They are satisfied that these operations could be controlled and co-ordinated by way of construction method statement/traffic management plan details being secured through planning conditions. This will ensure a collaborative and co-ordinated approach towards ongoing stakeholder engagement and approval of details by the local authority in liaison with HS2 Ltd prior to commencement of development. They have requested that a number of planning conditions and standard informatives if the Council is minded to grant consent.

Should the local planning authority be minded to approve the application contrary to the advice of HS2 Ltd and until the further engagement suggested above has taken place then the applications should, in accordance with paragraph 6 of the Safeguarding Directions issued on 6 June 2019, be sent together with the material specified in paragraph 7 of the Safeguarding Directions, to HS2.

**TFGM (Metrolink)** – Have raised concerns about, the potential impact of the development during the construction and operational stages on the existing Metrolink Infrastructure and current operations; and the safeguarding of future modifications to Metrolink as a consequence of the arrival of HS2 at Piccadilly Station and the delivery of the development defined within the Piccadilly Strategic Regeneration Framework dated March 2018. They have recommended that conditions are attached deal with their concerns and have confirmed that in terms of the landscaping proposed adjacent to Metrolink they accept the principle of the

proposals subject to consultation and agreement with TfGM on the final details of this.

**Canal and Rivers Trust** - Note that the Transport Statement recognises the value of the Ashton Canal for connectivity including use as part the National Cycling Route. They note that the Canal also provides links to the Etihad Stadium from the City Centre. In view of this they would like the use of appropriate wayfinding and signage within and off site to encourage and support the use of the Ashton Canal by residents.

**Travel Change Team** - Suggest that pedestrian links to the city centre especially by the bridges at Store St, and to Mayfield/Piccadilly platform 14 should be improved through, for example, signage to demark a recommended route. They recommend a condition requiring a final Travel Plan and measures to be included.

**Head of Regulatory and Enforcement Services** – (Street Management and Enforcement) No objection and recommends conditions relating to acoustic insulation of the premises and plant and equipment, the storage and disposal of refuse, the hours during which deliveries can take place, the management of construction and the mitigation / management of any contaminated land.

**Greater Manchester Police (Design for Security)** – Have no objection subject to the implementation of the recommendations of the Crime Impact Statement.

**Greater Manchester Ecology Group** – Have no objections and note that no significant ecological constraints have been identified. There was no evidence of bats and on this basis, no further information or measures are required other than a need to resurvey should development not come forward before April 2020. An informative should remind the applicants of their obligations under the Habitat Regulation.

Section 170 of the NPPF 2018 states that the planning system should contribute to and enhance the natural and local environment. As this site is primarily hard standing and buildings any soft landscaping is likely to result in net gain. They acknowledge the concurrent application ref no 121467/FO/2018 Land at Portugal Street East for additional public realm within the wider SRF area and are satisfied that this will bring wider net gain which can be maximised by ensuring some elements of the soft landscaping are of specific benefit for wildlife. They recommend that this detail is conditioned.

**Flood Risk Management Team** – Have recommended that Green Sustainable Urban Drainage Systems are maximised and that conditions should be attached to ensure surface water drainage works are implemented in accordance with Suds National Standards and to verify the achievement of these objectives.

**Environment Agency** – Have no objections but have recommended a condition to manage any risk from land contamination.

**United Utilities** – No comments received.

**Greater Manchester Archaeological Unit** – Note that the desk based archaeological study concludes that the site may contain remains of workers' housing from the second quarter of the 19th century. The building erected on most of the site in the mid-20th century does not appear to have basements so there could be archaeological remains under the concrete raft. A condition should require further investigation with any such remains recorded.

**Work and Skills** – A local labour condition is recommended for the construction phases with a report of local labour achievements.

**Manchester Airport, Civil Aviation Authority and NATS Safeguarding** - Have no safeguarding objections.

## ISSUES

### Local Development Framework

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

The proposals are considered to be consistent with the following Core Strategy Policies SP1, CC1, CC4, CC5, CC6, CC7, CC8, CC9, CC10, T1, T2, EN1, EN2, EN3, EN4, EN6, EN8, EN9, EN11, EN14, EN15, EN16, EN17, EN18, EN19, EC1, EC8, and DM1 for the reasons set out below.

### Saved UDP Policies

Whilst the Core Strategy has now been adopted, some UDP policies have been saved. The proposal is considered to be consistent with the following saved UDP policies DC 10.1, DC18, DC19.1, DC20 and DC26 for the reasons set out below.

Planning applications in Manchester must be decided in accordance with the Core Strategy, saved UDP policies and other Local Development Documents. The adopted Core Strategy contains a number of Strategic Spatial Objectives that form the basis of its policies:

SO1. Spatial Principles - This development would be in a highly accessible location and reduce the need to travel by private car which could contribute to halting climate change.

SO2. Economy - The scheme would provide new jobs during construction and would provide housing near to employment. This would support further economic growth and local labour agreements would deliver social value and spread the benefits of growth to reduce economic, environmental and social disparities, and to help create inclusive sustainable communities.

SO3 Housing - Economic growth requires housing for the workforce in attractive places. This proposal would be in a sustainable location and address demographic

need and would support economic growth. Manchester's population grew by 20% between 2001 and 2011 which demonstrates the attraction of the city and the strength of its economy.

S05. Transport - This is a highly accessible location, close to public transport and would reduce car travel. .

S06. Environment - the development would help to protect and enhance the City's natural and built environment and ensure the sustainable use of natural resources in order to:

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

### **Relevant National Policy**

The National Planning Policy Framework sets out the Government's planning policies for England and how these are expected to apply. It aims to promote sustainable development. The Government states that sustainable development has an economic role, a social role and an environmental role (paragraphs 7 & 8). Paragraphs 10, 11, 12, 13 and 14 of the NPPF outline a "presumption in favour of sustainable development". This means approving development, without delay, where it accords with the development plan. Paragraphs 11 and 12 state that:

"For decision- taking this means: approving development proposals that accord with an up-to-date development plan without delay" and "where a planning application conflicts with an up-to-date development plan (including any neighbourhood plans that form part of the development plan), permission should not usually be granted. Local planning authorities may take decisions that depart from an up-to-date development plan, but only if material considerations in a particular case indicate that the plan should not be followed".

The proposal is considered to be consistent with sections 5, 6, 7, 8, 9, 11, 12, 14, 15 and 16 of the NPPF for the reasons set out below

Paragraph 103 states that the planning system should actively manage patterns of growth in support of these objectives. Significant development should be focused on sustainable locations which limit the need to travel and offer a genuine choice of transport modes. This can help to reduce congestion and emissions, and improve air quality and public health.

Paragraph 117 planning decisions should promote effective use of land in providing homes and other uses, while safeguarding and improving the environment and ensuring safe and healthy living conditions. Including giving substantial weight to the value of using suitable brownfield land within settlements for homes.

Paragraph 118(d) Planning policies and decisions should: promote and support the development of under-utilised land and buildings, especially if this would help to meet identified needs for housing where land supply is constrained and available sites could be used more effectively.

Paragraph 122 - states that planning policies and decisions should support development that makes efficient use of land and includes a requirement to take into account local market conditions and viability and the desirability of maintaining an area's prevailing character and setting or of promoting regeneration and change.

Paragraph 124 states that the creation of high quality buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities.

Paragraph 130 states that permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions, taking into account any local design standards or style guides in plans or supplementary planning documents.

Paragraph 131 states that in determining applications, great weight should be given to outstanding or innovative designs which promote high levels of sustainability, or help raise the standard of design in an area, so long as they fit in with the overall form and layout of their surroundings.

Section 6 - Building a strong and competitive economy and Core Strategy Policy SP 1 (Spatial Principles), Policy CC1 (Primary Economic Development Focus), CC8 (Change and Renewal) – The development would be highly sustainable. It would be close to sustainable transport, maximise the use of the City's transport infrastructure and would enhance the built environment, create a well-designed place and reduce the need to travel. The proposal could help to deliver the objectives for this part of the City Centre set out within the Portugal Street East (PSE) and HS2 SRF's

The proposal would develop an underutilised, previously developed site and create employment during construction and permanent employment in relation to building management and public realm maintenance. This would contribute to the City's economic growth. It would complement nearby well established and emerging communities and contribute to the local economy through residents using local facilities and services.

The proposal would enhance the built and natural environment and create a well-designed place and create a neighbourhood where people choose to be.

NPPF Section 7 Ensuring the Vitality of Town Centres and Core Strategy Policies SP 1 (Spatial Principles) and CC2 (Retail) – The Regional Centre is the focus for

economic and commercial development, leisure and cultural activity, and city living. The proposal would create a neighbourhood which would attract and retain a diverse labour market. It would support GM's growth objectives by delivering housing for a growing economy and population, within a major employment centre in a well-connected location and would help to promote sustained economic growth.

NPPF Section 9 Promoting Sustainable Transport, Core Strategy Policies CC5 (Transport), T1 Sustainable Transport and T2 Accessible Areas of Opportunity and Need - The Site is easily accessible to pedestrians and cyclists, and sustainable transport options with Metrolink stops at Piccadilly and New Islington and Piccadilly Train Station.

A Travel Plan would facilitate sustainable transport use and the City Centre location would minimise journey lengths for employment and business and leisure activities for residents. The proposal would support wider sustainability and health objectives and help to connect residents to jobs, local facilities and open space. It would improve air quality and encourage modal shift from car travel. Improvements to pedestrian and cycle routes are proposed and the design of the pedestrian environment would prioritise pedestrian and disabled people, cyclists and public transport.

NPPF Section 5 (Delivering a sufficient supply of homes) and 11 (Making Effective Use of Land), Core Strategy Policies CC3 Housing, CC7 (Mixed Use Development), Policy H1 (Overall Housing Provision), H2 (Strategic Housing Location), Policy H8 (Affordable Housing) and Policy CC10 A Place of Everyone - The proposal would provide a high-density development which makes an efficient use of land within a sustainable location in an area identified as a key location for residential growth.

It would contribute to the ambition that 90% of new housing should be on brownfield sites. It would have a positive impact on the area and provide accommodation which would meet different household needs. The apartments would appeal to a wide range of people from single people and young families to older singles and couples.

Housing is required in locations that would support and sustain Manchester's growing economy. The City Centre is the biggest source of jobs in the region and this proposal would provide accommodation to support the growing economy and contribute to the creation of a sustainable, inclusive, mixed and vibrant community.

It is expected that a minimum of 32,000 new homes will be provided within the City Centre from 2016-2025 and this scheme would contribute to meeting the City Centre housing target in the Core Strategy.

A Viability Appraisal demonstrates that the scheme is viable and deliverable but cannot sustain a financial contribution towards affordable housing. This is discussed in more detail below.

Manchester's economy continues to grow and investment is required in locations that would support and sustain this growth such as this site.

NPPF Sections 12 (Achieving Well Designed Places), and 16 (Conserving and Enhancing the Historic Environment), Core Strategy Policies EN1 (Design Principles and Strategic Character Areas), EN2 (Tall Buildings), CC6 (City Centre High Density Development), CC9 (Design and Heritage), EN3 (Heritage) and saved UDP Policies DC18.1 (Conservation Areas) and DC19.1 (Listed Buildings) – Sections 11 and 12 of the NPPF require that development that makes efficient use of land, including: the desirability of maintaining an area’s prevailing character and setting or of promoting regeneration and change; and the importance of securing well-designed, attractive and healthy places should be supported. Great weight should be given to outstanding or innovative designs which promote high levels of sustainability, or help raise the standard of design in an area, so long as they fit in with the overall form and layout of their surroundings. Permission should be refused for poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions, taking into account any local design standards or style guides in plans or supplementary planning documents.

The design has been considered by a range of stakeholders. The quality and appearance of the building would meet the expectations embedded in the Portugal Street East SRF. The development would maximise the use of the site and promote regeneration and change. The buildings and public realm would improve the functionality of the site and would complement the planned growth of the City Centre towards regeneration areas to the east such as New Islington and Ancoats.

The form of development would not have a detrimental impact on the setting of the listed Crusader Mill. It would enhance quality in the area and introduce complementary activity that would add value. The form of development, its ground floor layout and associated public realm, would improve legibility, visual cohesiveness, connectivity and integration.

This is a tall building but its scale and quality would be acceptable and would contribute to place making. It would raise design standards in the area and create a cohesive urban form. It would improve the character and quality of a site whose current appearance is poor. The positive aspects of the design are discussed in more detail below.

A Tall Building Statement identifies key views and assesses the impact on them. It also evaluates the relationship to context / transport infrastructure and its effect on the local environment and amenity. This is discussed in more detail below.

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

Paragraph 192. In determining applications, local planning authorities should take account of the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation; the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and the desirability of new development making a positive contribution to local character and distinctiveness.

Paragraph 193 states that when considering impact on the significance of a designated heritage asset, great weight should be given to the asset’s conservation.

This is irrespective of whether any potential harm is substantial, total loss or less than substantial.

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

Paragraph 196 states that where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use.

A Heritage Appraisal, Visual Impact Assessment and NPPF Justification Statement demonstrate that the development would have a beneficial impact.

Whilst Rammon House makes some very limited contribution to the townscape the remainder of the site has a negative impact on the setting of Crusader Mill. A good quality building that makes a positive contribution to the townscape could enhance its setting. The proposal would result in less than substantial harm to the setting of the adjacent listed building and this needs weighed against any arising public benefits. .

The streetscene would be enhanced which in townscape terms would have a minor beneficial impact on the setting of Crusader Mill and a neutral impact to its significance. Its quality, design and its contribution to the townscape would enhance the setting of Crusader Mill. This would sustain its value as there are substantial public benefits from the proposal which would outweigh any harm to setting.

Core Strategy Section 8 Promoting healthy communities - The creation of active street frontages and the proposed public realm would help to integrate the site into the locality and increase natural surveillance.

Saved UDP Policy DC20 (Archaeology) – There could be archaeological remains on the site local significance and a proper record should be made.

NPPF Section 14 (Meeting the challenge of climate change, flooding and coastal change), Core Strategy Policies EN4 (Reducing CO2 Emissions by Enabling Low and Zero Carbon) EN6 (Target Framework for CO2 reductions from low or zero carbon energy supplies), EN 8 (Adaptation to Climate Change), EN14 (Flood Risk) and DM1 (Development Management - Breeam requirements) -The site is highly sustainable. An Environmental Standards Statement demonstrates that the development would accord with a wide range of principles that promote the responsible development of energy efficient buildings. It would integrate sustainable technologies from conception, through feasibility, design and build stages and in operation. The design has followed the principles of the Energy Hierarchy to reduce CO2 emissions and it would meet the requirements of the target framework for CO2 reductions from low or zero carbon energy supplies.

The surface water drainage from the development would be managed to restrict the surface water to Greenfield run-off rate if practical, and to reduce the post



development run-off rates to 50% of the pre development rates as a minimum. The drainage network would ensure that no flooding occurs for up to and including the 1 in 30-year storm event, and any localised flooding would be controlled for up to and including the 1 in 100-year storm event including 20% rainfall intensity increase from climate change. The surface water management would be designed in accordance with the NPPG and DEFRA guidance in relation to Suds.

NPPF Section 15 (Conserving and enhancing the natural environment), Manchester Green and Blue Infrastructure Strategy 2015, Core Strategy Policies EN 9 (Green Infrastructure), EN15 ( Biodiversity and Geological Conservation), EN 16 (Air Quality), Policy EN 17 (Water Quality) Policy EN 18 (Contaminated Land and Ground Stability) and EN19 (Waste) - Information regarding the potential risk of various forms of pollution, including ground conditions, air and water quality, noise and vibration, waste and biodiversity have demonstrated that the proposal would not create significant adverse impacts from pollution. Surface water run-off and ground water contamination would be minimised

An Ecology Report concludes that there is no conclusive evidence of any specifically protected species regularly occurring on the site or the surrounding areas which would be negatively affected by development. A number of measures would improve biodiversity. The proposals would not adversely affect any statutory or non-statutory designated sites.

The Manchester Green and Blue Infrastructure Strategy (G&BIS) sets out objectives for environmental improvements within the context of growth and development objectives. The proposal should exploit opportunities and this is discussed in more detail below. There would be no adverse impacts on blue infrastructure.

The development would be consistent with the principles of waste hierarchy and a Waste Management Strategy details the measures that would be undertaken to minimise the production of waste during construction and in operation. Coordination through the onsite management team would ensure the various waste streams are appropriately managed.

DC22 Footpath Protection - The development would improve pedestrian routes within the local area through ground floor activity and the introduction of new public realm and improved and better quality connectivity.

Policy DM 1- Development Management - Outlines a range of general issues that all development should have regard to and of these, the following issues are of relevance to this proposal:-

- appropriate siting, layout, scale, form, massing, materials and detail;
- design for health;
- impact on the surrounding areas in terms of the design, scale and appearance of the proposed development;
- that development should have regard to the character of the surrounding area;

- effects on amenity, including privacy, light, noise, vibration, air quality and road safety and traffic generation;
- accessibility to buildings, neighbourhoods and sustainable transport modes;
- impact on safety, crime prevention and health; adequacy of internal accommodation, external amenity space, refuse storage and collection, vehicular access and car parking; and
- impact on biodiversity, landscape, archaeological or built heritage, green Infrastructure and flood risk and drainage.

The above issues are considered in detail in below.

Policy PA1 Developer Contributions - This is discussed in the section on Viability and Affordable Housing Provision below

DC26.1 and DC26.5 (Development and Noise) - Details how the development control process will be used to reduce the impact of noise on people living and working in the City stating that this will include consideration of the impact that development proposals which are likely to be generators of noise will have on amenity and requiring where necessary, high levels of noise insulation in new development as well as noise barriers where this is appropriate This is discussed below.

## **Other Relevant City Council Policy Documents**

### **Climate Change**

Our Manchester Strategy 2016-25 – sets out the vision for Manchester to become a liveable and low carbon city which will:

- Continue to encourage walking, cycling and public transport journeys;
- Improve green spaces and waterways including them in new developments to enhance quality of life;
- Harness technology to improve the city's liveability, sustainability and connectivity;
- Develop a post-2020 carbon reduction target informed by 2015's intergovernmental Paris meeting, using devolution to control more of our energy and transport;
- Argue to localise Greater Manchester's climate change levy so it supports new investment models;
- Protect our communities from climate change and build climate resilience

Manchester: A Certain Future (MACF) is the city wide climate change action plan, which calls on all organisations and individuals in the city to contribute to collective, citywide action to enable Manchester to realise its aim to be a leading low carbon city by 2020. Manchester City Council (MCC) has committed to contribute to the

delivery of the city's plan, and set out its commitments in the MCC Climate Change Delivery Plan 2010-20.

Manchester Climate Change Board (MCCB) Zero Carbon Framework - The Council supports the Manchester Climate Change Board (MCCB) to take forward work to engage partners in the city to address climate change. 1.3 In November 2018, the MCCB made a proposal to update the city's carbon reduction commitment in line with the Paris Agreement, in the context of achieving the "Our Manchester" objectives and asked the Council to endorse these ambitious new targets.

The Zero Carbon Framework - outlines the approach which will be taken to help Manchester reduce its carbon emissions over the period 2020-2038. The target was proposed by the Manchester Climate Change Board and Agency, in line with research carried out by the world-renowned Tyndall Centre for Climate Change, based at the University of Manchester.

Manchester's science-based target includes a commitment to releasing a maximum of 15 million tonnes of CO<sub>2</sub> from 2018-2100. With carbon currently being released at a rate of 2 million tonnes per year, Manchester's 'carbon budget' will run out in 2025, unless urgent action is taken.

Areas for action in the draft Framework include improving the energy efficiency of local homes; generating more renewable energy to power buildings; creating well-connected cycling and walking routes, public transport networks and electric vehicle charging infrastructure; plus, the development of a 'circular economy', in which sustainable and renewable materials are reused and recycled as much as possible.

Climate Change and Low Emissions Implementation Plan (2016-2020) -This Implementation Plan is Greater Manchester's Whole Place Low Carbon Plan. It sets out the steps we will take to become energy-efficient, and investing in our natural environment to respond to climate change and to improve quality of life. It builds upon existing work and sets out our priorities to 2020 and beyond. It includes actions to both address climate change and improve Greater Manchester's air quality. These have been developed in partnership with over 200 individuals and organisations as part of a wide ranging consultation

The alignment of the proposals with the policy objectives set out above is detailed below.

### **Other Documents**

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

It is considered that the following design principles and standards are relevant to the consideration of this application:

- Each new development should have regard to its context and character of area.
- The design, scale, massing and orientation of buildings should achieve a unified urban form which blends in and links to adjacent areas. Increased density can be appropriate when it is necessary to promote a more economic use of land provided that it is informed by the character of the area and the specific circumstances of the proposals;
- Developments within an area of change or regeneration need to promote a sense of place whilst relating well to and enhancing the area and contributing to the creation of a positive identity. There should be a smooth transition between different forms and styles with a developments successful integration being a key factor that determines its acceptability;
- Buildings should respect the common building line created by the front face of adjacent buildings although it is acknowledged that projections and set backs from this line can create visual emphasis, however they should not detract from the visual continuity of the frontage;
- New developments should have an appropriate height having regard to location, character of the area and site specific circumstances;
- Developments should enhance existing vistas and create new ones and views of important landmarks and spaces should be promoted in new developments and enhanced by alterations to existing buildings where the opportunity arises;
- Visual interest should be created through strong corners treatments which can act as important landmarks and can create visual interest enliven the streetscape and contribute to the identity of an area. They should be designed with attractive entrance, window and elevational detail and on major routes should have active ground floor uses and entrances to reinforce the character of the street scene and sense of place.

For the reasons set out later in this report the proposals would be consistent with these principles and standards.

HS2 Manchester Piccadilly Strategic Regeneration (SRF) and Masterplan (2018) – The transport node plays a critical role in the city's economic regeneration. Significant investment is focused around Piccadilly Station and an SRF in 2018 aims to create a major new district based around a world class transport hub. This would ensure that the City can capitalise on the opportunities presented by HS2 and the expansion of the Station. The overarching objectives are to improve the

attractiveness of the area to investment; improve physical connections and permeability; and provide destinations for social and cultural activity.

The SRF identifies increasing density as crucial to sustainable growth and long term economic competitiveness. The proposal would support and complement the next phase of growth in Manchester, deliver strategic regeneration objectives and improve connectivity between the City Centre and nearby communities.

Portugal Street East Strategic Regeneration Framework (SRF) 2018 - The Portugal Street East SRF is adjacent to the proposed HS2 station entrance. The SRF aims to secure comprehensive delivery including areas of high quality public realm and other infrastructure between development plots.

The key drivers for building a vibrant and connected neighbourhood that contributes towards Manchester's economic growth objectives in a sustainable way are:

- The quality of the buildings within the framework area will be of the highest possible standard with designs that are immediately deliverable.
- Development will be of a high density, commensurate with the area's highly accessible location and the city's need to optimise strategic opportunity sites which can deliver much needed new homes and employment space.
- As part of the vibrant place making strategy required to support the proposed density of development, a range and quality of uses, high quality public and private amenity spaces and excellent pedestrian connections are essential components of the successful delivery of the SRF.
- Active frontages and public access to the ground floor of buildings should be provided where possible and appropriate, particularly along major corridors of movement through the framework area.
- More detailed plans should take into account the presence and character of the listed buildings and their significance in helping to define a unique sense of place in the future.

There is an emphasis on a mix of uses and density commensurate with the strategic opportunity. This includes residential and business uses as well as hotel provision and supporting retail and leisure. Appropriate locations for height and landmark buildings, and new public space are identified.

The proposal would create high quality buildings and public realm to ensure Manchester can unlock further potential for economic growth in the future and would align with the vision and objectives set out within the SRF.

Manchester City Centre Strategic Plan- The Strategic Plan 2015-2018 updates the 2009-2012 plan and seeks to shape the activity that will ensure the city centre continues to consolidate its role as a major economic and cultural asset for Greater Manchester and the North of England. It sets out the strategic action required to

work towards achieving this over period of the plan, updates the vision for the city centre within the current economic and strategic context, outlines the direction of travel and key priorities over the next few years in each of the city centre neighbourhoods and describe the partnerships in place to deliver those priorities

The site of the current planning application falls within the area designated as Piccadilly. This identifies the wider Piccadilly area as having the potential for unrivalled major transformation over the coming years and notes that the additional investment at Piccadilly Station provided by HS2 and the Northern Hub represents a unique opportunity to transform and regenerate the eastern gateway to the city centre, defining a new sense of place and providing important connectivity and opportunities to major regeneration areas in the east of the city. The City Centre Strategic Plan endorses the recommendations in the HS2 Manchester Piccadilly SRF

The proposed development would be complementary to the realisation of the opportunities set out above. It would start the process of establishing a sense of place within the Portugal Street East Neighbourhood. It would along with other pipeline developments within the SRF area start the process of delivering the network of public spaces which the Plan envisaged to provide strong connections between Piccadilly and the communities of East Manchester whilst strengthening physical and visual links between the City Centre and those key regeneration areas beyond.

Manchester Residential Quality Guidance (July 2016) (MRQG) – The City Council’s has endorsed the Manchester Residential Quality Guidance which is now a material planning consideration. The document provides specific guidance for Manchester and includes a section on the consideration of space and daylight. The guide states that space standards within dwellings should comply with the National Described Space Standards as a minimum. In assessing space standards for a particular development, consideration needs to be given to the planning and laying out of the home and the manner in which its design creates distinct and adequate spaces for living, sleeping, kitchens, bathrooms and storage. The size of rooms should be sufficient to allow users adequate space to move around comfortably, anticipating and accommodating changing needs and circumstances. The proposal is broadly in keeping with the aims and objectives set out in the guidance.

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

Stronger Together: Greater Manchester Strategy 2013 - This is the sustainable community strategy for the Greater Manchester City Region. It sets out a vision for Greater Manchester where by 2020, the City Region will have pioneered a new model for sustainable economic growth based around a more connected, talented

and greener City Region, where all its residents are able to contribute to and benefit from sustained prosperity and a high quality of life.

The proposed residential accommodation would support and align with the overarching programmes being promoted by the City Region via the GM Strategy.

There is an urgent need to build more new homes for sale and rent to meet future demands from the growing population and to address undersupply and the Council is adopting measures to enable this. The proposals represent an opportunity to address these requirements adjacent to a major employment centre and in a well-connected location.

## **Other National Planning Legislation**

### **Legislative requirements**

Section 66 of the Listed Building Act 1990 provides that in considering whether to grant planning permission for development that affects a listed building or its setting the local planning authority shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.

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

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

### **Environmental Impact Assessment. The proposal does not fall within Schedules 1 or 2 of the Town and Country Planning (Environmental Impact Assessment) Regulations 2017 and National Planning Practice Guidance (2017).**

The applicant has submitted an Environmental Statement in accordance with the Town and Country Planning (Environmental Impact Assessment) (England and Wales) Regulations (as amended 2011) and Circular 2/99 ('The Regulations') and has considered the following topic areas:

- Heritage
- Noise and Vibration
- Townscape and Visual Impact
- Daylight, Sunlight & Overshadowing
- Traffic and Transport

- Air Quality
- Drainage and Flood Risk
- Ground Conditions & Contamination Risk
- Wind Microclimate

The Proposed Development is an “Infrastructure Project” (Schedule 2, 10 (b)) as described in the EIA Regulations. The Site covers an area of approximately 0.88 hectares, but is above the indicative applicable threshold of 150 residential units. It has therefore been identified that an EIA should be carried out in relation to the topic areas where there is the potential for there to be a significant effect on the environment as a result of the Development. The EIA has been carried out on the basis that the proposal could give rise to significant environmental effects. In accordance with the EIA Regulations, this ES sets out the following information

A description of the proposal comprising information about its nature, size and scale;

The data necessary to identify and assess the main effects that the proposal is likely to have on the environment;

A description of the likely significant effects, direct and indirect on the environment, explained by reference to the proposals possible impact on human beings, flora, fauna, soil, water, air, climate, cultural heritage, landscape and the interaction between any of the foregoing material assets;

Where significant adverse effects are identified with respect to any of the foregoing, mitigation measures have been proposed in order to avoid, reduce or remedy those effects;

Summary, in non-technical language, of the information specified above. It is considered that the environmental statement has provided the Local Planning Authority with sufficient information to understand the likely environmental effects of the proposals and any required mitigation.

There will be no unduly harmful cumulative impacts as a result of this development. The impacts relating to the construction phase are temporary and predictable.

The interaction between the various elements is likely to be complex and varied and will depend on a number of factors. Various mitigation measures are outlined elsewhere within this report to mitigate against any harm that will arise and these measures are capable of being secured by planning conditions attached to any consent granted.

It is considered that the environmental statement has provided the Local Planning Authority with sufficient information to understand the likely environmental effects of the proposals and any required mitigation. It has been prepared by a competent party with significant experience and expertise in managing the EIA process who hold the IEMA EIA Quality Mark. The preparation of the Statement has included technical input from a range of suitably qualified and experienced technical consultees.



**The Schemes Contribution to Regeneration** – The regeneration of the City Centre is an important planning consideration as it is the primary economic driver of the region and is crucial to its longer term economic success. There has been a significant amount of regeneration activity in Piccadilly over the past 20 years as a result of private and public sector investment. Major redevelopment has taken place at Piccadilly Gardens, Piccadilly Basin, Piccadilly Station, Piccadilly Triangle, Kampus and the former Employment Exchange on Aytoun Street. This will continue as new opportunities are presented by investment in HS2 and the successful regeneration within the City Centre Core continues to expand to its eastern and northern fringes forging stronger connections with the existing and planned neighbourhoods beyond.

The development of this brownfield site would be consistent with a number of the GM Strategy's key objectives. The provision of high quality housing is critical to economic growth and regeneration this high density development would be commensurate with a highly accessible location and would optimise a strategic opportunity to deliver much needed new homes.

Economic growth requires the attraction and retention of talented individuals and housing is required to support this and to provide housing options for Manchester residents. The region must be attractive as a location to live, study, work, invest and do business. The scheme would deliver a high quality housing alongside a high quality public realm and would be attractive to a range of occupiers including families and young professionals and would deliver the objectives of the SRF.

Manchester's population has increased significantly since 2001 and the development would be consistent with growth priorities and help to realise the target set within Manchester's Residential Growth Strategy which have recently been updated to seek to deliver 32,000 homes by 2025. This area has been identified as being suitable for new homes and the quality, mix and the size of apartments would appeal to a range of occupiers.

The site is centrally located and adjacent to the proposed (HS2) station entrance. It is next to the Metrolink line to the Etihad Campus and beyond to Ashton and is a key link between the Station area and key regeneration opportunities beyond the Inner Ring Road. The delivery of the developments within the PSE Area would transform a key component of the eastern gateway and define a sense of place.

The area is prominent from tram and rail routes and forms an important part of the arrival experience and is one of the most important gateway locations into Manchester. The site has a negative impact on the street scene, presenting a poor appearance, fragmenting the historic built form. This creates a poor impression for visitors to the City travelling north and east in particular for people visiting the Etihad Campus and Sportcity compared with the more vibrant streetscapes nearby.



The proposal along with the recently approved Hotel development (ref no 122599), would help to re-connect this area with the urban core. The Station is a large physical barrier and the provision of safe, well-lit pedestrian connections would increase permeability and pedestrian accessibility, especially through and under Station. The development would act as a catalyst for further regeneration, and create a new, distinctive neighbourhood and deliver important physical linkages.

The proposals would deliver a substantial public square adjacent to the site reflecting the vision set out within the HS2 SRF. The square would be part of a wider public realm network within the wider HS2 SRF area, connected by pedestrian and cycle friendly routes.

The proposals would create employment during construction, along with permanent employment within the building management services. It would use the site efficiently and effectively in a high quality building in line with Paragraph 118(d) and 122 of the NPPF. It would be in a sustainable location and would improve the environment around the site and deliver high quality housing with safe and healthy living conditions. It would be located close to a number of major transport hubs and would promote sustainable economic growth.

**Viability and affordable housing provision** - The required amount of affordable housing within particular development will reflect the type and size of the development as a whole and will take into account a number of factors such as an assessment of a particular local need, any requirement to diversify housing mix and the need to deliver other key outcomes particularly a specific regeneration objective.

An applicant may be able to seek an exemption from providing affordable housing, or a lower proportion of affordable housing, a variation in the mix of affordable housing, or a lower commuted sum, where a financial viability assessment is conducted which demonstrates that it is viable to deliver only a proportion of the affordable housing target of 20%; or where material considerations indicate that intermediate or social rented housing would be inappropriate. Examples of these circumstances are set out in part 4 of Policy H8.

The application proposes 488 new PRS homes. The delivery of new homes is a priority for the council. The proposal would develop a brownfield site that makes little contribution to the area and create active street frontages. It would be a high quality scheme in terms of its appearance and would comply with the Residential Quality Guidance and provide substantial areas of high quality public realm both directly for occupiers of this development and the wider community. All these matters have an impact on the scheme's overall viability.

A viability report, which has been made publicly available through the Council's public access system. This has been independently assessed on behalf of the Council and these conclusions are accepted as representing what is a viable in order to ensure that the scheme is not only delivered but is done so to the highest standard.

The benchmark land value of £4,880,000 together with build costs of £84,445,684 are within the range expected based on market evidence. The total costs would be £122,282,918 with a GDV of 16.75%. On this basis and given the costs associated with providing the public realm within the development, the scheme cannot support a contribution towards off site affordable housing whilst ensuring that the scheme is viable and can be delivered to the quality proposed.

Should there be an uplift in market conditions which would allow an increase in the affordable housing contribution there would be provisions incorporated to allow the viability to be re-tested to secure an additional contribution to be paid if values change at an agreed point.

### **Residential development - density/type/accommodation standards**

The National Design Guidance (NDG) 2019 supports well designed homes and buildings which are functional, accessible and sustainable and which provide internal environments and associated external spaces that support the health and well-being of their users and all who experience them

All apartments would meet Space Standards and some would exceed the minimum floor areas. There would be no solely north facing apartments and the separation between the blocks would be between 19.4m and 27.7m.

Full height windows would maximise natural daylight and apartments would be naturally ventilated. The apartments at the end of each block would have dual aspect windows at the corners.

The open-plan living/kitchen/diner arrangement is flexible and responds to contemporary living patterns. The minimum ceiling height would be 2.3m. The proposal includes 1,480 sq. m. of internal amenity space and support accommodation and 562 sq. m. of external shared amenity space for residents.

The mix and size of the apartments would appeal to single people and those wanting to share. The 2 and 3 bed apartments would be suitable for 3 to 6 people, and could be attractive to families and those downsizing.

Demand for rented accommodation has grown and this has seen a rise in a professionalised rental accommodation which is institutionally owned and managed as long term assets. It is known as 'Built to Rent'. It has helped to raise standards of management and customer experience;

Purpose built PRS are distinguished from a traditional apartment scheme by the level of amenity that is provided for resident's benefit. The shared facilities and amenity space at ground floor, the private external terrace and the roof top garden space are all seen as an extension to the apartments and would be available for use by all residents.

A condition which would require details of a management strategy and lettings policy for the apartments and a management strategy for the public realm would ensure that the development helps to create an attractive neighbourhood. This would ensure that the development is well managed and maintained, providing confidence for those wishing to remain in the area long term.

### **CABE/ English Heritage Guidance on Tall Buildings**

One of the main issues to consider is whether buildings of 23 and 29 storeys are appropriate in this location. This would be a tall building and should be assessed against the relevant policies in the NPPF and Core Strategy Policies that relate to Tall Buildings and the criteria set out in the Guidance on Tall Buildings published by English Heritage and CABE.

**Design Issues, relationship to context, including principle of tall building in this location and the effect on the Historic Environment.** This considers the overall design in relation to context and its effect on key views, listed buildings, conservation areas, scheduled Ancient Monuments, Archaeology and open spaces. The key issues are the appropriateness of tall buildings on the site and their impact on the setting of the Stevenson Square Conservation Area, and the Whitworth Street Conservation Area as well as a number of listed buildings all of which lie within 500m of the site. The design has been discussed at pre-application with Places Matter and public engagement took place

The Core Strategy supports tall buildings that are of excellent design quality, are appropriately located, contribute positively to sustainability and place making and deliver significant regeneration benefits. Sites within the City Centre are considered to be suitable where they are viable and deliverable, particularly where they are well served by public transport nodes. These parameters have informed the series of SRF's which have emerged over the past 15 years to cover geographically distinct sections of the City Centre and other emerging neighbourhoods as is the case with the PSE, HS2 and Mayfield SRF's which all form part of the context to the consideration of this application.

The HS2 SRF seeks to ensure that areas around the Station can capture the opportunity that HS2 presents. Within the Portugal Street East SRF the aspiration is to create landmark, world class buildings to enhance Manchester's competitiveness and attract investment.

The SRF identifies Portugal Street East as an important link between the established city core and the emerging large scale development to the east and south. The area is well positioned for taller buildings to establish a high density form of development. However taller buildings should; relate to key nodal points and gateways, key vistas and public spaces, positively contribute to the skyline and deliver significant, high quality public realm as part of the area's place-making proposals and broader strategy for ensuring the delivery of a high quality, sustainable neighbourhood.



This site is considered to be a key site for a landmark building which would establish legibility in relation to the station. In terms of the more specific parameters set out within the Portugal Street East SRF the proposed development would:

- Increase ground level activity and the improvements to connectivity across the site integrating the site with the urban grain and enhance legibility;
- Contribute to the creation of a new high quality neighbourhood of choice and act as a catalyst to wider regeneration in terms of the built environment and place-making;
- Would through intelligent place-making and ensure that the Portugal Street East area develops a "sense of place";

- Would be bold and distinctive and advance the area's destination status further improving the areas overall reputation, profile and legibility, and, successful expansion of the city's core.
- Would create a high quality buildings and public realm to ensure Manchester can unlock further potential for economic growth in the future;
- Would capitalise on the inherent character of the existing urban grain, improve accessibility to public transport as well as promoting cycling and walking;
- Would properly consider and respond to the site's geographical prominence as the eastern entrance to the city centre for rail travellers;
- Would have a quality and quantum of public and private amenity space sufficient to support the density that is proposed;
- Would in conjunction with the wider public realm proposals for the SRF Area also under consideration in tandem with this application, facilitate the full and successful integration of the growth areas to its south and east with the expanding city core to its west. This will support and encourage the city centre's expansion and has a pivotal role to play in encouraging the city's future growth and the introduction of the HS2 rail connection.

Paragraph 127 of the NPPF advocates development which adds to the overall quality of an area, establishes a sense of place, is visually attractive as a result of good architecture, is sympathetic to local character and optimises the potential of the site.

The proposal would improve the area and use the site efficiently. The public realm would create space around the building footprint which would create a sense of openness which would enhance the arrival experience from the HS2 Station. The internal and external ground floor communal uses should strengthen the street frontages and provide natural surveillance.

The Core Strategy requires tall buildings to make a positive contribution to the creation of a unique, attractive and distinctive City. Tall buildings should enhance the character and distinctiveness of an area without adversely affecting established valued townscapes or landscapes, or intruding into important views. The site and its general context undermines the quality and character of the townscape at a main entry point into the City. There is a lack of street level activity which creates a poor impression.

Apart from the adjacent Grade II Listed Crusader works there is little city scale context. This provides an opportunity to introduce a bold architectural response in terms of the quality of the design, its architectural expression and the quality and amount of public realm. The design and orientation of the towers would align with the future HS2 plans and create a dynamic skyline with each tower having its own identity. Their orientation would retain views of Crusader Mill from the approach route from the Station.

The towers would have individual identities in terms of scale and appearance. They would be read as a complementary pair with their façades expressed through a regular pattern of bays referencing a City Centre building typology. The southern block would be lower to allow better daylight penetration and the spacing of blocks would create a strong relationship with the public realm. The expression of the lower floors would respond to the scale of Crusader Works.

The taller block would have a stronger vertical emphasis which would dominate views from the Station. The building would comprise areas of curtain walling separated by deep brick piers and subdivided by metal panels. The building would have a distinctive 'crown' and 'bottom' and reflect the tripartite subdivision characteristic of many Manchester buildings.

The lower block would have deep reveals and a double storey order separated by a series of horizontal brick bands and decorative metal panels. The architectural expression would reflect the more 'functional' architectural expression of the warehouse aesthetic of the adjacent Crusader Works.

The glazed plinth and connecting block would unify the site and provide strong engagement with the street and increase the active frontage.

The design responds to Mancunian brick and mill buildings. The materials would deliver a high quality design subject to detailing and quality control mechanisms which can be controlled by a condition. Overall, it is considered that the contemporary approach is appropriate and would deliver the quality of building which the SRF and local and national planning policy requires.



### Impact on Designated and Non Designated Heritage Assets and Visual Impact Assessment

A Heritage Assessment Townscape and Visual Impact Assessment used Historic England's updated policy guidance on the Setting of Heritage Assets (Historic Environment Good Practice Advice in Planning Note 3, Second Edition). (December 2017).

9 key views have enabled a qualitative assessment to be undertaken of the effects of the proposal on identified heritage assets Overall, the significance of effect is considered to be Neutral. Mitigation measures were integral to the design such as the re-positioning of the footprint which is set back from the streetscape, its articulated form and pale colour palette.

The proposals would introduce a substantial and dominant new structure near to the grade II listed Crusader Works. It would enhance the local streetscene, increase activity levels and enhance safety and security. These improvements and the orientation of the towers would enhance and have a beneficial impact on the setting of Crusader Works.

Overall, on balance there would be a neutral effect on the significance of nearby heritage assets.

A visual assessment, has analysed the visual impact in townscape terms 17 view were selected with verified before and after views. This has demonstrated that at street level the site is relatively well screened and views are generally contained by the density of surrounding buildings and more distant views are orientated along streets. Views tend to be longer toward the Inner Ring Road but others are shortened by the Station viaducts.

The analysis concludes that the proposal would improve visual amenity and be a positive addition in local and distant views. The effect on five views would be significantly (moderate) beneficial with seven others non-significantly beneficial.

The proposals would be a catalyst for further regeneration and help realise the vision of the Portugal Street East Masterplan to create a distinctive and well-connected neighbourhood. The likely effect of the proposal on townscape character would be moderate beneficial.

#### Consideration of the merits of the proposals within the National and Local Policy Context relating to Heritage Assets

There are no World Heritage Sites nearby. Sections 66 and 72 of the Listed Buildings and Conservation Areas Act 1990 requires members to give special consideration and considerable weight to the desirability of preserving the setting of listed buildings and to the desirability of preserving the setting or preserving or enhancing the character or appearance of a conservation area when considering whether to grant planning permission for proposals that affect it. Development decisions should also accord with the requirements of Section 16 of the National Planning Policy Framework which notes that heritage assets are an irreplaceable resource and emphasises that they should be conserved in a manner appropriate to their significance. Of particular relevance to the consideration of this application are sections 193, 194, 196 and 197.



The NPPF (paragraph 193) stresses that when considering the impact of a proposal on the significance of a designated heritage asset, great weight should be given to the asset's conservation. This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance. Significance of an asset can be harmed or lost through alteration or destruction or by development within its setting. As heritage assets are irreplaceable, any harm or loss should clearly and convincingly be justified.

The impact of the proposal on the setting of adjacent listed buildings and the adjacent Stevenson Square and Whitworth Street Conservation Areas would be less than substantial. Paragraph 196 states that where a proposal would lead to less than substantial harm, it should be weighed against the public benefits including, where appropriate, securing its optimum viable use.

Paragraph 20 of the NPPF Planning Practice Guidance states that Public benefits may follow from many developments and could be anything that delivers economic, social or environmental progress as described in the National Planning Policy Framework (paragraph 127).

Whilst outlined in detail elsewhere in this report of the public benefits of the proposals these would include:

- Improving the quality of the local environment through the improvements to the streetscape;
- Putting a site, which overall has a negative effect on the townscape value, back into viable, active use;
- Establishing a strong sense of place, enhancing the quality and permeability of the streetscape and the architectural fabric of the City Centre;
- Optimising the potential of the Site to accommodate and sustain an appropriate mix of uses, providing a use which would complement and support the regeneration of the HS2 and PSE SRF Areas;
- Creating a safe and accessible environment with clearly defined areas and active public frontages to enhance the local quality of life;
- Contributing to sustained economic growth;
- Providing equal access arrangements for all into the building;
- Increasing activity at street level through the creation of an 'active' ground floor providing overlooking, natural surveillance and increasing feelings of security within the city centre.

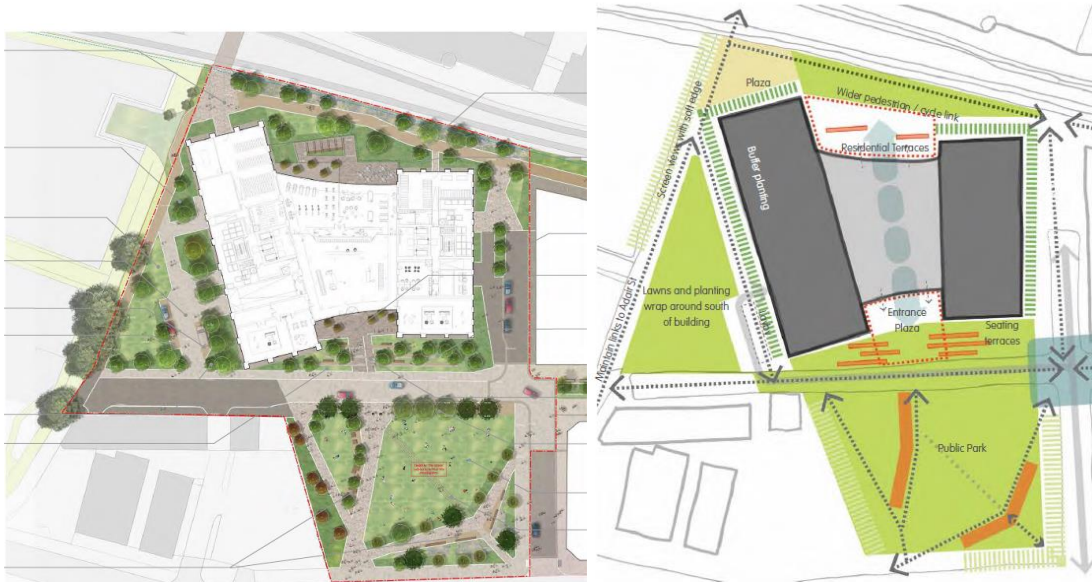
The benefits of the proposal would outweigh the level of harm caused to the affected heritage assets, and are consistent with paragraph 196 of the NPPF and address sections 66 and 72 of the Planning Act in relation to preservation and enhancement

Contribution to Improving Permeability, Public Spaces and Facilities and Provision of a Well Designed Environment (including Age Friendly Provision)

The SRF identifies the importance of the high quality, safe and accessible streets as crucial to the successful regeneration of this area. There is also a need to provide a

range of public spaces to provide shared outdoor public amenities for use by residents, employees and the public, to support the high density development in this accessible city centre location.

Public realm would be provided around the proposal and would set high standards for future development within the HS2 SRF and PSE SRF area. This would include street trees, planters, grassed areas, street furniture and high quality pavements.



The proposal would deliver a substantial public square envisaged in the PSE SRF. It would form part of a public realm network within the HS2 SRF area, connected by pedestrian and cycle friendly routes. This wider public realm is the subject of a separate application submitted concurrently with this proposal and also being considered by the Committee. The Core Strategy requires that proposals for tall buildings should create an attractive, pedestrian friendly environment.

This proposal would connect into existing routes and movement patterns and provide north-south and east-west connections between the city centre, Piccadilly Basin, the HS2 masterplan and key transport infrastructure, with regeneration areas in Ancoats and New Islington.

The development has integrated natural features including natural and designed landscapes, high quality public open spaces, street trees, grass and planting. Lawns, trees and planting would wrap around the building and integrate it into the park. Temporary green buffers along sensitive edges would screen views whilst adjacent plots are developed.

# Design: Site Sections



## SECTION A



## SECTION B



## 06 The Green

## Plan View



## Sectional Elevation



HS2 are seeking to avoid costly, potentially abortive works within safeguarded land, so a temporary landscaping scheme comprising lawned areas and tree planting has been submitted for implementation pending resolution of the safeguarding area. Delivery of the permanent scheme when the safeguarding land is no longer required by HS2 would be a condition of any consent granted.

The landscaping would accommodate the needs of all including older people. The final details would be agreed by condition and would include a need to adhere to MCC guidance in relation to Age Friendly Public Realm including Age-Friendly Seating and Sense of Place and the Alternative Age-Friendly Handbook.

There would be seating in the key spaces and throughout the streetscape at a minimum spacing of 100m but largely more closely located. The seating would respond to the microclimate and be in areas of good surveillance and well lit. They would be at the edge of the space for maximum comfort and good views. The seating would include benches with back and arm rest.

There would be bins in the main park and at key path junctions and would not be directly next to seating. The bins would include segregated recycling, with raised kerbs demarcating between vehicle and pedestrian spaces, tactile and drop paving to crossings, paving contrasts at level changes, handrails and or balustrades where required.

A signage strategy would help with way finding and up immediate destinations and beyond along with key transport hubs i.e. Piccadilly train station and tram stops. The signs would include distance and/or walking times.

## Architectural Quality

The key factors to evaluate are the buildings scale, form, massing, proportion and silhouette, materials and its relationship to other structures.

There are a variety of materials and building styles in the area with small-scale brick industrial buildings to converted brick mills and more contemporary buildings in corten steel and metal cladding. It is envisaged that development in Portugal Street East would use simple, high quality materials that are durable and maintainable, which respond to their context.

The design emphasis on the taller block seeks to accentuate its vertical proportions. Its façade would have a concrete structure and vertical concrete piers with light grey brick cast into the concrete. Each panel would be two stories in height to put further vertical emphasis on the façade.



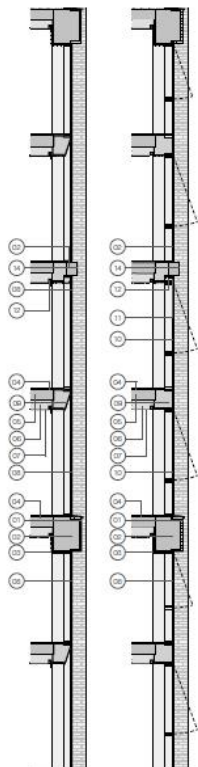
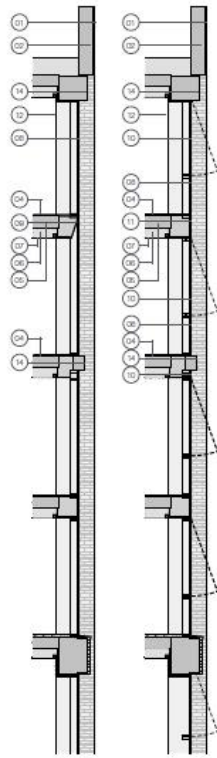
On Block 1 the structural frame would be expressed by the external cladding material which would create a regular and ordered grid with every pier carried from the top of the building to the ground.

Between the piers a unitised glazing system would sit flush with the brick, except on the bottom three stories where the glazing is slightly recessed to identify the base. Also in this area, colour and variation is created in the façade through the use of bronze coloured metal panels at the slab edges. Silver-grey metal is also used for

the recessed spandrel panels situated at the slab edges throughout the building. No window cills would be required on this Block.



The lower block would emphasise the depth over verticality. The façade would comprise a concrete structure and vertical concrete piers with mid grey brick cast into the concrete. Further detailing would be added with a terracotta tile with a geometric pattern on intermediate panels. Every second pier would be carried to the ground. Where the brick has not been carried to ground level, a recessed panel with patterned terracotta finish would add depth and visual interest to the façade. Unitised glazing panels would be used throughout the building again but are recessed to create deeper brick reveals. As the windows would be set back from the brick cladding. Window cills would be required to every fourth floor. The cill would match the finish of the metal work and would be a shallow as possible but typically no more than 50mm.



The brick and precast panels would be double storey elements. The location of the proposed joints has been carefully considered and has been integrated into the design to provide additional articulation and a hierarchy. The joints of the horizontal elements at the crown would be detailed to show a 'post & beam' arrangement.

1. Block 1 Bay Study



2. Block 2 Bay Study



The 20mm joints allow a sealed system which provides the benefit of the air and water tightness and saves energy. The mastic joints would be set back approx. 5mm and would be colour matched to the mortar joints. The corners and window reveals would use a pistol brick

### Credibility of the Design

A range of specialist consultants have contributed to the scheme. Proposals of this nature are expensive to build so it is important to ensure that the design and architectural intent is maintained through the detailed design, procurement and construction process. The design team recognises the high profile nature of the proposal and the design response is appropriate for this prominent site the range of technical expertise that has input to the application is indicative that the design is technically credible.

The proposal has been prepared by a design team familiar with the issues associated with developing high quality buildings in city centre locations, with a track record and capability to deliver a project of the right quality.

The design is considered to be of sufficient quality due to:

- Well considered design detailing and choice of materials;



- High quality materials and construction technology;
- Spacious layouts with good quality natural light, ventilation and acoustics;
- Active ground floor facades, public realm and welcoming entrances and communal spaces; and
- A variety of amenity spaces including ground floor, roof top gardens and the adjacent 'Green' area.

### Relationship to Transport Infrastructure

The Site lies within easy walking distance of key sustainable transport nodes including mainline and local train services, and tram services and buses.

The improvement to the public realm would enhance links to sustainable transport choices. Residents would be able to walk to jobs and facilities in the City Centre. There are bus stops on Travis Street and Great Ancoats Street.

27 parking spaces (including 3 disabled parking spaces) are proposed. There are multi storey car parks (MSCP) nearby and discussions have taken place with operators who have agreed in principle to make contract spaces available. The nearest MSCP is at Piccadilly Station 400m from the site. This car park contains 21 disabled spaces which could be available to residents on a contract as well as to visitors. A Transport Statement outlines the zero-car parking approach and reviews local parking opportunities. The nearest City Car Club bay is at the Chips Building located off Mill Street, approximately 800m from the building. It is intended to provide two car club parking spaces within the SRF area.

A communication strategy in the Travel Plan would make residents aware of sustainable options. The Transport Statement concludes that the proposal would not adversely affect the operation of the highway or transport network and meets the criteria set out in national and local policy for sustainable development and that overall impact of the development on the local transport network would be minimal.

The ground floor cycle stores would be well-lit and secure with active frontages, giving visibility outwards and inwards. The entrances and footpath would be well-lit to enhance security. Only cyclists and staff would have fobs to access the stores from outside the building and access the cycle store.

There would also be cycle storage in the basement level of the lower block with an adjacent workshop. The total number of spaces would be 492 resulting in over 100% provision of cycle spaces. There is a desire to secure additional provision within the public realm and this would be part of the requirements of conditions requiring the submission and agreement of a final Travel Plan and details of their number and location to be attached to any consent granted.

Drop off, servicing and loading would be on Heyrod Street from service roads on Portugal Street East and the realigned Churchgate Buildings.

### Sustainability

There is an economic, social and environmental imperative to improve the energy efficiency of the UK's domestic and commercial buildings. Larger buildings should attain high standards of sustainability because of their high profile and impact. An Energy Statement and Environmental Standards Statement (ESS) assesses physical, social, economic and other environmental effects and considers this in relation to sustainability objectives. The ESS sets out the measures that could be incorporated across the lifecycle of the development to ensure high levels of performance and long-term viability and ensure compliance with planning policy.

Energy use would be minimised through good design in accordance with the Energy Hierarchy, improving the efficiency of the fabric and using passive servicing methods. Improvements to the thermal performance and air tightness above Part L of the Building Regulations have been incorporated before the energy reducing and low carbon technologies are applied. The sites highly sustainable location should reduce its impact on the environment.

As per the requirements of policy EN6 of the Core Strategy, developments must achieve a minimum 15% reduction in CO2 emissions (i.e. a 15% increase on Part L 2010). Since the Core Strategy was adopted, Part L 2010 has been superseded by Part L 2013 which has more stringent energy requirements. The 15% requirements translates as a 9% improvement over Part L 2013.

All building services have been designed and specified to achieve maximum energy efficiency with the following items of particular significance:

- CHP would provide heat for direct hot water and heating and export electricity to the grid.
- All internal space would have dedicated low energy lighting. .
- The flats would have Mechanical Ventilation with Heat Recovery units for ventilation. Heat Recovery Ventilation in energy efficient buildings provides fresh filtered air whilst retaining most of the energy that has already been used in heating.
- 50% of the parking spaces would be enabled for charging electric vehicles and a further 50% would be futureproofed for retrofitting.

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

This examines the impact that the scheme would have on nearby and adjoining occupiers and includes the consideration of issues such as impact on microclimate,

daylight, sunlight and overshadowing, air quality, noise and vibration, construction, operations and TV reception.

### Daylight, Sunlight and Overshadowing

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

An assessment of daylight, sunlight and overshadowing has been undertaken, using specialist computer software to measure the amount of daylight and sunlight available to windows in neighbouring buildings. The assessment made reference to the BRE Guide to Good Practice – Site Layout Planning for Daylight and Sunlight Second Edition BRE Guide (2011).

This assessment is not mandatory but is generally accepted as the industry standard and helps local planning authorities consider these impacts. The guidance does not have 'set' targets and is intended to be interpreted flexibly. It acknowledges that there is a need to take account of locational circumstances, such as a site being within a town or city centre where higher density development is expected and obstruction of light to buildings can be inevitable.

The neighbouring residential properties at 35 Chapeltown Street, 37 Chapeltown Street, Thomas Telford Basin, John Seamon Court and Quantum Building (2-6 Chapeltown Street) have been identified as receptors in terms of potential daylight and sunlight impacts.

Due to the residential conversion being implemented at Crusader Works and the adjacent 10 storey new build development (application ref no's 113363 and 113364) they have been considered in the cumulative scenario which includes consented developments. Only sensitive windows facing towards the site have been modelled.

The assessment has scoped out other residential properties due to the distance and orientation from the site. The BRE Guidelines suggest that residential properties have the highest requirement for daylight and sunlight and states that the guidelines are intended for use for rooms where natural light is required, including living rooms, kitchens and bedrooms.

The BRE Guide recommends that the cumulative impact of adjacent consented developments should be included as part of the assessment. Schemes under construction have been included and so a separate assessment of the cumulative impact is required.

### Demolition and Construction

Effects in relation to daylight, sunlight and overshadowing would vary throughout the demolition and construction phase. They would, however, certainly be less than the effects of the completed scheme.

### Daylight Impacts (Completed Development)

The BRE Guidelines provides methodologies for daylight assessment. The methodologies are progressive, and can comprise a series of 3 tests. All 3 of these tests Vertical Sky Component (or VSC), Daylight Distribution (NSL) and Average Daylight Factor (ADF) have been carried out in relation to this proposal.

VSC considers how much Daylight can be received at the face of a window by measuring the percentage of sky that is visible from the centre of a window. The less sky that can be seen means that less daylight would be available. Thus, the lower the VSC, the less well-lit the room would be. In order to achieve the daylight recommendations in the BRE, a window should attain a VSC of at least 27%.

The NSL assesses how light is cast into a room by examining the parts of the room where there would and would not be a direct sky view. Daylight may be adversely affected if, after the development, the area in a room which can receive direct skylight is reduced to less than 0.8 times its former value. Any reduction below this would be noticeable to the occupants.

The Guidance states that a reduction of VSC to a window of more than 20% or of NSL by 20% does not necessarily mean that the room would be left inadequately lit, but there is a greater chance that the reduction in daylight would be more apparent. Under the Guidance, a scheme would comply if figures achieved are within 0.8 times of baseline figures. The occupier would not notice such a reduction in daylight and sunlight. For the purposes of the sensitivity analysis, this value is a measure against which a noticeable reduction in daylight and sunlight would be discernible and is referred to as the BRE target.

Crusader Works is being converted to residential but some rooms have poor light levels as it was originally a mill and its design, layout and configuration does not have good access of light.

The density of development on site is unusually low for the City Centre. Buildings that overlook the site have received unusually high daylight levels in a City Centre context. As such the baseline situation against which the sunlight, daylight and overshadowing are measured, does not represent a typical baseline situation of a densely developed urban environment.

The Guidance acknowledges that if a building stands close to a common boundary a higher degree of obstruction may be unavoidable. This is common in urban locations. VSC levels diminish rapidly as building heights increase relative to separation. As such, the adoption of the 'standard target values' should not be the norm in a city centre as this would result in very little development being built.

The assessment has been carried out on the basis of layout drawings for the surrounding buildings, however it has not been possible to access properties. Floor levels have also been assumed for the adjoining properties which dictates the level of the working plane relevant for the No Skyline assessment. Realistic worst-case assumptions have been applied.

The impacts of the development are set out below.

35 and 37 Chapeltown Street, Thomas Telford Basin, John Smeaton Court and Quantum Building.

With the development in place and the results weighted to make the allowance for the 20% reduction (BRE Target):

For VSC 100% windows would be compliant with the BRE target.  
 For NSL 100 % of rooms would be compliant with the BRE target.  
 For ADF 100% of rooms would be compliant with the BRE target

Given the above the effect to daylight on this building is therefore considered to be negligible in significance.

### **Sunlight Impacts**

For Sunlight Impact assessment the BRE Guide sets the following criteria:

The BRE sunlight tests should be applied to all main living rooms and conservatories which have a window which faces within 90 degrees of due south. The guide states that kitchens and bedrooms are less important, although care should be taken not to block too much sunlight. The BRE guide states that sunlight availability may be adversely affected if the centre of the window receives less than 25% of annual probable sunlight hours, or less than 5% of annual probable sunlight hours between 21 September and 21 March; receives less than 0.8 times its former sunlight hours during either period; and has a reduction in sunlight received over the whole year greater than 4% of annual probable sunlight hours.

Where sunlight is reduced by over 20%, it does not automatically mean that sunlight would be insufficient but the loss may be more noticeable. The BRE guide acknowledges that if an existing building stands close to the common boundary a higher degree of obstruction may be unavoidable, especially in urban locations.

35 and 37 Chapeltown Street, Thomas Telford Basin, John Smeaton Court and Quantum Building.

With the development in place and the results weighted to make the allowance for the 20% reduction (BRE Target):

100% of windows would meet the BRE criteria for both Winter and Annual APSH. The effect to sunlight on this building is therefore considered to be negligible in significance.

### **Cumulative Effects**

#### **Demolition and Construction**

Effects in relation to daylight, sunlight and overshadowing would vary throughout demolition and construction. Those effects, which may be perceptible during construction, would be similar or less than those of the completed proposal with cumulative schemes set out below.

## Completed Development

### For 35 and 37 Chapeltown Street, Thomas Telford Basin, John Smeaton Court and Quantum Building.

There would be 385 windows serving 313 rooms, including existing and cumulative schemes, surrounding the site. These have all been assessed in terms of VSC and NSL and with the exception of John Smeaton Court and the Quantum Building there would be no change with the two cumulative schemes in place.

Within John Smeaton Court and the Quantum Building there are 11 (2.85%) which would receive minor adverse impacts, 9 (2.34%) which would experience moderate adverse impacts and a further 3 (0.78%) which would experience major adverse impacts. 19 of the 23 are to bedrooms. For 22/ 23 windows the retained light levels would remain in excess of 15% which are recognised by the BRE Guidance as acceptable in terms of achieving adequate levels of internal daylight where the environment is more densely built up. The single window which does not achieve 15% would achieve 14.83%.

For NSL 314 (94.29%) of the 333 rooms assessed would be fully compliant with the BRE target values. 15 (3.90%) rooms would experience minor adverse impacts, 2 (0.52%) would experience moderate adverse impacts and the remaining 2 (0.52%) would experience major adverse impacts. 16 /19 rooms are bedrooms and that the reduction ratios recorded would have retained light levels in excess of 50% which for an urban centre would still be regarded as well lit.

Therefore, the VSC and NSL assessments show that approx. 94% of the windows and rooms assessed would HAVE negligible impacts with only less than 1 % experiencing Major impacts. Overall, therefore on balance, it is that impacts would be Minor Adverse impact.

For ADF 321 (96.40%) of all 333 rooms would fully comply with the BRE target values. 9 (2.70%) would experience minor adverse impacts and 3 (0.90%) would experience moderate adverse impacts. 8 of the 11 infringements are to bedrooms which are of less significance as they are mainly occupied at night time.

Overall therefore the ADF assessment shows that 96.40% of the rooms assessed would have negligible impacts with none of the rooms experiencing major impacts.

For APSH all 117 rooms assessed would ill fully comply with the BRE target values when measured against the BRE sunlight assessment criteria in APSH terms.

### Crusader Buildings.

With the development in place and the results weighted to make the allowance for the 20% reduction (BRE Target):

#### Crusader Building (Former Mill)

For VSC 166/350 (47%) of windows would be compliant with the BRE Target. Impacts on non-compliant windows would be as follows: Minor adverse 19, moderate adverse 46 and major adverse 119.

For NSL 127/200 (63%) of rooms would be compliant with the BRE Target. Impacts on non-compliant rooms would be as follows: Minor adverse 12, moderate adverse 6 and major adverse 43.

For ADF 127/200 (63%) of rooms would be compliant with the BRE Target. Impacts on non-compliant rooms would be as follows: Minor adverse 4, moderate adverse 15 and major adverse 54

For APSH 44/67 (66%) of windows would be compliant with the BRE Target. Impacts on non-compliant rooms would be as follows: Minor adverse 0, moderate adverse 1 and major adverse 22

### Phoenix Building (New Build)

With the development in place and the results weighted to make the allowance for the 20% reduction (BRE Target):

For VSC 38/95 (40%) of windows would be compliant with the BRE Target. Impacts on non-compliant windows would be as follows: Minor adverse 18, moderate adverse 37 and major adverse 2.

For NSL 72/95 (76%) of rooms would be compliant with the BRE Target. Impacts on non-compliant rooms would be as follows: Minor adverse 9, moderate adverse 5 and major adverse 3.

For ADF 78/95 (82%) of rooms would be compliant with the BRE Target. Impacts on non-compliant rooms would be as follows: Minor adverse 9, moderate adverse 5 and major adverse 3.

For APSH 25/37 (68%) of windows would be compliant with the BRE Target. Impacts on non-compliant rooms would be as follows: Minor adverse 0, moderate adverse 2 and major adverse 33

In terms of VSC 49 of the adverse impacts result where the existing light levels are below 3%. Any change at this level of greater than 0.6% VSC would result in a failure of the BRE assessment. In real terms these changes of quantum would be barely perceptible to the building occupants and users and it is only the accuracy of the computer programme that can identify such small quantum of loss.

151 (33.93%) of the rooms assessed with reduction ratios in excess of the BRE Guides 20% would retain VSC values in excess of 15% which are considered good for a dense urban location such as this.

Taking these factors into account illustrates that only 41 (9.21%) of these windows would experience adverse impacts taking into account the very low existing light levels and the urban context of the two sites in this area.

Overall, therefore on balance, impacts from the proposed development would have a Minor Adverse impact.

For NSL 76 of the 84 infringements are to bedrooms which are of less significance as they are mainly occupied at night time. In 7 of the 84 cases, light levels would remain in excess of 50% which for an urban centre such as this can still be regarded as well lit. Overall NSL assessments shows that over 75% of the windows assessed would have negligible to minor adverse impacts. Overall, therefore on balance, it is considered that impacts would be minor adverse.

In terms of ADF 78 of the 90 cases are to bedrooms which are of less significance as they are mainly occupied at night time. Many of the habitable rooms in Crusader Works have reduced levels of light because it is a former mill. 63 of the rooms highlighted currently achieve an ADF figure of less than 0.3%. Any reduction beyond 0.06% in ADF terms, which is a very minimal barely noticeable change, would result in an apparent material reduction in percentage terms when measured against the BRE assessment criteria. These artificially low baseline conditions, which are due to the inherent design of the neighbour itself rather than any external factors which the design team can affect, would artificially skew the perception of impacts in BRE assessment criteria terms. Overall therefore the ADF assessments shows that 73.89% of the windows assessed would be left with Negligible to Minor Adverse impacts only. Overall, therefore on balance, it is considered that impacts would be Minor Adverse.

For APSH there would be 2 (1.92%) windows which would experience moderate adverse impacts and the remaining 33 (31.73%) would experience major adverse impacts.

18 of the 35 cases retained APSH light levels in excess of 15% which for an urban centre such as this can still be regarded as relatively well lit. In many cases the adverse reductions are as much as a result of the open aspect of the current neighbour as it is as a result of the scale of the development proposals themselves.

Overall, therefore on balance, it is considered that impacts would be moderate adverse.

### **Overshadowing (Including Cumulative Impacts)**

Five areas have been considered, all of which would comply with the BRE Guidelines in shadowing terms. The taller buildings would cast longer shadows than existing buildings but the impact would be negligible.

### **Additional Considerations**

The following matters are however important in the consideration of this matter:

- Buildings that overlook the site have benefitted from conditions that are relatively unusual in a City Centre context;



- It is generally acknowledged that when buying/renting properties in the heart of a city centre, there will be less natural daylight and sunlight than could be expected in the suburbs;
- When purchasing or renting a property in any urban location, sited close to a derelict plot of land, the likelihood is that redevelopment will occur. This is increased in a city centre like Manchester where there is a shortage of city housing;
- The site is within the City Centre and designated for high density development;

It is considered that that the above impacts have been tested and perform reasonably against the BRE guidelines. The overall effect on daylight and sunlight is considered negligible. The impact recorded against the proposed habitable rooms within Crusader Works would be negligible to major adverse in places but the design of the building has many inherent self-obstructing elements restricting the access of light.

### Wind

Changes to the wind environment can impact on how comfortable and safe the public realm is. If the changes cannot be designed out, they should be minimised by mitigation measures. A Wind Microclimate report focused on the impact on people using the site and the surrounding area. Wind tunnel testing was undertaken combined with adjusted meteorological data from Manchester Airport.

The assessment concluded that the local wind environment could be affected but the detailed design has incorporated soft landscaping around the building and across the open spaces Effects on pedestrian level wind conditions would be negligible and safe.

The wind conditions would be suitable for pedestrians walking through and around the site and using the main entrances.

Within the surrounding area, wind conditions would be windy but tolerable for pedestrians using the street on the southeast side of Crusader Works. This effect is considered to be of minor adverse significance. Otherwise, the proposal is considered to have negligible effect on surrounding wind conditions.

### Cumulative Effects

When future surrounding developments are included, wind effects in and around the site would be slightly alleviated. Resulting cumulative effects would range from negligible to no worse than minor adverse, and the Public Park can benefit from further development of the landscaping, during detailed design of the park, to enhance the shelter to seating areas.

There are no significant cumulative effects due to the size and proximity of the cumulative buildings. Wind conditions remain largely the same in the future scenario, and all locations are suitable for the intended use.

### Air quality

An air quality assessment (AQA) has considered whether the proposal would change air quality during the construction and operational phases. The site is located within an Air Quality Management Area (AQMA) where air quality is known to be poor as a result of emissions from surrounding roads. As such, residents could experience poor air quality and vehicles travelling to and from the site could increase pollution levels in this sensitive area.

The AQA confirms that mitigation measures are required during construction to minimise dust impacts. Good on site practices would ensure dust and air quality impacts are not significant. This should remain in place for the duration of the construction period and should be the subject of a condition.

The impacts on air quality once complete would not be significant. Pollutant concentrations at the façades of the building would be within the relevant health-based air quality objectives. On that basis, residents would be exposed to acceptable air quality and the site is deemed suitable for its proposed future use.

27 parking spaces and 488 cycle spaces are proposed.. An Interim Travel Plan includes measures that promote the use of sustainable transport modes. All of these measures contribute to reducing reliance on the private car and limiting air quality.

Cumulative effects with other committed development would be negligible for both construction and operational phases.

### Noise and Vibration

Whilst the principle of the proposal is acceptable, the impact that adjacent noise sources might have on occupiers needs to be considered. A Noise Report concludes that with appropriate acoustic design and mitigation, the internal noise levels would be acceptable.

The level of noise and mitigation measures required for any externally mounted plant and ventilation should be a condition of any consent granted.

Access for deliveries and service vehicles would be restricted to daytime hours to mitigate any impact on adjacent residential accommodation.

During the operational phase the proposal would not produce noise levels or vibration that would be significant. Disruption could arise during construction. The applicant and their contractors would work and engage with the local authority and local communities to seek to minimise disruption. A Construction Management Plan should be a condition of any consent granted and would provide details of mitigation methods. Construction noise levels have been estimated based on worst case

assumptions to be of moderate temporary adverse effect. Following mitigation construction noise is not likely to be significant.

Acceptable internal noise levels can be achieved with relatively standard thermal glazing. An assessment of ground-borne vibration levels at the site due to tram movements close to the perimeter of the site has shown that residential amenity would not be affected by tram movements

Vibration from trams is low and is unlikely to result in an adverse effect. It is possible that vibration could pass through the building's structure but mitigation would address this.

#### Telecommunications (TV and Radio reception and Broadband provision)

A Baseline TV Reception Report has been prepared based on technical modelling in accordance with published guidance. A desk-based analysis was supplemented by a baseline reception survey that took place in the potential interference zones to increase the accuracy of the assessment.

Potential effects on wireless communication links were obtained via consultation with Ofcom and the relevant stakeholders. A survey highlights that any additional signal degradation to nearby buildings would be negligible. However, the survey considers that digital signal strength in this area is generally strong enough to overcome the attenuation caused by the development.

Should there be any post construction impact a series of mitigation measures have been identified which could be controlled by a condition.

The location of the site is such that it is 'high speed' ready with the infrastructure is in place for the development to be connected in to superfast broadband.

#### **Conclusions in relation to CABE and English Heritage Guidance and Impacts on the Local Environment.**

On balance, it is considered that the applicant has demonstrated that the proposal would meet the requirements of the CABE and EH guidance as well as the policy on Tall Buildings within the Core Strategy and as such the proposal would provide a building of a quality acceptable.

#### Crime and Disorder

The increased footfall, additional residents and the improved lighting would improve security and surveillance. Greater Manchester Police have provided a crime impact assessment and the scheme should achieve Secured by Design accreditation. A condition is recommended.

#### Archaeological issues

Greater Manchester Archaeological Unit believe that remains of workers' housing from the second quarter of the 19th century may survive. They recommend targeted archaeological excavation, followed if appropriate by more detailed and open area

excavation, to inform the understanding of the potential and significance and this should be a condition of any consent granted.

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

The site has no designation for nature conservation and the proposals would have no adverse impact on any statutory or non-statutory designated site for nature conservation. No habitats within the site are species-rich or indicative of semi-natural habitats. No habitats are representative of any Priority Habitats. No invasive species, as listed on Schedule 9 of the Wildlife and Countryside Act 1981 (as amended), are present within the site.

No bats or signs of bats were detected at the buildings. The buildings do not support features suitable for use by roosting bats and therefore the presence of roosting bats at the site has been reasonably discounted.

The semi-mature trees, shrubs and scrub on the site provide suitable habitat for nesting and foraging passerine bird species. No signs of barn owl or black redstart, both Schedule 1 species of the Wildlife and Countryside Act 1981 (as amended), were detected during the survey. No evidence of, or opportunities for, other protected species have been identified

The development would remove 3 trees and some shrubs from the site. Whilst these habitats are locally common and of limited ecological value they are of value at the site level as they contribute to the structural diversity and habitat connectivity across and around the site, in a landscape dominated by urban development. However, it is considered that appropriate landscape planting could compensate for the loss.

The implementation of measures to provide mitigation for habitat loss and to improve biodiversity are included within the submitted Ecology Report and should be a condition. An ecologist can advise on further ways to provide enhancements, in addition to mitigation, to improve the wildlife value of the development and contribute towards a net gain in biodiversity such as additional bird and bat boxes and additional plantings including night scented species to provide foraging habitat for bats and nesting habitat for birds. Native, nectar rich plants that attract insects would be recommended as they would enhance foraging opportunities for bats in the local area for suitable species.

The green roof and public realm includes tree planting and areas of soft landscaping and would improve biodiversity and form corridors which enable natural migration through the site. The proposed green roof would have a species rich mix with sedums and alpines boasting a large flower to leaf ratio and offering amazing roof top 'restaurants' for pollinators especially in places where there may be so little else available when commuting on the wing.

The increase in green infrastructure would increase opportunities for habitat expansion leading to an improved ecological value within the local area. A condition would require agreement of the details of this.

The species selected is varied and picks up a range of species including native Scots Pine. Liquidamber has a good tolerance to urban environments, is hardy and can thrive in a mix of soil conditions. Rowans and hawthorns produce berries and could both be considered within the park. Further consideration of species can be picked up in the next stage of design with final details to be a condition of any consent granted.

Column mounted fittings would have cowls to prevent unnecessary light spill and negative impacts on any foraging bat species.

### Waste and Recycling

There would be a ventilated refuse chute on each residential floorplate opposite the lift core. This would contain a tri-separator compaction machine to enable residents to recycle separate waste streams which are then sorted into separate 1100L Eurobins. The refuse store has been sized in line with 'GD 04 Waste Storage and Collection Guidance for New Developments with 0.43sqm of space for each apartment. Compacted General Waste will be collected by a private collection.

The refuse collection strategy would be part of the Resident Management Strategy which would be a planning condition. When the bins are 3/4 full, a sensor would alert the building managers that the bins require changing. The waste would be collected by Manchester City Council (MCC) waste operatives on a weekly basis.

In accordance with MCC guidance, containers would be taken to a designated location on collection day. Level access would be provided between the bin store and the highway with dropped kerbs adjacent to the loading bay.

### Servicing, Deliveries and Vehicle Movements

Access to the car park would be from Portugal Street East via a one-way ramp controlled by traffic lights. Refuse collection would be from Heyrod Street. A loading bay is proposed to the southwest for delivery vehicles. 50% of the car parking spaces would have EV charging points, with the remaining 50% capable of retrofit

Conditions requiring the agreement of a final service management strategy would be attached to any consents granted and a programme of off-site highways works including pavement reinstatements and finishes would be attached to any consent granted. The Head of Highways has no objections subject to compliance with these conditions.

### Flood Risk and Sustainable Urban Drainage Strategy (Suds)

The site is in Flood zone 1 and is low risk site for flooding. It is in the Core Critical Drainage Area in the Council Strategic Flood Risk Assessment and requires a 50% reduction in surface water run-off as part of brownfield development.

The development with the exception of the adopted highways and the drainage system would be designed to cope with intense storm events up to and including the 1 in 100-year storm return period, which includes an allowance of 40% additional

rainfall for climate change. The profile of the hard standing which surrounds the building would convey water away from it.

Surface water run-off would be minimised and reduced to a greenfield rate if practical, and the post development run-off rates would be reduced to 50% of the pre development rates.

Suds management is proposed through attenuation storage in ground tanks with a flow control device. Along with the meeting the 50% reduction in flows for the residential building would be over 75% for the Public Park Open space would have a significant beneficial impact removing in excess of 57 l/s of surface water from the network during the higher order storm event. Proposed flow rates would be aligned with the betterment requirements for the SRFA.

The underlying soil is predominantly clay with low levels of permeability which could prevent the use of Suds infiltration techniques. Suds could be managed in the public realm through natural drainage to capture surface water runoff rather than draining it to a below ground storage tank storage and managing flows. This would reduce the amount of water draining into sewers which reduces flood risk and requirements for pollution management.

Infiltration management could include permeable surfaces, rain gardens, soakways and infiltration trenches and could be explored further through a condition.

The resin bound gravel would have 100% natural aggregate and be permeable. The surface water would be drained into planting areas or permeable resin bound areas. Where this is not possible, there is the opportunity to look at a permeable block paving solution and the final details of the hard landscaping would be a condition. .

The initial SUDS assessment demonstrates that surface water run-off can be drained effectively in accordance with the relevant policy principles.

Cumulative effects with other committed development would be negligible for both construction and operational phases

Contaminated Land Issues – A phase 1 Geo- environmental Report (Desk Study) has assessed geo-environmental information based on desktop / published sources, a site walkover survey.

There could be unexploded ordnance (UXO) within the shallow and deeper made ground and natural strata across the site and may pose a risk to construction workers (explosion) in the short term during the excavation and drilling through of made ground materials. Workers would have to be protected during the intrusive investigation and development.

The site is located within a relatively low risk environmental setting and is unlikely to be impacted or affected by nearby current or historic industrial activities. The Principal Bedrock Aquifer would have to be taken into consideration during the development of a foundation solution and it would be necessary to avoid contaminate migration pathways during piling works.

Mitigation measures may be required to deal with on-site contamination. With these measures in place, the site would present a low risk to future site users and construction workers.

A condition would require a full site investigation and remediation measures to be submitted and agreed.

Cycle Parking - 100% Secure and covered cycle parking would be provided within the building. The 488 no. spaces would be double the provision currently sought by MCC's Residential Quality Guidance. The ground floor cycle stores would be accessed from the footpath to the rear of the building). These spaces would have active frontages, giving visibility outwards and inwards, and would be well-lit, secure and attractive. The entrances and footpaths would also be well-lit to enhance security. Only cyclists and staff will have fobs to access the stores from outside the building and access the cycle store itself. Additional external cycle parking would be provided for guests.

Disabled access – The building would be accessible to all and is designed to meet the accessible standards. This would ensure that homes are adaptable to meet the changing needs of occupants over time, including those of some older and disabled people.

The building and all areas would be fully accessible. All apartments and amenity spaces would be accessed via large passenger lifts which would exceed minimum standards.

Fixtures and fittings, including ironmongery and controls are to visually contrast with their surrounds, be usable by people with limited dexterity and reachable by those who are seated or standing.

All sanitary accommodation within the shared amenity areas would be inclusive. Access to all common areas has sought to minimise barriers and doors.

A 24 hour concierge would be located adjacent to the entrance which has good visual connection for security, deliveries, and can assist visitors and residents if required.

3 of the 27 basement parking spaces would be suitable for use by disabled people. There will also be opportunities for disabled car users who will reside in the development to rent spaces in the nearby MSCP where there are 21 blue badge spaces.

Local Labour – A condition would require The Council's Work and Skills team to agree the detailed form of the Local Labour Agreement.

Airport Safeguarding - Given the scale of the development, the proposal has been considered with regards to any potential impacts on aerodrome safeguarding. Aerodrome safeguarding who have found no conflict with any safeguarding criteria.

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

Provided appropriate management measures are put in place the impacts of construction management on surrounding residents and the highway network can be mitigated to be minimal.

### Sustainable Construction Practices and Circular Economy

A net zero carbon built environment means addressing all impacts associated with the construction, operation and demolition of buildings and infrastructure in order to decarbonise the built environment value chain.

The proposal would contribute to sustainable design and construction through the following measures:

The architect and structural engineer have developed the frame and layout of the buildings utilising narrow columns and flat slabs to minimise the volume of concrete and other construction materials.

Bathrooms are proposed as Pod construction to be manufactured offsite and delivered as completed units to minimise waste and transport of materials to site. During construction the site team will look to purchase products and systems with lower CO2 emissions, consider waste management and recycling opportunities

In terms of the cladding material the panels are manufactured off site in a factory controlled environment which is an effective way of reducing waste. The use of a large format panellised façade system would reduce the amount of deliveries of materials to site.

These materials are hard wearing and last longer than many other cladding systems. The seals between the panels can be easily replaced every 10 to 20 years. It provides a high level of air tightness which reduces energy loss and therefore consumption. The 40% glazing provides a good balance between solar gain/loss & providing natural light.

The approach to the landscape design and targets for zero carbon development have been tackled on three levels; Climate sensitive design, Biodiversity, Carbon offsetting.

- Climate sensitive design: incorporation of Suds systems;
- Biodiversity: a range of species including native and non-native species appropriate to the urban setting, microclimate and with rising temperatures in mind;
- Carbon Offsetting: Consideration of the use of natural materials such as wood or stone, avoiding the use of heavily processed materials such as plastics, consider the use of woody shrubs, hedging and certain tree varieties that are recognised as having good carbon storage capabilities.



### Summary of Climate Change Mitigation / Biodiversity enhancement

Ecosystems play an important role in regulating climate. Biodiversity and ecosystem services help us to adapt to and mitigate climate change. They are therefore a crucial part of our effort to combat climate change. Healthy ecosystems are more resilient to climate change and so more able to maintain the supply of ecosystem services on which our prosperity and wellbeing depend. The underlying principle of green infrastructure is that the same area of land can frequently offer multiple benefits if its ecosystems are healthy.

The external amenity spaces, green roof, ancillary external public realm and public park and street trees would provide green infrastructure enhancements and should improve biodiversity and enhance wildlife habitats in the urban area with opportunities for the green infrastructure to link to established wildlife corridors forming links between the nearby Medlock Valley with the City Centre as well as the planned park at Mayfield Opportunities to enhance and create new biodiversity within the development, such as bat boxes and bricks, bird boxes and appropriate planting would be investigated and all of these measures would be included in planning conditions.

Details of tree species, tree pit specifications, size and potential for making the trees suds enabled would be explored further through the discharge of conditions to be attached to any consent granted.

As per the requirements of policy EN6 of the Core Strategy, developments must achieve a minimum 15% reduction in CO2 emissions (i.e. a 15% increase on Part L 2010). Since the Core Strategy was adopted, Part L 2010 has been superseded by Part L 2013 which has more stringent energy requirements. The 15% requirements translates as a 9% improvement over Part L 2013.

It is expected that the majority of journeys would be by public transport and active modes, supporting the climate change and clean air policy. On site car parking is limited and the development would be highly accessible by modes of transport which are low impact in terms of CO2 emissions. There would be 488 cycle spaces.

The Framework Travel Plan (TP) sets out a package of measures to reduce the transport and traffic impacts, including promoting public transport, walking and cycling and would discourage single occupancy car use.

Overall subject to compliance with the above conditions it is considered that the proposals would include measures which can be feasibly incorporated to mitigate climate change for a development of this scale in this location.

The proposal would have a good level of compliance with policies relation to CO2 reductions and biodiversity enhancement set out in the Core Strategy, the Zero Carbon Framework and the Climate Change and Low Emissions Plan and Green and Blue Infrastructure Strategy.

### Social Value from the Development

The proposal would support the creation of a strong, vibrant and healthy community. In particular, the proposal would:

- Once operational, the residents will benefit from events throughout the year, which will serve to develop connections amongst residents to develop the community;
- Through the delivery of new areas of public realm lead to significant improvements in user's physical and mental health;
- Promote regeneration in other areas;
- The proposal would not cause harm to the natural environment and would reduce carbon emissions through the building design;
- It would provide job opportunities for local people through the agreement required to discharge the local labour agreement condition that would be attached to any consent granted;
- Help to foster a sense of community through creating opportunities for people to come together in a natural setting, within the proposed public realm and communal areas;
- Help to reduce crime through an increase passive surveillance through the active ground floor uses and the overlooking from residential accommodation;
- Will improve legibility to the north east of Piccadilly Station for pedestrians arriving in the city increase the attractiveness of routes within the PSE SRF Area for pedestrians;
- Will provide access to services and facilities via sustainable modes of transport, such as through cycling and walking. The proposed development is very well located in relation to Metrolink, rail and bus links;
- Will not result in any adverse impacts on the air quality, flood risk, noise or pollution and there will not be any adverse contamination impacts;
- Will not have a detrimental impact on protected species; and
- Will regenerate previously developed land with limited ecological value in a highly efficient manner

### Response to Objectors Comments

The development is line with the Portugal Street East SRF. High density developments are permitted when accompanied by high quality public realm proposals. In these proposals the buildings are accompanied by significant public realm proposals including a new public park to the south.

The immediate context are surface car parks, depots, light industrial units and two to three storey buildings. The Portugal Street East SRF show that the proposals are in line with the future context of the area. The HS2 masterplan identifies Piccadilly Village and Crusader Mill as areas of a different context.

The development is located within a highly sustainable location and as such does not have any requirement for parking provision. The 27 spaces proposed is purely a commercial decision and is considered to be adequate. Issues of parking

requirements for the 200 apartments at Crusader Mill were considered as part of the evaluation of that scheme.

Demand for rented accommodation has soared in recent years, especially in the City Centre. This has seen a rise in a professionalised rental accommodation, which has a positive role to play and is raising the standards of management and customer experience. However, a mix of tenures is required across the City as a whole to ensure there continues to be some balance in the supply. Ensuring the City is delivering a balanced and high quality residential supply is a key objective, to meet demand, retain talent in the City and support economic growth. The proposal would deliver a mix of high quality apartments that complement and add value to the range of accommodation that is coming forward.

The ground floor amenities would create active and positive streetscape from day one of the development opening in the same way that a retail or commercial premises would.

### **Cumulative impacts**

The impacts relating to the construction phase are temporary and predictable. The impact of residual wind microclimate and daylight-sunlight on future residents is expected to produce minor cumulative effects. The impacts are complex and varied, and depend on factors such as the specific location of the residents and how they interact with the Site and the wider environment.

The cumulative impact would be Heritage-Neutral, Townscape -Moderate Beneficial, Sunlight and Daylight -Negligible to Major Adverse, Traffic and Transport - Negligible, Flood Risk and Drainage Negligible, Ground Conditions & Contamination Risk - Moderate Beneficial and Wind negligible to minor adverse within the Public Park.

Overall given the densely developed City Centre location, it is considered that there will be no unduly harmful cumulative impacts as a result of this development

### **Legal Agreement**

The proposal would be subject to a legal agreement under section 106 of the Planning Act to secure an appropriate reconciliation payment for offsite affordable housing in the City through a further review prior to the occupation of the development together with a mechanism to re-test the viability should there be a delay in the implementation of the planning permission as explained in the paragraph with the heading 'Affordable Housing'

### **CONCLUSION**

The proposal would deliver the vision, objectives and development principles contained within the Portugal Street East SRF which would include the delivery of place making objectives and substantial public realm. This would, along with the

recently approved Hotel on Adair Street start the process of establishing this new City Centre Neighbourhood.

Section 38(6) of the Planning and Compulsory Purchase Act 2004 states that applications should be determined in accordance with the development plan unless material considerations dictate otherwise. The proposals have been considered in detail against the policies of the current Development Plan and taken overall are considered to be in compliance with it.

The proposals would be consistent with a number of the GM Strategy's key growth priorities. It would deliver a high quality building and regenerate a site which is principally characterised by a poor quality environment. The site is considered to be capable of accommodating a building of the scale and massing proposed whilst avoiding any substantial harm to the setting of the adjacent Crusader Mills Buildings or the Whitworth Street and Stevenson Square Conservation Areas.

There would be a degree of less than substantial harm but the proposals represent sustainable development and would deliver significant social, economic and environmental benefits. It is considered, therefore, that, notwithstanding the considerable weight that must be given to preserving the setting of the adjacent listed buildings and the character of the conservation area as required by virtue of S66 and S72 of the Listed Buildings Act within the context of the above, the overall impact of the proposed development including the impact on heritage assets would meet the tests set out in paragraphs 193, 196 and 197 of the NPPF and that the harm is outweighed by the benefits of the development.

The impacts modelled within the submitted EIA technical chapters have been fully considered in relation to the officer recommendation with respect to this application

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

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

**Recommendation MINDED TO APPROVE : APPROVE** ( subject to a legal agreement in respect of reconciliation payment of a financial contribution towards off site affordable housing)

### **Article 35 Declaration**

Officers have worked with the applicant in a positive and pro-active manner to seek solutions to problems arising in relation to dealing with the planning application. This has included ongoing discussions about the form and design of the developments and pre application advice about the information required to be submitted to support the application.

### **Reason for recommendation**

#### **Conditions to be attached to the decision**

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

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

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

(a) Dwgs05301 MP 02 2199 (Lower Ground Floor Site Plan) Rev L, 05301 MP 02 2200 (Ground Floor Site Plan) Rev Q, 05301 MP 02 2230 (Roof Site Plan) Rev C, 05301MP 00 1000 (Existing Location Plan) Rev F, 05301 MP 001102 (Proposed Demolition Plan) Rev A and 05301 MP 001201 (Proposed Block Plan) Rev K;

(b) 05301 B1 02 2200 (Block 1, Ground Floor GA Plan) Rev L, 05301 131 02 2201 (Block 1, First to Third & 28th Floor GA Plan) Rev H, 05301 81 02 2203 (Block 1, 4th - 27th GA Plan) Rev J, 05301 B1 02 2229 (Block 1, 29th Floor GA Plan) Rev I, 05301 B1 02 2230 (Block 1, Roof Level GA Plan) Rev C, 05301 82 02 2200 (Block 2, Ground Floor GA Plan) Rev L, 05301 132 02 2201 (Block 2, 1st to 2nd and 22nd Floor GA Plan) Rev K, 05301 82 02 2203 (Block 2, 3rd to 21st GA Plan) Rev K, 05301 B2 02 2223 (Block 2, 23rd Floor GA Plan) Rev I, 05301 132 02 2224 (Block 2, Roof Level GA Plan) Rev I, 05301 83 02 2200 (Block 3, Ground Floor Plan) Rev D, 05301 B3 02 2201 (Block 3, 1st Floor Plan) Rev E, 05301 MP 04 1101 01 802 (Existing Elevations) Rev B, 05301 MP 04 1102 (Existing Elevations 03 & 04) Rev B, 05301MP 04 2201 (Whole Building, South East Elevation) Rev H, 05301 MP 04 2202 (Whole Building, North West Elevation) Rev B, 05301 B1 04 2200 (Block 1, North East Elevation) Rev J, 05301 B1 04 2201 (Block 2, South West Elevation) Rev I, 05301 MP 05 1201 (Blocks 1, 2 & 3, Section CC) Rev B, 05301 133 05 1201 (Block 3, Section AA) Rev B, 05301 B3 05 1202 (Block 3, Section BB) Rev B, 05301 131 10 4201 (Block 1, Typical Upper Floor, Bay Study 01) Rev A, 05301 131 10 4202 (Block 1, Typical Base, Bay Study 02) Rev A, 05301 131 10 4203 (Block 1, Typical Crown, Bay Study 03) Rev A, 05301 B2 10 4201 (Block 2, Typical Upper Floor, Bay Study 01) Rev A, 05301 132 10 4202 (Block 2, Typical Upper Floor, Bay Study 02)

Rev A, 05301 B2 10 4203 (Block 2, Typical Base, Bay Study 03) Rev A, 05301 82 10 4204 (Block 2, Typical Crown, Bay Study 04) Rev A;

(c) RFM-XX-00-DR-L-0000 (Site Plan) Rev PL01, RFM-XX-00-DR-L-0002 (General Arrangement Plot 1 Phase 1) Rev P01, RFM-XX-00-DR-L-0003 (General Arrangement Plot 1 with SRF) Rev PL05, RFM-XX-00-DR-L-0004 SRF Plot Arrangement Rev P01, RFM-XX-00-DR-L-0005 (Boulevard edge constraints) Rev PL02, RFM-XX-00-DR-L-0006 (Illustrative Sections-AA-BB) Rev PL03, RFM-XX-00-DR-L-0007 (Soft Landscape GA) Rev PL05, RFM-XX-00-DR-L-0008 (Illustrative Sections-CC-DD) Rev PL03, RFM-XX-00-DR-L-0009 (Hard Landscape GA) Rev PL03, RFM-XX-00-DR-L-0010 (Tree Removals) Rev PL03, RFM-XX-00-DR-L-8001 (Tree Details) Rev PL02, RF17-475-IN09 (Landscape & Public Realm DAS Chapter) Rev PL02 and RFM-XX-00-DR-L-0010 REV P02 (Temporary Landscaping Plan) ;

(d) 64313-CUR-00-XX-DR-TP-03004-P01 (Basement Parking Space Dim), 64313-CUR-00-XX-DR-TP-75003-P01 (RampAnalysis) and 64313-CUR-00-XX-DR-TP-75004-P01 (Car Club Spaces)

(e) Portugal Street East, Waste Management Strategy, Curtins Ref: 64313/WMS, Revision: V11 Issue Date: 03 December 2019

(f) Recommendations in sections, 3, 4, 5 and 6 of the Crime Impact Assessment Version C dated 30/08/18; and

(g) 5 Plus Architects Accommodation Schedule;

(h) Archaeological Desk-based Assessment, July 2018 Portugal Street East, Manchester by the University of Salford;

(i) Mitigation Measures detailed within table 16.1 of Portugal Street East, Manchester: Environmental Statement Volume 1 August 2019 by Deloitte Real Estate;

(j) Inclusions of measures and targets set out Energy and Environmental Standards Statement, Portugal Street East, Manchester dated 24-08-18 by Vitec;

(k) Local Labour Agreement Statement of Intent stamped as submitted on 10-05-19;

(l) Recommendations or equivalent provision to the same level in relation to Broadband installation within the Vitec Broadband Assessment Statement, Portugal Street East dated 31-01-19;

(m) On going implementation of management measures and recommendations as set out in Portugal Street East SRF Public Realm, Manchester Landscape maintenance schedule by Reform, October 2018 / RFM-XX-00-RP-L-0002-PL01;

(n) Measures and recommendations within Flood Risk Assessment & Surface Water, Drainage Statement, Portugal Street East, Manchester for Portugal Street East Ltd 13th June 2017;

(o) TV reception survey prepared by Astbury's dated 06-06-17 and mitigation measures set out in Deloitte's e-mail dated 14-11-19;

(p) EV Charging numbers as detailed within Deloitte's e-mail dated 04-12-19

Reason - To ensure that the development is carried out in accordance with the approved plans. Pursuant to Core Strategy SP1, CC3, H1, H8, CC5, CC6, CC7, CC9, CC10, T1, T2, EN1, EN2, EN3, EN6, EN8, EN9, EN11, EN14, EN15, EN16, EN17, EN18, EN19, DM1 and PA1 saved Unitary Development Plan policies DC19.1, DC20 and DC26.1.

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

Samples and specifications of all materials to be used on all external elevations drawings to illustrate details of full sized sample panels that will be produced. The panel to be produced shall include jointing and fixing details between all component materials and any component panels, details of external ventilation requirements for the residential accommodation, details of the drips to be used to prevent staining and details of the glazing and frames, a programme for the production of the full sized sample panels and a strategy for quality control management; and

(b) The sample panels and quality control management strategy shall then be submitted and approved in writing by the City Council as local planning authority in accordance with the programme and dwgs as agreed above.

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

4) The demolition of any buildings not covered by the prior approval granted under application ref no 120090/DEM/2018 is covered by any consent granted in respect of application ref no 121467.

Reason: For the avoidance of doubt and in the interests of the amenity of the area, pursuant to policies EN15, EN16, EN17 and EN18 of the Core Strategy and Guide to Development 2 (SPG)

5) No development shall take place until a scheme that demonstrates that access to the development can be maintained without the full use of Longacre Street has been submitted to and approved in writing by Manchester City Council as Local Planning Authority (approval to be in consultation with Transport for Greater Manchester).

Reason: To safeguard Metrolink and HS2 and ensure that the development can be adequately serviced for both routine and emergency purposes post HS2 and pursuant to the provisions Core Strategy policy DM1

6) The consent hereby granted assumes that no infrastructure or services relating to the development would be placed within the envelope shown on Dwg 378479-MMD-02-XX-DR-C-0132 Rev PO1 supplied by Metrolink within their consultation response dated the attached 02-10-19 unless those features are of a temporary nature upon which the operation of the development does not depend.

Reason: to safeguard future modifications to Metrolink as a consequence of the arrival of HS2 at Piccadilly Station pursuant to Core Strategy Policy DM1.

7) Notwithstanding the details as shown within dwg RFM-XX-00-DR-L-003 S4 no development shall take place until final details of the landscaping works adjacent to the Metrolink boundary and the associated boundary treatment to the Metrolink tramway have been submitted to, and approved in writing by Manchester City Council as Local Planning Authority (approval to be in consultation with Transport for Greater Manchester).

Reason:

To ensure that an appropriate boundary treatment is installed on the boundary of the Metrolink tramway and that adjacent landscaping is not detrimental to Metrolink Operations and pursuant to Core Strategy Policy DM1.

8) No development shall take place until the developer has submitted details to confirm any impacts on Electro Magnetic Compatibility from the proposed development. Where there are any impacts identified details of any necessary Electro Magnetic Compatibility protection measures that are found to be required as a result of the introduction of the substation shall be submitted to and approved in writing by the City Council as Local Planning Authority before development commences.

Reason: In the interests of safeguarding Metrolink infrastructure pursuant to Core Strategy policy DM1.

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

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



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

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

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

10) Prior to the commencement of the development a detailed construction management plan outlining working practices during development shall be submitted to and approved in writing by the local planning authority with consideration to include consultation with TFGM (Metrolink) which for the avoidance of doubt should include;

- \*Display of an emergency contact number;
- \*Details of Wheel Washing;
- \*Dust suppression measures;
- \*Compound locations where relevant;
- \*Location, removal and recycling of waste;
- \*Routing strategy and swept path analysis;
- \*Parking of construction vehicles and staff;
- \*Sheeting over of construction vehicles;
- \*Details of how measures in relation to safe working near to Metrolink will be complied with;
- \*Communication strategy with residents which shall include details of how there will be engagement, consult and notify residents during the works;
- \*Agreed safe methods of working adjacent to the Metrolink Hazard Zone and shall be adhered to throughout the construction period;
- the retention of 24hr unhindered access to the trackside equipment cabinets and chambers for the low voltage power, signalling and communications cables for Metrolink both during construction and once operational.
- \* Details of the loading and unloading of plant and materials;
- \* Details of the storage of plant and materials used in constructing the development;
- \* construction and demolition methods to be used; including the use of cranes (which must not oversail the tramway);
- \* Details showing the erection and maintenance of security hoarding at a minimum distance of 1.5m from the kerb which demarcates

the tramway path, unless otherwise agreed with Transport for Greater Manchester;  
 \*The provision of a "mock up" security hoarding to review and mitigate any hazards associated with positioning next to an operational tramway prior to permanent erection;

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

Reason - To safeguard the amenities of nearby residents and highway safety, pursuant to policies SP1, EN9, EN19 and DM1 of the Manchester Core Strategy (July 2012).

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

1. A phased programme and methodology of investigation and recording to include:

- historic building assessment
- informed by the above, a historic building survey
- archaeological evaluation
- targeted archaeological excavation (informed by the above and subject to a new WSI)
- archaeological watching brief

2. A programme for post investigation assessment to include:

- analysis of the site investigation records and finds
- production of a final report on the significance of the archaeological and historical interest represented.

3. A heritage display on the history and archaeology of the area

4. Provision for archive deposition of the report and records of the site investigation.

5. Nomination of a competent person or persons/organisation to undertake the works set out within the approved WSI.

Reason: In accordance with NPPF Section 16, Paragraph 199 - To record and advance understanding of heritage assets impacted on by the development and to make information about the archaeological heritage interest publicly accessible

GMAAS will monitor the implementation of the recording on behalf of Manchester

12) Prior to development commencing, final details of the programme for the delivery of the public realm including confirmation of the period for which the temporary treatment of the 'Green' (dwg RFM-XX-00-DR-L-0010 REV P02) will be in place and timescales for the full delivery of the details as shown in dwg no RFM-XX-00-DR-L-

0003-S4-PL06 shall be submitted to an approved in writing by the City Council as Local Planning Authority.

For the avoidance of doubt the development should be delivered in accordance with the approved programme and should not be occupied unless or until any agreed pre-occupation requirements have been delivered in full.

#### Reason

To ensure delivery of a satisfactory development in line with the approved scheme, safe access to the development site in the interest of pedestrian and highway safety pursuant to policies SP1, EN1 and DM1 of the Manchester Core Strategy (2012) and to ensure that a satisfactory measures to enhance biodiversity are incorporated within the development in accordance with policies R1.1, I3.1, T3.1, S1.1, E2.5, E3.7 and RC4 of the Unitary Development Plan for the City of Manchester and policies SP1, DM1, EN1, EN9 EN14 and EN15 of the Core Strategy.

13) Prior to the commencement of development a programmes for submission of final details of the public realm works and highway works as shown in dwgs numbered (a) RFM-XX-00-DR-L-0003-S4-PL05 and (b)RFM-XX-00-DR-L-0010 REV P02 shall be submitted and approved in writing by the City Council as Local Planning Authority in relation to item (a) in consultation with HS2. The programme shall include an implementation timeframe and details of when the following details will be submitted:

- (a) Final details of the temporary treatment of the 'Green' including any required wind mitigation measures as set out in the Portugal Street East, Manchester: Environmental Statement Volume 1 August 2019 by Deloitte Real Estate; (to be agreed in consultation with HS2);
- (b) Details of (a) all hard (to include use of natural stone or other high quality materials) and (b) all soft landscaping works (excluding tree planting) which demonstrably fully consider and promote inclusive access (including older and disabled people);
- (c) Details of measures to create potential opportunities to enhance and create new biodiversity within the development to include, the choice of planting species within the public realm, bat boxes and brick, bird boxes to include input from a qualified ecologist and which demonstrates Biodiversity Net gain across the site;
- (d) Details of the proposed tree species within the public realm including proposed size, species and planting specification including tree pits and design and details of ongoing maintenance;
- (e) Details of how surface water from the public realm and from Blocks 1, 2 and 3 would be managed within the public realm though Suds interventions such as infiltration, swales, soakways, rain gardens and permeable surfaces;
- (f) Green roof to Block 3;
- (g) Location and design of all street furniture including seating, lighting, bins, handrails, recycling bins, play and exercise equipment, boundary treatments, planters and cycle parking provision: all to include features which fully consider and promote inclusive access (which includes older and disabled people);
- (h) Street lighting around the site (which includes for consideration of older and disabled people);

- (i) Details of a wayfinding strategy to include signage (including for directing cyclists to nearby cycle routes) and any other appropriate methods to ensure the legibility of linkages within the PSE SRF Area with Piccadilly Station, the Metrolink and other adjacent Neighbourhoods (which includes consideration of older and disabled people);
- (j) A management strategy for the external amenity areas associated with Blocks 1 and 2 including hours during which these areas would be open to residents;
- (k) A building cleaning schedule;
- (l) Details of how the design has minimised any potential hazards to the use of the public realm for the safe use of disabled people to include details of: designated routes for pedestrians; cyclists and vehicles; management of cyclists ; kerb edges; crossing and controlled crossing design and location; location of drop kerbs (including level areas between grass and hardstanding); location of rumble strips; location of raised crossings; design and location of any pop up power supplies; location of onsite vehicle parking and drop off points; management of mortar cycle parking; provision of clear routes to ensure unrestricted access for all; and
- (m) Details of temporary landscaping and boundaries to adjacent plots in line with the phasing within Dwg RFM-XX-00-DR-L-0014 S1 PL04.

The detailed scheme shall demonstrate adherence to the relevant sections of DFA2 and MCC-recommended guidance in relation to Age Friendly Public Realm including Age-Friendly Seating and Sense of Place and the Alternative Age-Friendly Handbook.

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

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

Reason - To ensure a satisfactory development delivered in accordance with the above plans and in the interest of pedestrian and highway safety pursuant to Section 170 of the NPPF 2019, to ensure that a satisfactory landscaping scheme for the development is carried out that respects the character and visual amenities of the area, in accordance with policies R1.1, I3.1, T3.1, S1.1, E2.5, E3.7 and RC4 of the Unitary Development Plan for the City of Manchester and policies SP1, DM1, EN1, EN9 EN14 and EN15 of the Core Strategy.

14) Notwithstanding the details as set out within condition 2 no development shall take place until surface water drainage works have been implemented in accordance with Non-Statutory Technical Standards for Sustainable Drainage Systems (March 2015) or any subsequent replacements national standards and details that have been submitted to and approved in writing by the Local Planning Authority.

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

- \*Maximise use of green SuDS in design including the public realm;
- \*Details of surface water attenuation that offers a reduction in surface water runoff rate in line with the Manchester Trafford and Salford Strategic Flood Risk Assessment, i.e. at least a 50% reduction in runoff rate compared to the existing rates, as the site is located within Conurbation Core Critical Drainage Area;
- \*Evidence that the drainage system has been designed (unless an area is designated to hold and/or convey water as part of the design) so that flooding does not occur during a 1 in 100 year rainfall event with allowance for climate change in any part of a building. Hydraulic calculation needs to be provided;
- \*Assessment of overland flow routes for extreme events that is diverted away from buildings (including basements). Overland flow routes need to be designed to convey the flood water in a safe manner in the event of a blockage or exceedance of the proposed drainage system capacity including inlet structures. A layout with overland flow routes needs to be presented with appreciation of these overland flow routes with regards to the properties on site and adjacent properties off site.
- \*Construction details of flow control and SuDS attenuation elements.

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

The development shall be constructed in accordance with the approved details within an agreed timescale.

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

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

Reason: To manage flooding and pollution and to ensure that a managing body is in place for the sustainable drainage system and there is funding and maintenance mechanism for the lifetime of the development. This condition is imposed in light of national policies within the NPPF and NPPG and local policies EN08 and EN14.

16) The development hereby approved shall be carried out in accordance with the Energy and Environmental Standards Statement, Portugal Street East, Manchester dated 24-08-18 by Vitec;

A post construction review certificate/statement shall be submitted for approval, within a timeframe that has been previously agreed in writing by the City Council as local planning authority.

Reason - In order to minimise the environmental impact of the development, pursuant to policies SP1, DM1, EN4 and EN8 of Manchester's Core Strategy, and the principles contained within The Guide to Development in Manchester SPD (2007) and the National Planning Policy Framework.

17) Prior to occupation of the development a scheme for the acoustic insulation of any externally mounted ancillary equipment associated with the development to ensure that it achieves a background noise level of 5dB below the existing background (La90) at the nearest noise sensitive location shall be submitted to and approved in writing by the City Council as local planning authority in order to secure a reduction in the level of noise emanating from the equipment. The approved scheme shall be completed before the premises is occupied and a verification report submitted for approval by the City Council as local planning authority and any non-compliance suitably mitigated in accordance with an agreed scheme prior to occupation. The approved scheme shall remain operational thereafter.

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

18) Before the development commences a scheme for acoustically insulating and mechanically ventilating the residential accommodation against noise from adjacent roads and the adjacent tram and mitigating vibration and reradiated noise levels associated with the operation of the adjacent tram line shall be submitted to and approved in writing by the City Council as local planning authority.

The approved noise insulation scheme and vibration and reradiated noise mitigation measures shall be completed before any of the dwelling units are occupied. Prior to occupation a post completion report to verify that all of the recommended mitigation measures have been installed and effectively mitigate any potential adverse noise impacts in the residential accommodation shall be submitted and agreed in writing by the City Council as local planning authority. Prior to occupation any non-compliance shall be suitably mitigated in accordance with an agreed scheme.

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

19) Piling or any other foundation designs using penetrative methods shall not be permitted other than with the express written consent of the Local Planning Authority, which may be given for those parts of the site where it has been demonstrated that there is no resultant unacceptable risk to groundwater. The development shall be carried out in accordance with the approved details.

## Reason

To ensure a safe form of development that poses no unacceptable risk of contamination to controlled waters pursuant to section 10 of the National Planning Policy Framework Core Strategy policy EN14 and EN17.

20) Notwithstanding the TV reception survey prepared by Astbury's dated 06-06-17. Following commencement of construction of the hereby approved development, any interference complaint received by the Local Planning Authority shall be investigated to identify whether the reported television interference is caused by the Development hereby permitted. The Local Planning Authority will inform the developer of the television interference complaint received. Once notified, the developer shall instruct a suitably qualified person to investigate the interference complaint within 6 weeks and notify the Local Planning Authority of the results and the proposed mitigation solution. If the interference is deemed to have been caused by the Development, hereby permitted mitigation will be installed as soon as reasonably practicable but no later than 3 months from submission of the initial investigation to the Local Planning Authority. No action shall be required in relation to television interference complaints after the date 12 months from the completion of development.

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

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

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

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

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

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

22) No externally mounted telecommunications equipment shall be mounted on any part of the building hereby approved, including the roofs other than with express written consent of the Local Planning Authority.

Reason - In the interest of visual amenity pursuant to Core Strategy Policies DM1 and SP1

23) Prior to implementation of any proposed lighting scheme details of the scheme including a report to demonstrate that the proposed lighting levels would not have any adverse impact on the amenity of residents within this and adjacent developments shall be submitted to and agreed in writing by the City Council as local planning authority:

Reason - In the interests of visual and residential amenity pursuant to Core Strategy policies SP1, CC9, EN3 and DM1 of the Core Strategy.

24) Prior to the first use of the development hereby approved, a detailed Residential Management Strategy including:

Details of how 24 hour management of the site in particular in relation to servicing and refuse (storage and removal), parking of maintenance vehicles, details of an ongoing programme of events, activities and classes for residents to include activities within the 'Green' (to include details of how the programme would promote inclusivity), noise management of communal areas and measures to protect Metrolink infrastructure from objects thrown from the roof gardens shall be submitted to and agreed in writing by the City Council as Local Planning Authority.

shall be submitted to and agreed in writing by the City Council as Local Planning Authority.

The approved management plan shall be implemented from the first occupation of the residential element and be retained in place for as long as the development remains in use.

Reason - In the interests of residential amenity, the promotion of a sustainable and inclusive community within the development, to safeguard the character of the area and to maintain the sustainability of the local community through provision of accommodation that is suitable for people living as families pursuant to policies DM1 and H11 of the Core Strategy for Manchester and the guidance contained within the National Planning Policy Framework.

25) The development hereby approved shall be carried out in accordance with Curtins Portugal Street East, Manchester, Interim Travel Plan  
Curtins Ref: TPMA64313/ITP Revision: Final Issue Date: 29 August 2018

In this condition a travel plan means a document that includes the following:

- i) the measures proposed to be taken to reduce dependency on the private car by residents and those [attending or] employed in the development;
- ii) a commitment to surveying the travel patterns of residents during the first three months of use of the development and thereafter from time to time;



- iii) mechanisms for the implementation of the measures to reduce dependency on the private car;
- iv) measures for the delivery of specified travel plan services;
- v) measures to monitor and review the effectiveness of the Travel Plan in achieving the objective of reducing dependency on the private car;
- vi) measures to identify and promote walking routes connecting Piccadilly Station, the Metrolink, the City Centre and areas towards the Etihad Campus and New Islington;
- vii) details of cycle parking within the public realm

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

Reason - To assist promoting the use of sustainable forms of travel and to secure a reduction in air pollution from traffic or other sources in order to protect existing and future residents from air pollution, pursuant to policies SP1, T2 and DM1 of the Core Strategy, the Guide to Development in Manchester SPD (2007) and Greater Manchester Air Quality action plan 2016.

26) No part of the development shall be occupied unless and until details of a parking management strategy for residents has been submitted to and approved in writing by the City Council as Local Planning Authority. All works approved in discharge of this condition shall be fully completed before the development hereby approved is first occupied.

Reason - The development does not provide sufficient car parking facilities and in order to provide alternative arrangements (e.g. parking leases with car parking companies; car sharing; or car pool arrangement) for the needs of future residents whom may need to use a motorcar and Policies DM1 and T1.

27) Deliveries, servicing and collections associated with the management of the building and ancillary uses within it including waste collections shall not take place outside the following hours:

07:30 to 20:00 Monday to Saturday  
10:00 to 18:00 Sundays and Bank Holidays

Reason - In interests of residential amenity in order to reduce noise and general disturbance in accordance with saved policy DC26 of the Unitary Development Plan for the City of Manchester and policies SP1 and DM1 of the Core Strategy.

28) No infiltration of surface water drainage into the ground on land affected by contamination is permitted other than with the express written consent of the local planning authority, which may be given for those parts of the site where it has been demonstrated that there is no resultant unacceptable risk to controlled waters. The development shall be carried out in accordance with the approval details.

Reason - To prevent pollution of controlled waters from potential contamination on site. Infiltration methods on contaminated land carries groundwater pollution risks and may not work in areas with a high water table. Where the intention is to dispose to soakaway, these should be shown to work through an appropriate assessment carried out under Building Research Establishment (BRE) Digest 365.

29) The apartments hereby approved shall be used only as private dwellings (which description shall not include serviced apartments/apart hotels or similar uses where sleeping accommodation (with or without other services) is provided by way of trade for money or money's worth and occupied by the same person for less than ninety consecutive nights) and for no other purpose (including any other purpose in Class C3 of the Schedule to the Town and Country Planning (Use Classes) Order 1987 as amended by The Town and Country Planning (Use Classes) (Amendment) (England) Order 2010, or in any provision equivalent to that Class in any statutory instrument revoking and re-enacting that Order with or without modification) other than the purpose(s) of C3(a). For the avoidance of doubt, this does not preclude two unrelated people sharing a property.

Reason: To safeguard the amenities of the neighbourhood by ensuring that other uses which could cause a loss of amenity such as serviced apartments/apart hotels do not commence without prior approval pursuant to Core Strategy policies SP1 and DM1 area, to maintain the sustainability of the local community through provision of accommodation that is suitable for people living as families pursuant to policies DM1 and H11 of the Core Strategy for Manchester and the guidance contained within the National Planning Policy Framework and to ensure the permanent retention of the accommodation for normal residential purposes

30) Before development commences a scheme for dealing with the discharge of surface water and which demonstrates that the site will be drained on a separate system, with only foul drainage connected into the foul sewer and that it will not impact on adjacent the Metrolink infrastructure and tramway (to be confirmed in consultation with TfGM), shall be submitted to and approved in writing by the City Council as Local Planning Authority. The approved scheme shall be implemented in full before use of the residential premises first commences.

Reason - Pursuant to National Planning Policy Framework policies (PPS 1 (22) and PPS 25 (F8)) and DM1

31) Prior to occupation of the development a servicing strategy for the building which includes details of how servicing access will be maintained to adjacent buildings and an alternative strategy which takes into account potential impacts from associated with the delivery of HS2, shall be submitted to and approved in writing by the local planning authority to include evidence of consultation to seek agreement to the plan with the adjacent building owners and their agents.

Servicing shall be carried out in accordance with the approved management plan.

Reason - To safeguard the amenities of nearby residents and highway safety, pursuant to policies SP1 and DM1 of the Manchester Core Strategy (July 2012).

32) The development hereby approved shall include for full disabled access to be provided to all areas of public realm and via the main entrances and to the floors above.

Reason - To ensure that satisfactory disabled access is provided by reference to the provisions Core Strategy policy DM1

33) The window(s) at ground level, fronting onto Fair Street, Portugal Street East and Heyrod Street Lane shall be retained as a clear glazed window opening at all times and views into the premises shall not be screened or obscured in any way.

Reason - The clear glazed window(s) is an integral and important element in design of the ground level elevations and are important in maintaining a visually interesting street-scene consistent with the use of such areas by members of the public, and so as to be consistent with saved policy DC14 of the Unitary Development Plan for the City of Manchester and policies SP1 and DM1 of the Core Strategy.

34) (a) If the demolition hereby approved for Rammon House does not commence before 30th April 2020, the building shall be reassessed for bat roosting potential and the finding supplied to and agreed in writing by the LPA. For other buildings if the development does not commence before 30th April 2021, the building will be reassessed for bat roosting potential and the finding supplied to and agreed in writing by the LPA.

(b) If during works to demolish the building hereby permitted any sign of the presence of bats is found, then all such works shall cease until a survey of the site has been undertaken by a suitably qualified ecologist and the results have been submitted to and approved by the Council in writing as local planning authority.

Any recommendations for the protection of bats in the submitted document shall be implemented in full and maintained at all time in accordance with the approval of a programme for implementation of any required mitigation by the City Council as Local Planning Authority.

Reason - for the protection of bats and in order to comply with the Habitats Directive and pursuant to Core Strategy Policy EN15.

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

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

37) Notwithstanding the details contained within condition 2 above, prior to the commencement of development a scheme of highway works and details of footpaths reinstatement shall be submitted for approval in writing by the City Council, as Local Planning Authority.

For the avoidance of doubt this shall include the following:

(a) Final details of associated highway work (as appropriate to Plot A and adjacent public realm within this application) as detailed within Pages 65 to 69 and 91-97 of the Design and Access Statement by Reform August 2019 Rev PL03; and

(b) Detailed designs in relation to the above to including materials, layout, junction protection, carriageway widths, kerb heights, street lighting, entry treatments, signing, lining and traffic management.

The approved scheme shall be implemented and be in place prior to the first occupation.

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

38) The development shall be carried out in accordance with the Crime Impact Statement Version C dated 30/08/18. The development shall only be carried out in accordance with these approved details. The development hereby approved shall not be occupied or used until the Council as local planning authority has acknowledged in writing that it has received written confirmation of a secured by design accreditation.

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

39) Prior to commencement of development final details of air quality mitigation shall be submitted to and approved in writing by the City Council as local planning authority. Any agreed mitigation measures shall be implemented as part of the development and shall remain in situ whilst the development is in operation for this development proposals for good practice principles for both the design and operational phases are recommended. Reference should be made to IAQM/EPUK guidance: <http://iaqm.co.uk/guidance>

Reason: To secure a reduction in air pollution from traffic or other sources in order to protect future residents from air pollution pursuant to policies SP1 and DM1 of the Core Strategy.

40) Final details of the method of extraction of any fumes, vapours and odours from any kitchen within the communal facilities shall be submitted to and approved in writing by the City Council as local planning authority prior to commencement of

those uses. The details of the approved scheme shall be implemented prior to occupancy and shall remain in situ whilst the use or development is in operation.

Defra have published a document entitled 'Guidance on the Control of Odour and Noise from Commercial Kitchen Exhaust Systems' (withdrawn but still available via an internet search). It describes a method of risk assessment for odour, guidance on minimum requirements for odour and noise control, and advice on equipment selection. It is recommended that any scheme should make reference to this document (particularly Annex B) or other relevant guidance. Details should also be provided in relation to replacement air. The applicant will therefore need to consult with a suitably qualified ventilation engineer and submit a kitchen fume extract strategy report for approval.

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

41) The proposed communal uses within the ground floor and basement hereby approved shall be ancillary to the residential use of the building and not operate as separate planning units or commercial uses for which a separate application for planning consent would be required.

Reason - For the avoidance of doubt and in order to secure a satisfactory form of development due to the particular circumstance of the application site, and in the interest of residential amenity, pursuant policy DM1 of the Core Strategy for Manchester.

42) a) No development, hereby approved, shall commence until a detailed risk management programme / plan for unexploded ordnance (UXO) and mitigation as appropriate, is submitted in writing to the local planning authority for approval. Development shall be carried out fully in accordance with the approved UXO risk management and mitigation programme / plan.

b) No property, hereby approved, shall be occupied until the approved UXO risk management and mitigation programme / plan has been implemented in full as to the removal of high risk UXO matters or implemented in full as to other necessary mitigation which are covered under the detailed risk management programme / plan approved pursuant to paragraph a) above and a mitigation completion verification report has been submitted to and approved in writing by the Local Planning Authority, confirming that that all risks to (including the possible evacuation of) existing and proposed premises have been satisfactorily mitigated.

c) If, at any time during development, high risk UXO not previously identified (as part of the approved UXO risk management and mitigation programme / plan approved under 40a) is encountered / found to be present, no further development shall be carried out until a revised and/or additional UXO risk management and mitigation programme / plan is submitted detailing how the high risk UXO not previously identified shall be dealt with, and is approved in writing by the Local Planning Authority. The revised and/or additional UXO risk management and mitigation programme / plan shall be implemented as approved and following completion of mitigation a completion verification report shall be prepared and submitted in writing

to the Local Planning Authority for approval confirming that that all risks to (including the possible evacuation of) existing and proposed premises have been satisfactorily mitigated.

Reason: To ensure that the risks from unexploded ordnance to future users of the land and existing neighbouring land are eliminated and or minimised to ensure that development can take place without unacceptable risk to workers and neighbours including any unacceptable major disruption to the wider public on and off site that may arise as a result of evacuation/s associated with the mitigation of UXO, pursuant to policies EN18 and DM1 of the Core Strategy for Manchester.

43) None of the development hereby permitted shall be commenced until detailed design and construction method statements have been submitted to and approved in writing by the Local Planning Authority in liaison with HS2 Ltd.

The design and method statement/s to be submitted under the above condition, shall include arrangements to secure that, during any period when concurrent construction is taking place of both the development hereby permitted and of the HS2 works, the construction of the HS2 works are not impeded. The scheme hereby approved shall not be implemented other than in accordance with the approved details, unless otherwise agreed in writing by the Local Planning Authority in liaison with HS2 Ltd.

Reason: To ensure the proposed development does not impede the delivery of High Speed 2, an infrastructure project of national importance.

44) The residential accommodation within Blocks 1, 2 and 3 shall not be occupied unless or until the areas of Public Realm identified as the Proposed Public Park on page 01 of Re-Form Landscape's LANDSCAPE AND PUBLIC REALM Document and as shown in either dwgs RFM-XX-00-DR-L-0010 REV P02 or RFM-XX-00-DR-L-0003-S4-PL06 (in line with conditions 11 and 12) has been fully implemented.

Reason

For the avoidance of doubt and to ensure a satisfactory development pursuant to Core Strategy policies SP1, DM1, EN2 and CC6.

### **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: 121099/FO/2018 held by planning or are City Council planning policies, the Unitary Development Plan for the City of Manchester, national planning guidance documents, or relevant decisions on other applications or appeals, copies of which are held by the Planning Division.

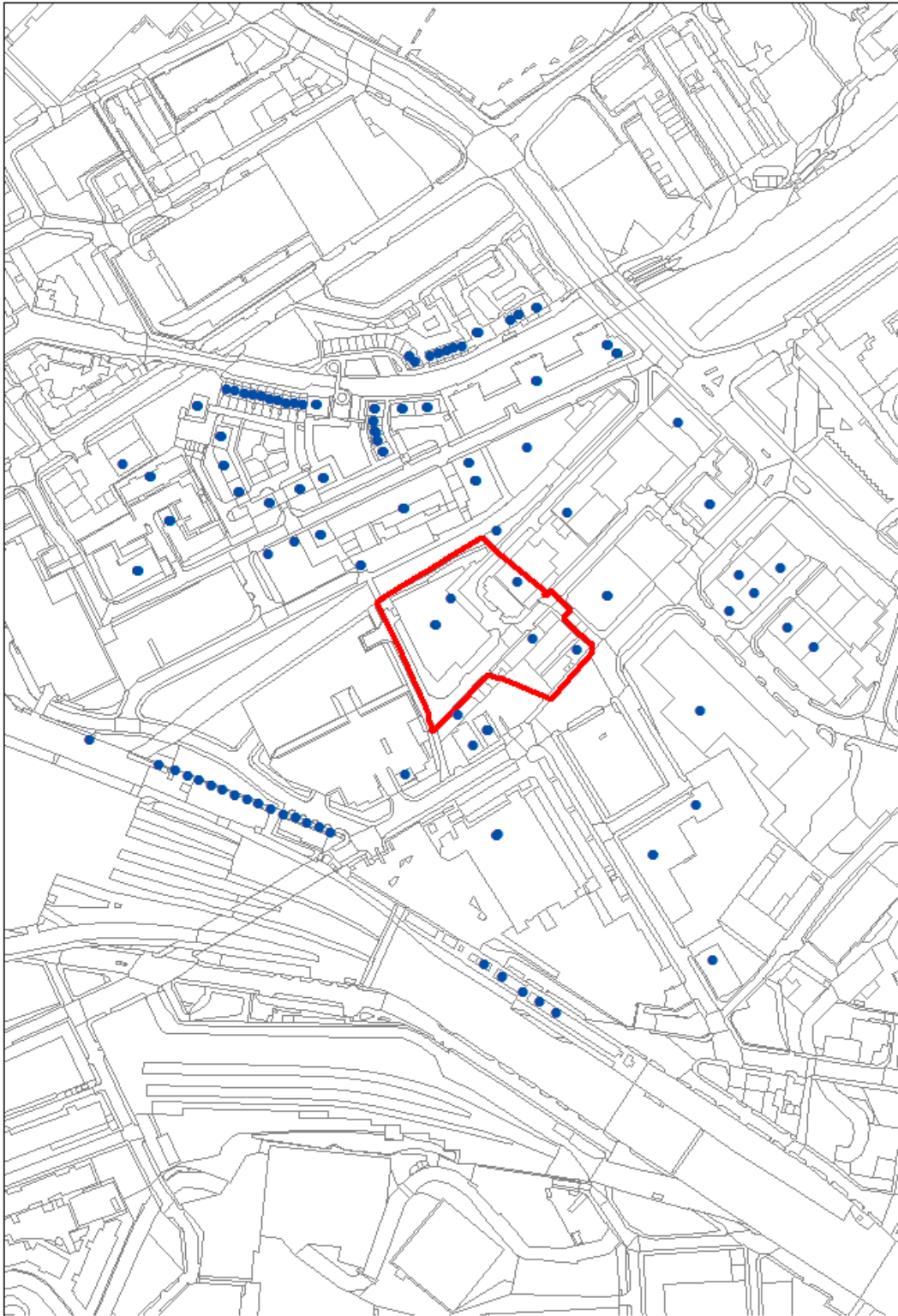
The following residents, businesses and other third parties in the area were consulted/notified on the application:

Highway Services  
Environmental Health  
Neighbourhood Team Leader (Arboriculture)  
Corporate Property  
MCC Flood Risk Management  
City Centre Renegeration  
Environment & Operations (Refuse & Sustainability)  
Oliver West (Sustainable Travel)  
Strategic Development Team  
United Utilities Water PLC  
Canal & River Trust  
Greater Manchester Police  
Environment Agency  
Transport For Greater Manchester  
Greater Manchester Archaeological Advisory Service  
Manchester Airport Safeguarding Officer  
Civil Aviation Authority  
National Air Traffic Safety (NATS)  
Greater Manchester Ecology Unit  
Greater Manchester Pedestrians Society  
Wildlife Trust  
Greater Manchester Geological Unit  
Network Rail  
High Speed Two (HS2) Limited  
Capital & Centric

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

Representations were received from the following third parties:

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



 Application site boundary  Neighbour notification  
© Crown copyright and database rights 2020. Ordnance Survey 100019568



| <b>Application Number</b> | <b>Date of Appln</b> | <b>Committee Date</b> | <b>Ward</b>     |
|---------------------------|----------------------|-----------------------|-----------------|
| 121467/FO/2018            | 20th Aug 2019        | 16th Jan 2020         | Piccadilly Ward |

**Proposal** Phased demolition of existing buildings including those within Plots A to E and delivery of public realm (including hard and soft landscaping, tree planting and street furniture), including a public square, highways improvements and associated works.

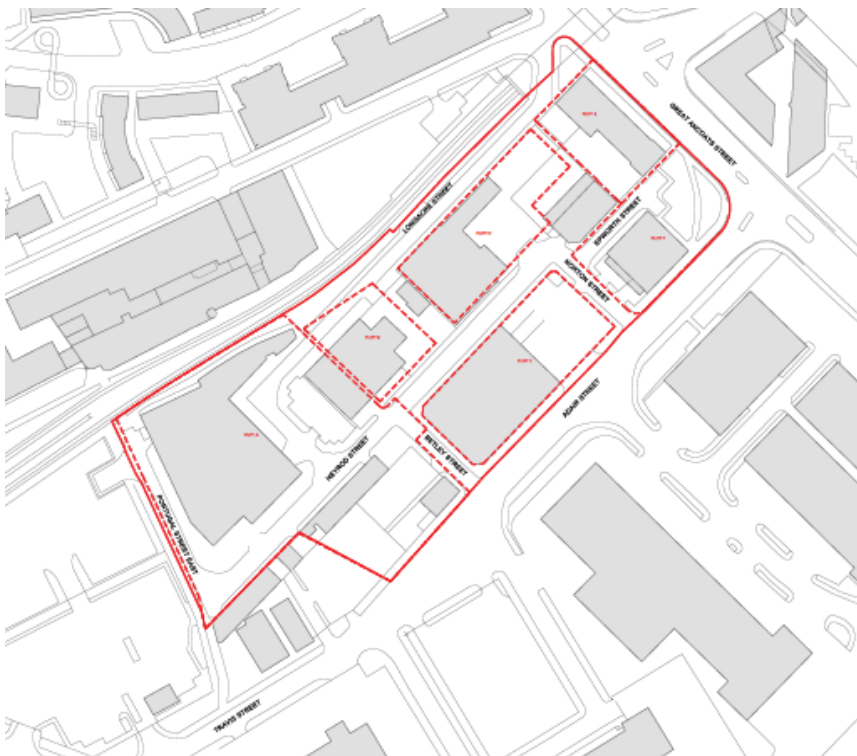
**Location** Land Bounded By Adair Street, Portugal Street East, Longacre Street & Great Ancoats Street, Manchester, M1 2WX

**Applicant** Portugal Street East Limited, C/o Agent,

**Agent** Mr John Cooper, Deloitte LLP, PO Box 500, 2 Hardman Street, Manchester, M60 2AT

Consideration of this application was deferred at the meeting of the Planning and Highways Committee on 19<sup>th</sup> December 2019 to enable a site visit to take place.

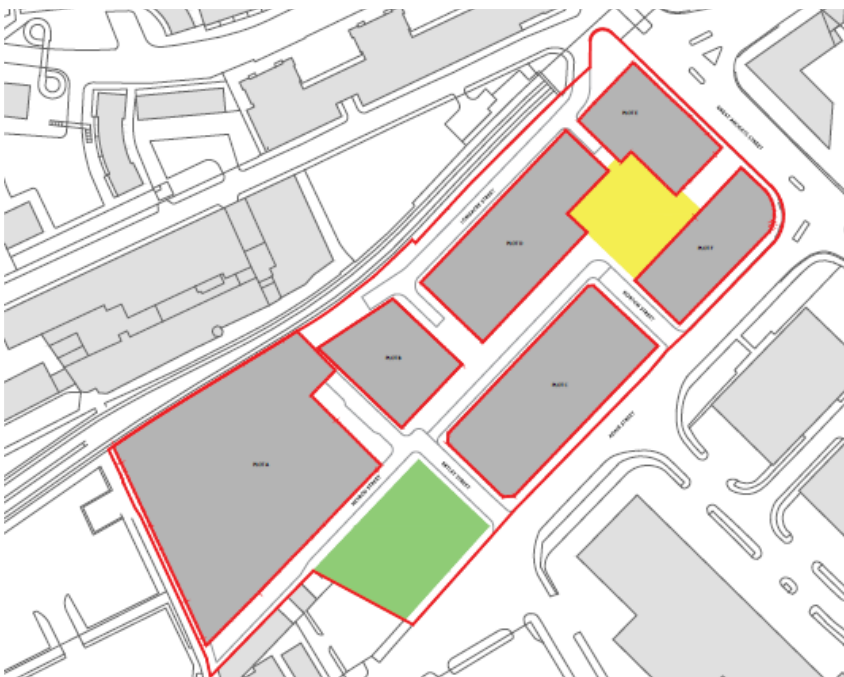
## DESCRIPTION OF SITE





**Portugal Street East SRF Boundary**

The proposal relates to the land within the Portugal Street East (PSE) SRF boundary roughly bounded by Adair Street, Portugal Street East, the Piccadilly – Ashton under-Lyne Metrolink line and Longacre Street and Great Ancoats Street (0.91 hectares). The site comprises a mix of highway land and hardstanding with car parking and service areas and buildings which include a single storey building close to the junction of Norton Street and Epworth Street, a complex of buildings occupied by the GMB Group, 1 and 2 storey buildings adjacent on Heyrod Street opposite Rammon House, Victoria Buildings on Great Ancoats Street and a 2 storey complex on Heyrod Street adjacent to Rammon House.



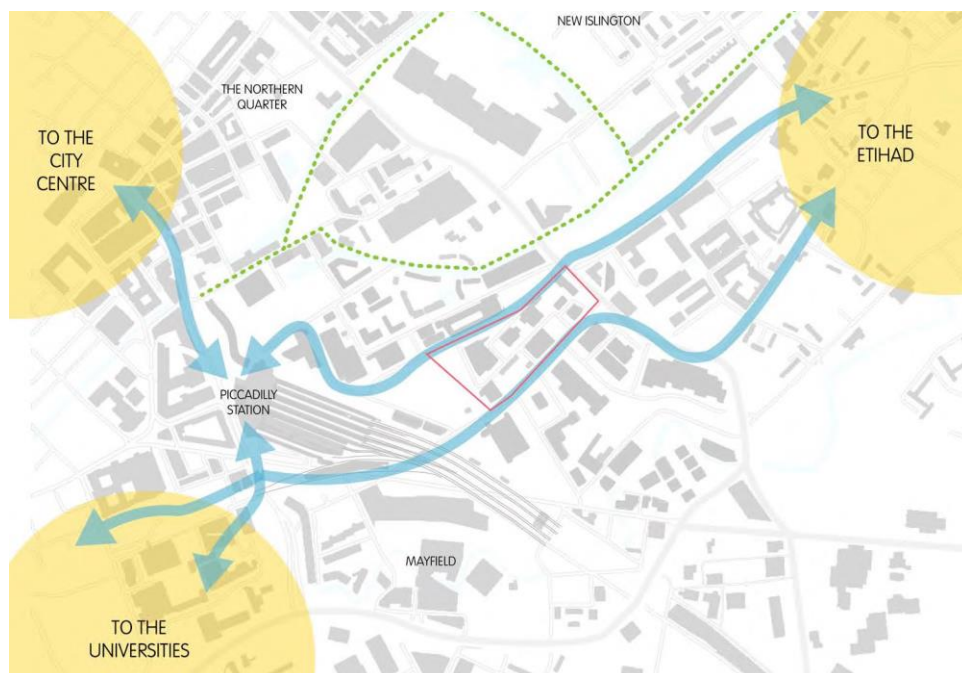
**SRF Plot Boundaries**

The Portugal Street East Strategic Regeneration Framework (SRF) is a material consideration and helps to define the context for determining planning applications. It includes six development as set out above. An application relating to Plot A (ref no 121099) with adjacent public realm and a public park also under consideration by the Committee.

The area is dominated by light industrial uses with some office buildings which have either a fenced off car park or compound area. Much of the area has degraded over recent years and the streetscape is poor.

Crusader Works, a grade II listed building is being converted to apartments (ref: 113363/FO/2016 and 113364/LO/2016) with a 10 storey new build apartment building. Permission has been granted (ref no 122599/FO/2019) for a part 13 / part 14, 275-bedroom hotel at the junction of Adair Street and Great Ancoats Street.

The nearest homes are to the north of Great Ancoats Street and around the Ashton Canal. There are surface car parks around the site and a multi-storey car park adjacent to Piccadilly Station.



The SRF Area is located in a highly accessible location close to Piccadilly Station and the Inner Relief Route with good linkages to all forms of sustainable transport. Pedestrian movement tends to be around the outside as the environment discourages footfall. Longacre Street, Heyrod Street and Adair Street lie on a strong north-east to south-west axis but 20th century developments have cut off wider connections with these streets and east west movement is convoluted. The area is largely dominated by traffic. This disjointed urban grain creates a poorly defined streetscape that is fragmented and uninviting.

The site falls within Flood Risk Zone 1 (low risk) and is within a critical drainage area. It is adjacent to several Strategic Regeneration Framework areas including HS2; Piccadilly Basin; Mayfield; Ancoats & New Islington Neighbourhood Development

Framework; Holt Town Regeneration Framework; and Kampus. The site and many of the above areas sit within the HS2 Strategic Regeneration Framework, which will deliver significant redevelopment around station. The Portugal Street East SRF (PSE SRF) will be the first regeneration area to emerge.

Land to the south and east of the site falls within the HS2 safeguarding area; however, no part of the safeguard area falls within the redline boundary. It is expected that the safeguarded land would facilitate the construction of HS2 and subsequently be redeveloped for commercial uses.

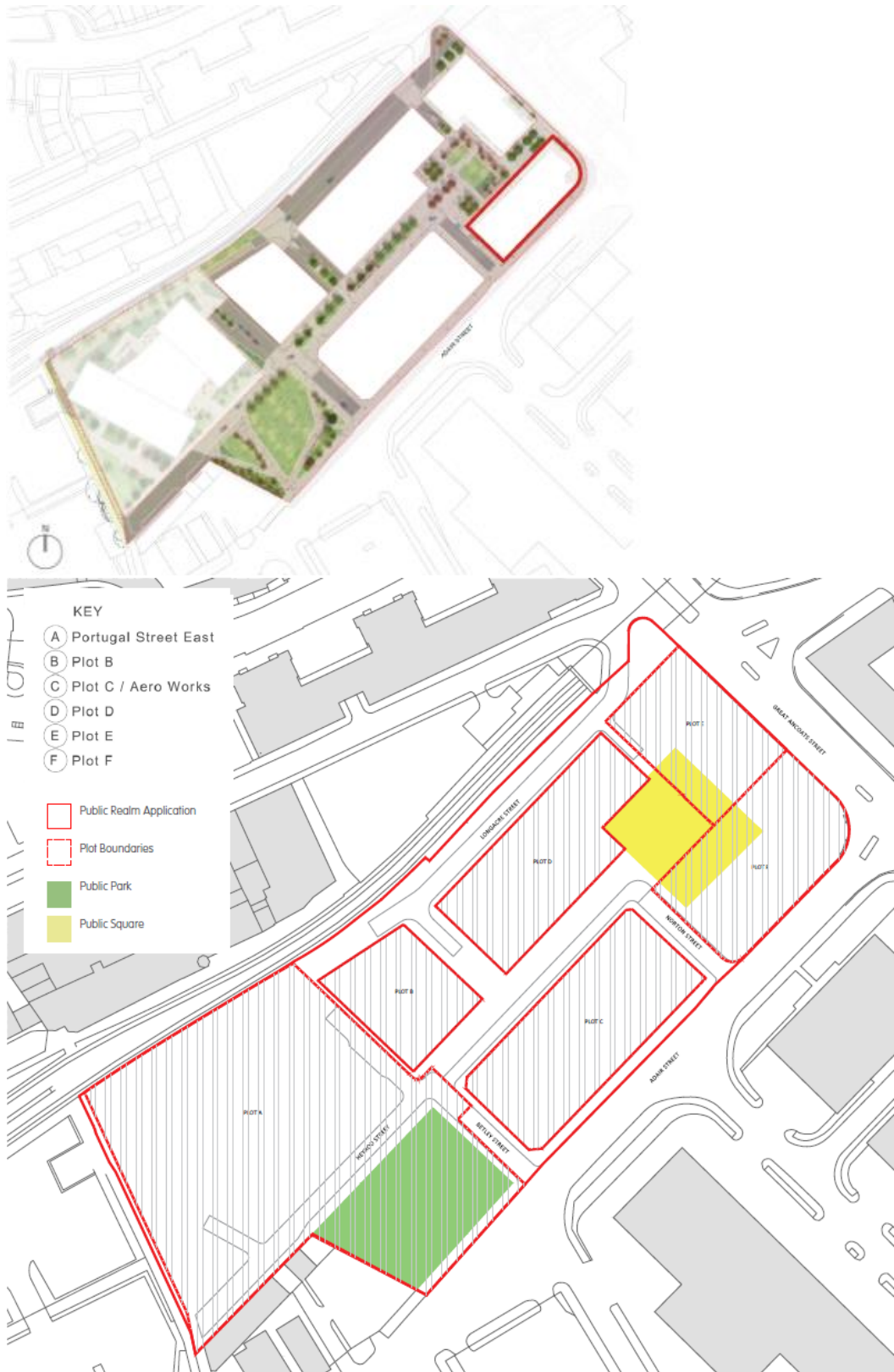
## **DESCRIPTION OF PROPOSALS**

Consent is sought for public realm improvements within the SRF boundary. The design would create vibrant, and welcoming public streets and spaces. The proposals in addition to the 'Green' proposed by application ref no 121099 would create of improved public realm and includes:

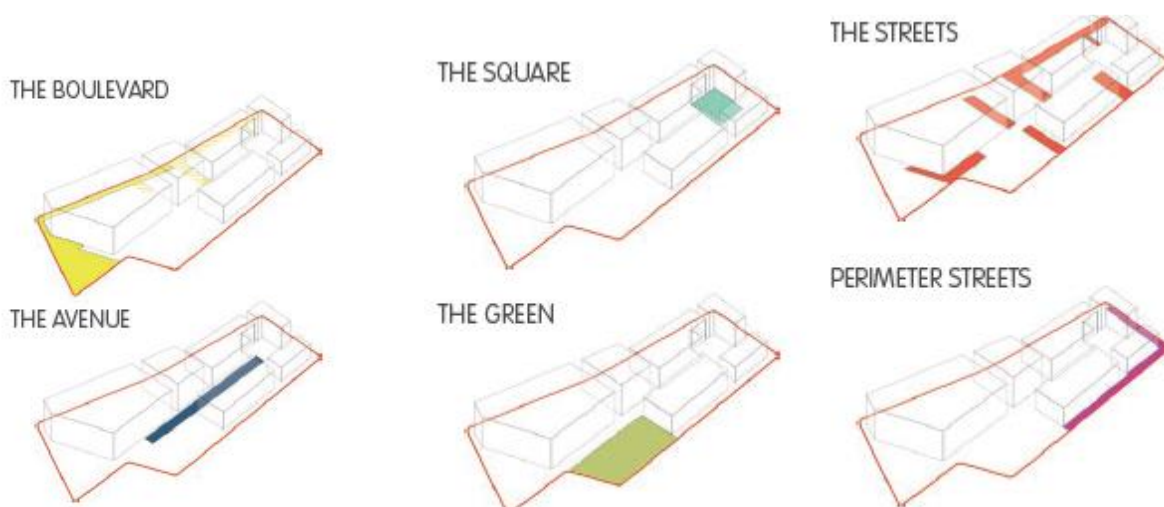
- Rationalising pavement levels following a comprehensive re-surfacing of the area with both new bespoke paving and the provision of soft landscaping.
- Creating a public square between buildings on plots E and F (the 'Square').
- Improved pedestrian and cycle connections.
- Installation of new street furniture, cycle spaces, feature lighting and bollards for safety and security.

Whilst the vision is aimed at creating a unified public realm, subtle variations in character have been developed and the overall design has sought through an expression of six differing typologies (illustrated below), to create a public realm which through the varied typologies would create interest and place making identify

**Illustration of development plots in context of wider proposed public realm (approved hotel edged in red)**



**The Green (Park – Plot A) and Square**



These spaces would be linked by a spine of public realm with active edges. Traditional streets would link into this central spine allowing connectivity to surrounding areas. New buildings address the new public spaces. .

A green route would be created alongside the tram lines with soft and hard landscaping. It would have open lawns and tree planting to draw users into the heart of the site. Longacre Street would be resurfaced to improve its appearance but would remain as a traditional two way street. Grass verges would contain seasonal bulb planting and native tree planting.

A linear park would be the core pedestrian route through the area. It would have tree planting, lawns and simple planting blocks and would link to other landscaped areas. There would be active and more passive spaces with seating and tree planting to encourage social interaction. The main building entrances would face onto this route.

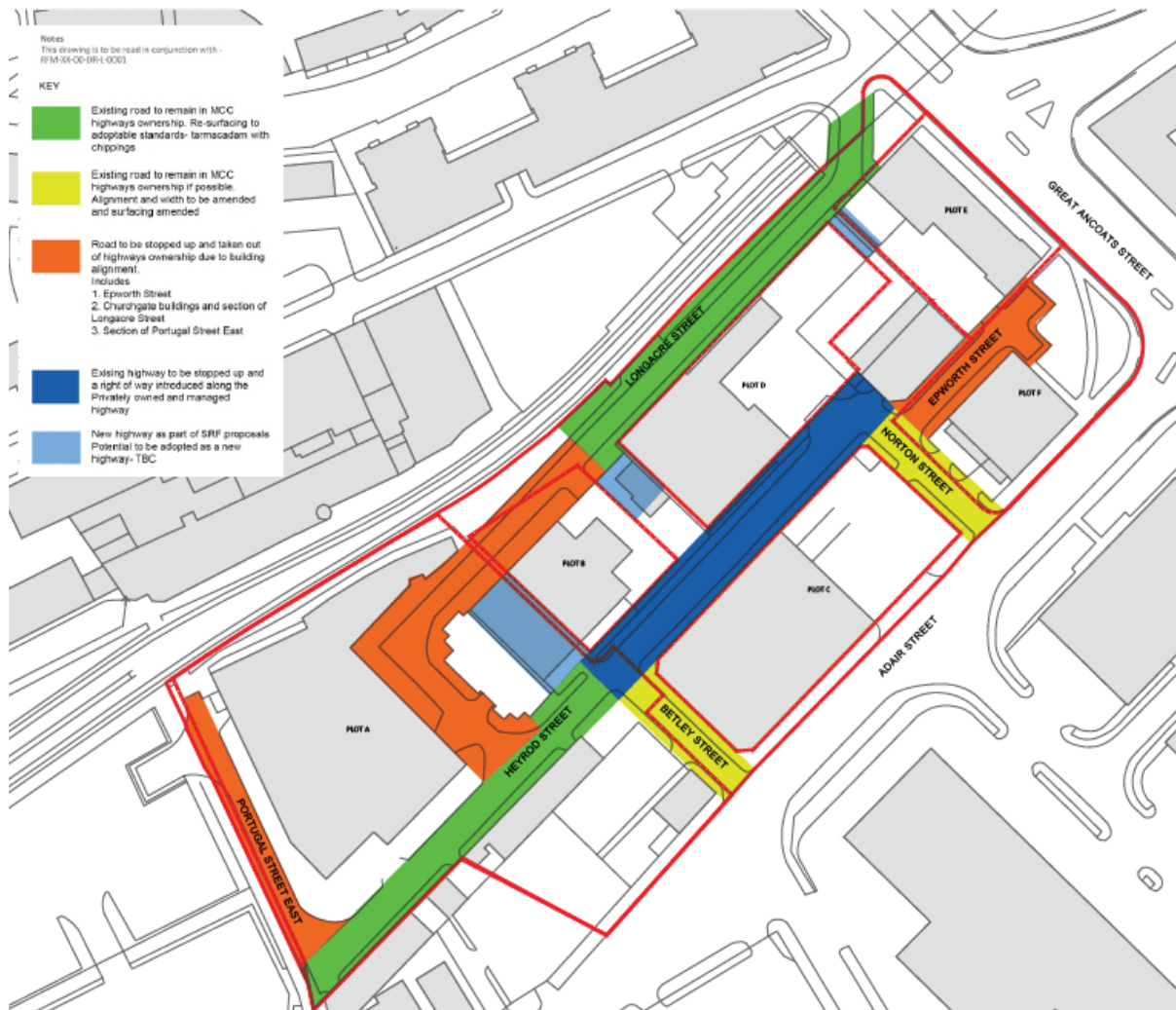
Heyrod Street would be surfaced to improve its appearance, a raised table would be included and it would become one-way. A clear stemmed avenue of trees would be planted and rain gardens would be introduced. The rain gardens would form part of the management of surface water run off (Suds) within the area but there is further potential for this to also be managed through the use of permeable surfaces, soakways, natural drainage (infiltration).

The 'Square' would be created at the north of the area and would act as a focal point for those travelling north through the area. It would become the main entrance to surrounding buildings and have active frontages to create a busy and vibrant square. There would be tree planting and an urban 'grove'. The square would have an active edge with seating clusters, catenary lighting and ornamental tree planting. A rain garden planting strip would act as a Suds element for the space picking up the surface run off for the surrounding paved areas.

Planting strips along streets in the area would create a softer and more pedestrian friendly streetscape and these could capture surface run off. There would be a mix of tarmac surfacing with coloured decorative chippings with reduced kerb heights

(40mm), concrete block paving to footpaths and key crossing points surfaced in concrete.

As part of the proposals Epworth Street, adjacent to Churchgate Buildings and part of Longacre Street would be closed to prevent the development becoming a cut through. In addition the current layouts of Heyrod Street and Norton Street would be altered.



The application also seeks permission for the phased demolition of all buildings within the application site excluding Aeroworks (Plot C) and the buildings previously granted prior approval for demolition under application ref no's 120090 and 124064.

Temporary hoardings would display artwork, graphics and information about the new area to secure adjacent sites as each phase comes forward. Temporary planting would be implemented as part of the first phases to establish character. The temporary trees would be transplanted into the final landscaping scheme. A lighting strategy would be developed to ensure that all carriageways are lit and fit for purposes and all footways are well lit and secure.

It is intended that the public realm and its ongoing maintenance, including that proposed under application ref no 121099, would be retained within a Management Company ownership rather than being the responsibility of the City Council.

In support of the application the applicants have stated the following:

- The proposals deliver the public realm infrastructure to underpin the emerging residential led mixed use neighbourhood. The proposals will transform the existing character of the SRF area from a network of roads surrounding light industry, to a residential community set within a new high quality public realm environment. The public realm proposals will establish a new quality benchmark within a part of the City Centre that has been identified for regeneration.
- The design responds to the surrounding context and emerging objectives and development principles of the overarching SRFs, whilst also ensuring an uncompromised approach is taken to delivery of a high quality landscaping scheme that appropriately balances high quality design, functionality and ongoing robust management.
- As the SRF area sits within a variety of landownerships and is an area of considerable developer interest, a key requirement of the SRF has been to ensure the comprehensive planning and delivery of the PSE area as a whole. This includes the funding, delivery and management of all public realm and infrastructure requirements needed to support the place making and other key ingredients of a successful high density neighbourhood and maximise regeneration outcomes

**Land Interest** - The City Council has a land ownership interest in the site and Members are reminded that in determining these applications they are discharging their responsibility as Local Planning Authority and must disregard the City Council's land ownership interest

## CONSULTATIONS

**Publicity** – The occupiers of adjacent premises have been notified and they have been advertised in the local press as a major development, a public interest development, as affecting a right of way, and affecting the setting of a listed building.

No representations have been received.

**Head of Highways**- Has no objection and is satisfied that the scheme is unlikely to generate any significant network implications. They have recommended conditions relating to matters of detail and off site highways works.

**Head of Regulatory and Enforcement Services** – (Street Management and Enforcement) - No objection but recommends conditions relating to the mitigation / management of any contaminated land and the management of glare and light overspill into residential properties.



**HS2** – HS2 Ltd works to a Development Agreement made with the Secretary of State for Transport. Safeguarding aims to ensure that new developments along the route do not impact on the ability to build or operate HS2, or lead to excessive additional costs. The 6 June 2019 Safeguarding Directions has been issued to protect the preferred Phase 2b route. A significant proportion of the site is within the limits of land subject to formal safeguarding directions and is identified as 'land potentially required during construction' and for provision of the Manchester Piccadilly High Speed Station multi-storey car park to the north of the new HS2 Station on Travis Street.

They are satisfied that their interests can be addressed and protected by the local planning authority if minded to grant consent in this case. With respect to work within the Consolidated Construction Boundary (CCB), including early utilities/highways works, they are satisfied that these operations could be controlled and co-ordinated by way of construction method statement/traffic management plan details being secured through planning conditions. This will ensure a collaborative and co-ordinated approach towards ongoing stakeholder engagement and approval of details by the local authority in liaison with HS2 Ltd prior to commencement of development. They have requested that a number of planning conditions and standard informatives if the Council is minded to grant consent.

Should the local planning authority be minded to approve the application contrary to the advice of HS2 Ltd and until the further engagement suggested above has taken place then the applications should, in accordance with paragraph 6 of the Safeguarding Directions issued on 6 June 2019, be sent together with the material specified in paragraph 7 of the Safeguarding Directions, to HS2.

**TFGM (Metrolink)** – Have raised concerns about, potential impact of the proposals on Metrolink Safeguarding Land (future modifications to accommodate HS2), and in relation to impact on existing Metrolink operations during construction. They have recommended that conditions are attached deal with their concerns.

**Canal and Rivers Trust** - Note that the Transport Statement recognises the value of the Ashton Canal for connectivity including use as part the National Cycling Route. They note that the Canal also provides links to the Etihad Stadium from the City Centre. In view of this they would like the use of appropriate wayfinding and signage within and off site to encourage and support the use of the Ashton Canal by residents.

**Travel Change Team** - Have no objections.

**Greater Manchester Police (Design for Security)** – Have no objection subject to the implementation of the recommendations of the Crime Impact Statement.

**Greater Manchester Ecology Group** – Have no objections and note that no significant ecological constraints have been identified. There was no evidence of bats and on this basis, no further information or measures are required other than a need to resurvey should development not come forward before April 2020. An informative should remind the applicants of their obligations under the Habitat Regulation.

In relation to Section 170 of the NPPF 2018 which states that the planning system should contribute to and enhance the natural and local environment they note that this phase of the development provides the main soft landscaping for all phases of the development. Given that all phases are primarily hard standing and buildings, they are satisfied that the proposed public realm can lead to net gain across the entire site and contribute to the future phases when they come forward. Noting that the detail of proposed measures to deliver biodiversity enhancements are currently only concept proposals (which nevertheless they note do include some positive elements from an ecological perspective) they recommend that the detail is conditioned as part of a landscape and environmental management plan which should include biodiversity as one of its themes.

**Flood Risk Management Team** – Have recommended that Green Sustainable Urban Drainage Systems are maximised and conditions should be attached to ensure surface water drainage works are implemented in accordance with Suds National Standards and to verify the achievement of these objectives. They also require as part of a condition to be attached requiring details of phased approach to construction including submission of a detailed drainage strategy for each of the plots along with provision of the Suds requirements for the building plots to be contained within the public realm for each phase

**Environment Agency** – Have comments received.

**United Utilities** – No comments received.

**Greater Manchester Archaeological Unit** – The desk based archaeological study has identified archaeological interest as being: an 18th century field boundary, 19th century iron works, a coppersmith works with associated workers' housing and a small range of commercial buildings. Limited ground works for the scheme are proposed so most potential below-ground archaeological remains will not be impacted on. However, where there are deeper intrusive works such as tree pits, and ground works for the new square. Archaeological investigation and recording will be required. None of the above undesignated heritage assets warrant preservation in situ, but a programme of archaeological investigation and record is required. A condition should require further investigation with any such remains recorded.

## ISSUES

### Local Development Framework

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

The proposals are considered to be consistent with the following Core Strategy Policies SP1, CC1, CC4, CC5, CC6, CC7, CC8, CC9, CC10, T1, T2, EN1, EN4, EN6, EN8, EN9, EN11, EN14, EN15, EN16, EN17, EN18, EN19, EC8, and DM1 for the reasons set out below.

### **Saved UDP Policies**

Whilst the Core Strategy has now been adopted, some UDP policies have been saved. The proposal is considered to be consistent with the following saved UDP policies DC19, DC20 and DC26 for the reasons set out below.

Planning applications in Manchester must be decided in accordance with the Core Strategy, saved UDP policies and other Local Development Documents. The adopted Core Strategy contains a number of Strategic Spatial Objectives that form the basis of its policies:

SO1. Spatial Principles - This development would be in a highly accessible location, close to good public transport links, and would thereby reduce the need to travel by private car. This would be sustainable development and help to halt climate change.

SO2. Economy – The new commercial uses would support economic growth. This and the landscaping would provide jobs during construction and permanent employment and facilities in the commercial units post construction.

SO5. Transport - The proposal is in a highly accessible location and would reduce the need to travel by private car and make the most effective use of existing public transport facilities.

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

### **Relevant National Policy**

**The National Planning Policy Framework (NPPF)** sets out the Government's planning policies for England and how these are expected to apply. It aims to promote sustainable development. The Government states that sustainable development has an economic role, a social role and an environmental role (paragraphs 6 & 7). Paragraphs 11, 12, 13 and 14 of the NPPF outline a "presumption in favour of sustainable development". This means approving development, without delay, where it accords with the development plan. Paragraph 12 states that:

"Proposed development that accords with an up-to-date Local Plan should be approved and proposed development that conflicts should be refused unless other material considerations indicate otherwise."

The proposed development is considered to be consistent with sections 6, 7, 8, 9, 11, 12, 14 and 15 of the NPPF for the reasons outlined below.

Paragraph 130 states that permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions, taking into account any local design standards or style guides in plans or supplementary planning documents.

Paragraph 131 states that in determining applications, great weight should be given to outstanding or innovative designs which promote high levels of sustainability, or help raise the standard of design in an area, so long as they fit in with the overall form and layout of their surroundings

NPPF Section 1 - Building a strong and competitive economy and Core Strategy Policy SP 1 (Spatial Principles), Policy CC1 (Primary Economic Development Focus) and CC4 (Visitors, Tourism, Culture and Leisure) – The landscaping would support and deliver important economic and policy objectives. It would be close to sustainable transport provision, and contribute positively to the built environment. It would create a well designed place that would enhance and create character. This would support sustainable development and high quality city living. The public realm would help to create a neighbourhood where people would choose to be and enhance the sense of place.

NPPF Section 2 Ensuring the Vitality of Town Centres and Core Strategy Policies SP 1 (Spatial Principles) and CC2 (Retail) - The proposal would support the creation of a neighbourhood within the City Centre.

NPPF Section 4 Promoting Sustainable Transport, Core Strategy Policies CC5 (Transport), T1 Sustainable Transport and T2 Accessible Areas of Opportunity and Need - The location is highly sustainable and contribute to sustainability and health objectives. The area is highly accessible being close to Piccadilly Station, Metrolink and Metroshuttle routes. The proposal would connect residents to open space and leisure facilities. The development would also include improvements to pedestrian routes and the pedestrian environment which would prioritise pedestrian and disabled people, cyclists and public transport.

Policy CC10 (A Place of Everyone) – The area would appeal to a wide range of residents and visitors and would provide facilities for family-oriented activity.

NPPF Section 7 (Requiring Good Design)- The proposals would address many of the negative aspects of the current street level environment contributing positively to place making which would bring significant regeneration benefits.

NPPF Section 8 Promoting healthy communities - The proposals as part of the wider delivery of the associated development plots within the PSE SRF Area would help to integrate the public realm into the locality and increase levels of natural surveillance.

Saved UDP Policy DC20 (Archaeology) – There could be archaeological remains on the site local significance and a proper record should be made.

Section 10 (Meeting the challenge of climate change, flooding and coastal change), Core Strategy Policies EN4 (Reducing CO2 Emissions by Enabling Low and Zero Carbon) EN6 (Target Framework for CO2 reductions from low or zero carbon energy supplies), EN 8 (Adaptation to Climate Change), EN14 (Flood Risk) and DM1 (Development Management- Breeam requirements) -The site is highly sustainable. The surface water drainage from the proposal would be managed to restrict it to greenfield run-off rate if practical, and to reduce the post development run-off rates to

50% of the pre development rates as a minimum. The proposed materials have been selected as durable and able to withstand the function and use of the public realm.

The drainage network would be designed so that no flooding occurs for up to and including the 1 in 30-year storm event, and that any localised flooding will be controlled for up to and including the 1 in 100-year storm event including 20% rainfall intensity increase (climate change).

The surface water management will be designed in accordance with the NPPG and DEFRA guidance in relation to Suds

NPPF Section 11 (Conserving and enhancing the natural environment), Manchester Green and Blue Infrastructure Strategy 2015, Core Strategy Policies EN 9 (Green Infrastructure), EN15 ( Biodiversity and Geological Conservation), EN 16 (Air Quality), Policy EN 17 (Water Quality) Policy EN 18 (Contaminated Land and Ground Stability) and EN19 (Waste) - Information submitted with the application has considered the potential risk of various forms of pollution, including ground conditions, air and water quality, noise, waste, biodiversity and lighting and has demonstrated that the application proposals would not have any significant adverse impacts in respect of pollution. Drainage would be improved to overcome current potential for flooding during extreme rainfall events.

The Manchester Green and Blue Infrastructure Strategy (G&BIS) sets out objectives for environmental improvements within the City within the context of objectives for growth and development. The proposal should exploit opportunities for improving the quality and function of G&BIS and this is discussed in more detail below. There would be no adverse impacts on blue infrastructure.

DC22 Footpath Protection - The proposals would improve pedestrian routes within the local area through enhanced planting and repaving.

Policy DM 1- Development Management - Outlines a range of general issues that all development should have regard to and of these, the following issues are or relevance to this proposal:-

- appropriate siting, layout, scale, form, massing, materials and detail;
- design for health;
- impact on the surrounding areas in terms of the design, scale and appearance of the proposed development;
- that development should have regard to the character of the surrounding area;
- effects on amenity, including privacy, light, noise, vibration, air quality and road safety and traffic generation;
- accessibility to buildings, neighbourhoods and sustainable transport modes;
- impact on safety, crime prevention and health; adequacy of internal accommodation , external amenity space, refuse storage and collection, vehicular access and car parking; and
- impact on biodiversity, landscape, archaeological or built heritage, green Infrastructure and flood risk and drainage.

The above issues are considered in detail in below.

## **Other Relevant City Council Policy Documents**

### **Climate Change**

Our Manchester Strategy 2016-25 – sets out the vision for Manchester to become a liveable and low carbon city which will:

- Continue to encourage walking, cycling and public transport journeys;
- Improve green spaces and waterways including them in new developments to enhance quality of life;
- Harness technology to improve the city’s liveability, sustainability and connectivity;
- Develop a post-2020 carbon reduction target informed by 2015's intergovernmental Paris meeting, using devolution to control more of our energy and transport;
- Argue to localise Greater Manchester's climate change levy so it supports new investment models;
- Protect our communities from climate change and build climate resilience

Manchester: A Certain Future (MACF) - is the city wide climate change action plan, which calls on all organisations and individuals in the city to contribute to collective, citywide action to enable Manchester to realise its aim to be a leading low carbon city by 2020. Manchester City Council (MCC) has committed to contribute to the delivery of the city’s plan, and set out its commitments in the MCC Climate Change Delivery Plan 2010-20.

Manchester Climate Change Board (MCCB) Zero Carbon Framework - The Council supports the Manchester Climate Change Board (MCCB) to take forward work to engage partners in the city to address climate change. 1.3 In November 2018, the MCCB made a proposal to update the city’s carbon reduction commitment in line with the Paris Agreement, in the context of achieving the “Our Manchester” objectives and asked the Council to endorse these ambitious new targets.

The Zero Carbon Framework - outlines the approach which will be taken to help Manchester reduce its carbon emissions over the period 2020-2038. The target was proposed by the Manchester Climate Change Board and Agency, in line with research carried out by the world-renowned Tyndall Centre for Climate Change, based at the University of Manchester.

Manchester’s science-based target includes a commitment to releasing a maximum of 15 million tonnes of CO<sub>2</sub> from 2018-2100. With carbon currently being released at a rate of 2 million tonnes per year, Manchester's ‘carbon budget’ will run out in 2025, unless urgent action is taken.

Areas for action in the draft Framework include improving the energy efficiency of local homes; generating more renewable energy to power buildings; creating well-connected cycling and walking routes, public transport networks and electric vehicle charging infrastructure; plus the development of a ‘circular economy’, in which sustainable and renewable materials are reused and recycled as much as possible.

Climate Change and Low Emissions Implementation Plan (2016-2020) -This Implementation Plan is Greater Manchester's Whole Place Low Carbon Plan. It sets out the steps we will take to become energy-efficient, and investing in our natural environment to respond to climate change and to improve quality of life. It builds upon existing work and sets out our priorities to 2020 and beyond. It includes actions to both address climate change and improve Greater Manchester's air quality. These have been developed in partnership with over 200 individuals and organisations as part of a wide ranging consultation

The alignment of the proposals with the policy objectives set out above is detailed below.

Guide to Development in Manchester Supplementary Planning Document and Planning Guidance (April 2007) - Part 1 of the SPD sets out the design principles and standards that the City Council expects new development to achieve, i.e. high quality developments that are safe, secure and accessible to all. The SPD reflects the growing recognition of the importance of well-designed and well maintained neighbourhoods in supporting sustainable development and neighbourliness. It aims to support and enhance the ongoing shaping of the city by providing a set of design principles and standards that MCC expects new development to achieve, including inclusive design and access, and quality linkages.

For the reasons set out later in this report the proposals would be consistent with these principles and standards.

HS2 Manchester Piccadilly Strategic Regeneration (SRF) and Masterplan (2018) – The transport node plays a critical role in the city's economic regeneration. Significant investment is focused around Piccadilly Station and an SRF in 2018 aims to create a major new district based around a world class transport hub. The overarching objectives are to improve the attractiveness of the area to investment; improve physical connections and permeability; and provide destinations for social and cultural activity.

It is considered that the proposals would align with the vision and objectives set out within the SRF such that it would contribute positively to the delivery of strategic regeneration objectives. This alignment is discussed in more detail later in this report

Portugal Street East Strategic Regeneration Framework (SRF) 2018 - The Portugal Street East SRF is adjacent to the proposed HS2 station entrance. The SRF aims to secure comprehensive delivery including areas of high quality public realm and other infrastructure between development plots.

Appropriate locations for new public space have been identified within the SRF. It is considered that the proposals would align with the vision and objectives set out within the SRF such that it would contribute positively to the delivery of strategic regeneration objectives. This alignment is discussed in more detail later in this report

Manchester City Centre Strategic Plan- The Strategic Plan 2015-2018 updates the 2009-2012 plan and seeks to shape the activity that will ensure the city centre continues to consolidate its role as a major economic and cultural asset for Greater

Manchester and the North of England. It sets out the strategic action required to work towards achieving this over period of the plan, updates the vision for the city centre within the current economic and strategic context, outlines the direction of travel and key priorities over the next few years in each of the city centre neighbourhoods and describe the partnerships in place to deliver those priorities

The site of the current planning application falls within the area designated as Piccadilly. This identifies the wider Piccadilly area as having the potential for unrivalled major transformation over the coming years and notes that the additional investment at Piccadilly Station provided by HS2 and the Northern Hub represents a unique opportunity to transform and regenerate the eastern gateway to the city centre, defining a new sense of place and providing important connectivity and opportunities to major regeneration areas in the east of the city.

The City Centre Strategic Plan endorses the recommendations in the HS2 Manchester Piccadilly SRF

The proposal would be complementary to the realisation of the opportunities set out above. It would start the process of establishing a sense of place within the Portugal Street East Neighbourhood. It would along with other pipeline developments within the SRF area start the process of delivering the network of public spaces which the Plan envisaged to provide strong connections between Piccadilly and the communities of East Manchester whilst strengthening physical and visual links between the City Centre and those key regeneration areas beyond.

Manchester Residential Quality Guidance (July 2016) (MRQG) – The City Council’s has endorsed the Manchester Residential Quality Guidance which is now a material planning consideration. The document provides specific guidance for Manchester and includes a section on the consideration of how to animate streets and spaces.

It states that residential design should always make a positive contribution to Manchester’s streets and spaces to make *a safe and inviting place for everyone*

It sets our requirements for well-considered public realm as an integral as part of all new residential developments and is critical in ensuring that Manchester’s neighbourhoods are attractive, vibrant and successful.

It states that the design of the public realm can have a significant impact upon how spaces between buildings are used, on who uses them and also how frequently. During the day, street furniture encourages adaptable and flexible use, encouraging people outside and helping to establish a sense of place. In the evening, lighting has a significant part to play in ensuring that neighbourhoods, blocks and streets function well and feel safe.

It stresses the importance of ensuring that public realm is designed with management and maintenance in mind. Without successful management, well designed spaces can have the tendency to have a negative impact on the environment and by association, the people and community that surround it.



The proposal is broadly in keeping with the aims and objectives set out in the guidance.

## **Other National Planning Legislation**

### **Legislative requirements**

Section 66 of the Listed Building Act 1990 provides that in considering whether to grant planning permission for development that affects a listed building or its setting the local planning authority shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.

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

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

### **Environmental Impact Assessment. The proposal does not fall within Schedules 1 or 2 of the Town and Country Planning (Environmental Impact Assessment) Regulations 2017 and National Planning Practice Guidance (2017).**

The proposal does not fall within Schedules 1 or 2 of the Town and Country Planning (Environmental Impact Assessment) Regulations.

The application is supported by the following documents:

Design & Access Statement (including lighting strategy); Archaeological Assessment; Demolition and Construction Management Plan; Crime Impact Statement; Flood Risk Assessment & Surface Water Drainage Statement; Phase 1 Ground Conditions Report; Public Realm Management and Maintenance Strategy; Ecology Assessment (including Preliminary Bat Survey); Topographical Survey; and Transport Statement.

**The Schemes Contribution to Regeneration** – The regeneration of the City Centre is an important planning consideration as it is the primary economic driver of the region and is crucial to its longer term economic success. There has been a significant amount of regeneration activity in Piccadilly over the past 20 years as a result of private and public sector investment. Major redevelopment has taken place at Piccadilly Gardens, Piccadilly Basin, Piccadilly Station, Piccadilly Triangle, Kampus and the former Employment Exchange on Aytoun Street. This will continue as new opportunities are presented by investment in HS2 and the successful regeneration within the City Centre Core continues to expand to it's the eastern and

northern fringes forging stronger connections with the existing and planned neighbourhoods beyond.

The vision for the PSE SRF Area is to shape and realise the city's ambitions to regenerate and transform the neighbourhood surrounding Piccadilly train station and create a sense of place for the area. As the SRF area sits within a variety of landownerships and is an area of considerable developer interest, a key requirement of the SRF has been to ensure the comprehensive planning and delivery of the PSE area as a whole which includes areas of public realm between the development plots identified within the SRF. This includes the funding, delivery and management of all public realm and infrastructure requirements needed to support the place making and other key ingredients of a successful high density neighbourhood and maximise regeneration outcomes

The application is being considered alongside an application for a residential scheme and consent has also been granted for a hotel. Each plot would deliver its own public realm within its site boundaries and it is intended that the public realm proposed within this application would be delivered on a plot by plot basis alongside the delivery of developments on future Plots. This will be a condition of any consent granted to ensure that areas of associated public realm for which this application seeks consent, are delivery alongside each development plot.

The Station is a large physical barrier and the provision of safe, well-lit pedestrian connections would increase permeability and pedestrian accessibility, especially through and under Station. The proposals would support the creation of a new, distinctive neighbourhood and deliver important physical linkages.

The proposals would deliver a substantial public square towards Great Ancoats Street reflecting the vision set out within the HS2 SRF. The 'Square' would be part of a wider public realm network within the wider HS2 SRF area, connected by pedestrian and cycle friendly routes.

The proposals would alongside the delivery of the 6 development plots within the SRF Area transform the existing character of the SRF area from a network of roads surrounding light industry, to a residential community set within a new high quality public realm environment. It would create employment during construction, would improve the environment within the application site as an integral part of the wider SRF Area and deliver safe and healthy living conditions underpin the emerging residential led mixed use neighbourhood helping to promote sustainable economic growth.

### **Design and Contribution to Improving Permeability, Public Spaces and Facilities and Provision of a Well Designed Environment (including Age Friendly Provision), Air Quality and Crime and Disorder**

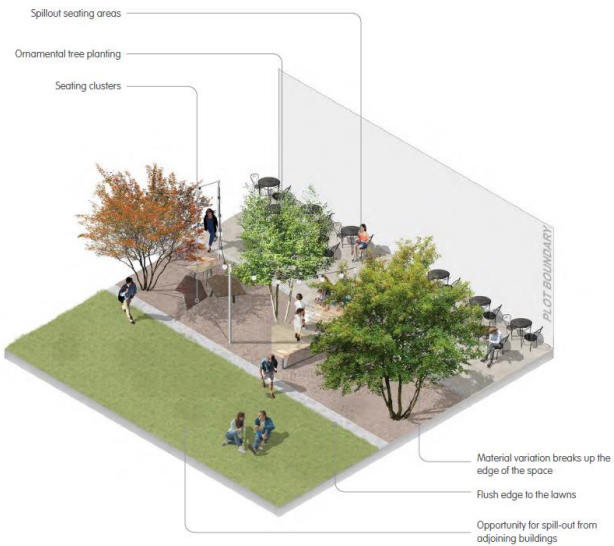
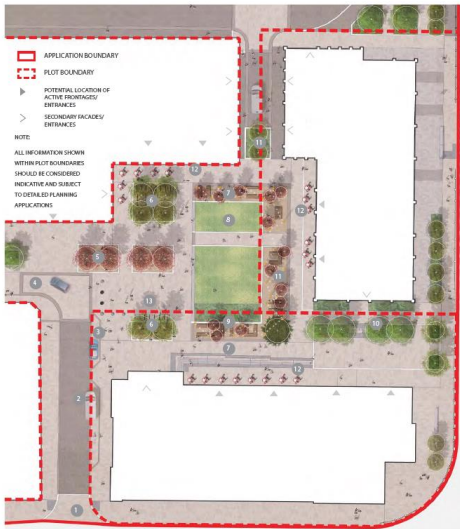
A well-designed public space that encourages social interaction to be open and accessible to all communities and be connected into the movement network. The SRF identifies the importance of the high quality, safe and accessible streets that cross the area as part of the regeneration of this area. A range of public spaces should provide shared outdoor public amenities across the area.

New landscape and public realm would be provided around the development plots which would improve the public realm including street trees, planters, grassed areas, street furniture and new high quality pavements.

The public realm design would establish a range of vibrant, and welcoming public streets and well-located public spaces that support a wide variety of activities and encourage social interaction, to promote health, well-being, social and civic inclusion.

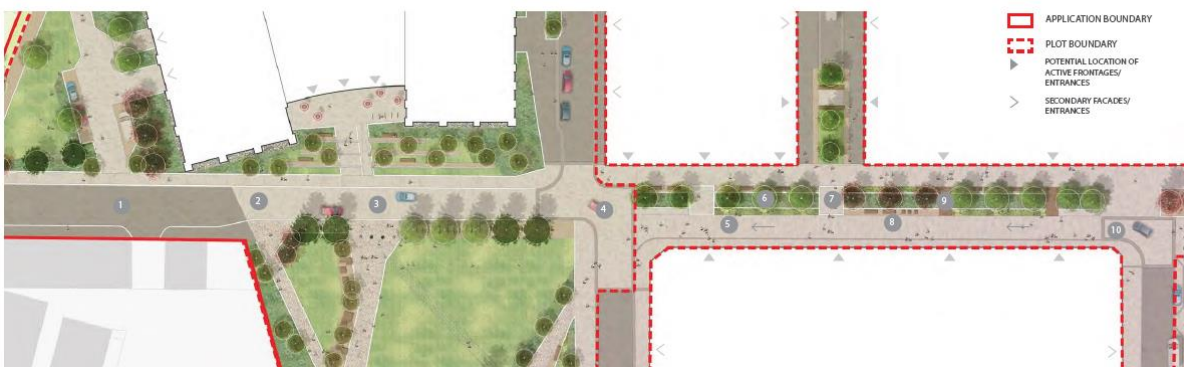
07 The Square

07 The Square



The new public square at the north would engage with the active frontages that would surround it. This Square would encourage interaction amongst residents and visitors and facilitate a range of activities and events.

05 The Avenue



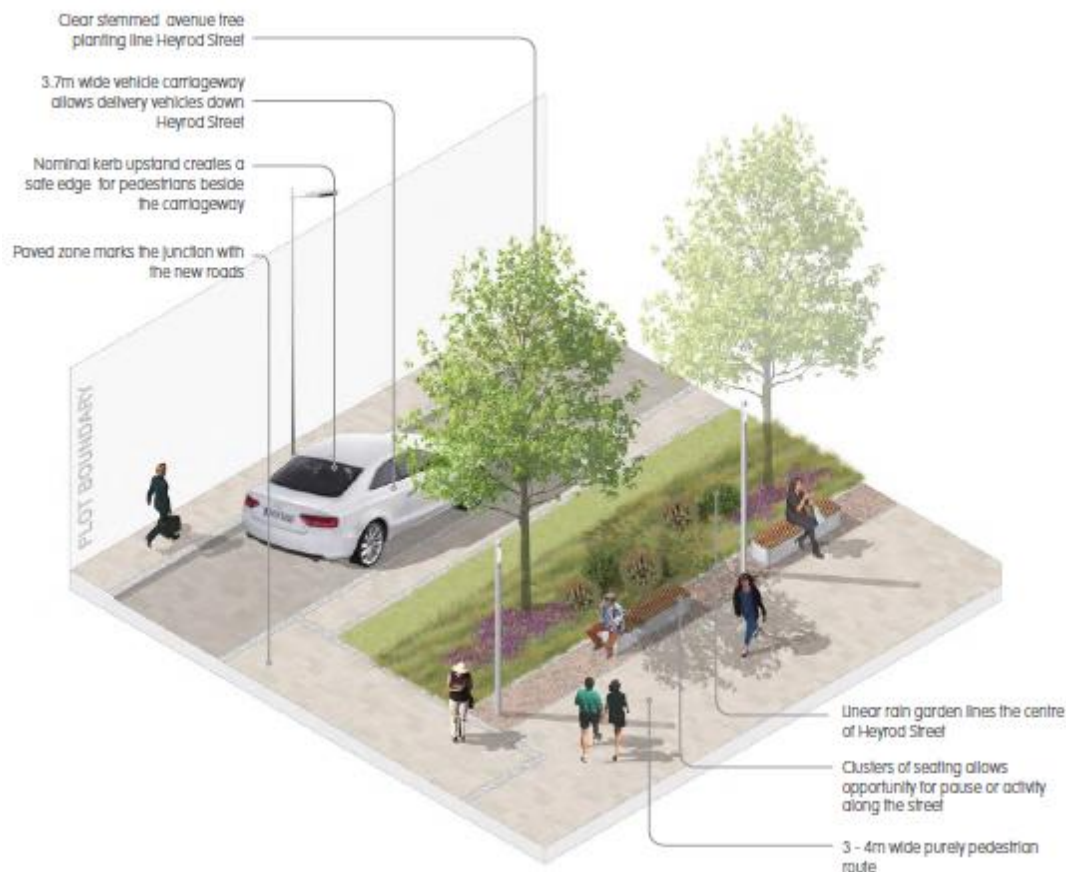
The 'Avenue' would be the core pedestrian route through the area acting as a linear park. It would spread the green character and link the Green and the Square. This would provide active and passive spaces with seating and tree planting with formal and informal play, exercise and rest.

This would create a softer and greener environment in contrast to the existing hard post-industrial feel of the area. The edges of the SRF Area would be open and contribute to the external streetscape through activation and greening.

## 08 The Streets



Street trees and street lighting would reinforce character and the relative importance of routes. There would be a consistent palette of hard materials, planting and street furniture to create a public realm which is legible and defines a distinctive identity for the area.



The streets and spaces would be overlooked allow to natural surveillance and feel safer. The increased footfall, additional residents and the improved lighting would improve security and surveillance. Greater Manchester Police have provided a crime impact assessment and the scheme should achieve Secured by Design accreditation. A condition is recommended.

This proposal would connect into existing routes and movement patterns and provide north-south and east-west connections between the city centre, Piccadilly Basin, the

HS2 masterplan and key transport infrastructure, with regeneration areas in Ancoats and New Islington.

The landscaping would accommodate the needs of all including older people. The final details would be agreed by condition and would include a need to adhere to MCC guidance in relation to Age Friendly Public Realm including Age-Friendly Seating and Sense of Place and the Alternative Age-Friendly Handbook. There would be seating in the key spaces and throughout the streetscape at a minimum spacing of 100m but largely more closely located. The seating would respond to the microclimate and be in areas of good surveillance and well lit. They would be at the edge of the space for maximum comfort and good views. The seating would include benches with back and arm rest.

There would be bins in the square and at key path junctions and would not be directly next to seating. The bins would include segregated recycling. with raised kerbs demarcating between vehicle and pedestrian spaces, tactile and drop paving to crossings, paving contrasts at level changes, handrails and or balustrades where required.

A signage strategy would help with way finding and up immediate destinations and beyond along with key transport hubs i.e. Piccadilly train station and tram stops. The signs would include distance and/or walking times.

### **Archaeological issues**

Greater Manchester Archaeological Unit believe that remains of an 18th century field boundary, 19th century iron works, a coppersmith works with associated workers' housing and a small range of commercial buildings may survive. They recommend targeted archaeological excavation, followed if appropriate by more detailed and open area excavation, to inform the understanding of the potential and significance and this should be a condition of any consent granted.

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

The site has no designation for nature conservation and the proposals would have no adverse impact on any statutory or non-statutory designated site for nature conservation. No habitats within the site are species-rich or indicative of semi-natural habitats. No habitats are representative of any Priority Habitats. No invasive species, as listed on Schedule 9 of the Wildlife and Countryside Act 1981 (as amended), are present within the site.

No bats or signs of bats were detected at any of the buildings which would be demolished to which access was gained (1,3 and 7). The buildings do not support features suitable for use by roosting bats and therefore the presence of roosting bats at the site has been reasonably discounted. Further surveys are required to determine the presence or absence of roosting bats at Buildings 4, 5, 6, 8 and 9 are required and the carrying out of these prior to the demolition of those buildings being implemented.

The shrubs and scrub within the site provide suitable habitat for nesting and foraging passerine bird species. No signs of barn owl or black redstart, both Schedule 1 species of the Wildlife and Countryside Act 1981 (as amended), were detected during the survey. No evidence of, or opportunities for, other protected species have been identified

Whilst these habitats within the application site are locally common and of limited ecological value they are of value at the site level as they contribute to the structural diversity and habitat connectivity across and around the site, in a landscape dominated by urban development. However it is considered that appropriate landscape planting could compensate for the loss.

The implementation of measures to provide mitigation for habitat loss and to improve biodiversity are included within the submitted Ecology Report and should be a condition. An ecologist can advise on further ways to provide enhancements, in addition to mitigation, to improve the wildlife value of the development and contribute towards a net gain in biodiversity such as additional bird and bat boxes and additional plantings including night scented species to provide foraging habitat for bats and nesting habitat for birds. Native, nectar rich plants that attract insects would be recommended as they would enhance foraging opportunities for bats in the local area for suitable species.

The public realm includes tree planting and areas of soft landscaping and would improve biodiversity and form corridors which enable natural migration through the site. The increase in green infrastructure would increase opportunities for habitat expansion leading to an improved ecological value within the local area. A condition would require agreement of the details of this.

The species selected is varied and picks up a range of species including native Scots Pine. Liquidamber has a good tolerance to urban environments, is hardy and can thrive in a mix of soil conditions. Rowans and hawthorns produce berries and could both be considered within the park. Further consideration of species can be picked up in the next stage of design with final details to be a condition of any consent granted.

Column mounted fittings would have cowls to prevent unnecessary light spill and negative impacts on any foraging bat species.

### **Flood Risk and Sustainable Urban Drainage Strategy (Suds)**

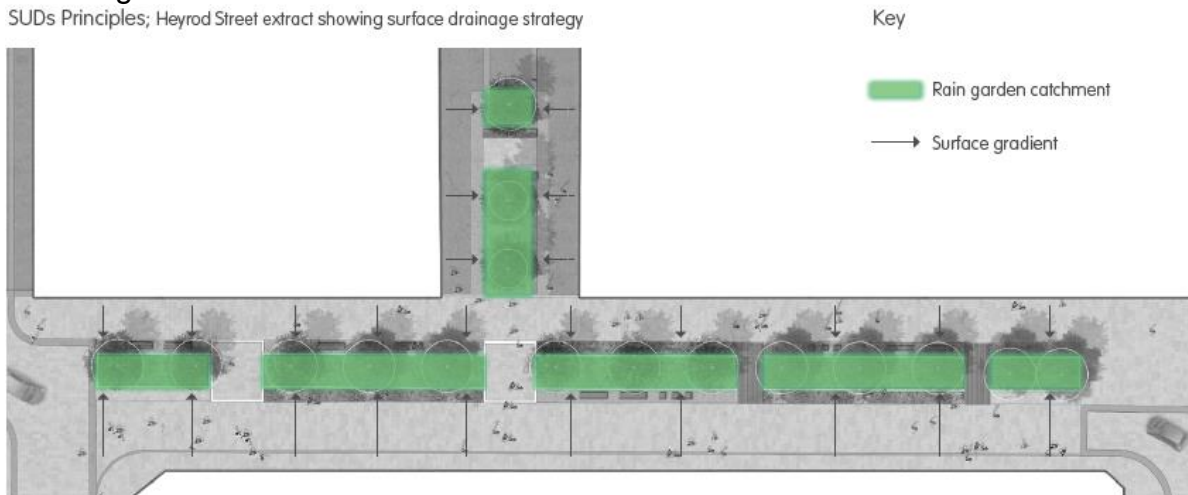
The site is in Flood zone 1 and is low risk site for flooding. It is in the Core Critical Drainage Area in the Council Strategic Flood Risk Assessment and requires a 50% reduction in surface water run-off as part of brownfield development.

The development with the exception of the adopted highways and the drainage system would be designed to cope with intense storm events up to and including the 1 in 100-year storm return period, which includes an allowance of 40% additional rainfall for climate change. The profile of the hard standing which surrounds the building would convey water away from it.

Surface water run-off would be minimised and reduced to a greenfield rate if practical, and the post development run-off rates would be reduced to 50% of the pre development rates.

The importance of surface water management has been brought to the fore over recent years with the need to mitigate the impacts of climate change and urbanisation, such as increased rainfall intensity and consequent surcharging of existing infrastructure and flooding and also to enhance the quality of water entering receiving water bodies.

SUDs Principles; Heyrod Street extract showing surface drainage strategy



Sustainable Drainage Systems (SuDS) reduce the rate and volume of water which runs off hard surfaces (in particular) with the aim of replicating as closely as possible the pre-developed condition where water would be slowed by vegetation, soak into soils and be absorbed by plants.



Diagram illustrating the opportunities for attenuation and surface water collection through rain gardens

The Suds strategy looks to utilise the green spaces to collect, store, convey and filter surface water run-off from the hard paving. A series of “raingardens” are proposed consisting of level areas of planting with the growing medium set slightly lower than the adjacent surface. Hard surfaces would fall towards them with water stored within the raingarden before being absorbed by the plants. The rainfall from more frequent,

lower intensity storms should not enter the drainage network. Water from extreme events can be stored before discharging at a controlled rate to the drainage network. This would have a positive impact on the quantity and quality of water entering the drainage network and contribute to biodiversity and amenity of the public realm

Additional rainwater management through infiltration which could include use of permeable surfaces, soakways and infiltration trenches can be explored further and secured through a condition. The other method being considered as part of the SUDs strategy is interconnecting tree pits. This enables the utilisation of the sub soil and rooting zone as part of the storage capacity.

The initial SUDs assessment demonstrates that surface water run-off can be drained effectively in accordance with the relevant policy principles.

### **Contaminated Land Issues**

A phase 1 Geo- environmental Report (Desk Study) has assessed geo- environmental information based on desktop / published sources, a site walkover survey.

There could be unexploded ordnance (UXO) within the shallow and deeper made ground and natural strata across the site and may pose a risk to construction workers (explosion) in the short term during the excavation and drilling through of made ground materials. Workers would have to be protected during the intrusive investigation and redevelopment.

The site is located within a relatively low risk environmental setting and is unlikely to be impacted or affected by nearby current or historic industrial activities. The Principal Bedrock Aquifer would have to be taken into consideration during the development of a foundation solution and it would be necessary to avoid contaminate migration pathways during piling works.

Mitigation measures may be required to deal with on-site contamination. With these measures in place, the site would present a low risk to future site users and construction workers.

A condition would require a full site investigation and remediation measures to be submitted and agreed.

### **Highways, servicing and cycle Parking**

Vehicular access has been rearranged to create a safe, open space for pedestrians to sit and walk through and this will be supported by improving visual and physically connectivity within and through the Site.

The retention of Longacre Street as a key part of infrastructure provides access for service vehicles and would further reduce the necessity to use Heyrod Street as a key vehicle route.



Conditions requiring the agreement of a final service management strategy would be attached to any consents granted and a programme of off site highways works including pavement reinstatements and finishes would be attached to any consent granted. The Head of Highways has no objections subject to compliance with these conditions.

### **Summary of Climate Change Mitigation / Biodiversity enhancement**

Ecosystems play an important role in regulating climate. Biodiversity and ecosystem services help us to adapt to and mitigate climate change. They are therefore a crucial part of our effort to combat climate change. Healthy ecosystems are more resilient to climate change and so more able to maintain the supply of ecosystem services on which our prosperity and wellbeing depend. The underlying principle of green infrastructure is that the same area of land can frequently offer multiple benefits if its ecosystems are healthy.

The public realm and street trees would provide green infrastructure enhancements and should improve biodiversity and enhance wildlife habitats in the urban area with opportunities for the green infrastructure to link to established wildlife corridors forming links between the nearby Medlock Valley with the City Centre as well as the planned park at Mayfield. Opportunities to enhance and create new biodiversity within the development, such as bat boxes and bricks, bird boxes and appropriate planting would be investigated and all of these measures would be included in planning conditions.

Details of tree species, tree pit specifications, size and potential for making the trees Suds enabled would be explored further through the discharge of conditions to be attached to any consent granted.

Overall subject to compliance with the above conditions it is considered that the proposals would include measures which can be feasibly incorporated to mitigate climate change for a development of this scale in this location.

The proposal would have a good level of compliance with policies relation to CO2 reductions and biodiversity enhancement set out in the Core Strategy, the Zero Carbon Framework and the Climate Change and Low Emissions Plan and Green and Blue Infrastructure Strategy.

### **Social Value from the Development**

The proposal would support the creation of a strong, vibrant and healthy community. In particular, the proposal would:

- Delivery of new areas of public realm and lead to significant improvements in user's physical and mental health;
- Promote regeneration in other areas;
- The proposal would not cause harm to the natural environment and would reduce carbon emissions through design;
- Help to foster a sense of community through creating opportunities for people to come together in a natural setting, within the proposed public realm;

- Help to reduce crime through an increase in activity within the area and consequent improvements in passive surveillance;
- Will improve legibility to the north east of Piccadilly Station for pedestrians arriving in the city increase the attractiveness of routes within the PSE SRF Area for pedestrians;
- Will provide help to support access to services and facilities via sustainable modes of transport, such as through cycling and walking by creating an environment which is more conducive to supporting these forms of active travel.;
- Will not result in any adverse impacts on the air quality, flood risk, noise or pollution and there will not be any adverse contamination impacts;
- Will not have a detrimental impact on protected species;

## CONCLUSION

The proposal would deliver the vision, objectives and development principles contained within the Portugal Street East SRF which would include the delivery of place making objectives and substantial public realm. This would, along with the recently approved Hotel on Adair Street start the process of establishing this new City Centre Neighbourhood.

Section 38(6) of the Planning and Compulsory Purchase Act 2004 states that applications should be determined in accordance with the development plan unless material considerations dictate otherwise. The proposals have been considered in detail against the policies of the current Development Plan and taken overall are considered to be in compliance with it.

The proposals would be consistent with a number of the GM Strategy's key growth priorities. It would regenerate an area which is principally characterised by a poor quality environment and deliver a high quality environment with place making benefits which will support the regeneration of this emerging City Centre Neighbourhood whilst seeking to maximise positive environmental outcomes in relation to biodiversity enhancements and surface water management.

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

**Conditions to be attached to the decision**

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

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

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

(a) Dwg RFM-XX-00-DR-L-0000 (Site Plan) Rev PL01;

(b) Dwgs RFM-XX-00-DR-L-0002 (General Arrangement Plot 1 Phase 1) Rev P01, RFM-XX-00-DR-L-0003 (General Arrangement Plot 1 with SRF) Rev PL05, RFM-XX-00-DR-L-0004 (SRF Plot Arrangement) Rev P01, RFM-XX-00-DR-L-0005 (Boulevard edge constraints) Rev PL02 RFM-XX-00-DR-L-0006 (Illustrative Sections-AA-BB) Rev PL03, RFM-XX-00-DR-L-0007, Soft Landscape GA (PL05), RFM-XX-00-DR-L-0008 (Illustrative Sections-CC-DD) PL03, RFM-XX-00-DR-L-0009 (Hard Landscape GA) Rev PL03, RFM-XX-00-DR-L-0010 (Temporary Works to Park) Rev P01, RFM-XX-00-DR-L-0011 (Planting Strategy) Rev PL01, RFM-XX-00-DR-L-0012 (Hardworks Strategy) Rev PL01, RFM-XX-00-DR-L-0014 (Sequencing Plan) Rev PL02, RFM-XX-00-DR-L-0015 (Phasing Plan) Rev PL01, RFM-XX-00-DR-L-8001 (Typical Tree Details) Rev PL02, RFM-XX-00-M2-L-0002 (Working Drawing) Rev PL03 and RF17-475-IN09 (Landscape & Public Realm DAS Chapter) Rev PL02

(c) Dwg 64313-CUR-00-XX-DR-TP-06013 (Stopping Up Plan) Rev P01

(d) Recommendations in sections, 3, 4 and 5 and 6 of the Crime Impact Assessment Version C dated 29/01/19;

(e) Details within pages 63-69 and 91 -103 of the Design and Access Statement by Reform August 2019 Rev PL03;

(f) Archaeological Desk-based Assessment, July 2018 Portugal Street East, Manchester by the University of Salford;

(g) Measures and recommendations within Flood Risk Assessment & Surface Water, Drainage Statement, Portugal Street East, Manchester for Portugal Street East Ltd 13th June 2017;

Reason - To ensure that the development is carried out in accordance with the approved plans. Pursuant to Core Strategy SP1, CC3, H1, H8, CC5, CC6, CC7, CC9, CC10, T1, T2, EN1, EN2, EN3, EN6, EN8, EN9, EN11, EN14, EN15, EN16, EN17, EN18, EN19, DM1 and PA1 saved Unitary Development Plan policies DC18.1 DC19.1, DC20 and DC26.1.

3) No development shall take place within Plot E until the developer has demonstrated to the satisfaction of Transport for Greater Manchester that the proposed works will not have an adverse effect on the Great Ancoats Street Underpass. In order to demonstrate this, the detailed design (including the results of any structural surveys) and the proposed tunnel monitoring regime during the development construction must be submitted to and approved in writing by the Local Planning Authority (approval to be in consultation with Transport for Greater Manchester).

Reason: To safeguard Metrolink infrastructure pursuant to Core Strategy Policy DM1.

4) If during works to demolish buildings 1,3 and 7 as identified within Portugal Street East, Manchester M1 2WW, ECOLOGICAL SURVEY AND ASSESSMENT (including a Licensed Bat Survey), October 2018 by ERAP (Consultant Ecologists) Ltd ref: 2018-297 hereby permitted any sign of the presence of bats if found, then all such works shall cease until a survey of the site has been undertaken by a suitably qualified ecologist and the results have been submitted to and approved by the Council in writing as local planning authority. Any recommendations for the protection of bats in the submitted document shall be implemented in full and maintained at all time when the building is in use as hereby permitted.

Reason - To ensure the protection of bats and in order to comply with the Habitats Directive and pursuant to Core Strategy Policy EN15.

5) Before any demolition of buildings 4,5,6, 8 and 9 hereby approved as identified within the Portugal Street East, Manchester M1 2WW, ECOLOGICAL SURVEY AND ASSESSMENT (including a Licensed Bat Survey) October 2018 by ERAP (Consultant Ecologists) Ltd ref: 2018-297 commences a survey to establish the presence of bats within each building and any necessary mitigation for the loss of bat roosts shall be submitted to an approved in writing by the City Council as Local Planning Authority.

Reason - To ensure the protection of bats and in order to comply with the Habitats Directive and pursuant to Core Strategy Policy EN15.

6) Conditions 7 to 26 inclusive of this planning permission shall apply separately to each of the different phasing zones of the site (Plots A to F) as defined on a drawing RFM-XX-00-DR-L-0014 S1 PL04

Reason - For the avoidance of doubt to allow the development to be carried out in a phased manner, pursuant to Policy DM1 of the Core Strategy.

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

- \*Display of an emergency contact number;
  - \*Details of Wheel Washing;
  - \*Dust suppression measures;
  - \*Compound locations where relevant;
  - \*Location, removal and recycling of waste;
  - \*Routing strategy and swept path analysis;
  - \*Parking of construction vehicles and staff;
  - \*Sheeting over of construction vehicles;
- Mitigation against risk of accidental spillages into watercourses
- \*Communication strategy with residents and local businesses which shall include details of how there will be engagement, consult and notify them during the works

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

Reason - To safeguard the amenities of nearby residents and highway safety, pursuant to policies SP1, EN9, EN19 and DM1 of the Manchester Core Strategy (July 2012).

8) The demolition of the existing buildings on the site as detailed in the PORTUGAL STEET EAST DEVELOPMENT - STRATIGIC REGENERATION FRAMEWORK, PUBLIC REALM SCHEME, DEMOLITION, CONSTRUCTION METHODOLOGY & PROGRAMME , (DCMP)

03.10.2018 shall not commence unless and until a Demolition Method Statement including the boundary treatment to the site during and following demolition has been submitted to and approved in writing by the City Council as Local Planning Authority.

The approved Method Statement shall be adhered to throughout the Demolition period.

For the avoidance of the doubt the demolition of the buildings would not constitute commencement of development.

Reason: In the interests of the amenity of the area, pursuant to policies EN15, EN16, EN17 and EN18 of the Core Strategy and Guide to Development 2 (SPG)

9) Prior to the commencement of development a programmes for submission of final details of the public realm works and highway works as shown in dwg numbered RFM-XX-00-DR-L-0009-PL02 shall be submitted and approved in writing by the City Council as Local Planning Authority. The programme shall include an implementation timeframe and details of when the following details will be submitted:

- (a) Details of (a) all hard (to include use of natural stone or other high quality materials) and (b) all soft landscaping works (excluding tree planting) which demonstrably fully consider and promote inclusive access (including older and disabled people);
- (b) Details of measures to create potential opportunities to enhance and create new biodiversity within the development to include, the choice of planting species within the public realm, bat boxes and brick, bird boxes to include input from a qualified ecologist and which demonstrates Biodiversity Net gain across the site ;
- (c) Details of the proposed tree species within the public realm including proposed size, species and planting specification including tree pits and design and details of on going maintenance;
- (d) Details of how surface water from the public realm would be managed within the public realm through Suds interventions such as infiltration, swales, soakways, rain gardens and permeable surfaces;
- (e) Location and design of all street furniture including seating, lighting, bins, handrails, recycling bins, play and exercise equipment, boundary treatments, planters and cycle parking provision: all to include features which fully consider and promote inclusive access (which includes older and disabled people);
- (g) Street lighting around the site (which includes for consideration of older and disabled people);
- (h) Details of a wayfinding strategy to include signage (including for directing cyclists to nearby cycle routes) and any other appropriate methods to ensure the legibility of linkages within the PSE SRF Area with Piccadilly Station, the Metrolink and other adjacent Neighbourhoods (which includes consideration of older and disabled people);
- (i) A strategy for the management and maintenance of the Public Realm areas hereby approved;
- (j) Details of how the design has minimised any potential hazards to the use of the public realm for the safe use of disabled people to include details of: designated routes for pedestrians; cyclists and vehicles; management of cyclists ; kerb edges; crossing and controlled crossing design and location; location of drop kerbs (including level areas between grass and hardstanding); location of rumble strips; location of raised crossings; design and location of any pop up power supplies; location of on site vehicle parking and drop off points; management of mortar cycle parking; provision of clear routes to ensure unrestricted access for all;
- (k) Dimensions of City Car Club Spaces; and
- (l) Details of temporary landscaping and boundaries to adjacent plots in line with the phasing within Dwg RFM-XX-00-DR-L-0014 S1 PL04

The detailed scheme shall demonstrate adherence to the relevant sections of DFA2 and MCC-recommended guidance in relation to Age Friendly Public Realm including Age-Friendly Seating and Sense of Place and the Alternative Age-Friendly Handbook.

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

The approved scheme shall be implemented not later than 12 months from the date the proposed building is first occupied. If within a period of 5 years from the date of the planting of any tree or shrub, that tree or shrub or any tree or shrub planted in

replacement for it, is removed, uprooted or destroyed or dies, or becomes, in the opinion of the local planning authority, seriously damaged or defective, another tree or shrub of the same species and size as that originally planted shall be planted at the same place,

Reason - To ensure a satisfactory development delivered in accordance with the above plans and in the interest of pedestrian and highway safety pursuant to Section 170 of the NPPF 2019, to ensure that a satisfactory landscaping scheme for the development is carried out that respects the character and visual amenities of the area, in accordance with policies R1.1, I3.1, T3.1, S1.1, E2.5, E3.7 and RC4 of the Unitary Development Plan for the City of Manchester and policies SP1, DM1, EN1, EN9 EN14 and EN15 of the Core Strategy.

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

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

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

11) Before development commences a scheme for dealing with the discharge of surface water and which demonstrates that the site will be drained on a separate system, with only foul drainage connected into the foul sewer, shall be submitted to and approved in writing by the City Council as Local Planning Authority. The approved scheme shall be implemented in full before use of the hotel first commences.

Reason - Pursuant to National Planning Policy Framework policies (PPS 1 (22) and PPS 25 (F8))

12) Notwithstanding the details as set out within condition 2 no development shall take place until surface water drainage works have been implemented in accordance with Non-Statutory Technical Standards for Sustainable Drainage Systems (March 2015) or any subsequent replacements national standards and details that have been submitted to and approved in writing by the Local Planning Authority.

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

\*Maximise use of green SuDS in design to include consideration of rain gardens, use of permeable surfaces, Suds enabled tree pits, soakways and infiltration trenches;

\*Details of surface water attenuation that offers a reduction in surface water runoff rate in line with the Manchester Trafford and Salford Strategic Flood Risk Assessment, i.e. at least a 50% reduction in runoff rate compared to the existing rates, as the site is located within Conurbation Core Critical Drainage Area;

\*Evidence that the drainage system has been designed (unless an area is designated to hold and/or convey water as part of the design) so that flooding does not occur during a 1 in 100 year rainfall event with allowance for climate change in any part of a building. Hydraulic calculation needs to be provided;

\*Assessment of overland flow routes for extreme events that is diverted away from buildings (including basements). Overland flow routes need to be designed to convey the flood water in a safe manner in the event of a blockage or exceedance of the proposed drainage system capacity including inlet structures. A layout with overland flow routes needs to be presented with appreciation of these overland flow routes with regards to the properties on site and adjacent properties off site.

\*Construction details of flow control and SuDS attenuation elements.

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

The development shall be constructed in accordance with the approved details within an agreed timescale.



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

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

Reason: To manage flooding and pollution and to ensure that a managing body is in place for the sustainable drainage system and there is funding and maintenance mechanism for the lifetime of the development. This condition is imposed in light of national policies within the NPPF and NPPG and local policies EN08 and EN14.

14) No infiltration of surface water drainage into the ground on land affected by contamination is permitted other than with the express written consent of the local planning authority, which may be given for those parts of the site where it has been demonstrated that there is no resultant unacceptable risk to controlled waters. The development shall be carried out in accordance with the approval details.

Reason - To prevent pollution of controlled waters from potential contamination on site. Infiltration methods on contaminated land carries groundwater pollution risks and may not work in areas with a high water table. Where the intention is to dispose to soakaway, these should be shown to work through an appropriate assessment carried out under Building Research Establishment (BRE) Digest 365.

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

1. A phased programme and methodology of investigation and recording to include:
  - historic building assessment
  - informed by the above, a historic building survey
  - archaeological evaluation
  - targeted archaeological excavation (informed by the above and subject to a new WSI)
  - archaeological watching brief
2. A programme for post investigation assessment to include:
  - analysis of the site investigation records and finds
  - production of a final report on the significance of the archaeological and historical interest represented.
3. A heritage display on the history and archaeology of the area
4. Provision for archive deposition of the report and records of the site investigation.

5. Nomination of a competent person or persons/organisation to undertake the works set out within the approved WSI.

Reason: In accordance with NPPF Section 16, Paragraph 199 - To record and advance understanding of heritage assets impacted on by the development and to make information about the archaeological heritage interest publicly accessible.

GMAAS will monitor the implementation of the archaeological works on behalf of Manchester Planning Authority.

16) Prior to commencement of development details of how the proposals will comply with the recommendations within the Crime Impact Statement VERSION A: 04.10.18 shall be submitted to an approved in writing by the City Council as Local Planning Authority. The development shall only be carried out in accordance with these approved details. Within 3 months of the completion of the works written confirmation of a secured by design accreditation shall be submitted to the City Council as Local Planning Authority.

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

17) Prior to implementation of any proposed lighting scheme details of the relevant scheme ( including a report to demonstrate that the proposed lighting levels would not have any adverse impact on the amenity of occupants within this and adjacent developments) shall be submitted to and agreed in writing by the City Council as local planning authority:

Reason - In the interests of visual and residential amenity pursuant to Core Strategy policies SP1, CC9, EN3 and DM1 of the Core Strategy.

18) Before development commences final details of the service management plan in relation to both refuse collection and deliveries as set out within P73 of the Design and Access Statement by Reform August 2019 Rev PL03 (Plots B-F) shall be submitted to an approved in writing by the City Council as Local Planning Authority. This should cover the frequency and dimensions of vehicles requiring access to the site, along with final details of the location for loading/unloading.

The development shall thereafter be fully implemented in accordance with these details.

Reason - In interests of highway safety pursuant to Policy DM1 of the Core Strategy.

19) Notwithstanding the details contained within condition 2 above , prior to the commencement of development a review of TRO's within the site which would be affected by the development, a scheme of highway works and details of footpaths reinstatement shall be submitted for approval in writing by the City Council, as Local Planning Authority.

For the avoidance of doubt this shall include the following:

(a) Final details of associated highway works for each plot as detailed in Pages 65 to 69 and 91-97 of the Design and Access Statement by Reform August 2019 Rev PL03; and

(b) Detailed designs in relation to the above to including materials, layout, junction protection, carriageway widths, kerb heights, street lighting, entry treatments, signing, lining and traffic management.

The approved scheme shall be implemented and be in place prior to the first occupation of the hotel element within the final phase of the development hereby approved.

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

20) No development shall take place until the scope and specification of vehicle incursion protection to be installed along the boundary of the development which is shared with Metrolink has been submitted to, and approved in writing by Manchester City Council as Local Planning Authority (approval to be in consultation with Transport for Greater Manchester).

Reason: To protect Metrolink infrastructure, in the interests of highway safety and to safeguard the amenities of the locality pursuant to the provisions Core Strategy policy DM1.

21) No development shall take place until a scheme that demonstrates that access to the development can be maintained without the full use of Longacre Street has been submitted to and approved in writing by Manchester City Council as Local Planning Authority (approval to be in consultation with Transport for Greater Manchester).

Reason: To safeguard Metrolink and HS2 and ensure that the development can be adequately serviced for both routine and emergency purposes post HS2 and pursuant to the provisions Core Strategy policy DM1

22) The consent hereby granted assumes that no infrastructure or services relating to the development would be placed within the envelope shown on Dwg 378479-MMD-02-XX-DR-C-0132 Rev PO1 supplied by Metrolink within their consultation response dated the attached 02-10-19 unless those features are of a temporary nature upon which the operation of the development does not depend.

Reason: to safeguard future modifications to Metrolink as a consequence of the arrival of HS2 at Piccadilly Station pursuant to Core Strategy Policy DM1.

23) No development shall take place, until the detailed design for the drainage of the development has been submitted to and approved in writing by Manchester City

Council as Local Planning Authority (approval to be in consultation with Transport for Greater Manchester).

Reason: To manage the risks associated with water run-off onto the Metrolink infrastructure and tramway pursuant to Core Strategy Policy EN14, DM1 and SP1

24) No development shall take place until the developer has confirmed that there are no Electro Magnetic Compatibility impacts from the proposed development. The developer shall be responsible for any Electro Magnetic Compatibility protection measures that are found to be required as a result of the introduction of this substation.

Reason: In the interests of safeguarding Metrolink infrastructure pursuant to Core Strategy Policy DM1.

25) Notwithstanding the details as shown within dwg RFM-XX-00-DR-L-003 S4 no development shall take place until final details of the landscaping works adjacent to the Metrolink boundary and the associated boundary treatment to the Metrolink tramway have been submitted to, and approved in writing by Manchester City Council as Local Planning Authority (approval to be in consultation with Transport for Greater Manchester).

Reason:

To ensure that an appropriate boundary treatment is installed on the boundary of the Metrolink tramway and that adjacent landscaping is not detrimental to Metrolink Operations and pursuant to Core Strategy Policy DM1.

26) a) No development, hereby approved, shall commence until a detailed risk management programme / plan for unexploded ordnance (UXO) and mitigation as appropriate, is submitted in writing to the local planning authority for approval. Development shall be carried out fully in accordance with the approved UXO risk management and mitigation programme / plan.

b) No property, hereby approved, shall be occupied until the approved UXO risk management and mitigation programme / plan has been implemented in full as to the removal of high risk UXO matters or implemented in full as to other necessary mitigation which are covered under the detailed risk management programme / plan approved pursuant to paragraph a) above and a mitigation completion verification report has been submitted to and approved in writing by the Local Planning Authority, confirming that that all risks to (including the possible evacuation of) existing and proposed premises have been satisfactorily mitigated.

c) If, at any time during development, high risk UXO not previously identified (as part of the approved UXO risk management and mitigation programme / plan approved under 40a) is encountered / found to be present , no further development shall be carried out until a revised and/or additional UXO risk management and mitigation programme / plan is submitted detailing how the high risk UXO not previously identified shall be dealt with, and is approved in writing by the Local Planning Authority. The revised and/or additional UXO risk management and mitigation

programme / plan shall be implemented as approved and following completion of mitigation a completion verification report shall be prepared and submitted in writing to the Local Planning Authority for approval confirming that that all risks to (including the possible evacuation of) existing and proposed premises have been satisfactorily mitigated.

Reason: To ensure that the risks from unexploded ordnance to future users of the land and existing neighbouring land are eliminated and or minimised to ensure that development can take place without unacceptable risk to workers and neighbours including any unacceptable major disruption to the wider public on and off site that may arise as a result of evacuation/s associated with the mitigation of UXO, pursuant to policies EN18 and DM1 of the Core Strategy for Manchester.

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

The documents referred to in the course of this report are either contained in the file(s) relating to application ref: 121467/FO/2018 held by planning or are City Council planning policies, the Unitary Development Plan for the City of Manchester, national planning guidance documents, or relevant decisions on other applications or appeals, copies of which are held by the Planning Division.

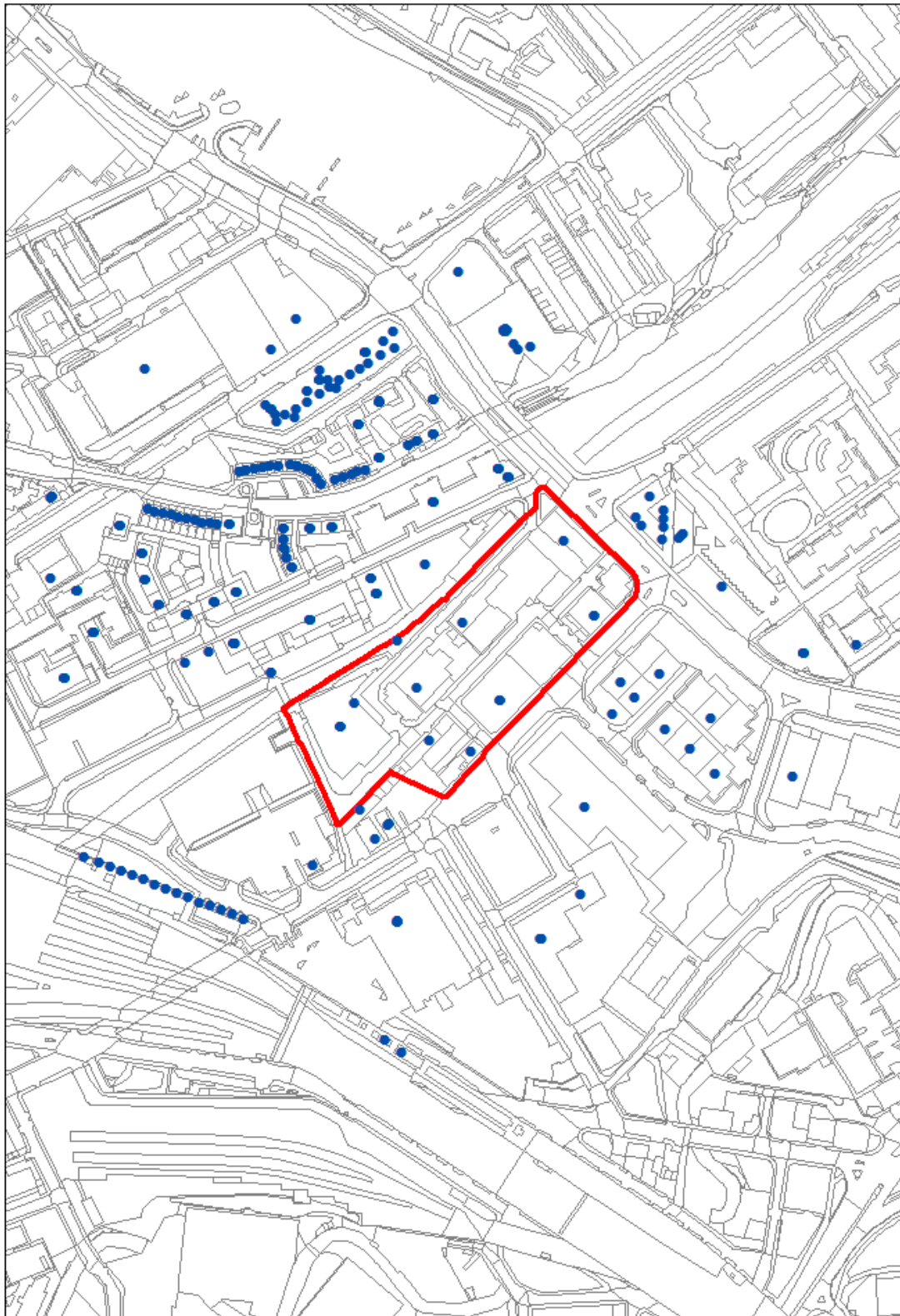
**The following residents, businesses and other third parties in the area were consulted/notified on the application:**

**High Speed Two (HS2) Limited**  
**Environmental Health**  
**Neighbourhood Team Leader (Arboriculture)**  
**Corporate Property**  
**MCC Flood Risk Management**  
**City Centre Regeneration**  
**Parks & Events**  
**Environment & Operations (Refuse & Sustainability)**  
**Oliver West (Sustainable Travel)**  
**Strategic Development Team**  
**Greater Manchester Archaeological Advisory Service**  
**Greater Manchester Police**  
**Environment Agency**  
**Transport For Greater Manchester**  
**United Utilities Water PLC**  
**Canal & River Trust**  
**Greater Manchester Ecology Unit**  
**Greater Manchester Pedestrians Society**  
**Wildlife Trust**  
**Network Rail**  
**Capital & Centric**  
**Counter Terrorism SA**

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

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

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



Application site boundary ● Neighbour notification  
© Crown copyright and database rights 2020. Ordnance Survey 100019568

This page is intentionally left blank



| <b>Application Number</b> | <b>Date of Appln</b> | <b>Committee Date</b> | <b>Ward</b>    |
|---------------------------|----------------------|-----------------------|----------------|
| 125552/VO/2019            | 25th Nov 2019        | 16 January 2020       | Deansgate Ward |
| 125553/LO/2019            |                      |                       |                |

**Proposal** CITY COUNCIL DEVELOPMENT Restoration and refurbishment of Manchester Town Hall to facilitate its continued use as the primary civic building in Manchester, incorporating Council offices, civic spaces, Coroner's Courts and accommodation, state rooms and back-of-house support functions, together with ancillary functions, including events, visitor tours, cafe, visitor space and retail area (Sui Generis Use); works to include: revised entrance arrangements including new slopes to Albert Square and Cooper Street entrances; upgrade of catering facilities; roof works; new services, plant and equipment; installation of new building lighting; and associated works.

LISTED BUILDING CONSENT External and internal restoration, refurbishment and alteration works to the Grade I Listed Town Hall building, together with installation of new building lighting.

**Location** Town Hall, Albert Square, Manchester, M2 5DB

**Applicant** Manchester City Council, Town Hall, Albert Square, Manchester, M2 5DB,

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

## Introduction

This proposal is one of two related applications that have been submitted in relation to the public realm and the Town Hall.

The works to the Town Hall is based upon eight core principles:

1. To secure the long-term future of the Town Hall, its civic role and its external setting.
2. To retain and enhance as a functioning and efficient Town Hall.
3. To restore and celebrate this significant heritage asset
4. To enhance the use of the building, as a visitor destination and increase access to Mancunians.
5. To transform users' and visitors' experiences.
6. To reduce carbon footprint and energy costs.
7. To maximise the commercial opportunities and offset costs to the public purse.
8. To deliver economic and social value for Manchester.

One of the main objectives of the Hall Project is to refurbish and restore the listed building back to its former glory and bring it back into functional civic uses.

The aim is to ensure the project has the maximum positive impact for Manchester residents and businesses and delivers a real legacy of direct and supply chain jobs and helps those working on the project to gain skills and experience that they can build on and use throughout their careers, as well as inspiring others.

Design development has been informed by intrusive and due diligence surveys to fully understand the condition of the building and the public realm, including the condition of hard landscaping, trees and the location of utilities' routes.

The construction phase is scheduled to take place between 2019 and 2024 and would commence with works in the building and courtyard, which were granted planning permission and listed building consent in 2019.

## **Description**

Manchester Town Hall is a Grade I Listed Building in the Albert Square conservation area. It is part of the Town Hall Complex along with the Grade II\* Listed Town Hall Extension, the Grade II\* Listed Central Library, Library Walk, Albert Square and St Peter's Square. The Town Hall Complex is one of Manchester's greatest cultural and civic assets, which makes a significant contribution to the heritage and identity of the City. Manchester Town Hall is the most significant building in the Complex.

It fronts Albert Square which would be pedestrianised and re-landscaped (ref 124918/VO/2019); Princess Street, Lloyd Street and Cooper Street. Cooper Street adjoins St Peter's Square which has high quality public realm, high quality new development and highly graded listed buildings. The Square was redesigned and expanded between 2012 and 2017 and contains a Metrolink station and listed and unlisted statues, structures and monuments including the Grade II\* Listed Cenotaph and the Grade II Listed St Peter's Cross. Lloyd Street is a one way vehicular route which services the Town Hall and Town Hall extension and has controlled access.

The Town Hall is Manchester's most significant civic landmark and an icon of its history. It opened in 1877 and is a masterpiece of Victorian Neo-Gothic architect, Alfred Waterhouse and was Grade I listed in 1952. Its external elevations are constructed of Sandstone ashlar, the rooves are covered by slate and it is between 5 and 8 storeys high. The building has been well maintained over the years, but many aspects are showing their age. Recent studies show that elements are reaching their natural lifespan.

It is triangular in shape with main public entrances on Albert Square and Cooper Street, with further entrances on Princess Street, and Lloyd Street. Corridors run around the building on the courtyard side. It has a richly designed triangular courtyard, beautiful nodal stairs and central stairs with exceptional craftsmanship and high architectural quality. Ceremonial and key public areas, include the principal entrance on Albert Square, the Sculpture Hall, the Great Hall and the state rooms which form the central part and stretch of rooms along Albert Square.

With the exception of these areas, the majority of the rooms in the Town Hall relate to the civic functions and include offices, meeting rooms and other functional spaces.

The notable exception to this is the former police station (located beneath the Great Hall) and cells below it.

The services were distributed underfloor in the principal rooms and within decorative grate-covered routes running in the courtyard facing corridors. Large heating coils at the base of the stairs, allowed warm air to be distributed upward. Carefully designed head and ventilation routes behind the murals with the Great Hall benefit the fabric of the murals and prevent harmful condensation to its large decorative windows.

Waterhouse's original design is largely intact, having undergone relatively little alteration compared to similar buildings. Numerous cumulative alterations have taken place as a result of its ongoing civic use. These have affected the historic services and office spaces to the largest degree and have included harmful alteration including the 1950s and 1960s extensions to the courtyard link bridge to provide kitchens and catering facilities to serve events and functions within the Great Hall.

Paul Waterhouse (Alfred's son) designed the first notable changes to the building, including alterations associated with Victorian WC provision. In the late 19th and early 20th centuries the building was electrified and lifts were introduced.

The expansion of Manchester and associated growth of civic administration led to the construction of the Town Hall Extension during 1934-1938, which was designed by Emmanuel Vincent Harris, who also designed Central Library. The Town Hall Extension included alterations to the Town Hall through the introduction of link bridges over Lloyd Street. The Town Hall Extension and Central Library were extensively refurbished between 2010 and 2014.

In the late 1950s and 1960s, the central link bridge within the courtyard was extended and converted to kitchens and catering facilities.

The highest significance areas of the Town Hall, comprise all nodal/circular stairs, the Albert Square, Princess Street, Lloyd Street and Cooper Street entrance areas, the Sculpture Gallery, the principal circulation space, the ceremonial circulation space and stairs, the Great Hall, the 'Bees' landing, the Banqueting Room, the first floor reception room, the Tower Room, the Ante Room, the Conference Hall, the link bridges to the Great Hall, the organ area and associated retiring room, the Lord Mayor's Parlour, banqueting/reception areas and reception hall.

The functions of the Town Hall include offices and meeting rooms, state rooms, public meeting rooms, spaces for civic events including weddings, recitals and performances, registrar's office, Coroner's Court, catering, retail, staff welfare facilities, WC provision, plant and circulation space. It has a Stop Equipment Room for the St Peters Square Metrolink Stop.

It is also a visitor attraction and hosts Civic Receptions, public and private meetings, conferences, weddings and receptions, banquets, dinner dances, drink receptions, exhibitions, performances, graduation ceremonies, film shows, Tea Dances and Organ Concerts. Many take place in the Great Hall. The Lord Mayor's Apartment, the State Rooms, the Reception Rooms, the Banqueting Room, the Conference Hall, the Registrar's Ceremony Room and function spaces are also used.

The building has been closed since 2018 and removable historic artefacts and special collections have been temporarily relocated where possible. Several applications have also been approved during 2018 and 2019 to allow investigation works to inform the refurbishment to allow all works to be developed from a detailed understanding of the heritage significance of the building and to be implemented following a robust methodology.

The main entrance is located on Albert Square. The listed structures in The Square comprising the Grade I Listed Albert Memorial and the Grade II Listed Jubilee Fountain and the Fraser', Bright, Heywood and Gladstone Statues. The Albert Memorial was also designed by Alfred Waterhouse and is an elaborate 73 foot tall Gothic enclosure with a marble statue within the centre. The condition of the Memorial has deteriorated and is in need of attention.

The site includes the moat, the light wells on Princess Street and land required to deliver slopes to entrances on Albert Square and Cooper Street.

Other applications that are relevant to this application are:

Planning Permission (124918/VO/2019) for the refurbishment and expansion of Albert Square including the installation of a new surface water drainage scheme, tree removal and replacement tree planting and soft landscaping; new lighting columns, wayfinding signage and street furniture; creation of sloped access to the Town Hall entrances; highways and servicing access works.

There is an overlap with this application comprising the land required to deliver the new entrance slopes to the Albert Square and Cooper Street entrances.

Listed Building Consent (106271/LO/2014/C1) approved on 13 March 2018 for the creation of a Stop Equipment Room for the St Peters Square Metrolink Stop within Room 35B of the Basement of the Town Hall.

Listed Building Consent (119106/LO/2018) approved on 18 April 2018 for Internal and external intrusive surveys to the Town Hall and in Albert Square adjacent to the Grade II Listed Frasers Statue, the Grade II Listed Jubilee Fountain, the Grade II Listed Bright's Statue, the Grade I Listed Albert Memorial, the Grade II Listed Heywood's Statue and the Grade II Listed Gladstone's statue.

Application to discharge conditions on Listed Building Consent (CDN/18/0419) approved on 2 August 2018 for condition 3 (Tiered Approach Strategy) and 6 (Storage) and part discharge of 4 (Final Details) and 5 (Method Statement Strategy) of application 119106/LO/2018 in relation to submission of an Engagement Strategy including the reporting and approval procedure.

Listed Building Consent (123036/LO/2019) was approved on 17 May 2019 for works to facilitate an Asbestos Survey to allow for the safe replacement of unsafe services, which contained Asbestos.

This application (123523/TCA/2019) approved on 22 May 2019 the pruning of 7 lime trees within Albert Square, incorporating a crown lift to 3.5m.

Listed Building Consent (123626/LO/2019) approved 22 August 2019 for early works to prepare the Town Hall for refurbishment, including: a soft strip of modern additions, installation of temporary protection measures for items of significance that will remain in situ, removal of a fire door and re-location to a fire testing facility, the installation of secondary glazing to a window to facilitate acoustic testing and works to facilitate the creation of three mock-up rooms for quality control measure.

Listed Building Consent (123627/LO/2019) approved on 9 August 2019 for the erection of temporary scaffolding to Albert Square and Cooper Street elevations within three years of the determination date for five years to facilitate refurbishment works, including installation of fixings in the listed fabric to tie the scaffolding.

Listed Building Consent (application ref: 123628/LO/2019). This application was approved on 17 July 2019 and allowed works to facilitate targeted due diligence surveys within the Town Hall Building.

Listed Building Consent (123629/LO/2019) approved on 23 August 2019 for the temporary demount, dismantle, repair and storage of the Great Hall organ prior to re-installation.

Planning Permission and Listed Building Consent (123631/VO/2019 and 123632/LO/2019) approved on 27 August 2019 for works for the future drainage system, including repair and re-use of elements of existing pipework, replacement of pipework that is beyond repair, installation of attenuation tanks and creation of connections into the facade, lifting existing hard finishes, storage and relaying following completion of the refurbishment works, installation of a temporary surface and scaffolding to the courtyard elevations, including creation of new fixings, during the refurbishment of works.

Application referenced CDN/19/0761 for the discharge of Conditions 3 (Development Programme) and 4d (Final Details) of application reference: 123631/VO/2019 has been submitted and is yet to be determined.

Application referenced CDN/19/0762 for the discharge of Conditions 3 (Development Programme) and 4d (Final Details) of 123632/LO/2019 is yet to be determined.

Advertisement Consent (123654/AO/2019) approved on 9 August 2019 for the display of advertising on phase 1 and 2 site hoarding lines. Phase 1 runs along the Albert Square and Lloyd Street and phase 2 on Cooper Street and Princess Street.

Planning Permission (124260/VO/2019) approved on 21 April 2019 for the installation of underground insulated heating pipes, electrical cabling, communications ducting beneath Albert Square and Princess Street for "The Civic Quarter Heat Network"

For more than 140 years the Town Hall has been central to the governance of Manchester, and is a highly valued heritage asset. The aim is to refurbish and partly restore Manchester Town Hall to allow the building to continue its purpose for another 140 years serving the people and the City of Manchester.

Listed Building Consent is sought for:

- Overlaying the entrance steps at Albert Square to create a 1:24 gradient to allow inclusive access at the primary entrance. The steps and slope would be made of granite and Burlington Stone.
- The refurbishment of the oak swing doors at the portcullis of the Albert Square entrance and the replacement of the original second set of timber glazed doors with doors in the same position within a screen to provide enhanced security and protection.
- It is proposed to remove the stone column and wall within the existing arch to the west elevation of the Albert Square entrance lobby to create an opening to install a new platform lift and steps to provide step free access to the main corridor which sits at the higher level.
- The reopening of the Cooper Street entrance and the extension of the Cooper Street pavement to create a 1:21 gradient ramp for inclusive access, covering three of the original entrance steps.
- The creation of a new door opening to the west elevation of the entrance porch at the Cooper Street to provide a fire escape from a new internal escape staircase.
- The installation of a set of glazed doors within a screen at Cooper Street at the foot of these steps. This would extend to the full height of the arched ceiling and provide enhanced security protection.
- The removal the central section of the steps at Cooper Street to enable platform lift to be installed providing level access to the main corridor.
- The replacement of the Lloyd Street ramp with one which has an improved gradient. Two doorways would be formed by the extension of existing window openings at the top of the steps and ramp.
- The removal of the steps at the Princess Street entrance and the creation of a new door opening on the north elevation of the entrance lobby to provide step free access to a new lift. The existing glazed oak external doors and screen and internal glazed oak lobby doors and screen would be retained and repaired and the adjacent Lord Mayor's staircase would be retained.
- The installation of mechanical and electrical servicing, including risers and horizontal perimeter boxing and trenches, plant rooms, heating and cooling, wet systems, electrical systems, lift safety systems, information and communications technology systems and audio visual systems and lightning protection. All existing plant would be removed and replaced with modern equipment. Additional equipment would improve catering facilities. All externally mounted equipment would be located on the roof and a plant screen would installed to conceal the plant equipment and reduce noise level emitted.
- The partial removal of the 1950s and 1960s extension to the central courtyard link bridge and replacement with a new extension to house additional WC facilities to serve the Great Hall.
- The installation of a passenger lift close to the Princess Street entrance serving the lower ground, ground and first floors and a platform lift serving levels 6 and 8. The lift core would be located within a service area, which currently houses a spiral stair and a modern mezzanine.
- The installation of a passenger lift close to the Lloyd Street entrance serving the external ground level, lower ground, ground, first, second, third, fourth, fifth and sixth levels. The proposed Lloyd Street lift core would also include the installation of a platform lift at the Lloyd Street entrance serving levels three, five and seven and a stair that would access lower ground, ground and first

floor levels. The lift core would be located in an area of the building that was used a workshop on the lower ground floor, storage on the seventh floor and offices on all other levels.

- The installation of a passenger lift for public use close to the Albert Square entrance serving the external ground level, lower ground, ground, first, second, third, fourth, sixth and seventh levels. The lift core would be located within a lower ground floor WC, ground floor circular steward's office and former spirits storage room and a general use space at First Floor.
- The installation of a passenger lift and spiral stair close to the Cooper Street entrance serving the external ground level, lower ground, ground, first, second, third, fifth and seventh levels within areas of the building that were used as storage areas, offices, meeting rooms and an attic space. A platform lift would also be located in the centre of the existing internal steps at the Cooper Street entrance.
- The installation of one goods lift on the Lloyd Street side of the building adjacent the Lloyd Street link bridge close to the proposed catering kitchen. This would serve external ground level, lower ground floor, ground and first floor levels. This involves less alteration to the floor affected, but includes the removal a section of the moat.
- The installation of a platform lift to access the stage within the Great Hall.
- The installation of a platform lift to provide inclusive access through the Albert Square entrance. The platform lift would be located within the Sculpture Hall.
- The removal of the two existing non-original lifts.
- The upgrading of the lesser significant of the existing stairs to be more accessible.
- The provision of wayfinding signage.
- The restoration of the areas of the highest significance in the Town Hall, comprising all nodal/circular stairs, the Albert Square, Princess Street, Lloyd Street and Cooper Street entrance areas, the Sculpture Gallery, the principal circulation space, the ceremonial circulation space and stairs, the Great Hall, the 'Bees' landing, the Banqueting Room, the first floor reception room, the Tower Room, the Ante Room, the Conference Hall, the link bridges to the Great Hall, the organ area and associated retiring room, the Lord Mayor's Parlour, banqueting/reception areas and reception hall; to return the spaces to an earlier state, on the basis of significance and compelling evidence with some selective and minor alterations where these have been justifiably necessary.
- The refurbishment and repair of elements of the external and internal building fabric, doors and windows, and roof.
- The upgrade and replacement of building services, including connections into the Civic Quarter District Heat Network (MCQHN).
- The fit-out of typical spaces, including offices and WC provision.
- The provision of additional WCs including accessible and changing places WCs.
- The installation of new façade lighting.
- The installation of new internal lighting to replace inappropriate modern lighting.
- The repair and restoration of retained internal heritage lighting;

- Alterations to the Central Block at level one of the building to facilitate a larger catering kitchen. This area of the building includes historic and modern WCs, training, storage and utility rooms and a corridor. Ancillary catering areas would also be provided within level one and ground floor rooms.
- Alterations to the Sculpture Hall to provide a café,
- Alterations to rooms facing Albert Square to provide a dedicated visitor centre and retail space;
- Alterations to the former Police Station within the ground floor of Central Block to create a visitor centre and the reopening of the Police Bridge.
- Alterations to relocate the Coroner's Court within three former office rooms on level four of the building. The works include the removal of internal walls.
- The installation of additional temporary protection measures during the construction period.
- The erection of scaffolding to the Lloyd Street and Princess Street elevation.
- The installation of CCTV cameras throughout the building.

Planning permission is sought for:

- Overlaying the entrance steps of the Albert Square entrance to create a 1:24 ramp to create inclusive access to this entrance. The steps and slope would be made from granite and Burlington Stone.
- Opening of the Cooper Street entrance and extension of the Cooper Street pavement to allow a 1:21 ramp to be installed to create inclusive access.
- Replacement of the Lloyd Street ramp with one with an improved gradient. Two doorways would be formed in window openings.
- Removal of an external step at the Princess Street entrance, retention and repair of the glazed oak external doors and screen.
- Restoration of the areas of the highest significance in the Town Hall.
- Refurbishment and repair of the doors, windows and roof.
- Upgrade and replacement of building services, including connections into the Civic Quarter District Heat Network (MCQHN).
- Installation of new façade lighting.
- Plant removed and replaced. Additional equipment would improve catering facilities. All externally mounted equipment located on the roof, concealed by plant screen which would also reduce noise levels.

The main uses per level would be:

- Lower Ground - plant, catering, FM and heritage stores, staff welfare and control room.
- Ground Floor - café, flexible reception spaces, visitor centre, entrances, scrutiny room and offices, catering changing facilities and public facilities.
- Level 1 - banqueting and reception facilities, committee and ceremony rooms and catering kitchen.
- Level 2 - Leadership and executive offices.
- Level 3 - Lord Mayor's accommodation and coroner's offices.
- Level 4 - Coroner's courts and registrar's accommodation.
- Level 5 - Commercial offices.
- Level 6 - Commercial offices.



- Level 7 - No defined function (access for maintenance purposes only).

In support of the overall proposals, the applicants have stated:

The project team has worked collaboratively for a number of years and the works to the building and Albert Square are coordinated and aligned.

The refurbishment and partial restoration of Manchester Town Hall and the redesign of Albert Square would see the Town Hall updated and made fit for purpose for serving the people and the city of Manchester for another 140 years.

The works have developed from a detailed understanding of the heritage significance of the building and following a robust methodology agreed with key heritage stakeholders, including the Local Planning Authority, MCC Conservation Officer, Historic England and the Victorian Society.

The proposed restoration works have been assessed against a list of 12 principles:

1. Maintenance implications of the restoration to be sustainable;
2. Removal of modern (post-1945) intrusive or incremental intrusions into highly significance spaces or fabric;
3. Restoration of high-quality architectural details and features that are distinctive and unique to the Town Hall i.e. civic elements;
4. Restoration is more likely to be appropriate where the impact on significance relates to intangible key values, rather than physical fabric (which would be lost);
5. Restoration only carried out to meet the key objectives of the project;
6. Restoration can range from a minor reinstatement of original features to a full scheme to restore a sub divided room;
7. Decisions on which elements of a space will be restored will be made on a case by case basis, and not necessarily for an entire room; Restoration work to be recorded so not confused with original fabric.
8. The Town Hall and Albert Square are at the heart of Manchester's Civic Quarter and investment in them will help support other investment and job creation nearby. The design development has been informed by site intrusive and due diligence surveys to fully understand the condition of the building and the public realm,
9. The heritage values of the elements to be restored will decisively outweigh the values of those that would be lost;
10. The work is justified by compelling evidence of the evolution of the place, and executed in accordance with that evidence (not speculation);
11. The form in which the element currently exists that is proposed for alteration is not the result of a historically-significant event i.e. evolution of civic services;
12. The work proposed respect previous forms of the place i.e. the original Waterhouse design intent and architectural detailing;

### **Land Interest**

The City Council has a land ownership interest in the site and Members are reminded that in considering and determining these applications they are discharging their

responsibility as Local Planning Authority and must disregard the City Council's land ownership interest.

## **Consultations**

Publicity – The applications were advertised in the local press as affecting a listed building, affecting the setting of listed buildings and as affecting a conservation area. A notice was displayed on site and letters were sent to surrounding occupiers. No responses have been received.

Manchester Conservation and Historic Buildings Panel – Commented that the Panel acknowledge the approach and efforts taken to resolve complex issues of improving the building whilst minimising the impact of interventions, and felt that the detailed design and quality of these elements is critical to the successful integration of these elements.

Historic England - The building is the embodiment of the city's pride, a clear gesture of the power and wealth derived from industry in the 19th century. The Alfred Waterhouse gothic building is recognised as one of the very finest Victorian buildings, by arguably the era's foremost architect. Few Victorian interiors which can rival the quality and elegance of the Town Hall, whilst the extravagant civic rooms such as the Banqueting Hall embody the wealth and status of the city. It remains the civic heart of the city but has fallen behind the functional requirements of a modern public building and to allow it continue to be at the heart of city, works are proposed to improve access and the movement of people around the building. The scheme would also upgrade the existing office facilities; whilst an extensive restoration and repair scheme is to be carried out to enhance the buildings overall condition and best ensure its future.

Historic England is fully supportive of the principle of ensuring continued and increased public access to the Town Hall, as its public role is absolutely fundamental to the buildings significance. Underpinning the project is a commendable range of strong conservation principles, based on accepted conservation philosophy, whilst the methodical and painstaking evidence gathering and pragmatic design development for the project has been exemplary. We therefore have no objection.

National Amenity Societies - The Victorian Society – The Victorian Society has been consulted extensively on proposals for the Town Hall and public realm. This has been extremely positive and they are grateful for the considered and responsive engagement which has been exemplary, and should be taken as a model for all projects of this scale and ambition.

They are almost entirely positive about these proposals. The methodology that has been articulated and followed in refining the initial designs and in justifying the final proposals is clear and coherent and the final proposals of an extremely high quality. They have detailed queries about the entrance portcullises, the plant screens on Central Block, the Lloyd Street entrance and the Albert Memorial but are confident that the works have developed according to a rigorous, conservation-led design process. There would be some harm to the significance of the Town Hall, but this

would be comprehensively outweighed by the benefits of the extensive restoration and renewal.

Manchester Cavaille-Coll Organ Foundation – No comments received.

Head of Regulatory and Enforcement Services (Environmental Health) - No objections and have recommended conditions to agree a scheme for acoustic insulation of plant and equipment; the implementation of the waste management strategy and a scheme for fume extraction.

Travel Change Team, City Policy – The framework travel plan is acceptable, but a detailed travel plan must be produced. The revised travel plan will need to be considered and adapted to ensure it fits with the bigger picture of the Council's estate and policies.

Flood Risk Management Team - There is an issue regarding the drainage in terms of adoption for maintenance by Highways and so at present we are not able to finalise a response. From a flood risk perspective the current design is acceptable but if Highways are unwilling to adopt then the design will have to change and so currently formalising any condition is not possible.

City Centre Regeneration - No comments received.

Corporate Property – No comments received.

Head of Neighbourhood Services (Public Realm) – No comments received.

Highway Services – No comments received.

Greater Manchester Ecology Unit – Ecological issues were identified relating to roosting bats and nesting birds which can be resolved via condition.

Greater Manchester Archaeological Advisory Service – The proposals are supported by a comprehensive suite of drawings and analyses on the heritage interest and significance. Amongst these is the Historic Building Investigation report by Salford Archaeology, dated October 2019, which describes the historic fabric of each room within the Town Hall along with the results of a watching brief on exploratory ground works in the courtyard. The report concludes that additional details will be revealed when modern materials are stripped out from the building. On this basis, GMAAS recommends that an archaeological watching brief is undertaken during the strip-out works to ensure that previously hidden historic fabric is recorded. The results of the historic building analyses should be disseminated to the local and wider community through appropriate means. This work should be secured through a condition. GMAAS will monitor the implementation of the archaeological works on behalf of Manchester Planning Authority.

Transport for Greater Manchester – Confirmed acceptability of the Construction Management Plan. Its implementation should be required by condition.

Counter Terrorism Policing North West – No comments received

Greater Manchester Police (Design for Security) – Recommend a condition to reflect the physical security specifications set out in the Crime Impact Statement.

Greater Manchester Pedestrians Society – No comments received

Environment Agency – No comments received

United Utilities – No comments received.

Planning Casework Unit – No comments received.

Electricity Northwest – No comments received.

Cadent Gas Ltd – No comments received.

## **Issues**

### **Local Policy**

#### **Core Strategy**

The proposals are considered to be consistent with Core Strategy Policies SO1 (Spatial Principles), SO5 (Transport), SO6 (Environment), SP1 (Spatial Principles), CC1 (Primary Economic Development Focus (City Centre and Fringe), CC4 (Visitors – Tourism, Culture and Leisure), CC5 (Transport), CC9 (Design and Heritage), CC10 (A Place for Everyone), T1 (Sustainable Transport), T2 (Accessible Areas of Opportunity and Need), EN1 (Design Principles and Strategic Character Areas), EN3 (Heritage), EN4 (Reducing CO2 Emissions), EN8 (Adaptation to Climate Change), EN14 (Flood Risk), EN15 (Biodiversity and Geological Conservation), EN16 (Air Quality), EN17 (Water Quality) and DM1 (Development Management).

The Core Strategy Development Plan Document 2012-2027 was adopted in July 2012 and is the key document in the Local Development Framework. It sets out the long term strategic planning policies for Manchester. A number of UDP policies have been saved until replaced by further development plan documents to accompany the Core Strategy. Planning applications in Manchester must be decided in accordance with the Core Strategy, saved UDP policies and other Local Development Documents. The adopted Core Strategy contains a number of Strategic Spatial Objectives that form the basis of the policies contained therein, as follows:

SO1. (Spatial Principles) – The development would allow the retention and improvement of the function of the building as a primary civic building and provide improved event and conference space in a highly accessible location and reduce the need to travel by private car. This would support sustainable growth and help to halt climate change. The building would use energy provided by the Civic Quarter Heat Network, which would improve its efficiency in operation further using its location to help to halt climate change. The proposals would have a positive impact on Manchester residents and businesses.

S05. (Transport) – The location is highly accessible and would make the most effective use of public transport. There is a high level of cycling storage provision within and around the building. The primary cycle route is adjacent the building along Princess Street to the north. The proposals would enhance the functioning and competitiveness of the city by providing access to jobs and services.

S06. (Environment) – It would protect and enhance the natural and built environment and ensure the sustainable use of natural resources. It would mitigate and adapt to climate change; support biodiversity and wildlife; improve air, water and land quality; improve recreational opportunities; and ensure that the City is inclusive and attractive to residents, workers, investors and visitors.

Policy SP1 (Spatial Principles) – It would improve a cultural asset and ensure that the building can be appreciated by future generations. Its function as a primary civic building would be improved. The repair and restoration would create an energy efficiency building and enhance the natural environment. Its efficiency in operation would be improved by its connection to the Civic Quarter Heat Network.

The works would improve the character of the Albert Square Conservation Area, the Civic Quarter and the City Centre. It would improve event and leisure space and additional retail space in an optimum location for sustainable transport reducing the need to travel by car.

Policy CC1 (Primary Economic Development Focus: City Centre and Fringe) – It would retain and improve employment space for Council employees and other civic functions, deliver improved event and leisure space and retail space attracting visitors to the Civic Quarter. It would deliver a legacy of direct and supply chain jobs and help those working on the project to gain skills and experience that they can build on and use throughout their careers and inspire others. The application includes a local labour agreement.

Policy CC4 (Visitors – Tourism, Culture and Leisure) – The restoration and repair works and the improved event, conference, café and retail space, would improve facilities for visitors and open up additional areas of the building to the public. There would be a visitor centre allowing the public to appreciate the internal architectural quality and Special Collections of the building. The accessible entrances would ensure full access with additional welfare facilities provided throughout the building, including an upgrade of the existing Victorian toilet system.

Policy CC5 (Transport) – The re-opening of entrances would improve access for all. Air quality would be improved and carbon emissions reduced as the building is accessible by all forms of sustainable transport.

Policy CC9 (Design and Heritage) – The works would enhance the Grade I Listed Town Hall and would enhance the setting of surrounding listed buildings and monuments and the Albert Square Conservation Area.

Policy CC10 (A Place For Everyone) – Full access would be provided via the sloped access at the Albert Square and Cooper Street entrances with full access to all facilities on all levels via passenger and platform lifts and accessible stairs. The

location is accessible and sustainable. The building would provide events and facilities that would appeal to everyone. Welfare facilities would be modernised. The circulation ties in with the fire escape strategy to ensure the building meets modern standards. One of the main objectives has been to ensure full access and the proposals have been developed in line with Access Groups.

Policy T1 (Sustainable Transport) – The proposal would provide full access and allow jobs and facilities to be retained in an accessible location, close to all sustainable transport modes. The proposal includes a travel plan and the provision of staff cycle parking in the basement.

Policy T2 (Accessible Areas of Opportunity and Need) – It would be accessible to all forms of sustainable transport and be a fully accessible building.

Policy EN1 (Design Principles and Strategic Character Areas) - The design would enhance the character of the area and the image of Manchester. It would enhance a heritage asset. The external envelope would be repaired and cleaned.

Policy EN3 (Heritage) – The architectural qualities of parts of the building that are showing their age would be enhanced and studies show that some elements are reaching their natural lifespan. The building would be repaired and partially restored and would have a positive impact on its character and appearance and the surrounding environment. A Heritage Impact Assessment considers that the proposals would have a high beneficial impact on the building.

Policy EN4 (Reducing CO2 Emissions by Enabling Low and Zero Carbon Development) - Options to retrofit the building to accord with energy efficiency standards were ruled out owing to their impact on the listed fabric. However, the proposals would connect to the Civic Quarter Heat Network and other measures would improve energy efficiency. Energy used during the construction would be supplied from a renewable energy supplier to prevent direct carbon emissions.

Policy EN8 (Adaptation to Climate Change) – The site is in flood risk zone 1, which has a low risk of flooding. The development includes measures to avoid flooding and improve drainage. It would connect to the Civic Quarter Heat Network and minimise carbon emissions when in operation.

Policy EN14 (Flood Risk) – A Flood Risk Assessment and drainage strategy identifies that the site is within Flood Zone 1. The development includes measures to avoid flooding and improve drainages. An attenuation tank in Albert Square and the internal courtyard would reduce surface water runoff and reduce the risk of flooding in preparation for the 1 in 100 year flooding event. The strategy has been designed in consultation with United Utilities and the Lead Local Flood Authority.

EN15 (Biodiversity and Geological Conservation) – The incorporation of measures to enhance ecology for breeding birds and roosting bats should be required by condition and should protect species that do and could nest at the building.

Policy EN16 (Air Quality) - The location is highly accessible by all forms of public transport and reduces the reliance on cars and therefore minimises emissions from

traffic generated. The proposals connect to the Civic Quarter Heat Network reducing the carbon emissions. The Travel Plan encourages the use of sustainable modes of transport to visit/access the site. Air quality during construction would be actively managed to prevent detrimental impact.

Policy EN17 (Water Quality) – There would be no adverse impact on water quality and surface water run-off and ground water contamination would be minimised.

Policy EN19 (Waste) – It would be consistent with waste hierarchy principles and a Waste Management Strategy has been submitted. Waste during construction would be managed in accordance with the Construction Management Plan. Event waste would be managed through an Event Management Plan with individual strategies related to the event. A Waste Management Strategy has been submitted which covers collection and recycling measures.

Policy DM1 (Development Management) – This policy sets out the requirements for developments and outlines a range of general issues that all development should have regard to. Of these the following issues are or relevance to this proposal:

- appropriate siting, layout, scale, form, massing, materials and detail;
- design for health;
- adequacy of internal accommodation and amenity space.
- impact on the surrounding areas in terms of the design, scale and appearance of the proposed development;
- that development should have regard to the character of the surrounding area;
- effects on amenity, including privacy, light, noise, vibration, air quality and road safety and traffic generation;
- accessibility to buildings, neighbourhoods and sustainable transport modes;
- impact on safety, crime prevention and health; adequacy of internal accommodation, external amenity space, refuse storage and collection, vehicular access and car parking; and
- impact on biodiversity, landscape, archaeological or built heritage, green Infrastructure and flood risk and drainage.

The application is considered in detail in relation to the above issues within this report and is considered to be in accordance with this policy.

### **Saved Unitary Development Plan Policies**

DC18.1 (Conservation Areas) – The application is supported by a Heritage Impact Assessment, which provides an assessment of the significance of the site and an impact assessment of the effect of the proposals on the setting of the Albert Square Conservation Area.

DC19.1 (Listed Buildings) – A Heritage Impact Assessment has assessed the significance of the building and the impact of the proposals on the setting of the adjoining listed buildings and monuments.

DC20.1 (Archaeology) – A Historic Building Record and associated Photographic Record has been submitted in support of the proposals, which show the building as it

is now. This would be amended to reflect any findings from due diligence surveys and as works commence to refurbish the building, any other elements uncovered during these works would also be captured within this report. A Desk-Based Archaeological Assessment and Written Scheme of Investigation have also been submitted in support of the proposals.

DC26.1 and DC26.5 (Development and Noise) – A construction management plan details how noise would be mitigated during construction works. An events management plan would ensure noise is managed and an acoustic report has been submitted for the externally mounted equipment.

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

This Supplementary Planning Document supplements guidance within the Adopted Core Strategy with advice on development principles including on design, accessibility, design for health and promotion of a safer environment. The proposals would comply with these principles where relevant.

### **Relevant National Policy**

The National Planning Policy Framework sets out Government planning policies for England and how these are expected to apply. The NPPF seeks to achieve sustainable development and states that sustainable development has an economic, social and an environmental role (paragraphs 7 & 8). Paragraphs 10, 11, 12, 13 and 14 of the NPPF outline a "presumption in favour of sustainable development". This means approving development, without delay, where it accords with the development plan. Paragraphs 11 and 12 state that:

“The presumption in favour of sustainable development does not change the statutory status of the development plan as the starting point for decision making. Where a planning application conflicts with an up-to-date development plan (including any neighbourhood plans that form part of the development plan), permission should not usually be granted. Local planning authorities may take decisions that depart from an up-to-date development plan, but only if material considerations in a particular case indicate that the plan should not be followed.”

The proposed development is considered to be consistent with sections 6, 7, 8, 9, 11, 12, 14, 15 and 16 of the NPPF for the reasons outlined below:

Section 6 – (Building a strong and competitive economy) – The proposal would support economic growth and create jobs and prosperity through construction. The proposals would secure the long-term civic use of the building and provide enhanced facilities for visitors also supporting economic growth.

Section 7 (Ensuring the Vitality of Town Centres) - The proposal would repair, restore and enhance the condition and appearance of the building and enhance facilities for visitors including a new visitors centre that would enable members of the public to appreciate the internal architectural quality and Special Collections.



Section 8 (Promoting healthy and safe communities) – The building would be made safe and accessible and the additional ancillary uses would relate well to and complement the nearby uses.

Section 9 (Promoting Sustainable Transport) – This site is close to Deansgate and Oxford Road railway stations, St Peter’s Square Metrolink Station, Metroshuttle Services and bus routes on Oxford Road and Deansgate. This would be sustainable development and contribute to wider sustainability and health objectives and would give people a choice about how they travel.

Section 12 (Achieving Well-Designed Places) –The proposals would respect the historic site and the significance of the building and would be fully accessible. The loped access to the Albert Square and Cooper Street entrances would provide inclusive access. The additional welfare facilities would provide sufficient toilet provision. This would enable the building to be used for future generations. The proposals achieve balance between the need for inclusive access and the buildings Grade I Listed status.

Section 14 (Meeting the challenge of climate change, flooding and coastal change) – The site is in flood risk zone 1 with a low risk of flooding. The development includes measures to avoid flooding and improve drainage.

Section 15 (Conserving and enhancing the natural environment) - The potential risks of various forms of pollution, including noise, has been considered. With appropriate mitigation measures, there would be no significant adverse impacts on the natural environment and measures to protect and enhance biodiversity are included.

Section 16 (Conserving and Enhancing the Historic Environment) - The Grade I Listed Town Hall is in the Albert Square Conservation Area. The works would affect the setting of the nearby Grade II and Grade II\* listed buildings. The Grade I Listed building would be restored and refurbished, conserving its fabric and ensuring its continued use for future generations. The building would be brought back into civic use and celebrated in a cultural and social sense through improved access with including to its Special Collections. The conservation areas and listed buildings would be improved by the proposed repair and illumination of the external elevations.

### **Other Relevant City Council Policy Documents**

#### Strategic Plan for Manchester City Centre 2015-2018

The Strategic Plan 2015-2018 updates the 2009-2012 plan and seeks to shape the activity that will ensure the City Centre continues to consolidate its role as a major economic and cultural asset for Greater Manchester and the North of England.

It sets out the strategic action required to work towards achieving this over the period of the plan, updates the vision for the City Centre within the current economic and strategic context, outlines the direction of travel and key priorities over the next few years in each of the city centre neighbourhoods and describes the partnerships in place to deliver those priorities.

The application site falls within the area designated as the Central Business District. This area is home to a wide range of companies of varied sizes across a range of business sectors and is fundamental to the City remaining a business destination. The key priorities for this area are:

- Encouraging the supply of more Grade A floor space, particularly through supporting the delivery of commercial developments around the Civic Quarter.
- Co-ordinating the major transport work in the area with the commercial and public realm developments taking place.
- Implementing a strategy to continue to attract major conferences to Manchester Central. Investigating and encouraging further development and investment at the centre, including the Radisson Blu Hotel's plans for the Theatre Royal on Peter Street.
- Delivering the landmark St Michael's development, which includes proposals for a range of uses, including commercial, residential, retail and leisure amenities.
- Working with partners to finalise regeneration proposals, and bring forward development at the Grade II Listed Great Northern Warehouse.
- Delivering the Peterloo Memorial within the Civic Quarter prior to the 200th anniversary of the event.

The proposed development would be consistent with achieving these priorities as it would demonstrate further investment in the City Centre and would enhance the surrounding environment. The proposals also include a visitor centre that would attract additional tourism to the Civic Quarter.

#### Manchester Residential Quality Guidance (July 2016) (MRQG)

The City Council has endorsed the Manchester Residential Quality Guidance which is now a material planning consideration. The document provides specific guidance for Manchester and includes a section on the consideration of how to animate streets and spaces.

It states that residential design should always make a positive contribution to Manchester's streets and spaces to make *a safe and inviting place for everyone*

It sets our requirements for well-considered public realm as an integral as part of all new residential developments and is critical in ensuring that Manchester's neighbourhoods are attractive, vibrant and successful.

It states that the design of the public realm can have a significant impact upon how spaces between buildings are used, on who uses them and also how frequently.

During the day, street furniture encourages adaptable and flexible use, encouraging people outside and helping to establish a sense of place. In the evening, lighting has a significant part to play in ensuring that neighbourhoods, blocks and streets function well and feel safe.

It stresses the importance of ensuring that public realm is designed with management and maintenance in mind. Without successful management, well designed spaces can have the tendency to have a negative impact on the environment and by association, the people and community that surround it.

The proposal is broadly in keeping with the aims and objectives set out in the guidance through the improvements to access into the building and to council services and the external lighting of the building.

#### Heritage Management Plan for Manchester Town Hall (2015)

Policy 1 of the Heritage Management Plan for Manchester Town Hall sets out the requirement for informed conservation, of which understanding of significance is a crucial element:

‘The conservation process relating to the Town Hall (including regular maintenance, recording, repair, site management and promotion of the building complex as a heritage asset) must be demonstrably informed by the sensitivities of the building’s fabric and setting, and based on clear understanding of its history, development and condition.’

Since the building’s closure in 2018, the project team has been at work developing proposals for repair and restoration of the building. The proposals have been informed by site intrusive and due diligence surveys to fully understand the condition of the building and the public realm, including the condition of existing hard landscaping, trees and locations of existing utilities’ servicing routes.

The development would repair and partially restore the listed building having a positive impact on the character and appearance of the building and the surrounding environment. The application includes a Heritage Impact Assessment which considers that the proposals would have a high beneficial impact on the Town Hall building.

#### Civic Quarter – Manchester Central Regeneration Framework (2009)

The building is also located within the area addressed by the Civic Quarter SRF area.

The ‘Civic Quarter – Manchester Central’ Regeneration Framework was adopted in October 2009. The area covered by the framework has been identified as being pivotal to the next phase of growth within the City Centre.

The principles set out within the framework are centred on a Partnership Approach and Delivery, Key Capital Projects, Sustainability, Place Making and Connectivity. Sustainably, the framework seeks to:

- ensure the highest possible standards of energy performance in new development whilst maximising opportunities to reduce carbon emissions from existing buildings;
- create an inspiring urban environment;

- a secure a commitment from all landowners to deliver a city-wide approach to renewable energy and utility strategy;

The proposals includes the refurbishment and retention of the most important building within the Civic Quarter. As part of these works the building would connect to the Civic Quarter Heat Network reducing emissions.

#### Stronger Together: Greater Manchester Strategy 2013 (GM Strategy)

The sustainable community strategy for the Greater Manchester City Region was prepared in 2009 as a response to the Manchester Independent Economic Review (MIER). MIER identified Manchester as the best placed city outside London to increase its long term growth rate based on its size and productive potential.

It sets out a vision for Greater Manchester where by 2020, the City Region will have pioneered a new model for sustainable economic growth based around a more connected, talented and greener City Region, where all its residents are able to contribute to and benefit from sustained prosperity and a high quality of life. The importance of a sustainable economic approach is central to the achievement of these objectives, ensuring that all parts of the city-region can enjoy the improved opportunities that a stronger economy can bring.

The proposed refurbishment of the building would support and align with the overarching programmes being promoted by the City Region via the GM Strategy through the securing of a future for the listed building and through the provision of events and facilities that would appeal to everyone, including families. The proposals have been developed in line with Access Groups to include the necessary facilities, including integrated audio loops, WC facilities, level access, lifts and fire safety upgrades. The existing performance of the building as a tourism attraction and cultural asset would be improved due to the restoration and repair works and the improved event, conference, café, visitor centre and retail space.

#### Greater Manchester Spatial Framework (Draft, January 2019)

The Revised Draft of the Greater Manchester Spatial Framework (GMSF), 'Greater Manchester's Plan for Homes, Jobs and the Environment, was published for formal consultation in January 2019, under Regulation 18 of the Town and Country Planning (Local Planning) (England) Regulations 2012, which closed on 18 March 2019. Paragraph 48 of the NPPF states that local planning authorities may give weight to relevant policies in emerging plans according to: the stages of preparation; the extent of unresolved objections; and the degree of consistency of the relevant policies in the emerging plan to this Framework. Whilst the GMSF is still in draft and at the early stages of consultation, it is considered to carry some weight in the determination of planning applications.

The framework seeks to encourage developments to maximise economic, social and environmental benefits and recognises the importance of supporting a thriving economy in Greater Manchester, placing an emphasis on maintaining economic diversity; facilitating high value clusters in prime sectors; making the most of major

assets including existing and proposed transport infrastructure; and providing the high-quality, sustainable living environments.

#### The Greater Manchester Strategy for the Visitor Economy 2014 – 2020

This strategy sets out the strategic direction for the visitor economy from 2014 through to 2020 and is the strategic framework for the whole of the Greater Manchester city-region. It outlines how Manchester will seek to secure its share of the global tourism industry, not just with mature markets but also in the emerging markets of Brazil, Russia, India and China. It also sets out the potential for business tourism to make a considerable contribution to the prosperity of Manchester stating that the attraction of national and international conferences not only contributes directly to the local economy, but also supports wider city objectives of attracting talent and investment in key industry and academic sectors. One of the key aims of the strategy is to position Manchester as a successful international destination.

The refurbishment works would include improved visitor attractions to add to the existing City Centre hotel offer.

#### Destination Management Plan (DMP)

This is the action plan for the visitor economy for Greater Manchester that aligns to the tourism strategy, 'The Greater Manchester Strategy for the Visitor Economy 2017 - 2020'. The plan identifies what needs to be done to achieve growth targets by 2020. The activity includes not only the plans of the Tourist Board, Marketing Manchester, but also those of other stakeholders and partners including the ten local authorities of Greater Manchester, Manchester Airport, other agencies and the tourism businesses themselves. The DMP is a partnership document which is co-ordinated and written by Marketing Manchester but which is developed through consultation with all the appropriate stakeholders through the Manchester Visitor Economy Forum. The Forum comprises senior representatives from various visitor economy stakeholders' or The DMP has 4 Strategic Aims:

- To position Manchester as a successful international destination
- To further develop Manchester as a leading events destination
- To improve the quality and appeal of the product offer
- To maximise the capacity for growth

The proposed tourism facilities would align with these aims.

### **Climate Change**

#### Manchester Green and Blue Infrastructure Strategy 2015

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

The associated application for the redesign of Albert Square (124918/FO/2019) incorporates appropriate trees and planting. The proposals are based upon the

removal of 21 trees within Albert Square and on Princess Street to be replaced with 25 new trees in engineered cellular tree pits that have tailored drainage attenuation features, significantly increasing the growth potential, overall health and species palette available. Four of the Category A London Plane Trees would be retained.

The proposed works also include the removal of the Albert Square highway from the scheme and regrading and resurfacing of the entire Albert Square area to face of buildings. Remedial works are also to be undertaken to the footpaths on Lloyd Street, Cooper Street and Mount Street, further improving the accessibility of the space for pedestrians and cyclists.

Pedestrian linkages across Albert Square would be enhanced in all directions by the development. Pedestrian and cycle access would also be consistent with that adopted within St Peter's Square where pedestrians and cyclists have shared freedom within the Square, creating a mutual respect for the other user. These measures would help make Albert Square a pleasurable environment and encourage visitors to interact with and create a more vibrant public space.

There are no opportunities to incorporate green or blue infrastructure at the building due to its listed status and the inherent design qualities of the building.

#### Our Manchester Strategy 2016-2025

This document identifies the long-term vision for the city (up to 2025). This identifies the enormous change which has taken place across Manchester in the last 20 years and sets out the vision for Manchester to become a liveable and low carbon city which will:

- Continue to encourage walking, cycling and public transport journeys;
- Improve green spaces and waterways including them in new developments
- to enhance quality of life;
- Harness technology to improve the city's liveability, sustainability and connectivity;
- Develop a post-2020 carbon reduction target informed by 2015's intergovernmental Paris meeting, using devolution to control more of our energy and transport;
- Argue to localise Greater Manchester's climate change levy so it supports
- new investment models;
- Protect our communities from climate change and build climate resilience

The strategy is split into five themes: our vision; a thriving and sustainable city; a highly skilled city; a progressive and equitable city; a liveable and low carbon city; and a connected city.

The Strategy recognises the importance of climate change action, identifying that the City has seen a 20% reduction in its carbon emissions since 2005 and is on track to achieve a 29% reduction by 2020 setting a good platform for new activity in order to meet the 41% reduction target and benefit from cost savings and low carbon investment.

As part of this, the strategy includes:

Pursuing growth whilst seeking to improve air quality, decreasing pollution and generation energy from sustainable sources; and

Taking greater control of where the city's energy comes from so that increasing levels of heat and power are being generated through affordable, locally produced low and zero-carbon energy.

#### Manchester a Certain Future (2009, 2013 and 2015)

Written initially in 2009, and updated in 2013 in 2015, the plan sets out that in 2015 the energy consumed within the Council's operational buildings estate contributed 66% of the City Councils direct CO2 emissions.

The visions of the plan include:

- Reduce the city's carbon emissions by 41% by 2020;
- Engage all individuals, neighbourhoods and organisation in a process of cultural change that embeds low carbon thinking into the lifestyles and operations of the city;
- Prepare for and actively adapt to a rapidly changing climate; and
- Make a rapid transition to a low carbon economy.

The plan identifies a number of actions identified to take place within the City to achieve this vision including:

- Developing and delivering the City Centre's first new district heating network in the Civic Quarter by 2018
- The identification and development of additional heat networks across the City

#### Manchester Climate Change Board (MCCB) Zero Carbon Framework

The City Council supports the Manchester Climate Change Board (MCCB) to take forward work to engage partners in the city to address climate change. 1.3 In November 2018, the MCCB made a proposal to update the city's carbon reduction commitment in line with the Paris Agreement, in the context of achieving the "Our Manchester" objectives and asked the Council to endorse these ambitious new targets.

#### The Zero Carbon Framework

This Framework outlines the approach which will be taken to help Manchester reduce its carbon emissions over the period 2020-2038.

The target was proposed by the Manchester Climate Change Board and Agency, in line with research carried out by the world-renowned Tyndall Centre for Climate Change. Manchester's science-based target includes a commitment to releasing a maximum of 15 million tonnes of CO2 from 2018-2100. At 2 million tonnes per year, Manchester's 'carbon budget' will run out in 2025, unless urgent action is taken.

Areas for action in the draft Framework include improving the energy efficiency of

local homes; generating more renewable energy to power buildings; creating well-connected cycling and walking routes, public transport networks and electric vehicle charging infrastructure; plus the development of a 'circular economy', in which sustainable and renewable materials are reused and recycled as much as possible.

#### Manchester Climate Change Implementation Plan 2017 – 2022 (2017)

This plan is the first five-year implementation plan produced in achieving Manchester Climate Change Strategy and identifies the actions that are to take place by 2022.

This plan identifies that by 2022 the Civic Quarter Heat Network will be delivered and the next phase of city centre heat network be deployed, as well as ensuring Manchester is seen as a beacon for sustainable design through industry awards and the promotion of exemplary low carbon, climate resilient development and infrastructure projects.

#### Manchester Climate Change Strategy 2017 – 2050 (2017)

The Manchester Climate Change Strategy 2017 – 2050 is an ambitious plan that seeks to ensure that Manchester is a thriving, zero carbon, zero waste, climate resilient City which actively contributes to and benefits from the City's success.

In order to achieve this, five key visions are set out within the Strategy, these are: achieving a sustainable economy and jobs; healthy communities; resilience to climate change; zero carbon; and a culture change.

The strategy sets out an overview of areas where action is necessary in order to achieve these visions; this includes transport, education, waste and recycling, green spaces, energy efficiency and generation, buildings and businesses, and the economy.

Underpinning building and energy efficiency and generation is the need to minimise existing buildings energy requirements through the implementation of renewable energy technologies by taking greater ownership of the City's energy system in order to ensure a 100% clean energy by 2050.

#### The Greater Manchester Combined Authority (GMCA)

The GMCA is made up of the ten Greater Manchester Local Authorities, which work with other local service providers to improve the city-region. The GMCA was set up in 2011 and has enabled the city-region to have more control over local transport services, planning powers to encourage regeneration and development, funding for housing development and getting people back in to work and to support and develop local businesses.

The GMCA sets out a vision for Greater Manchester:

"We want to be more prosperous, better connected, and greener. By 2020 Greater Manchester should be self-reliant: contributing to national wealth rather than needing government help.



Local people will have more job opportunities, and new skills to contribute to, and benefit from, a stronger economy. They'll enjoy better health and a higher quality of life."

The GMCA's Green City Region Statement sets the target of significantly growing the local low carbon economy by 2020, stating that Greater Manchester is already the UK's 3<sup>rd</sup> largest low-carbon and environmental goods and services sector, generating £3.4 Billion and providing 37,000 jobs.

#### Greater Manchester Climate Change and Low Emission Strategies' Whole Place Implementation Plan (2016-2020)

In 2016 GMCA produced a Climate Change and Low Emission Strategies' implementation Plan outlining the ways in which the combined authority will address climate change and lower the area's level of carbon emissions. The plan highlights that growing the low carbon economy is one of the key means by which this will be achieved, stating that major infrastructure development should be pursued that identifies "*spatial, technological and market opportunities and funding to deploy the type and scale of energy efficient/low carbon development, generation, distribution, storage required to deliver carbon and emission targets*" (page 6)

It is stated that over the plan period, Greater Manchester will have to significantly accelerate the rate of development of new low carbon energy generation, including district heat networks and renewables. The combined authority's promotion of the existing low carbon and environmental goods and services sector, whilst also increasing the development and integration of relevant skills of the local workforce, is highlighted as a means by which businesses can be helped to optimise performance and their contribution towards meeting the plan's goals.

#### Securing the Future: Delivering UK Sustainable Development Strategy

In March 2005, the UK Government published the UK Sustainable Development Strategy with the overarching aim of enabling people throughout the world to satisfy their basic needs and enjoy a better quality of life without comprising the quality of life of future generations.

As part of this, the Government committed to reducing the country's greenhouse gas emissions and moving to a low carbon, helping to reduce carbon emissions by 60 percent by 2050.

The remainder of the report will assess how the proposals comply with these local, regional and national policies.

### **Conservation Area Declarations**

#### Albert Square Conservation Area

The Albert Square Conservation Area is bounded by Princess Street, Cooper Street, Kennedy Street, Clarence Street, Bow Lane, Tib Lane, Cross Street, John Dalton Street, Deansgate, Lloyd Street, Jackson's Row, Central Street, Manchester Central Library and Manchester Town Hall Extension.

It contains many listed buildings, including the Grade I Listed Town Hall, but also contains a number of more recent buildings such as Heron House. There is much variety in the building materials used in Albert Square. Generally buildings on the eastern side of the Square are built of yellow stone whilst those on the west side, opposite the Town Hall, are finished in red brick. This helps to emphasise the civic importance of the Town Hall.

The principal characteristic of the conservation area is the view looking east along Brazenose Street which focuses on the dominant tower of the Town Hall, framed by commercial buildings on either side.

A large amount of the Conservation Area in particular around the Town Hall and on Brazenose Street is pedestrianised.

The architectural emphasis of corners is a characteristic of Manchester buildings which contributes to the urban design character of the city centre. It is evident in the Albert Square area and its use in new developments will therefore be encouraged.

Designers should respect the architectural character of the existing historic buildings and create proposals which harmonise with them. This does not mean producing pastiche or a copy of an old building, since each building should have a vitality of its own and reflect the period in which it is built.

### **Legislative requirements**

Section 66 of the Listed Building Act 1990 provides that in considering whether to grant planning permission for development that affects a listed building or its setting the local planning authority shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.

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

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

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

### **Design Issues, Relationship to Context and Impact on Historic Context**

The effect of the proposal on listed buildings, conservation areas, scheduled Ancient Monuments, archaeology, key views and open spaces has been addressed. Section 16 of the NPPF establishes the criteria by which planning applications involving heritage assets should be assessed and determined. Paragraph 192 identifies that Local Planning Authorities should take into account the following considerations:

- The desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation.
- The positive contribution that conservation of heritage assets can make to sustainable communities, including their economic viability.
- The desirability of new development making a positive contribution to local character and distinctiveness.

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

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

The works would refurbish this highly important Grade I Listed building and reveal, restore and reinstate original features. The Town Hall has never undergone a holistic refurbishment with areas of the building maintained or decorated when needed. .

The following works would be highly beneficial works:

- The external repairs and cleaning of the fabric;
- The careful refurbishment of the historic WCs in line with their historic function;
- The removal of modern ensuite facilities within the mayoral suite;
- The retention and reuse of existing service trenches and the refurbishment and reuse of the associated decorative grills;
- The removal of any high level service distribution at ground floor level and above and the making good of any fabric affected;
- The restoration of the original luminaires within the Albert Square, Cooper Street and Princess Street Entrances, Banqueting Hall, Reception Rooms, Tower Room, Lord Mayor’s Parlour, Ante Room, Central Staircase, Smoke Room, Great Hall, Main Staircase, The Hexagon/Mayoral Suite, the Courtyards, Council Chamber, Lord Mayor’s Stairs, Albert Memorial and Lloyd Street.
- The provision of replica luminaires in the Lord Mayor’s Lounge, Committee Rooms 1, 2 and 3, ground floor corridor, Sculpture Hall, first floor corridor, Police Cells, Lord Mayor’s Staircase, Spiral Stairs, Conference Hall and Banqueting Hall. These have been informed by firm on-site examples or relevant information including the Hart, Son & Peard catalogue. These would replace detrimental modern and missing luminaires.
- The concealing of a majority of small power cable routes and the removal of past service clutter.

- The restoration of the original Waterhouse corridor layout at lower ground floor.

These works would improve the condition of the building fabric, retain and reinstate important features and resolve harmful water penetration.

The removal and replacement of the extensions to the highly significant link bridge, which originally provided access between the Great Hall and the circulation area on level one. The current extensions have a poor appearance and almost fully conceal the bridge and affect the amount of natural light to adjacent rooms. They resulted in the notable loss of considerable amounts of window tracery and cause significant harm to the building. The structure of the link bridge is remarkably intact and it could be restored. It is proposed to partially retain and reduce the footprint of the extensions and replace them with new extensions for operational reasons. The new extensions would be of a high quality contextual design and reveal more of the original fabric and features of the elevations of the building.

This would improve the impact on the setting of the listed building compared to the existing extensions, but would cause less than substantial harm compared to the possible and desired restoration of the bridge link. All original fabric would be retained and access through the interior of the link bridge would be improved. The proposed extensions are of a significantly higher quality than existing and would reveal more of the courtyard elevations and features. The design is a contemporary intervention but reflects the original composition of three bays, each with three lights, balustrade detailing and overall proportions that is in keeping with Waterhouse's established aesthetic. They would be constructed of glazed terracotta. The design would avoid the 'pastiche' approach, but would respond to the forms and language of the surrounding courtyard. The interior design would reveal the arches along the interior of the original bridge and where possible within the WCs would express the forms of the original bridge façade.

The additional floor space is required to accommodate WC facilities close to the Great Hall. Their installation elsewhere in the building would either be too remote or cause harm to less altered and highly significant areas. Extensive research and assessment has been carried out and having fully explored all options and the proposal was deemed the least intrusive. It is understood that the bridge would be fully restored internally, the elevations would be fully recorded when exposed and tests would be carried out to inform any work needed to stabilise the bridge following the removal and to ensure that the bridge can support the proposed extensions.

The works to the Albert Square entrance, which is the most significant entrance at the building and the original main entrance include the covering over of the steps with two slopes/ramps and a set of steps. The works also include the removal of original masonry balustrade and columns, the localised removal of mosaic tiles from the floor of the Sculpture Hall and the relocation of the statues of Dalton and Joules to the foot of the ceremonial stairs to allow the installation of a platform lift. These works would allow safe and inclusive access through the original main entrance and into the building. It is also proposed to alter the existing screen doors to enhance security.

The harm would be considerably lessened by the creation of level access through the historic main entrance, the bespoke design of the platform lift, the careful removal and finishing of masonry, a decorative surround that would be contextual to the space in which the platform lift would sit, the reuse of the mosaics to provide a surface for the platform lift, the retention of the existing steps beneath the ramp and the high quality materials proposed. The relocation of the statues would be beneficial as it would enhance the intended openness of the space and allow the statues to be placed in keeping with their original intended location. The alteration of the doors would preserve a substantial amount of historic fabric and conserve their aesthetic composition and would therefore have limited impact. Additionally, failure to make this entrance accessible would see this highly significant main entrance closed and replaced meaning that its use could not be conserved.

The works to the highly significant Cooper Street entrance would cover three steps with a slope/ramp and steps that lack symmetry and reduce the landing level. This would allow safe and inclusive access through an important original entrance. A set of internal steps would be regraded and the central section removed to provide a platform lift. A fire escape would be created within an existing arch and glazed doors would be installed in a stone screen that extends to the height of the arched ceiling. The arch would be dismantled, structurally strengthened and reinstated to enhance security.

The harm would be considerably lessened by the reopening and reuse of this important entrance, the creation of level access, the bespoke design of the platform lift, the selective and careful removal and finishing of masonry, the location of the fire escape access in an existing arch to avoid the disruption of the original composition, the retention of the three existing steps beneath the ramp, the reuse of the other two existing steps in the works, the contextual design of the new screen and the high quality materials proposed. Failure to make this entrance accessible would mean that this highly significant entrance would remain closed.

The ramp at the original staff entrance on Lloyd Street would be removed and the 1930s window and doorway would be altered to create a doorway within an original arched stained glass window. The internal doors would be altered and adapted to improve security. These works would create safe and secure inclusive access. The harm caused would also be lessened due to the quality and design of the works with the overall character of the entrance retained.

At the less prominent, but high quality and significant Princess Street entrance original fabric would be removed to lower the internal floor level. An opening would be formed within the north-west wall and the historic external doors and screen and the internal screen would be altered to conceal a new metal frame. These works would create safe and inclusive access and improve fire ratings and the overall composition of the space would remain intact with masonry removed selectively and carefully.

The Albert Square lift would be installed within an area historically used as a pantry and contains a circular former spirit storage room. The rooms affected with the exception of the upper pantry retain their original proportions, however many of the original fixtures and fittings have been altered or lost, although some including

fireplaces remain. The works would cause harm as they include the partial removal of original floors, the relocation of fireplaces, the enlargement and modification of openings to circulation areas and the installation and visual impact of the lift, which would take significant space. The circular form of the affected rooms mean that this is not an obvious location, but was the result of a full option assessment. The works would allow inclusive and dignified access to the lower ground, ground and first floors. The fireplaces would be relocated to carefully considered places within the building and modern cumulative detrimental features and the upper level modern partition would be removed.

The Cooper Street lift core affects a collection of former storage areas, offices, meeting rooms and an attic. These areas have most recently been used as offices and retain their original proportions, but have been affected by cumulative changes to decorative schemes, lighting and wider services. The core would accommodate new lifts, stairs and associated lift lobbies to provide a dedicated firefighting core. The partial removal of floors and alterations to a section of roof truss, the modification or replacement of original doors, the relocation of fireplaces along with the intrusive effects of the stairs, lifts and lobbies and the loss of the historic layout would cause harm.

These works would however protect the building from the significantly more devastating impact that less protection from fire could have on the building and the people working within it and provide inclusive access to several floors and facilities. Fireplaces would be relocated, detrimental modern partitions and cumulative features within these areas would also be removed.

The central corridor staircases are original and make a notable positive contribution to the buildings significance. One of the central corridor staircases would be extended to lower ground floor level, requiring the removal of part of the ground floor slab, selective removal of sections of an original wall, two new doors to existing openings, the alteration of existing doors where necessary, works to the treads and handrails and the installation of fire rated partitions with associated access doors. The removal and alteration of historic fabric and the installation of physical barriers would cause harm. However, the detrimental and non-original lift would be removed as part of the works and the affected floor area restored. Partitions would be sensitively designed and located and would incorporate a significant amount of glazing lessening the impact.

The goods lift core would affect offices and areas that have been previously affected by the installation of the 1930's link bridge and associated and additional alterations in addition to cumulative additions and new decorative schemes. The removal of limited areas of original floor, the removal of a short section of the moat wall, the replacement of the 1930s window with a new door and the visual appearance of the lift within the vicinity of the link bridge entry would cause harm. The goods lift is smaller in height than the other proposed lifts and does not need to meet the same standard for emergency evacuation and requires less alteration to the building fabric.

The Princess Street lift core would affect spaces used as service areas and a service stair. The removal of the original service stair, the partial removal of walls, floors and other features, the relocation of fireplaces and the insertion of new features into the

spaces including the stairs and lift, which would be visible through a window would cause less than substantial harm. Fireplaces would be relocated to carefully considered locations, detrimental modern partitions and cumulative features within these areas including the modern mezzanine floor would be removed

The security lines treatment would affect the spatial openness of circulation areas. These areas make a positive contribution to the significance of the Town Hall and survive well intact. The 23 barriers have been carefully located within leading views from and around the staircases and have been contextually designed and are visually permeable. Their locations have been minimised and are fully reversible.

The Lloyd Street lift core would affect workshops, storage areas and offices areas that have a simple and functional character, the roof and an external window. Two areas were affected by the installation of the 1930's link bridge and associated alterations to form a corridor. The affected area includes historic stairs that lead from ground level to the public gallery of the Council Chamber. The partial removal of walls, floors and other features, the selective modification of walls and doors, the alteration of the historic stairs, the insertion of new features into the spaces including the stairs and lift that can be viewed from the link bridge, the introduction of a new floor with access resulting in the installation of a short new section of roof between two pitches and the replacement of the 1930s window with a new door would cause harm.

These works would protect the building from the significantly more devastating impact that less protection from fire could have on the building and the people working within it. They would provide inclusive access to several floors and facilities. Fireplaces would be relocated to carefully considered locations, detrimental modern partitions and cumulative detrimental features would be removed.

Rooms on the lower ground floor, close to the Lloyd Street entrance that were historically used for the 'weights and measures' and stationary departments would provide staff welfare facilities. This would include showers, changing rooms, cycle storage and WCs and the subdivision and fit out works that would cause harm. These areas of the building are functional in character and simply decorated in line with Albert Waterhouse's distinctive hierarchical design.

Five ground floor office rooms on the Princess Street side that were historically associated with the Markets Department and the Court of Records Offices would be converted to public welfare facilities. The subdivision and fit out associated with the installation of showers, changing rooms, cycle storage and WCs would cause harm.

The overall historic function of the rooms would be maintained and reinforced. The impact would be minimised by the provision of the reasonable minimum necessary welfare facilities, the retention of historic fabric where possible, the removal of harmful modern welfare facilities where possible and the legible and contextual approach to fit out.

New WCs, which would be located in historic office and functional areas that have been heavily altered. The fit out would retain and expose as many historic features and finishes as possible, including cornices, fireplaces and skirting boards. Full

height partitions for cubicles would be avoided and suspended lighting used. Overall the design would ensure legibility of the original spaces but the fit out works and the type of fit out materials would cause harm. However, the fit out includes the use of suspended ceilings to mask mechanical ventilation equipment, which should be removed from the scheme if possible due to the impact that they would have on the original volume of these rooms.

The substantial overhaul of the building services would affect several areas of the building. The heating and ventilation services are significant and whilst they have been heavily modified reflect the technology of the time. Considerations such as circulation, aesthetic interest and building services were aligned and married beauty with efficiency. The services were not revolutionary, but were of a quality befitting an important civic building and were skilfully integrated. In addition to being heavily modified, they are now in some cases detrimental. Waterhouse's routes have been broadly prioritised but the incorporation of water, ventilation and electrical services has accumulated over time.

Many original items have been replaced and removed, localised repairs have been carried out and the effectiveness of the ventilation system has been undermined by the blocking of ventilation masonry. The servicing elements were designed for renewal. Items of specific archaeological interest, including the remaining stair core heating elements and the heating and ventilation routes behind the murals would be retained in situ. Representative examples of elements proposed for removal including pipework lengths would be recorded and added to the historic building record.

The extent of works to the lower ground floor to introduce floor slabs in lieu of timber floors would cause harm. The introduction of Limecrete floors to plant rooms is however justified due to the nature of the use of these rooms. No replacement of timber floors should be carried out without full justification.

Elements of the proposed works to services would cause harm comprising:

- The removal of fabric to extend service risers and create new risers. Riser sizes would be as minimal as possible and would be grouped together and be close to lifts where possible to minimise the removal of fabric. Some existing risers would not need to be extended. The use of risers would avoid unsightly additions to the exterior of the building.
- The removal of fabric and disruption of features including mosaics to create new trenches and concealed service ducts to house power and data and heating. All existing trenches would be reused, but new ones would be required to allow additional services to be concealed. This would conceal unsightly cabling and is the least intrusive option. Works to minimise the impact include finishes to suit the space affected, an assessment to ensure that this is the least intrusive way to incorporate the cabling and pipes within the affected space in each instance, the works would align with the mosaic pattern or would use places where repairs are required and draw cables would minimise further disruption to the mosaics. The existing trenches would be cleared and the trench covers refurbished and adapted to mitigate dust ingress and prevent heels being trapped.



- The installation of perimeter boxing, which would be installed in a number of rooms and although would vary in height and finishes depending on the significance of the room, would essentially be a 'one size fits all' solution that would mask features and finishes within rooms of varying significance, including high significance rooms. The need for this measure must be fully assessed and the possible alternatives investigated on a room per room basis. The boxing is proposed to mask services, but there are instances where an alternatives including exposing the services may be preferable to the proposed boxing.
- The creation of new plant deck on the roof of the central block at the east end of the Great Hall to be obscured by screens of steel posts with perforated metal grilles. These would cause harm as they would be visible when looking from the internal courtyards and from higher floors. They do however contain necessary equipment in a fully considered location.
- The fire safety measures, alarm devices and associated signage could cause visual clutter and be an unsympathetic addition to any space within the building. The outlet and inlet locations would also involve the removal of original fabric. Measures to minimise the harm include the use of low level windows for some inlet and outlet points to avoid the removal of fabric, combining visual alarms within detector heads where possible, the use of contextual emergency lighting and exit signage, including where feasible reusing exiting cable routes, using existing luminaires and locating signage within panelling and routing power through new 'conduit style' coverings to replicate some of the original gas and historic electrical conduits featured in the spiral staircases. Adequate measures are however required to ensure the safety of the occupants of the building.
- Visible Wi-Fi equipment including cabling. There is an ambition to improve the poor Wi-Fi coverage in the Town Hall, however the equipment (WAPs) proposed needs to be visible rather than hidden, which could have an individual and cumulative impact in all areas including the very high significance spaces especially the state rooms. The solution for a fittings in the office spaces also appears to be visually intrusive. Additionally, wireless access points are only currently proposed in very high significance rooms. Measures to disguise wires are however also proposed such as copper distribution to run between joists. Wireless access points would be located in the most functional areas of the high significance rooms and vinyl wrapped to reduce visibility. These additions need to be integrated as much as possible.
- The extent and location of ducting, flues, cable routes, any air handling units, facade mechanical vents and any external louvres and other exposed services.
- The use of soft skin cabling in areas that are not of high significance.
- Fixed position Audio Visual Systems and large audio visual support systems. These include cill mounted speakers and the proposed motorised hoists within the Great Hall and the large demountable screen in the Conference Hall, which are very high significance spaces. AV equipment would also be installed in other high significance rooms including state rooms and scrutiny rooms, the visitor centre and Ceremony Room. These measures are proposed as these locations host events. The proposals for the Great Hall would have benefits in that the use of the hoists would prevent damage to the murals and joinery, including as the use of scaffolding and fixed lighting rigging would no longer

be required. All meeting rooms and Committee rooms would be served with unfixed AV equipment. Any alterations have considered the configuration on the materials and finishes affected. The particular architectural demands of the space have also been taken into account and the proposals aim to ensure the least impact on finishes. This type of equipment would need to be as designed to reduce its visibility as far as possible within the spaces by carefully choosing locations and equipment.

- The number and design of external lighting units and their associated cabling should be as minimal and integrated as possible to avoid a harmful impact. The external lighting does however replace an ineffective and corroding external lighting system with a new system would highlight the key architectural features of the building.
- The 'Waterhouse brackets' that would incorporate CCTV and escape signs. These must be appropriate and of a high quality design and integrate well into very high significance spaces. These service brackets and columns could cause harm as they would constitute an intrusion if cumbersome or aesthetically challenging.
- Lightning protection, which has been designed to be the minimum necessary to minimise fixings to the stonework and minimise visual intrusion. The conductors would cause harm due to their appearance and number, particularly due to the large number of down conductors on building faces including Princess Street. This number should be reduced if possible and the fixing details, colour and specification of the conductors and cables would need careful consideration. However, there is a need to ensure that the building and the people working within are adequately protected. The proposals would also replace the existing solution, which is 20 years old and inadequate.

Overall, the proposed M&E would have an impact, but great efforts have been made to ensure it is fully integrated to minimise any harm. The above areas of work would benefit from further assessment and detailed design and the proposals range from considerably beneficial works such as the works to the internal lighting to those more harmful as detailed above. However, all above works to services would allow the removal of the harmful accumulation of modern services and reinforce the key elements of Waterhouse's original building services design.

The creation of new accommodation for the Coroner's Jury Court to return to the Town Hall by converting three rooms on the fourth floor of the building, which includes more to these rooms than many of the other spaces within the Town Hall. These rooms are functional in character and were not designed to be highly decorative, but retain a number of original features including fireplaces, window surrounds and now block arched openings. Two of the rooms were previously used as office accommodation with the third room used as steward's quarters. They also have a plan form that is consistent with the regularity of room layouts and uses seen on the upper floors of the building.

The principle intervention deemed to cause harm is the removal of two original walls to create a single space that is large enough to accommodate the court and the associated removal and relocation of three fireplaces. This would constitute the removal of original fabric and the loss of legibility of the original floor plan, which is

less substantial in the originally open plan rooms than in the historic steward's quarters. Other harmful works comprise the removal of historic subdivision, the removal of a single flight functional staircase, the installation of a raft ceiling and the installation of blinds, modern lighting and signage. The harm would be lessened by the retention of 'nibs' to aid in the legibility of the original plan form, the structural strengthening works, the reuse of the fire places within rooms of a very similar character and hierarchy on the second floor. The civic function of the rooms would also be conserved. A full survey of the building lead to these rooms being chosen for the court. They were chosen due to their size and character compared to the other rooms and groups of rooms within the Town Hall. The return of the Coroner's Court to the building would contribute to the overall sustainable civic use of the building, provide a vital public function and open up additional areas of the building to the public, increasing the number of people that are able to appreciate the interior of this Grade I Listed building.

The creation of the large catering kitchen, which would involve works that would cause harm including the subdivision of this part of the building from the circulation areas, the incorporation of extraction equipment, the loss of a historic toilet and other potentially harmful works. No details are included in the application of the proposed fit out of this area or the visitors centre, retail unit, cafe area and other uniquely purposed spaces. The fit out of all of these areas could cause harm.

Further details are required by condition of the following works:

- Temporary protection for each area of work.
- The removal and storage of heritage items for possible reuse, reinstatement, display or disposal.
- Details of any temporary building works including temporary structural works.
- Method statements for all alterations and demolition works including significant removal works such the kitchen bridge link and new circulation cores will need to be submitted. A template for the production of these which clearly sets out the location, extent of works, methods and equipment to be used, protection and monitoring.
- Final detailed design of all structural elements of work to include kitchen bridge link, circulation cores, clock tower, stitching repair works, plant decks, visitor experience and any major or minor intervention where there are structural or civils works.
- The existing and proposed new entrance screens
- The air curtains to the Albert Square entrance
- Final details will be needed of new glazed screens and works to upgrade the central evacuation staircase.
- The entrance ramp and works to modify the Lloyd Street entrance.
- The designs for handrails.
- The platform lifts to the Albert Square and Cooper Street entrances.
- The fire upgrade works to doors.
- Internal and external signage and wayfinding whether fixed or freestanding.
- Any internal and external cleaning works
- Samples and details of the use of all materials.
- Final details of carpet design, curtain design and floor/wall coverings.

- Decorative schemes.
- The full extent of plaster repairs and removal.
- Samples of new fixed equipment such as Wi-Fi, door controls, emergency lighting, light fittings, cabling, smoke detection, CCTV etc.
- Details of CCTV design, fittings, locations and fixing details.
- Proposed detailed investigations and repair / alteration works to the link bridges between the Town Hall and Town Hall Extension.
- Details of the repair and reinstatement works to the pavement lights on Lloyd Street and Princess Street.
- Detailed design of the lifts and lift finishes.
- The final detailed designs of new architectural metalwork including internal and external gates, railings, screens and fixings.
- The audio visual proposals.
- Details of the proposed modifications and works to the stage area.
- Detailed works of repairs and any alterations to the clock and associated equipment.
- The final number and details of the Lightning protection.
- The detailed design of all plant and equipment on the roof and the detailed design of the plant screens and their colour.
- The detailed design of the proposed new 'Waterhouse brackets'.
- Details of door repairs, which should include the reuse of as much original ironmongery as possible including original door knobs.
- The detailed design of the interface between the kitchen fit out works and existing fabric.
- The detailed design of all roof interventions and their interface with existing fabric.
- The treatment of the roof spaces and any areas that do not currently have a use.
- The opening to the retail area.
- The works to the Lord Mayors staircase.
- Final details of the proposed mural restoration will need to be submitted and approved.
- The detailed methodology for all works.
- Final details of the design and detailing and making good/adaptation of all building works associated with all alterations and new openings.
- The fire upgrade works to the Bell Hatch floor and any associated fire upgrade works to the clock tower.
- Detailed external repairs, to be reviewed and agreed following detailed inspection when scaffold is erected.
- Final details of the internal fit out of the visitors centre, retail unit, cafe area, kitchen and other uniquely purposed spaces.
- The final details of any new trench heating and floor boxes to the state rooms including any new interventions such as the surface mounted lighting in the Banqueting Room and surface mounted heating controls, Wi-Fi and projectors/AV equipment.
- The protection of the building from harm during events.
- An updated archaeological record and updated conservation management plan on completion of the works.

- A maintenance and repairs strategy to ensure the building is adequately looked after into the future.

Further justification or amendment of the following works would be required by condition:

- The extent of works to the lower ground floor to introduce floor slabs in lieu of timber floors.
- The proposed boxing in works.
- Elements of the proposed M&E such as the extent and location of ducting and flues and other exposed services including cable routes.
- The use and routes of soft skin cabling in areas that are not of high significance.
- The final detailed solution for integrating Wi-Fi.
- The internal and external lighting proposals.
- Poorly considered partitioning works, including those that cover windows.
- The extensive dry lining to room 06-C04b
- The use of grid suspended ceilings appears in back of house areas and WCs and the ceiling raft design in the Coroners Court.
- The removal of the small staircases to the upper levels.
- The proposed lobby to the Conference Hall with associated removal of seating.

Salford Archaeology anticipate that further historic fabric will come to light during the works. It is important that there is a watching brief by the architects and when these are found they are fully evaluated for their significance and adequately recorded and assessed for retention, reused or possible disposal.

A quality control document and final samples for each of the proposed areas of repair works would also be required by condition to ensure a benchmark in quality and consistency of workmanship, this should include how the quality is being supervised and monitored and approved and any issues dealt with.

None of the proposed works are considered to cause substantial harm to the significance of the building.

The works as a whole are considered to have a highly beneficial impact on the significance of the Grade I Listed Town Hall due to the considered restoration, much needed repair, addressed heritage issues and the securing of a sustainable use for the building.

The proposals would have a beneficial impact on the Albert Square Conservation Area by the improvements to the appearance of the Town Hall through the undertaking of necessary repairs in a manner appropriate to the architectural character and significance of the building. A further minor improvement to the contribution that the building makes to the conservation area would be the reopening of the Cooper Street entrance reinstating a civic access point to a key building in the conservation area.

The proposals would have a negligible impact on the setting of the Grade I Listed Albert Memorial and Grade II Listed Memorials as the use of the building would be conserved and the external changes to areas of the building that contribute to the setting of the memorials are mainly limited to repairs.

The proposals would have a beneficial impact on the Town Hall Extension by the improvements to the appearance of the Town Hall through the undertaking of necessary repairs in a manner appropriate to the architectural character and significance of the building.

The proposals would have a negligible impact on other surrounding listed buildings as the use of the building would be conserved and the external changes to areas of the building that contribute to the setting of these buildings are limited to the repairs and the considered alterations to the entrances.

The works also have the following public benefits, which are adequate to address the works that have been deemed to cause less than substantial harm:

- The optimisation of the use of the building to meet public expectations, user needs, best practice and best value in modern day public service delivery;
- The securing of the sustainable use of this highly significant Grade I Listed building that is in line with its original use and character;
- The resolution of issues that could lead to accelerated deterioration and loss of historic and original fabric;
- The use of local contractors and provision of apprenticeships, which will allow local people to gain skills that can be used on other heritage assets for years to come.
- The sharing of information to help other heritage projects;
- Enhancing public enjoyment by increasing public access into the building, increasing engagement, improving public appreciation of the building and providing a safe and accessible environment;
- The prevention of more costly repairs to the public building in the future;
- The provision of controlled, safe and dignified access into a key civic and public building for everyone;
- The provision of facilities to assist the success of the building as a key events space, including increasing the attractiveness of public events and increasing the income of the event spaces within the building to contribute to public services;
- Concentrating harmful works in less intact and more altered areas of the building;
- Provision of reasonable WCs to reasonably accommodate the needs of those engaging with the Town Hall;
- Provision of reasonable access and safe egress around the building, including providing lift access to all levels;
- The upgrading of the welfare offer at the building making the building more useable by the public of Manchester;
- The provision of facilities for cyclists contributing to a reduction to carbon emissions by encouraging the use of more sustainable transport modes;
- The resolution of water penetration and retention;

- Facilitating daily use of the building and the health benefits associated with a sufficiently serviced space;
- Facilitating the use of the sustainable Civic Quarter Heat Network;
- Contributing to the success of the Civic Quarter Heat Network;
- Contributing to the overall sustainable civic use of the building;
- Allowing the provision of a vital public function;

Officers consider that the proposals are consistent with paragraph 196 and 197 of the NPPF and address sections 66 and 72 of the Planning Act in relation to preservation and enhancement.

In view of the above, it is considered that the proposals would enhance the setting of the conservation area and the nearby listed buildings and would be in accordance with Sections 12 and 16 of the National Planning Policy Framework, policies SO6, CC9, EN1, EN3, SP1 and DM1 of the Core Strategy for the City of Manchester and saved policies DC14.1 and 14.2, DC18.1 and DC19.1 of the Unitary Development Plan for the City of Manchester.

### **The Schemes Contribution to Regeneration**

Regeneration is an important consideration in terms of evaluating this application. The City Centre is the primary economic driver in the City Region and is crucial to its economic success. It must continue to meet occupier requirements for a range of activities and uses to improve the economic performance of the City Region. Improved event space is part of this.

The regeneration of St Peter's Square and a large amount of the surrounding Civic Quarter has created a high quality environment and this proposal would continue this progress through the:

- Optimisation of the use of the building to meet user needs and best value in modern day public service delivery,
- The improvement of the appearance of the building and the retention and improvement of the original civic use of this highly significant Grade I Listed building, which is the focal point of the Civic Quarter and its most significant building,
- The use of local contractors and provision of apprenticeships, which will provide employment during the construction phase and allow local people to gain skills that can be used on other heritage assets for years to come and the sharing of information to help other heritage projects,
- The increased public access into and around additional areas of the building.

The development would support the role of the Civic Quarter and Central Business District and the wider City Centre as a tourist destination, would enhance the street scene through its improved appearance, demonstrate investment in the location and contribute to the vitality of Civic Quarter with the improved event and leisure offers.

The building makes a positive contribution to the Conservation Area but its appearance would be improved by the repair of its external envelope and the high quality design and materials proposed.

The development would be in keeping with the objectives of the City Centre Strategic Plan and would complement and build upon Manchester City Council's current and planned regeneration initiatives and as such would be consistent with the City Council's current and planned regeneration initiatives and, as such, would be consistent with Sections 6 and 7 of the NPPF and Core Strategy Policies SO1, SO2, SP1, EC1, CC1, CC4, CC7, CC8, CC10, EN1 and DM1

### **Archaeology**

A Historic Building Record and Photographic Record show the building as it is now. This would be amended to reflect any findings from due diligence surveys and any other elements uncovered during these works would also be captured within this report.

A Desk-Based Archaeological Assessment and Written Scheme of Investigation show that the site has undergone development from the late 18th century including the construction and destruction of structures before it was cleared to make way for Albert Square and the Town Hall. Major disturbance and potential impact on pre-existing archaeology is likely to have come from the construction of the Town Hall which is likely to have resulted in the complete removal of underlying archaeological deposits.

The proposals are supported by a comprehensive suite of drawings and analyses on the heritage interest and significance. The Historic Building Investigation report concludes that additional details will be revealed when modern materials are stripped out from the building.

Greater Manchester Archaeological Advisory Service (GMAAS) recommend that an archaeological watching brief is undertaken during the strip-out works to ensure that previously hidden historic fabric is recorded. They have also recommended that the results of the historic building analyses should be disseminated to the local and wider community through appropriate means and that this work should be secured through a condition. GMAAS have also advised that they will monitor the works for the LPA.

In view of the above, it is considered that the proposals are considered to be in accordance with Section 16 of the National Planning Policy Framework, policies DM1, SP1 and EN3 of the Core Strategy for the City of Manchester and saved policy DC20.1 of the Unitary Development Plan.

### **Relationship to Transport Infrastructure**

A Transport Assessment concludes that the proposal would not have a material impact upon traffic and network capacity. The St Peter's Square tram stop and Piccadilly, Oxford Road and Victoria Train Stations are within walking distance. There are bus stop on Princess Street, Deansgate and Oxford Street. There are good pedestrian and cycle links to the rest of the City Centre.

A Framework Travel Plan (TP) sets out measures to reduce transport and traffic impacts, including the providing information on public transport, walking and cycling. People would be encouraged not to choose single occupancy car use.



A construction management plan, events management strategy and servicing strategy have been submitted.

The proposal would not, subject to compliance with conditions, have a detrimental impact on transport infrastructure. It will be necessary to keep construction impacts to a minimum and a condition would require the submission of a construction management. In view of the above, it is considered that the proposals are considered to be in accordance with Section 9 of the National Planning Policy Framework, policies SO1, SO5, SP1, DM1, CC5, CC10, T1, T2 and EN16 of the Core Strategy for the City of Manchester.

### **Sustainable Design and Construction**

Work has begun to connect the Town Hall to the Civic Quarter Heat Network (MCQHN) which itself is scheduled to be completed by the end of 2020. The network will generate low carbon power, heat and hot water, helping Manchester reach its ambitions to become carbon-neutral, climate resilient and zero waste by 2038.

It will also serve the Grade I Listed Manchester Art Gallery, Grade II\* Listed Town Hall Extension, Grade II\* Listed Central Library, Grade II\* Listed Midland Hotel, Grade II\* Listed Manchester Central, the Bridgewater Hall, Heron House and Number One St Peter's Square. Manchester Central, Manchester Town Hall Extension, the Midland Hotel and the Bridgewater Hall would also have an electrical connection.

The energy centre will contain a 3.3MWe CHP engine and two 12MWe gas boilers. The energy centre will generate electricity and harness the recovered heat from this process for distribution via a 2km district heating network of underground power cables (for the electricity generated) and pipes (to supply heat and hot water for the buildings) – one of the most cost effective ways of reducing carbon emissions from heating.

The scheme is projected to save more than 3,100 tonnes of carbon emissions in its first five years of operation, and the network is designed to enable future expansion, with efficiency and carbon savings increasing as more and more buildings join the network.

To bring this Grade I Listed building up to modern day sustainability and efficiency standards would require a multitude of upgrades building which would significantly harm its listed fabric. Alternative measures such as secondary glazing, double glazed units, wall insulation, photo-voltaic panels, battery storage and green rooves were considered but could not be progressed for this reason.

Estimates have been made of operational carbon emissions, based on the energy saving features within the building design, MCQHN carbon factors and the proposed operational parameters once fully functional. Current projections indicate that 1,140 tonnes CO<sub>2</sub>e will be emitted per year from the Town Hall through its direct activities in 2024.

Without further decarbonisation of the energy provided to the Town Hall by MCQNH, the building's direct emissions during the period 2024 – 2038 would be 15,960 TCO<sub>2</sub>e. This equates to 10.8% of MCC's total carbon budget over the period.

The Civic Quarter Heat Network is aware that the carbon emissions associated with its operation, and as a result Our Town Hall will have a significant impact on the city's carbon budget, and is undertaking a review of potential options for reducing its emissions in the long term. This is understood to include replacement of current gas fired boilers and CHP units with hydrogen fuelled equipment when the plant reaches the end of its useful life in approximately 2035.

The proposal has benefited from lessons learned on the Town Hall Extension and Central Library and has adopted 'soft landings' to improve the efficiency of the design, construction and handover processes to ensure that the building meets its operational objectives. A dedicated team has managed this. This will continue for a minimum period of 18 months post completion ensuring that issues of operational performance are identified and corrected prior to formal closure of the construction contract.

The Main Management Contractor would only source energy during construction from renewable energy suppliers to reduce carbon emissions of the Project. Therefore, there will be no direct carbon emissions associated with the construction works.

Given the above, it is considered therefore that the design and construction would be sustainable, in accordance with Core Strategy Policies EN4, EN6 and EN8 the principles of the energy hierarchy have been applied to the development and it is considered therefore that the development would have sustainable design and construction.

### **Air Quality**

The construction process would produce dust and increased emissions but any adverse impacts would be temporary and would be controlled using the mitigation measures included in the Construction Management Plan. The emissions of the operational stage would include vehicles travelling to and from the site and are unlikely to have a significant effect on air quality.

The main contractor would register with the Considerate Constructors Scheme (CCS) within one month of start on site and comply with the Code of Practice.

In view of the above, it is considered that the proposals are considered to be in accordance with Section 8 of the National Planning Policy Framework, policies SP1 and DM1 of the Core Strategy for the City of Manchester.

### **Noise and Vibration**

An Event's Management Plan outlines how disturbance to surrounding occupiers would be prevented. The Town Hall regularly hosts a wide variety of events. Maximum occupancy for an event in a single room would be 500 persons, with

maximum numbers for a single event occupying all the function space would be 1100 people.

The hours of activity for licensed events would be:

Monday to Saturday: 1100 to 0100.

Sunday: 1200 to 0000.

The hours of activity for non-licensed events would be as follows:

Monday to Saturday: 0600 to 2100.

Sunday: 0700 to 1800.

Entrances and exits would be staffed stewards would manage people leaving the building via the different entrances and exits. On occasion if a larger crowd needs to leave the building, more than one route can be used. This avoids large crowds leaving through the same route.

A lot of the events would be licensed and there would be SIA security stewards specifically dedicated to the safe management of an event. Security stewards would assist wayfinding, safe access and egress. They would also manage dispersal at the end of events and control of noise when people leave. The proximity to various public transport modes would speed dispersal.

A noise assessment outlines how external equipment would be selected and maintained to prevent disturbance to surrounding occupiers. This equipment would be located within a screened rooftop plant area.

Subject to compliance with the recommended conditions in relation to the agreement of a scheme for acoustic insulation of plant and equipment and a scheme for fume extraction, it is considered that the proposal would not have an adverse impact through noise and vibration.

In view of the above, the proposals are considered to be in accordance with Section 8 of the National Planning Policy Framework, policies SP1 and DM1 of the Core Strategy for the City of Manchester and saved policy DC26 of the Unitary Development Plan.

### **Vehicle Movements**

Construction vehicles would arrive during allotted times to minimise any impact on surrounding servicing vehicles or impact traffic on the surrounding buildings in Albert Square. Servicing routes to Lloyd Street and buildings on Albert Square would not be impacted and pedestrian routes around Albert Square would be retained. The servicing route to the Town Hall building and the Town Hall Extension on Lloyd Street would be retained, with vehicles exiting on Cooper Street.

The controlled electronic bollard access point would be set on Mount Street, due to the restriction to all vehicular access to Albert Square.

In view of the above the proposal is considered to be in accordance with Sections 9 and 15 of the National Planning Policy Framework, policies SO1, SO5, SP1, DM1, CC5, CC10, T1, T2 and EN16 of the Core Strategy for the City of Manchester.

### **Waste and Recycling**

The 58.2 m<sup>2</sup> bin store would be within the lower ground floor with access via the internal courtyard to the collection point on Lloyd Street.

The predicted requirements for storage are as follows:

- 6 x 660ltr containers for general refuse collected daily
- 2 x 660ltr containers for pulpable recycling collected weekly
- 2 x 660ltr containers for mixed recycling collected weekly
- 2 x 240ltr container for food recycling collected weekly
- 1 x Euro bin for industrial waste collected monthly

The waste would be transferred from the upper levels to the bin store via the proposed goods lift.

The Town Hall would have a dedicated facilities management team responsible for the management of the events and catering as part of the facilities team. They would manage cleaning and waste removal as per the waste management plan.

During the construction works care would be taken to segregate different waste streams. Earthworks would be undertaken in accordance with an appropriate Material Management Plan in accordance with the CL:AIRE, 2011 Waste Code of Practice.

Given the above, the proposal is in accordance with policies DM1 and EN19 of the Core Strategy.

### **Full access and Inclusive Design**

One of the main objectives has been to ensure accessibility for all. The scheme has been developed with Access Groups to fully integrate the required facilities. All entrances would provide inclusive and dignified access as follows:

- Two slopes/ramps with a gradient of 1:24 and a set of 4no. steps with 160mm risers at the Albert Square entrance
- One slope/ramp with a gradient of 1:21 and a set of 3no. steps with 160mm risers at the Cooper Street entrance
- Level access through the Princess Street entrance
- A new ramp with an improved gradient at the Lloyd Street entrance, which provides access through the side door

At present only the Lloyd Street entrance is accessible and this is via a non-compliant ramp.

The number of passenger lifts would be increased from two to six and would provide access to the upper floors of the building. Two platform lifts would provide access through two of the entrances and a platform lift would be access to the stage in the Great Hall. The proposed lifts are as follows:

- A 21 person passenger lift would access Level 00 to 07
- An 8 person passenger lift would access Level 06 to 08
- A 26 person passenger lift would access Level 00 to 02
- A 17 person passenger lift would access Level 00 to 06
- An 8 person passenger lift would access Level 06 to 08
- A 17 person passenger lift would access Level 00 to 07
- A 2 person platform lift would provide access between the floor of the Great Hall and the stage
- A 2 person platform lift would provide access from external ground level to Level 01 allowing inclusive access through the Albert Square entrance
- A 2 person platform lift would provide access from external ground level to Level 02 allowing inclusive access through the Cooper Street entrance

A dedicated goods lift would free up the other passenger lifts from service requirements.

The following WC facilities are also proposed:

- Changing Places cubicle at ground floor, dedicated for disabled adults and children.
- Consistent locations for WCs relating to specific function areas, such as public facilities, staff areas, Coroner's Court etc. This would help neurodiverse building users locate bathroom facilities.
- Blocks of general men's and women's WCs would include ambulant disabled cubicles. Separate all gender facilities would be provided across the scheme.
- Up to five wheelchair accessible unisex WCs on each floor serving different functional areas, such as events areas, staff areas, Coroner's Court and Registrar's facilities.
- Wheelchair accessible baby changing facilities.
- Accessible welfare points across the building.
- Staff welfare facilities including improved cycle parking and showers.

The additional measures proposed comprise:

- Areas of interface with the public, such as reception points, would have assisted listening systems, including induction loops, infrared systems.
- Wayfinding signage would be provided throughout the building.
- Internal lower ground courtyards would have improved surface paving to accommodate wheelchair users and disabled people in means of escape and also on visitor tours.

- Adjustments to grilles on main corridors to minimise traps for walking sticks and high heels.
- Where new doors are installed, they would be designed to fully accessible standards and doors would have improved closers to ease use.
- The creation of new accessible staircases at Cooper Street and Lloyd Street lift core.
- The upgrading of existing central staircase behind the Great Hall with new level treads laid over existing worn treads, contrasting nosings and second handrails.
- Second handrails on existing busy staircases and all key vertical circulation routes.
- Improved lighting levels on circulation areas including corridors and staircases.
- A means of escape strategy that includes wheelchair refuges close to evacuation lifts.
- Evacuation equipment for use on stairs would be provided on one section of the Princess Street stair and upper floor levels, where there is no level access to the evacuation lifts. However, this route would only be used in the event of a fire in the Cooper Street core.

The proposal would not adversely impact on any relevant protected characteristics in accordance with S149 (Public Sector Equality Duty) of the Equality Act 2010 and would greatly improve on the existing situation.

The proposals would therefore be consistent with sections 8 and 12 of the National Planning Policy Framework and Policies SO1, SO5, SP1, CC4, CC5, CC10, T1, T2 and DM1 of the Core Strategy for the City of Manchester and saved UDP policy DC14.2.

### **Crime and Disorder**

The improved event, retail and visitor centre uses would bring additional vitality to the area and provide useful information to visitors and others. The proposal includes measures included in a Crime Impact Statement carried out by Greater Manchester Police. A condition is recommended requiring the implementation of the crime impact statement.

Furthermore, the security strategy for the scheme has been developed in consultation with Greater Manchester Police's Counter Terrorism Unit.

In view of the above the proposal is consistent with section 8 of the National Planning Policy Framework, and policies SP1 and DM1 of the Core Strategy.

### **Green and Blue Infrastructure, Ecology and Biodiversity**

Ecological issues were identified relating to roosting bats and nesting birds which would be resolved via condition.

The report for the application for Albert Square (application referenced: 124918/VO/2019) confirms the biodiversity enhancements that would be

incorporated within the remaining surrounding public realm along with the additional green infrastructure.

Due to its Grade I Listed status and its design the building itself cannot contribute to biodiversity enhancements or green or blue infrastructure. However, with the existing biodiversity and green and blue infrastructure within St Peter's Square, the street trees on nearby and surrounding streets, the brown roof on the Town Hall Extension and the improvements to Albert Square the Town Hall complex as a whole makes a good contribution.

In view of the above the proposals are considered to be consistent with section 15 of the National Planning Policy Framework, and policies SO6, SP1, DM1, EN9 and EN15 of the Core Strategy.

### **Drainage**

There are no drainage proposals submitted within these applications, however a Flood Risk Assessment, Drainage Strategy and Drainage Maintenance Scheme have all been submitted.

The Town Hall is in Flood Zone 1 and is at low risk of flooding. It is not proposed to change the above ground strategy for the Town Hall and therefore the impermeable roof area would remain. The drainage scheme for the courtyard has been approved under Planning Permission 123631/VO/2019 and Listed Building Consent 123632/LO/2019.

Given the above and for reasons outlined elsewhere in this report in relation to the consistency of the proposal with the City's wider growth, regeneration and sustainability objectives, the development would be consistent with section 14 of the National Planning Policy Framework and Core Strategy policy EN14.

### **Climate Change Mitigation**

No on site car parking is proposed and the site would continue to be highly accessible by sustainable transport. There are cycle parking spaces within the lower ground floor of the Town Hall Extension for City Council employees. 64 spaces would be provided in Albert Square. The Framework Travel Plan (TP) sets out measures to reduce the transport and traffic impact of the development, including the provision of public transport, walking and cycling information. The Plan would encourage individuals to choose alternative modes over single occupancy car use.

Mitigation for climate change has been considered for both the construction and operational stages of the development and the building would be connected to the Manchester Civic Heat Network, which is projected to save more than 3,100 tonnes of carbon emissions in its first five years of operation, and the network is designed to enable future expansion, with efficiency and carbon savings increasing as more and more buildings join the network.

Due to its Grade I Listed status and its design the building itself cannot contribute to biodiversity enhancements or green or blue infrastructure. However, with the existing

biodiversity and green and blue infrastructure within St Peter's Square, the street trees on nearby and surrounding streets, the brown roof on the Town Hall Extension and the improvements to Albert Square the Town Hall complex as a whole makes a good contribution. The identified ecological are capable of being resolved by condition.

The improved drainage scheme for the courtyard has been approved under Planning Permission 123631/VO/2019 and Listed Building Consent 123632/LO/2019.

Overall subject to compliance with the above conditions it is considered that the proposals would aspire to a high level of compliance in terms of measures which can be feasibly incorporated to mitigate climate change for a development of this scale.

## **Conclusion**

The proposals would be consistent with national and local planning policy, and would promote a quality neighbourhood, economic development and sustainable travel patterns. They would greatly improve a public service and have many public benefits and would be consistent with GM Strategy's key growth priorities and meet the demands of a growing economy and population, in a well-connected location within a major employment centre. It would therefore help to promote sustained economic growth.

The proposals would have a beneficial impact on the Grade I Listed Town Hall and a beneficial to neutral impact on surrounding heritage assets. The proposals also represent sustainable development and would deliver significant social, economic and environmental benefits. It is considered, therefore, that, requirements of S66 and S72 of the Listed Buildings Act have been met. The overall impact of the proposed development including the impact on heritage assets would meet the tests set out in paragraphs 193, 196 and 197 of the NPPF.

It is considered that the submission has given sufficient information to assess the environmental impacts of the development and that, with the mitigation measures proposed and those already designed into the development, those impacts would not be significant or would be balanced out by the public benefits that the scheme would bring.

Given the above, it is considered that the proposal is in accordance with the City of Manchester's planning policies and regeneration priorities including the Adopted Core Strategy, the relevant Strategic Regeneration Frameworks and the Community Strategy, as well as the national planning policies contained within the National Planning Policy Framework and should be approved.

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



Protocol 1 Article 1, and Article 8 where appropriate, confer(s) a right of respect for a person's home, other land and business assets. In taking account of all material considerations, including Council policy as set out in the Core Strategy and saved policies of the Unitary Development Plan, the Director of Planning, Building Control & Licensing has concluded that some rights conferred by these articles on the applicant(s)/objector(s)/resident(s) and other occupiers and owners of nearby land that might be affected may be interfered with but that that interference is in accordance with the law and justified by being in the public interest and on the basis of the planning merits of the development proposal. She believes that any restriction on these rights posed by the 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 pro-active manner to seek solutions to problems arising in relation to dealing with the applications. This has included ongoing discussions about the need for more information and has included extensive pre application advice.

### **Conditions to be attached to the decision**

All conditions to be applied to the applications will be reported by Late Representations to allow time for further comments to be taken into account.

### **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 applications ref: 125552/VO/2019 and 125553/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:**

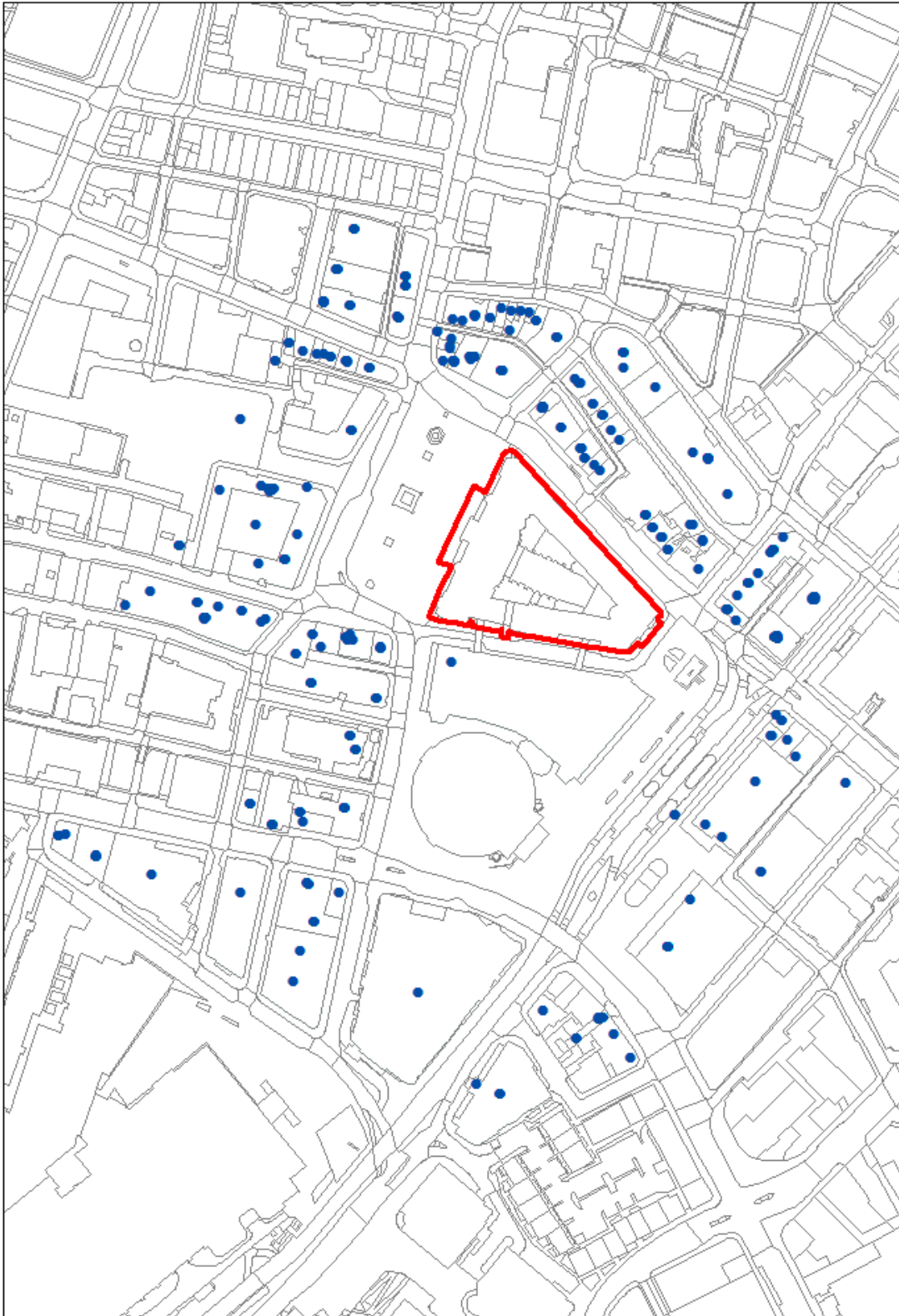
**Highway Services**  
**Environmental Health**  
**Corporate Property**  
**MCC Flood Risk Management**  
**Oliver West (Sustainable Travel)**  
**City Centre Regeneration**  
**Neighbourhood Services (Public Realm)**  
**Greater Manchester Police**  
**Historic England (North West)**  
**Environment Agency**

**Transport For Greater Manchester  
Greater Manchester Archaeological Advisory Service  
United Utilities Water PLC  
National Amenity Societies  
Counter Terrorism SA  
Greater Manchester Ecology Unit  
Greater Manchester Pedestrians Society  
Manchester Cavaille-Coll Organ Foundation  
Planning Casework Unit  
Electricity Northwest  
Cadent Gas Ltd**

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

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

|                                   |                           |
|-----------------------------------|---------------------------|
| <b>Relevant Contact Officer :</b> | Emily Booth               |
| <b>Telephone number :</b>         | 0161 234 4193             |
| <b>Email :</b>                    | e.booth@manchester.gov.uk |



□ Application site boundary ● Neighbour notification  
© Crown copyright and database rights 2020. Ordnance Survey 100019568

This page is intentionally left blank

| <b>Application Number</b> | <b>Date of Appln</b> | <b>Committee Date</b> | <b>Ward</b>    |
|---------------------------|----------------------|-----------------------|----------------|
| 124918/VO/2019            | 25th Nov 2019        | 16 January 2020       | Deansgate Ward |

**Proposal** CITY COUNCIL DEVELOPMENT Refurbishment and expansion of Albert Square public realm, including its continued use for temporary events and activities throughout the year; works to include: the installation of a new surface water drainage scheme, removal of existing trees and replacement tree planting and soft landscaping; installation of new lighting columns, wayfinding signage and street furniture; creation of new sloped access to the Town Hall entrances; highways and servicing access works, and associated works.

**Location** Albert Square, Manchester, M2 4JW

**Applicant** Manchester City Council, Town Hall, Albert Square, Manchester, M60 2LA,

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

## Introduction

This proposal is one of two related applications relating to Albert Square and the refurbishment of the Town Hall. There is a separate report on the agenda regarding the works to the Town Hall.

The public realm is an essential component of the Town Hall complex and should create an appropriate setting for the Town Hall and improve the functionality of Albert Square. The objectives for Albert Square and surrounding public realm proposals are as follows:

1. Create an enhanced destination and external setting for the Town Hall
2. Improve the function and operation of the Town Hall and Albert Square.
3. Protect and enhance the heritage assets including the Town Hall, Albert Memorial and monuments.
4. Improve access to and across the Square, and into the building. Improve entrance accessibility and remove trip hazards.
5. Provide high quality public and civic spaces that open up the city and provide places for people to meet and spend time.
6. Provide security measures appropriate to the use of the Square.
7. Consider opportunities to provide green space to enhance quality of life and achieve carbon reduction objectives.
8. Encourage walking, cycling and public transport use.

## Description

The application includes Albert Square, Lloyd Street, Mount Street, Southmill Street, Brazenose Street and Princess Street.

Albert Square is within the Town Hall Complex along with St Peter's Square, the Grade I Listed Town Hall, the Grade II\* Listed Central Library and Town Hall Extension and Library Walk. The Town Hall Extension and Central Library were extensively refurbished between 2010 and 2014 and St Peter's Square was redesigned between 2012 and 2017. The site includes adopted highways and footpaths of parts of Cooper Street, St Peter's Square, Lloyd Street, Princess Street, Central Street, County Street, Southmill Street, John Dalton Street, Clarence Street and Cross Street.

There would also be changes to the traffic signage, road markings and parking on streets including Jackson's Row, Lloyd Street, Mount Street, Southmill Street and Clarence Street.

The main area is within the Albert Square Conservation Area, with the wider site works also affecting the St Peter's Square, Deansgate, St Ann Square and Upper King Street Conservation Areas. The Grade I Listed Town Hall; the Grade II\* Listed Town Hall Extension, Central Library and Cenotaph, 1-3 Southmill Street and 2-4 Mount Street; and the Grade II Listed Friends Meeting House and 16, 18 and 20 Albert Square, 1 Albert Square, 61 Cross Street, 8-6 Clarence Street, 31 Princess Street and 61-75 Princess Street and 18-22 Lloyd Street are located adjacent to the site.

The adjacent Grade I Listed Manchester Town Hall opened in 1877, and is considered to be one of the masterpieces of Victorian Neo-Gothic architect, Alfred Waterhouse. Many aspects of the building are showing their age and studies show that some elements are reaching their natural lifespan and are in need of attention.

There are listed structures within Albert Square including the Grade I Listed Albert Memorial and the Grade II Listed Fraser's Statue, Jubilee Fountain, Bright's Statue, Heywood's Statue and Gladstone's Statue. The Albert Memorial was also designed by Alfred Waterhouse and is an elaborate 73 foot tall Gothic enclosure with a marble statue in the centre. The condition of the Memorial has deteriorated and needs attention.

Albert Square was formed around 1877 and its original character was open with free movement. However, it quickly became an island dominated by traffic and the fabric of the square has seen considerable change and replacement.

The listed structures have been located in the area that became Albert Square since 1867, the first being the Albert Memorial and the last addition being the last being Gladstone's Statue. The Jubilee Fountain returned to The Square from Heaton Park in 1997.

Despite the improvements to The Square in the 1980's, there is still intrusive traffic which restricts movement and creates a barrier. The concrete hostile vehicle mitigation barriers detract from the significance of the Square. Throughout the year Albert Square caters for a wide variety of events, and its surface is subjected to regular HGV trafficking and high vehicle point loadings. Despite this, it makes a positive contribution to the surrounding Conservation Area and the City's image.

It is Manchester's primary civic space, which is used as a gathering and social space and is frequently used for civic functions, cultural and seasonal events including:

- Manchester Day Parade.
- Remembrance Sunday.
- Christmas Lights Switch On.
- Manchester International Festival
- Manchester Jazz Festival.
- Manchester Food and Drink Festival.
- Manchester Christmas Markets.
- Chinese New Year.
- Diwali.
- Oktoberfest.
- Spanish Festival.
- Cityride cycling.
- Manchester Half Marathon.
- Armed Forces Day.
- Irish Festival.

A Traffic Regulation Order (TRO) in front of the Town Hall would be retained to retain full pedestrian access during events in the Square.

Surrounding uses include retail, offices, hotels, bars, restaurants, financial and professional services and cafes and there is external seating outside many of the surrounding leisure uses.

Planning and Listed Building Consent (applications ref: 125552/VO/2019 and 125553/LO/2019) are relevant to this application and are due to be considered at the Planning and Highways Committee on 17 January 2020. These applications would allow the restoration and refurbishment of Manchester Town Hall to facilitate its continued use as the primary civic building in Manchester, incorporating Council offices, civic spaces, Coroner's Courts and accommodation, state rooms and back-of-house support functions, together with ancillary functions, including events, visitor tours, cafe, visitor space and retail area (Sui Generis Use); works to include: revised entrance arrangements including new slopes to Albert Square and Cooper Street entrances; upgrade of catering facilities; roof works; new services, plant and equipment; installation of new building lighting; and associated works.

There is a small area of overlap with this application comprising the extent of land required to deliver the proposed new entrance slopes to the Albert Square and Cooper Street entrances of the Town Hall.

Planning Permission is sought for the reconfiguration and redesign of Albert Square, comprising the following:

- The pedestrianisation of Albert Square between Lloyd Street and John Dalton Street and Lloyd Street and Princess Street and Mount Street between Lloyd Street and Southmill Street to all traffic. Albert Square would only be

accessible to emergency vehicles, service vehicles and vehicles required to set up the events in the Square.

- Resurfacing of the Square with natural stone with a smooth sawn, flamed or fine picked finish that is compliant with British Standards for slip resistance, to include Portuguese granite, Burlington (Cumbrian) stone and Scottish green schist.
- Cobbles reused on Mount Street and other areas.
- Yorkstone paving lifted and relayed,
- 21 trees replaced with 25 new trees. 2 of the additional trees would be in Albert Square and 2 on Princess Street. 9 trees would be retained, including 4 of the London Plane Trees that were planted in the 1960s.
- Electronic bollards on Mount Street, Brazenose Street, Princess Street, Cooper Street and Southmill Street.
- Raised planting beds along Princess Street.
- 10 high level lighting columns (14m tall) and 4 lower level columns around the edges of the Square incorporating CCTV, catenary fixing and power, low level data connectivity, Wi-Fi and anemometer.
- Ground luminaires in the paving to illuminate the monuments and planting in the Square.
- Two lighting totems adjacent the Fountain.
- Lighting integrated into seating.
- The entrance steps at the Albert Square entrance to the Town Hall would be overlaid to create a 1:24 gradient to allow inclusive access through the primary entrance. The steps and slope would be granite and Burlington Stone.
- The Cooper Street entrance would be reopened and the pavement extended to allow a 1:21 ramp to be installed to create inclusive access.
- The existing ramp on Lloyd Street would have an improved gradient.
- All existing street furniture including seating, cycle stands, and litter bins would be removed.
- 10 large seating plinths with hard wood timber tops would be installed in the perimeter of the Square.
- Seating provided within the planting areas and along the moat.
- Taxi ranks relocated to Central Street via Mount Street and Clarence Street.
- 32 new cycle stands, providing 64 spaces for cycle parking with the option to accommodate more cycle spaces in the future to be located within the perimeter zones of the Square.
- Wayfinding totems at key arrival and orientation points.
- The height of the kerb on Lloyd Street reduced with a contrasting colour.
- Loading bays set back from the carriageway on Mount Street and Lloyd Street.
- The removal of the existing hostile vehicle mitigation barriers.

In support of the overall proposals, the applicants have stated the following:

The public realm contributes to the project objectives by improving the functionality of Albert Square as a civic space for events; and, creating a wholly accessible space for all users to feel comfortable moving through.



The investment would support investment and job creation nearby. This design is informed by site intrusive and due diligence surveys including the condition of hard landscaping, trees and locations of existing utilities' servicing routes.

The design has been defined by thorough investigation of the space and through the numerous stakeholder engagements, consultation events and design workshops.

The removal of traffic would substantially increase the size of the Square from 5,570 sq.m to 8,600 sq.m.

Albert Square would continue to be civic space capable of hosting a range of events and activities.

The proposals have been based on a thorough understanding of the historic significance of the Site.

### **Land Interest**

The City Council has a land ownership interest in the site and Members are reminded that in considering and determining these applications they are discharging their responsibility as Local Planning Authority and must disregard the City Council's land ownership interest.

### **Consultations**

Publicity – The application was advertised in the local press as affecting the setting of a listed building and as affecting a conservation area, affecting a right of way and as being a major development. Site notices were displayed on site and letters sent to surrounding occupiers. 2no. responses have been received and are summarised as follows:

The first believes this is exactly what Albert Square, the Town Hall and Manchester deserves. A proper European square and a large section of uninterrupted, pedestrianised and high quality public space from Spinningfields all the way up through Lincoln Square, Albert Square and into St Peter's Square. However, vehicles should not drive on the square at any time. The paving in St Peter's Square is damaged quite severely in places because of vehicles parking on it. Deliveries should park up on the periphery and a new access strategy should be devised which means minimal damage is done to the new paving flags.

The second is opposed to the removal of trees and the replacements proposed. This is a terrible and lazy solution to landscaping in a time when we're desperately trying to engage with a climate change emergency. This seems like a big step back despite the project removing cars from the area.

The existing trees should be kept and more planted to benefit the environment and peoples overall well-being. It would be much more encouraging to hear this is being changed in an overall positive project.

I would also like to recommend the full pedestrianisation of Lloyd Street. This quite stunning thoroughfare exhibits some of Manchester's best architecture. I would like to see small restaurant/bar units encouraged here to pull tourists in - possibly in the form of a market? This would be quite a stunning location for such a thing and would inevitably draw people in and leave people with a positive impression of Manchester.

**Historic England** – Manchester's Grade I listed Town Hall embodies the city's pride, a clear gesture of the power and wealth derived from industry in the 19th century. The Albert Square allows the building to be appreciated, but also to allow the public to gather to mark significant events. The space forms a key part of the Albert Square Conservation Area.

The current proposal would remodel Albert Square to create a larger area, better used as a public events space, whilst creating an attractive setting to the listed Town Hall and statues within the square. The square would remain largely hard standing, laid in natural stone, whilst there would be new carefully located trees and planters, which would be positioned to help frame key views of the Town Hall and improve the context of the statues. These elements would help guide the movement of people, delineate the public space along Princess Street, as well as providing safety measures.

One of the main drivers for change is the removal of the roadways to allow greater levels of pedestrian movement. We consider the removal of the highway is a highly positive step which helps to create a more people focused space, underpinning the fundamental significance of the square.

The scale and ambition of the works proposed has required extensive pre application discussions, in which Historic England has been involved alongside a team of fellow specialists ranging from the project architects to the Victorian Society. The present application is a result of those detailed discussions, which have shaped and influenced the designs to ensure that the significance of the assets and there setting is sustained and enhanced.

Historic England considers that the public realm scheme for Albert Square has been carefully considered to create a space that sustains the contribution setting makes to the significance of the identified assets including Manchester Town Hall and the Albert Memorial and we have no objection to the application.

**The Victorian Society** – Note that the scheme has some positive aspects including the pedestrianisation of most the Square and the removal of vehicular traffic. This allows the Square to be defined by buildings and will eliminate the contrast in materials. The opportunity has been taken to push street furniture towards these edges and consideration has been given to the visibility of the Town Hall.

The ramps would have a small adverse effect on the significance of the Town Hall but are a good response to the access needs. The value of these parts of the proposals is compromised, however, by other aspects of the scheme, as follows:

The surface treatment is fussy. None of the setts are from local sources and the diagonal banding pattern would distract attention from the surrounding buildings and

draw unwanted attention to the irregular shape of the square and the arrangement of the monuments. The justification for this is weak and does not draw pertinent lessons from the Town Hall, which shows what can be achieved with a single material, handled consistently with confidence and skill.

The choice of materials concerns them greatly. The setts are from Portugal, Cumbria and Scotland. None is local, and there is no meaningful precedent for using them here in such a large expanse. The materials of a place both reflect and inform its character, and these stones show a lack of consideration for what makes Manchester special. It is doubtful that shipping large quantities of granite from Portugal is ecologically sustainable.

The entrance ramps negotiate the transition between Waterhouse's building and the new public realm, and must do so with great tact and subtlety. They consider that the Scottish Green Schist would be intrusive. They seek assurances that the wrought iron for the railings is not substituted for mild steel, which is commonly substituted in modern work. The hardwood for the handrails may not be sustainable or appropriate in a historical built context where there is a preponderance of Oak and Fir.

The planting is the most disappointing aspect of the public realm proposals which would detract from the positive aspects of the scheme. The trees and planting beds intrude upon the openness of the square, compromise the hard quality of the streetscape, complicate the simplicity of the forms and materials, and will be a heavy future maintenance burden. The planting would make no difference to air quality, or to make any meaningful contribution to the absorption of carbon dioxide. Whilst more green space is needed in Manchester, the planting proposed is a token response. The proper provision of a new park might address but the provision of a few beds on the north side of Albert Square will not. The security requirements for the Square and the Town Hall could be achieved by carefully and thoughtfully designed bollards.

They understand the requirements for these totems, but consider their design somewhat brutal. They are extremely tall, and will affect the character of Albert Square greatly; there is a clear risk that they will compete for dominance with the Albert Memorial and the other statues in the square.

It is overwhelmingly important to consider communal and social character. Manchester is one of Europe's most significant and dynamic cities, and the documents quite rightly refer to major public spaces in other cities around the continent as exemplars. The phrase once in a lifetime opportunity has a proper application here. An acceptable scheme must be of the highest quality and celebrate what is unique to Manchester. The scheme for Albert Square could be anywhere and doesn't reflect the unique qualities of the space. Manchester deserves better, and are convinced that these proposals are given approval it will be a matter of much later regret,

The Victorian Society is explicitly not registering a formal objection in this response. We cannot support the proposals, however, and want to take this opportunity to urge your authority to reconsider. The scheme for Albert Square represents a serious error, one which will detract from the success of the Our Town Hall project and will have a lasting effect on the qualities of Manchester's most important public space.

**Twentieth Century Society** – No comments received

**The Ancient Monuments Society** – No comments received

**The Georgian Group** – No comments received

**The Society for the Protection of Ancient Buildings** – No comments received

**The Council for British Archaeology** – No comments received

**Guide Dogs for the Blind Association** - Are concerned about the creation of a shared space for cyclists and pedestrians. These spaces rely on vision to inform pedestrians of obstacles, including cyclists, which allows them to move out of the way or navigate around an obstacle. The majority of people with sight loss cannot take evasive action to prevent a collision.

The ‘Share with Care’ principle principally relies on visual cues between cyclists and pedestrians as to who will have priority and which direction each will travel to avoid a collision. Many people with a visual impairment will not be able to note such cues making collisions more likely.

The intention for Albert Square to cease to be the primary cycle route between Mount Street and Cross Street, with routes along Quay Street and Princess Street being promoted as alternatives. Is a useful aim, but there are no physical features would encourage this. Therefore, it is possible, if not probable, that it will continue as the primary route, as it will continue to be an attractive short cut. Also, Albert Square will still be the main route for those accessing offices adjacent and the central shopping district. Therefore, the issue that there are no ‘safe spaces’ for pedestrians, including people with sight loss, remains.

The submission indicates that design features used in St. Peter’s square will be utilised for the development of Albert Square with respect to cyclists and pedestrians both having the freedom of the square. Unfortunately, a number of our Guide Dog Owners have had significant issues navigating and utilising St. Peter’s Square, due to its design.

The consultation exercise which was conducted earlier this year included GM Coalition of Disabled People, Manchester Disabled People’s Access Group and the Disabled Young People’s Group. Whilst these groups may include people who have a visual impairment, it appears that no organisations belonging solely to the sight loss sector were involved in the consultation. Therefore, whilst many issues were raised, there was no opportunity to widen the consultation to include organisations whose policy positions are informed by the lived experience of hundreds of people living with sight loss.

These are the major concerns, but this is not exhaustive. We also have concerns regarding other areas of the scheme, including the design of the security bollards and how wayfinding will work across the scheme and what the key reference points will be for the purpose of orientation.

**City of Trees** - Objected about the loss of trees, but have advised that discussions are on-going to resolve these concerns.

**United Utilities** – No comments received.

**Electricity North West** – No comments received

**Cadent Gas** – No comments received

**The Wildlife Trust** – No comments received

**The Environment Agency** – No comments received.

**Greater Manchester Archaeological Advisory Service** – Advised that an archaeological watching brief has been undertaken by Salford Archaeology during exploratory works in Albert Square. This shows that archaeological interest is limited due to services and other previous ground moving operations and further archaeological mitigation is not required.

**Greater Manchester Police (Design for Security)** – Recommend a condition to reflect the physical security specifications set out in the Crime Impact Statement.

**Greater Manchester Police (Counter Terrorism)** – No comments received.

**Greater Manchester Ecology Unit** – Commented as follows:

There are unlikely to be any ecological issues associated with this development. Issues relating to nesting birds and landscaping can be resolved via condition and or informative.

#### Nesting Birds

There are a number of semi-mature trees that provide theoretical but low risk bird nesting habitat. I recommend that an informative to address this is applied to any permission.

#### Contributing to and Enhancing the Natural Environment

Section 170 of the NPPF 2018 states that the planning system should contribute to and enhance the natural and local environment. The Square has negligible ecological value, the only interest being the non-native trees around the square. Mitigation should be provided for any that are removed. The addition of bird boxes within each group to be retained i.e. 2 bird boxes. The existing plans can be conditioned with a condition requiring 2 bird boxes on retained trees to provide enhancement.

**Greater Manchester Pedestrians Society** - No comments received.

**Transport for Greater Manchester** – Metrolink have confirmed that acceptability of the Construction Management Plan and recommend a condition to require this to be implemented.

**Head of Regulatory and Enforcement Services (Contaminated Land)** – A verification report is required to validate that the work undertaken conforms to the remediation statement and a low permeability hard standing has been provided.

**Highway Services** –The proposed public realm scheme removes general through traffic from Albert Square, whilst maintaining access for servicing, events, emergency vehicles and general maintenance. The changes are subject to a S247 stopping up closure being granted.

The removal of pay and display bays will be subject to commuted sums, this should be agreed with Manchester Parking as part of the Section 278 process. The relocation of the taxi ranks will require new TROs.

The bollards and other edge protection measures should be agreed as part of the proposed Section 278 agreement and will be subject to commuted sums for ongoing maintenance. A management strategy for the use of the bollards should also be conditioned should planning approval be granted.

A Servicing Management Plan is required to ensure that all businesses can safely and efficiently access various loading areas around and within the Square. This should ensure that there are sufficient loading bays for all servicing requirements.

A S278 agreement will be required for all amendments to the adopted highway which would need to be funded by the applicant. If non-standard materials are used in the adopted highway a commuted sum would be required as part of the S278 agreement. Trees on the adopted highway the trees would require commuted sums and should maintain a minimum 2.0m footway.

The Highways preference is for open channel drainage in Albert Square which should be clarified prior to planning approval being granted.

The CMP will need to be conditioned.

**Head of Neighbourhood Services (Public Realm)** – No comments received

**Head of Manchester City Galleries** – Requested definitive confirmation of the proposals for Adrift.

**The City Arboriculturist** – No comments received

**Corporate Property** – No comments received

**City Centre Regeneration** –The proposed paving sample in terms of colours with a blend of buff and grey coloured granite would require constant maintenance, which is inappropriate. Albert Square is planned to be a major events space we do not consider that the proposals are appropriate for this type of use. We would therefore like to see other more practical options developed, which may include darker materials.

We also have concerns in relation to the proposed bollards. Whilst we understand the need for secure line at the entrances to the public space, we believe that there is an over-emphasis on the use of bollards and trees, planting and street furniture could achieve the same effect without the detrimental impact.

The specifications for the active bollard locations need to be worked up with the City Council's Public Realm Team to ensure that the right solutions are found. There is an opportunity to remove the proposed bollards between Brazennose Street and Albert Square by coordinating the design with the Lincoln Square scheme. Both schemes need to be compatible and could be managed by one contract.

**City Galleries** – No comments received.

**Parks, Leisure and Events** – No comments received.

**Manchester Historic Buildings and Conservation Areas Panel** - The Panel praised the subtlety of elements of the scheme such as the continuity of patterns and materials, but felt that the treatment of the edges of the square needed further work. They asked that greater consideration and rationalisation be given to the siting and design of elements such as the bollards, cycle parking, lighting totems, planting areas and trees as these have had an impact on the quality of the space.

## Issues

### Relevant Local Policies

#### Core Strategy

The proposals are considered to be consistent with Core Strategy Policies SO1 (Spatial Principles), S02 (Economy), S05 (Transport), S06 (Environment), SP1 (Spatial Principles), EC1 (Land for Employment and Economic Development), CC1 (Primary Economic Development Focus (City Centre and Fringe), CC4 (Visitors – Tourism, Culture and Leisure), CC5 (Transport), CC8 (Change and Renewal), CC9 (Design and Heritage), CC10 (A Place for Everyone), T1 (Sustainable Transport), T2 (Accessible Areas of Opportunity and Need), EN1 (Design Principles and Strategic Character Areas), EN3 (Heritage), EN4 (Reducing CO2 Emissions), EN8 (Adaptation to Climate Change), EN9 (Green Infrastructure), EN14 (Flood Risk), EN15 (Biodiversity and Geological Conservation), EN16 (Air Quality), EN17 (Water Quality), EN18 (Contaminated Land), EN19 (Waste) and DM1 (Development Management).

The Core Strategy Development Plan Document 2012-2027 was adopted in July 2012 and is the key document in the Local Development Framework. It sets out the long term strategic planning policies for Manchester. A number of UDP policies have been saved until replaced by further development plan documents to accompany the Core Strategy. Planning applications in Manchester must be decided in accordance with the Core Strategy, saved UDP policies and other Local Development Documents. The adopted Core Strategy contains a number of Strategic Spatial Objectives that form the basis of the policies contained therein, as follows:

SO1. (Spatial Principles) – This is a highly accessible location and traffic would be removed and tree and soft landscaping would be increased.

SO2. (Economy) – The scheme would provide construction jobs in a highly accessible location. It would also provide improved event space.

SO5. (Transport) – The development would be highly accessible, reducing the need to travel by private car and would make the most effective use of public transport.

SO6. (Environment) – The design would protect and enhance the natural and built environment and use natural resources sustainably. It would help to: mitigate and adapt to climate change; support biodiversity and wildlife; improve air, water and land quality; improve recreational opportunities; and ensure that the City is inclusive and attractive.

Policy SP 1 – Spatial Principles – Albert Square would be well-designed, make a positive contribution to the safety and wellbeing of residents and consider the needs of the community.

Policy CC1 – Primary Economic Development Focus: City Centre and Fringe – The proposals would provide an improved leisure, cultural and tourism space and would contain listed structures.

Policy CC4 – Visitors, tourism, culture and leisure - The proposals would improve facilities for visitors residents and business and would improve the Square.

Policy CC5 – Transport – Cars and buses would be removed from Albert Square providing a safe pedestrianised environment. The proposals have been designed to integrate with current and future public transport services.

Policy CC8 - Change and Renewal – The pedestrianisation would improve the accessibility and legibility of the area and improve access.

Policy CC9 – Design and Heritage – The proposals would enhance setting of the listed and historic buildings surrounding the Square and those within it. They would enhance the character and appearance of the Conservation Area through the introduction of high quality natural surface treatments, the use of coordinating features, the consistency of treatment through the square and on surrounding routes, the integration of services, the opening up of view of listed building and structures and the removal of vehicular traffic from the Square.

There would be a temporary negative impact on the setting of the listed buildings and the character of the conservation areas during the construction works which would be justified by the benefits of the proposals.

Policy CC10 - A Place for Everyone – The proposals would appeal to a wide range of residents and visitors.

Policy T1 – Sustainable Transport – The proposal would improve the pedestrian environment and would improve access to surrounding public transport services.



Traffic would be removed from the Square with servicing operations, taxi ranks and bus routes relocated.

Policy T2 - Accessible Areas of Opportunity and Need – Albert Square is accessible to all forms of sustainable transport including walking, cycling, buses, the tram and heavy rail.

Policy EN1 - Design Principles and Strategic Character Areas - The proposal would enhance the City's image. It respects the City's heritage and would enhance the open space and improve permeability.

Policy EN 3 – Heritage – The proposal would enhance the setting of surrounding listed and historic buildings and listed structures. They would enhance the character and appearance of Albert Square and the conservation areas.

There would be a temporary negative impact on the setting of the listed buildings and the character of the conservation areas during the construction works which would be justified by the benefits of the proposals.

The construction works are unlikely to have an adverse impact on archaeological remains; and mitigation measures would be in place should material of archaeological interest be found.

EN4 (Reducing CO2 Emissions) – The materials would be durable and able to withstand the function and use of the Square. The existing hard landscaping would be re-used in the area.

EN8 Adaptation to Climate Change - The site is in Flood Zone 1 and has a low probability of flood risk from fluvial and tidal sources, as well as groundwater and reservoir and canal sources. The drainage solution includes an underground attenuation tank and planting areas to the Princess Street edge, with surface water directed to them. The attenuation will be calculated based upon a 1 in 100-year storm event plus 40% increase to allow for Climate Change

The number would increase from 30 to 34. 300 sq.m. of soft landscaping would incorporate improved biodiversity and enhanced wildlife habitats allow the trees and soft landscaping to link to established wildlife corridors forming links between recent landscaping enhancement at St. Peter's Square and Brazenose Street.

The Environmental Management System in the Construction Management Plan would minimise impacts through registration with the Considerate Constructor Scheme, implementation of pollution prevention policies; and, implementation of a Sustainable Procurement Plan to ensure key materials are responsibly sourced. The materials would be durable and able to withstand the function and use of the Square and include the reuse of existing materials.

EN9 Green Infrastructure - The development would increase the quantity, quality and multiple function of green infrastructure. The street trees and planting beds are part of the draining solution and the soft landscaping would link to established and proposed wildlife corridors.

EN14 Flood Risk - The Site is in Flood Zone 1 with a low probability of flood risk from fluvial and tidal sources, as well as groundwater and reservoir and canal sources. The drainage solution includes an underground attenuation tank and surface water would be directed to the planting areas on Princess Street. The attenuation will be calculated based upon a 1 in 100-year storm event plus 40% increase to allow for Climate Change

Policy EN15 – Biodiversity and Geodiversity - The number would increase from 30 to 34. 300 sq.m. of soft landscaping would incorporate improved biodiversity and enhanced wildlife habitats allow the trees and soft landscaping to link to established wildlife corridors forming links between recent landscaping enhancement at St. Peter's Square and Brazennose Street.

An ecology report concludes that no potential roosting features have been identified for bats and that there are no nesting birds in existing trees. No works would take place to trees during bird nesting season (March to September). If works are required during this time, then a suitably qualified ecologist would undertake a site walkover in advance of works commencing.

EN16 Air Quality – All through traffic would be removed from the Square. 64 cycle parking spaces would be provided in the public realm. The proposals would improve linkages for pedestrians and cyclists.

Policy EN17 Water Quality – The development would minimise surface run off and maximise the use of appropriate sustainable drainage systems.

Policy EN18 Contaminated Land and Ground Stability – A Phase 1 and 2 Ground Conditions report has been submitted and the condition recommended by Environmental Health should be applied.

Policy EN19 Waste – Waste classification would be confirmed prior to disposal by the receiving landfill, under Duty of Care. Any hazardous or inert material would have WAC analysis to confirm appropriate landfill class. Earthworks would be undertaken in accordance with a Material Management Plan in accordance with the CL: AIRE, 2011 Waste Code of Practice.

MCC would issue requirements to all users who hold events in the space. This would include requirements for how the Square must be kept during the event, the methods for waste removal and how the requirements would be measured. The plan should demonstrate how the waste disposal would have minimal impact on the environment and promote sustainability.

Policy DM1 (Development Management) – This policy sets out the requirements for developments and outlines a range of general issues that all development should have regard to. Of these the following issues are or relevance to this proposal:

- Appropriate siting, layout, scale, form, massing, materials and detail;
- Design for health;
- Adequacy of internal accommodation and amenity space.

- Impact on the surrounding areas in terms of the design, scale and appearance of the proposed development;
- That development should have regard to the character of the surrounding area;
- Effects on amenity, including privacy, light, noise, vibration, air quality and road safety and traffic generation;
- Accessibility to buildings, neighbourhoods and sustainable transport modes;
- Impact on safety, crime prevention and health; adequacy of internal accommodation, external amenity space, refuse storage and collection, vehicular access and car parking; and
- Impact on biodiversity, landscape, archaeological or built heritage, green Infrastructure and flood risk and drainage.

The application is considered in detail in relation to the above issues within this report and is considered to be in accordance with this policy.

**Unitary Development Plan** -The following saved policies of the Unitary Development Plan for the City of Manchester (UDP) are of relevance to these applications:

Saved Policy DC18.1 Conservation Areas - The use of high quality paving, the coordination of features, the consistency of treatment through the square and on surrounding routes, the integration of lighting into street furniture and the removal of vehicular traffic from Albert Square would enhance the setting of the character and appearance of the affected conservation areas.

Saved Policy DC19.1 Listed Buildings - The improvements identified above would enhance the setting of the Town Hall, Town Hall Extension, Central Library, Albert Memorial and other surrounding listed and historic buildings.

Saved Policy E3.4 Environmental Improvement and Protection - The proposals would provide a network of safe and attractive linear spaces and link and make better use of an appropriate area of open space.

Saved Policy DC26.1 and DC26.5 (Development and Noise) – Acoustic assessments have been submitted.

### **Relevant National Policy**

The National Planning Policy Framework sets out Government planning policies for England and how these are expected to apply. The NPPF seeks to achieve sustainable development and states that sustainable development has an economic, social and an environmental role (paragraphs 7 & 8). Paragraphs 10, 11, 12, 13 and 14 of the NPPF outline a "presumption in favour of sustainable development". This means approving development, without delay, where it accords with the development plan. Paragraphs 11 and 12 state that:

“The presumption in favour of sustainable development does not change the statutory status of the development plan as the starting point for decision making. Where a planning application conflicts with an up-to-date development plan

(including any neighbourhood plans that form part of the development plan), permission should not usually be granted. Local planning authorities may take decisions that depart from an up-to-date development plan, but only if material considerations in a particular case indicate that the plan should not be followed.”

The proposed development is considered to be consistent with sections 6, 7, 8, 9, 11, 12, 14, 15 and 16 of the NPPF for the reasons outlined below:

Section 6 – (Building a strong and competitive economy) – The proposal would support economic growth and create jobs and prosperity through construction and maintenance works.

Section 7 (Ensuring the Vitality of Town Centres) - The proposal would improve the character and appearance of the conservation area and the setting of the surrounding listed buildings encouraging further investment in the locality including the reoccupation of vacant properties.

Section 8 (Promoting healthy and safe communities) – The proposals would remove traffic from the square, including the associated fumes. The Square would be fully accessible and inclusive and the proposals include fully inclusive access into three Town Hall entrances. Enhanced security measures are proposed to make the Square safer and more secure. These benefits would also be maintained during events through a management strategy.

Section 9 (Promoting Sustainable Transport) – This site is close to Victoria, Piccadilly and Oxford Road railway stations, St Peter’s Square Metrolink Station, Metroshuttle Services and bus routes on Oxford Road and Deansgate. The development would be sustainable and would contribute to wider sustainability and health objectives and would give people a choice about how they travel. The Square would continue to be easily accessed by sustainable transport methods, including all forms of public transport, walking and cycling and would create an improved environment for pedestrians and cyclists due to the removal of vehicular traffic from the Square.

Section 11 (Making Effective Use of Land) – The proposal includes an improved drainage solution and the extension of vehicle free public open space.

Section 12 (Achieving Well-Designed Places) – The proposals would result in public realm of a high quality. The development would improve connections with local communities and be integrated into the natural, built and historic environment and would be fully inclusive.

Section 14 (Meeting the challenge of climate change, flooding and coastal change) – The site is in flood risk zone 1 and therefore has a low risk of flooding. Additionally, the proposal includes an improved drainage solution.

Section 15 (Conserving and enhancing the natural environment) - The potential risks of various forms of pollution, including ground condition, have been considered. The proposals, with appropriate mitigation measures, would not have any significant adverse impacts on the natural environment and includes measures to protect and

enhance the natural environment. The proposals increase the number of trees that currently exist in the location throughout the square and on surrounding streets. They would also provide 300 sq.m. of soft landscaping, which equates to 3% of the overall area of the new pedestrian square (excluding the area beyond the Princess Street kerb line).

Section 16 (Conserving and Enhancing the Historic Environment) - The site is within the Albert Square Conservation Area and would affect the setting of the Grade I Listed Town Hall and Albert Memorial, the nearby Grade II and II\* listed buildings and sculptures and the non-designated heritage assets. The applicant has submitted a heritage statement that assesses the impact on the surrounding heritage assets. The proposal would have a beneficial impact on the setting of the surrounding heritage assets. This enhancement would be achieved through the introduction of high quality natural surface materials, the use of coordinating features, the consistency of treatment through the square and on surrounding routes, the minimised impact of trees, the integrated services, the increased amount of soft landscaping and the removal of vehicular traffic from the Square.

There would be a temporary negative impact on the setting of the surrounding heritage assets during the construction works, however this would be temporary and justified by the benefits of the proposals.

The construction works also have the potential to have adverse impacts on archaeological remains, however mitigation measures would be in place should material of archaeological interest be found.

**The Guide to Development in Manchester SPD** – This Supplementary Planning Document supplements guidance within the Adopted Core Strategy with advice on development principles including on design, accessibility, design for health and promotion of a safer environment. The proposals comply with these principles where relevant.

**Manchester City Centre Strategic Plan** - The Manchester City Centre Strategic Plan presented a vision for the City Centre and set out the strategic action required to work towards achieving this over the period from 2015 – 2018. This document remains relevant until superseded by a new strategic plan for the City Centre.

The Plan considers the contribution to be made towards achieving the overall vision by each of the district components of the City Centre and recognises the key role of Manchester City Centre in providing a positive image and framework for inward investment and explains that its continued strong economic performance within a high quality urban environment will be fundamental to the prosperity of both Manchester and its city region.

The application site falls within the area designated as the Central Business District and is located with the Civic Quarter. This area is home to a wide range of companies of varied sizes across a range of business sectors and is fundamental to the City remaining a business destination. The key priorities for this area are:

- Encouraging the supply of more Grade A floor space, particularly through supporting the delivery of commercial developments around the Civic Quarter.
- Co-ordinating the major transport work in the area with the commercial and public realm developments taking place.
- Implementing a strategy to continue to attract major conferences to Manchester Central. Investigating and encouraging further development and investment at the centre, including the Radisson Blu Hotel's plans for the Theatre Royal on Peter Street.
- Delivering the landmark St Michael's development, which includes proposals for a range of uses, including commercial, residential, retail and leisure amenities.
- Working with partners to finalise regeneration proposals, and bring forward development at the Grade II Listed Great Northern Warehouse.
- Delivering the Peterloo Memorial within the Civic Quarter prior to the 200th anniversary of the event.

The proposed development would support the delivery of these priorities, including by providing enhanced public realm and improved events space within the Civic Quarter and improved connectivity across the Square and to the above sites.

**Manchester Residential Quality Guidance (July 2016) (MRQG)** – The City Council's has endorsed the Manchester Residential Quality Guidance which is now a material planning consideration. The document provides specific guidance for Manchester and includes a section on the consideration of how to animate streets and spaces.

It states that residential design should always make a positive contribution to Manchester's streets and spaces to make *a safe and inviting place for everyone*

It sets our requirements for well-considered public realm as an integral as part of all new residential developments and is critical in ensuring that Manchester's neighbourhoods are attractive, vibrant and successful.

It states that the design of the public realm can have a significant impact upon how spaces between buildings are used, on who uses them and also how frequently.

During the day, street furniture encourages adaptable and flexible use, encouraging people outside and helping to establish a sense of place. In the evening, lighting has a significant part to play in ensuring that neighbourhoods, blocks and streets function well and feel safe.

It stresses the importance of ensuring that public realm is designed with management and maintenance in mind. Without successful management, well designed spaces can have the tendency to have a negative impact on the environment and by association, the people and community that surround it.

The proposal is broadly in keeping with the aims and objectives set out in the guidance.

## **Climate Change**

**Our Manchester Strategy 2016-25** – sets out the vision for Manchester to become a liveable and low carbon city which will:

- Continue to encourage walking, cycling and public transport journeys;
- Improve green spaces and waterways including them in new developments to enhance quality of life;
- Harness technology to improve the city’s liveability, sustainability and connectivity;
- Develop a post-2020 carbon reduction target informed by 2015's intergovernmental Paris meeting, using devolution to control more of our energy and transport;
- Argue to localise Greater Manchester's climate change levy so it supports new investment models;
- Protect our communities from climate change and build climate resilience

**Manchester: A Certain Future (MACF)** is the city wide climate change action plan, which calls on all organisations and individuals in the city to contribute to collective, citywide action to enable Manchester to realise its aim to be a leading low carbon city by 2020. Manchester City Council (MCC) has committed to contribute to the delivery of the city’s plan, and set out its commitments in the MCC Climate Change Delivery Plan 2010-20.

**Manchester Climate Change Board (MCCB) Zero Carbon Framework** - The Council supports the Manchester Climate Change Board (MCCB) to take forward work to engage partners in the city to address climate change. 1.3 In November 2018, the MCCB made a proposal to update the city’s carbon reduction commitment in line with the Paris Agreement, in the context of achieving the “Our Manchester” objectives and asked the Council to endorse these ambitious new targets.

**The Zero Carbon Framework** - outlines the approach which will be taken to help Manchester reduce its carbon emissions over the period 2020-2038. The target was proposed by the Manchester Climate Change Board and Agency, in line with research carried out by the world-renowned Tyndall Centre for Climate Change.

Manchester’s science-based target includes a commitment to releasing a maximum of 15 million tonnes of CO<sub>2</sub> from 2018-2100. At 2 million tonnes per year, Manchester’s ‘carbon budget’ will run out in 2025, unless urgent action is taken.

Areas for action in the draft Framework include improving the energy efficiency of local homes; generating more renewable energy to power buildings; creating well-connected cycling and walking routes, public transport networks and electric vehicle charging infrastructure; plus the development of a ‘circular economy’, in which sustainable and renewable materials are reused and recycled as much as possible.

**Climate Change and Low Emissions Implementation Plan (2016-2020)** - This Implementation Plan is Greater Manchester’s Whole Place Low Carbon Plan. It sets out the steps we will take to become energy-efficient, and investing in our natural environment to respond to climate change and to improve quality of life. It

builds upon existing work and sets out our priorities to 2020 and beyond. It includes actions to both address climate change and improve Greater Manchester's air quality. These have been developed in partnership with over 200 individuals and organisations as part of a wide ranging consultation

The alignment of the proposals with the policy objectives set out above is detailed below.

### Manchester Green and Blue Infrastructure Strategy 2015

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

The landscape proposals incorporate appropriate trees and planting. The proposals are based upon the removal of 21 trees within Albert Square and on Princess Street to be replaced with 25 new trees in engineered cellular tree pits that have tailored drainage attenuation features, significantly increasing the growth potential, overall health and species palette available. Four of the Category A London Plane Trees would be retained.

The proposed works also include the removal of the Albert Square highway from the scheme and regrading and resurfacing of the entire Albert Square area to face of buildings. Remedial works are also to be undertaken to the footpaths on Lloyd Street, Cooper Street and Mount Street, further improving the accessibility of the space for pedestrians and cyclists.

Pedestrian linkages across Albert Square would be enhanced in all directions by the development. Pedestrian and cycle access would also be consistent with that adopted within St Peter's Square where pedestrians and cyclists have shared freedom within the Square, creating a mutual respect for the other user. These measures would help make Albert Square a pleasurable environment and encourage visitors to interact with and create a more vibrant public space.

### Albert Square Conservation Area Declaration

The Albert Square Conservation Area is bounded by Princess Street, Cooper Street, Kennedy Street, Clarence Street, Bow Lane, Tib Lane, Cross Street, John Dalton Street, Deansgate, Lloyd Street, Jackson's Row, Central Street, Manchester Central Library and Manchester Town Hall Extension.

It contains many listed buildings, including the Grade I Listed Town Hall, but also contains a number of more recent buildings such as Heron House. There is much variety in the building materials used in Albert Square. Generally buildings on the eastern side of the Square are built of yellow stone whilst those on the west side, opposite the Town Hall, are finished in red brick. This helps to emphasise the civic importance of the Town Hall.



The principal characteristic of the conservation area is the view looking east along Brazenose Street which focuses on the dominant tower of the Town Hall, framed by commercial buildings on either side.

A large amount of the Conservation Area in particular around the Town Hall and on Brazenose Street is pedestrianised. The architectural emphasis of corners is a characteristic of Manchester buildings which contributes to the urban design character of the city centre. It is evident in the Albert Square area and its use in new developments will therefore be encouraged.

Designers should respect the architectural character of the existing historic buildings and create proposals which harmonise with them. This does not mean producing pastiche or a copy of an old building, since each building should have a vitality of its own and reflect the period in which it is built.

### St Peter's Square Conservation Area Declaration

St Peter's Square conservation area is situated in Manchester city centre. It is an area which contains a mixture of commercial, cultural and civic buildings. The name derives from St. Peter's Church, which stood in the centre of St Peter's Square from 1788 to 1907.

The main characteristic of St Peter's Square conservation area is primarily one of civic grandeur, but it also contains some commercial property. The earliest building in the conservation area is the Friends' Meeting House on Mount Street, designed by Richard Lane and completed in 1830. It is in Greek Classical style with Ionic pedimented portico and replicates the Temple of Ilissus in Attica, a province of Greece. The area also contains a number of other listed buildings, including the Midland Hotel (Grade II\* Listed), which is the epitome of the grand style in late Victorian architecture.

When opened in 1934 by King George V, the Central Library (Grade II\* Listed) was the largest public library in the country. It is a Classical-style building in Portland Stone which takes inspiration from the Pantheon in Rome, with its circular plan and the central lantern light at the top of the dome. Its huge portico, supported by six Corinthian columns, emphasises the importance of St Peter's Square.

The Central Library and the Town Hall Extension were designed at the same time, and together they form a single composition with a walkway between them. Scope for improvements in St Peter's square is limited to refurbishment of listed buildings and redevelopment of the others. Any proposals should relate to the existing building context in form, scale, height, massing and material, and be complementary to the character of adjacent listed buildings.

New and refurbished buildings in the area should be neither diluted nor superficial reflections of historic buildings but should have a vitality of their own. Bland copies would make no positive contribution but would simply devalue the historic character of the area.

### Upper King Street Conservation Area Declaration

The Upper King Street Conservation Area lies at the heart of Manchester's business and commercial district and aims to preserve and enhance the impressive grandeur of this part of the City historically associated with major banking, insurance and other financial institutions for the North of England. The area today is remarkable for buildings which whilst of a variety of architectural styles stand well together. The buildings are generally large and although the architectural styles vary greatly they do for the most part create a harmonious street scene. In view of the existing excellent quality of the area any new building or extension will be required to meet a similar high standard of design. New development should generally be aligned to the back of pavement in order to preserve the linear quality of the streets. The area was designated in November 1970 and extended in June 1986

### St Ann's Square Conservation Area Declaration

The St Ann's Square Conservation Area is in the commercial heart of the City, where almost all buildings accommodate shops on the ground floor. It was the first conservation area to be designated by the City Council on 29 July 1970.

St Ann's Square is the focal point of this conservation area. It was laid out in the Georgian period, however the Grade I Listed St Ann's Church is the only surviving building of this time. The remaining buildings are later replacements that continue to enclose the square in a satisfactory and coherent manner, constructed in various styles over a long period and creating a rich tapestry of built form.

Each new building has been designed with due regard for the existing buildings and together they create an imposing street wall. This is also true of other areas of the conservation including King Street, which has a rich variety of buildings due to the renewal and repair of individual properties over a long time period. John Dalton Street however has been subject to more radical development and few of the buildings now have the narrow frontage that characterises the remainder of the conservation area.

Encouragement of variety will help to maintain the character of the area. Where buildings need to be replaced, high quality modern designs, taking cues from the remaining buildings are promoted. Building proposals should be designed to enhance the existing quality of the built environment.

### Deansgate Conservation Area Declaration

Deansgate Conservation Area includes much of the area surrounding Peter Street and the junctions of Deansgate with both Quay Street and Bridge Street. The area is situated on ground which is mostly flat, although there is a gentle slope down Peter Street in a westerly direction towards the river. Peter Street, and its continuation into Quay Street, is the most important junction in the area. Acute and oblique angles affect the plan form of buildings; since land in the city centre is at a premium, buildings totally cover their site and as a result more interesting buildings occur, many with corner entrances which are typical of Manchester.

Generally, buildings in the area display the Manchester characteristic of a tri-partite subdivision of the elevations, consisting of an over-large ground floor, a less highly

modelled middle section and a varied top level seen against the sky. Buildings on Peter Street, Quay Street and part of Deansgate are of different ages and styles, but retain a positive relationship with one another.

Where redevelopment proposals are put forward, the City Council will seek designs which are consistent with the character of surrounding buildings.

### **Legislative requirements**

Section 66 of the Listed Building Act provides that in considering whether to grant planning permission for development that affects a listed building or its setting the local planning authority shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.

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

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

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

### **The Scheme's contribution to regeneration**

Regeneration is an important planning consideration and the planning system should contribute to building a strong and responsive economy, to support strong and vibrant communities and protect and enhance the built and historic environment. Over the past twenty years the City Council has implemented high quality successful regeneration schemes at the City Centre Renewal Area, St Peter's Square, Piccadilly, Spinningfields, Manchester Central, the Northern Quarter and Castlefield. However, much remains to be done if the City Centre is to remain competitive and it will be important to ensure that investment in Manchester continues.

The public sector investment would create a new destination and provide the platform and catalyst for further improvements and help to achieve the Key Objectives of the City Centre Strategic Plan. The Town Hall will be refurbished to improve its appearance and functionality and would contribute to regeneration and encourage further investment. The Town Hall is subject of applications for planning permission and listed building consent.

Albert Square makes a positive contribution to the setting of the surrounding listed buildings and conservation areas, but improvements are needed. The proposal would remove traffic, incorporate more integrated security measures and provide a consistent and high quality treatment and further improve the 1980s works.

The Square caters for a wide variety of events and is subjected to regular HGV trafficking and high vehicle point loadings. Robust paving and an improved sub-base would allow the frequent usage and loading requirements of the Square. A level surface is also proposed, which would improve conditions for all users.

The regeneration of St Peter's Square has created a high quality environment and this proposal would continue this progress. The expansion of the Square and the high quality treatment would support the function of the Civic Quarter and Central Business District and the City Centre and create employment during construction and maintenance. The proposal would enhance the street scene, secure the Square and contribute to vitality.

The redesign and reconfiguration provide a consistent and high quality treatment of the Square and the surrounding streets, the provision of additional pedestrianised space and accommodate events. The provision of a level, smooth and fully accessible surface would improve the character and appearance of the area and create a more permeable and fully accessible environment.

For these reasons, the proposals would contribute to the objectives of the City Centre Strategic Plan 2012-2018. The proposals would also be in accordance with Sections 6, 7 and 8 of the National Planning Policy Framework, and Policies SP1, CC1 and CC4 of the Adopted Core Strategy for the City of Manchester.

### **Impact on the Historic Environment**

Sections 66 and 72 of the Listed Buildings Act require members to give special consideration to the desirability of preserving the setting of listed buildings and preserving or enhancing the character or appearance of conservation areas.

Development decisions should accord with the requirements of Section 16 of the National Planning Policy Framework which notes that heritage assets are an irreplaceable resource and emphasises that they should be conserved in a manner appropriate to their significance. Section 16 of the NPPF establishes the criteria by which planning applications involving heritage assets should be assessed and determined.

Paragraph 189 advises that local planning authorities should require an applicant to submit sufficient information to describe the significance of any heritage assets affected, including any contribution made by their setting.

Paragraph 192 identifies that in determining applications Local Planning Authorities should take into account the following considerations:

- The desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation.

- The positive contribution that conservation of heritage assets can make to sustainable communities, including their economic viability.
- The desirability of new development making a positive contribution to local character and distinctiveness.

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

Paragraph 196 states that where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use.

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

In this context the impact on the Albert Square Conservation Area, the Grade I Listed Town Hall, the Grade I Listed Albert Memorial and the Grade II\* Listed Cenotaph and all other surrounding and included heritage assets must be assessed.

Albert Square is not a heritage asset, but it is an important historic element of the city, and a significant part of the group value of the Town Hall Complex and the Civic Quarter. Its importance is reflected in the surrounding Conservation Area being the namesake of Albert Square. Along with the Albert Memorial and the Town Hall, Albert Square was a key feature in the development of the civic heart of Manchester.

Albert Square was designed around the Grade I Listed Albert Memorial, first proposed in 1862, following the death of Prince Albert. After a long search the old Town Yard was chosen location which led to selection of the triangular site for the current Town Hall. The Town Hall opened and the Albert Memorial was unveiled in 1867. Albert Square was formed around the memorial with no traffic. The Square was formalised around 1877 and the original character of the Square was one of openness and free movement. However, it quickly became an island dominated by traffic. The fabric of the square has changed considerably with the most recent previous alterations taking place in the 1980s.

There is a strong link between the Grade I Listed Town Hall and the Grade I Listed Albert Memorial and their setting. The establishment of the Albert Memorial and Albert Square played a significant role in the location and design of the Town Hall on all elevations. Many civic pride experiences of the Town Hall Complex and collective memory are closely bound with its urban setting, in particular Albert Square. The strong relationship between the history and design of the Town Hall and its associated townscape makes a contribution to the significance of the Town Hall.

Albert Square retains a positive appearance, but improvements are needed in addition to those undertaken in the 1980's. The traffic creates a barrier and the hostile

vehicle mitigation barriers detract from the significance of the Square and reduce the positive contribution it could make to the Conservation Areas and the setting of the surrounding listed buildings.

The granite setts have been damaged by regular HGV trafficking and high vehicle point loadings and by tree roots. They cover the main area of the square and are laid in an attractive segmental arch pattern. They have provided a robust surface for the last 30 years. However, the sub-base is insufficient to accommodate the frequent usage and the loading requirements of the square.

The redesign and reconfiguration of the public realm would provide a consistent and high quality treatment of the Square and surrounding streets and create a more permeable and fully accessible environment.

The works would remove through traffic and better secure the area and reinstate and extend the high quality and consistent treatment. It would reinstate the original character of openness and free movement throughout the Square and enhance the character of the conservation areas and setting of surrounding listed buildings. The new surfaces would respect the heritage significance of both material and laying bonds found in Albert Square in the late 19<sup>th</sup> Century.

The external works to the Town Hall would cover the external steps on Albert Square and at Cooper Street with a ramp and steps to allow full access. This would obscure the steps and would cause harm. The works re-open Cooper Street as an entrance. Cooper Street is a key historic entrance that has been out of use for some years.

The external ramps and steps are of a high quality in keeping with the importance of these entrances. The materials and detailing would conserve the quality, character and composition of the entrance areas in a well-considered manner.

The alteration to the entrance would conserve the public character, sense of high quality and be legible and contextual. The harm would be limited to the covering of the original outer stone steps. The impact on the affected elevations is regrettable, but is necessary to make the ground floor of the Town Hall fully accessible. The original steps would be retained beneath the alteration.

All new footpath around the Town Hall would have a breathable membrane adjacent the moat to prevent further spalling of its stone surface and help to protect the condition of the Grade I Listed Town Hall. Its fabric would be protected during the public realm works.

The works adjacent the Grade II\* Listed Cenotaph would be limited to the replacement and minor realignment of the bollards, which don't comply with current standards and would be realigned to accommodate vehicle access around the new Cooper Street entrance. This would have minimal impact on its setting.

The Square also accommodates the Grade II Listed Jubilee Fountain, and the Fraser, Bright, Heywood and Gladstone's Statues. These listed structures would be retained and protected during the public realm works. The previous damage would subsequently be repaired and all would remain in their original location.

The heritage light columns on Lloyd Street are thought to be original and would be retained in situ and protected. New columns cast in the same style would improve lighting levels to Lloyd Street where there are dark spots.

All non-original street furniture would be removed and replaced with new elements. The current lighting is detrimental in heritage terms. They are 12 Victorian-style lampposts laid out regularly across the square, but the upper section was replaced in the mid-late 20th century, and the lower parts are either modified or recast copies of an earlier 20<sup>th</sup> century design.

The proposed lighting columns would be modern and 14 meters high. They include bespoke features that have been designed to minimise their bulk as far as possible. Their locations have been selected to avoid detrimental clutter of the historically open space, but the 10 tall columns would cause a level of harm.

Their design would accommodate other necessary features such as CCTV and flexible infrastructure for high speed Wi-Fi and 5G and would therefore help to reduce clutter. They would only be located so as to preserve views of the Town Hall and would be surrounded by street furniture and trees that would help to minimise their impact. They would allow sight lines into the Square and of the Town hall façade and would replace standard highways lighting. The design would also provide even and efficient lighting making the area safe and accessible after dark forming an important part of the security plan. The lighting would emphasise and define architectural features and listed structures and event specific decorative lighting. The lighting of listed structures would better reveal and celebrate their design as part of the wider scheme.

The security strategy aims to minimise its visual impact on the setting of the Grade I listed Town Hall building and the listed structures within and surrounding the Square. The proposals would utilise the surrounding buildings, and 32 bollards would be positioned at the edges of Albert Square on Southmill Street and Brazennose Street, and outside of the Square on Mount Street. 47 bollards would be installed to protect the Princess Street carriageway and provide enhanced protection.

CCTV would be integrated with other elements such as the lighting columns to reduce clutter across the Square. The planting beds along Princess Street are uncharacteristic of the history of Albert Square, but would soften the impact of the large number of bollards in this location and would provide positive benefits to biodiversity, attenuation, pollution absorbance and people's wellbeing that would balance any harm that this change causes. All planting beds would be contained within a formal surround with a low level railing. The planting would not exceed 1 metre in height to avoid the obstruction of views of the Town Hall and other buildings and monuments.

The bollards would secure the Square and would be restricted to small numbers in small areas, other than the large number proposed along Princess Street. These would be broken up by the proposed planters.

The provision of coordinated, bespoke and high quality furniture would in general improve the Square. It would be within a 'perimeter zone' to minimise visual clutter

and restore the historically open character of Albert Square. The unified design would help to give the Square a consistent and coordinated appearance.

21 trees would be replaced with 25 of a different species increasing the total number to 34. They would have more space for root growth and would open up views of the listed buildings.

The large London plane trees situated to the north and south edges of the Square were planted in the late 1960s within the central traffic island. The lime trees were planted as part of the 1987 redesign scheme. Other trees have been planted subsequently, including on Mount Street and Cooper Street as part of the recent redevelopment of St Peter's Square and Central Library.

Four of the existing London plane trees, a more recently planted lime tree and trees to Mount Street and Cooper Street would be retained. Their roots would be carefully protected during construction works to ensure they are not damaged. New trees would be planted to the edges of the Square to provide views of the Town Hall façade. The trees would enhance the setting of the Grade I Listed building and Albert Memorial and the listed buildings and structures within and around the Square. The tree-pits would ensure that the tree roots would not impact the paving above. The proposed tree design creates a group of specimen trees to the south, a formal line of trees to create an 'avenue' and garden trees to the north of the Square.

The materials would be high quality and a maintenance strategy would ensure that the quality of design is maintained. The redesign would involve the resurfacing of surrounding streets improving the setting of additional listed and historic buildings and other parts of the conservation areas.

Taken as a whole, the works represent an improvement to visual amenity and would enhance the conservation areas and the setting of the surrounding listed buildings and associated listed structures.

The impact of events that take place in the Square on the setting of the affected heritage assets would be temporary and would be similar to the existing situation, but better supported, which could make a slight improvement.

Some elements of works would cause less than substantial harm to the listed building, however the majority of the works would be beneficial. Any harm caused would be justified by the creation of an enhanced destination and setting for the Grade I Listed Town Hall and the listed structures, the improved function and operation of the Town Hall and Albert Square, the improved accessibility both throughout the Square and into the Town Hall, the provision of an improved place for people to meet and spend time, the enhanced protection of the Town Hall and the listed structures through the provision of adequate security measures, the incorporation of green space to enhance biodiversity and achieve carbon reduction objectives and the implementation of an improved drainage scheme.

Conditions would require the final number of lighting columns to be agreed to try to reduce them. Conditions would require the use of Scottish Schist and Portuguese granite to be agreed and the number and design of bollards to be agreed.



Officers therefore consider that the proposals are consistent with paragraph 196 and 197 of the NPPF and address sections 66 and 72 of the Planning Act in relation to preservation and enhancement.

Given the above, the proposals are considered to be in accordance with sections 12 and 16 of the National Planning Policy Framework, Policies SP1, CC9, EN1, EN3 and DM1, the Design principle of the Guide to Development in Manchester SPD and Saved Policies DC18.1 and DC19.1 of the Unitary Development Plan for the City of Manchester.

### **Provision of a Well Designed Place**

The high quality, safe and accessible would create an improved environment and continue the regeneration work in this area.

New landscape features would be provided and the public realm extended to make the Square car free, improving the environment for pedestrians and improving air quality. The Square would include planters, street furniture, new high quality paving and an increased number and improved quality of trees.

The design would establish vibrant, and welcoming spaces that support activities and encourage social interaction, to promote health, well-being, social and civic inclusion and an improved space for events.

The Yorkstone slabs and setts are hard wearing and durable and have an increased lifecycle, reducing the need for repairs. The paving would be laid upon a concrete slab with high strength mortar bedding and jointing system to create a robust surface to accommodate heavy vehicles accessing the Square.

The central space of Albert Square would be paved with Portuguese granite, with a small percentage of Burlington (Cumbrian) stone and Scottish green schist. The size of these paving stones would be 120mm wide by 180-300mm random lengths. The paving surface would also include a series of 400mm wide granite bands set out in a 'diamond' pattern across the central space of Albert Square.

At the interface between the central setts and the Yorkstone perimeter there would be a natural stone channel detail to delineate a clear pedestrian route around Albert Square. This will comprise two 300mm wide granite channels either side of a 200mm wide drainage channel with a ductile iron surface grating.

The Albert Memorial and other listed monuments are to be retained in their existing positions. They would all sit within hard standing with the exception of the statue of James Fraser that would sit within an area of planting.

All proposed natural stone surfaces would have smooth finish (sawn, flamed or fine picked) and compliant with British Standards for slip resistance.

It is proposed to retain the Yorkstone slab paving to Mount Street, Lloyd Street, Princess Street and Cooper Street, including selective areas of lifting/relaying. There

is an opportunity to re-use some of the existing 1980s granite setts removed from Albert Square, including areas such as Mount Street.

Many of the existing trees would be replaced with trees in engineered cellular tree pits, significantly increasing the growth potential, overall health and species palette. The positioning of the tree provides more open, usable space as well as clearer site lines of the surrounding building entrances and the listed buildings.

Planting beds have been placed along the edge of the Princess Street highway to create a small element of greenery within the Square. These would have pedestrian routes between them. The planting would be low level (up to 1m in height) and there will be new and existing tree planting within these areas.

From a security perspective the northern part of the Square is seen as the most vulnerable as it has the most open face and is less defensible than other entrances into the Square. For that reason, high impact bollards are seen as necessary along the entire seventy metre elevation.

Whilst planting of this nature is not characteristic of Albert Square's heritage it is a more welcoming inclusion than so many high impact bollards. Views of the Town Hall and of other buildings across the Square will not be impeded by planting due to the low-level nature of planting beds and high clear stems of new trees in the area.

The proposals would provide 300 sq.m. of soft landscaping, which equates to 3% of the overall area of the new pedestrian square (excluding the area beyond the Princess Street kerb line).

There would be a consistent palette of hard materials, planting and street furniture to create a public realm which is legible and defines a distinctive identity for the area.

The Square would be more open, be free of traffic and have improved lighting and would feel safer. This proposal would connect into existing routes and movement patterns.

Given the above, the proposals are considered to be in accordance with sections 12 and 16 of the National Planning Policy Framework, Policies SP1, CC9, EN1, EN3 and DM1, the Design principle of the Guide to Development in Manchester SPD and Saved Policies DC18.1 and DC19.1 of the Unitary Development Plan for the City of Manchester.

### **Inclusive Access**

The proposal would provide a fully accessible environment and allow Albert Square to be used by everyone. The proposals have been discussed with access groups within Greater Manchester to ensure that the public realm would be accessible to all. This included the designs for the new entrances into the Town Hall. The following measures are proposed to achieve a fully accessible environment:

- Albert Square would have a consistent shallow gradient of 1:50 to 1:70 and a smooth surface across the whole of the Square.

- The steps of the Albert Square Town Hall entrance would be overlain with a slope at 1:24 to create inclusive access into this primary entrance and allow a pedestrian route to be retained during events. Handrails would meet the requirements of Part M building regulations. The handrails would have integrated lighting to help guide users across these steps and avoid trip hazards.
- The steps to the Cooper Street entrance would be overlaid with a 1:21 entrance slope. The pedestrian pavement would be extended towards the Cenotaph by 2m. Part M compliant handrails are proposed that would have integrated lighting to help guide users and avoid trip hazards.
- The Albert Square and Cooper Street entrances would include a sloped access with a gradient which would not be noticeable to most users.
- The security bollards would allow access for wheelchair users.
- The material palette would be anti-glare and anti-slip.
- Some of the benches would include arm and back rests.
- The Lloyd Street kerb would have clearer material colour change to the street paving to minimise the risk of falling or tripping. Tactile paving would be used along the top of the kerb to emphasise this. The kerb helps people with visual impairments determine where the Lloyd Street vehicular route runs. Tactile paving would identify where dropped kerbs are located.

The proposals would enhance pedestrian movement within and around the public realm and improve connectivity to other areas of public realm including St. Peter's Square, Lincoln Square and the proposals at St. Michael's.

The Town Hall building and monuments are orientation points and improve legibility. The removal of the carriageway to the southern and western edges would create a much more open and accessible space, and materials and other enhancements, such as lighting and wayfinding would create clarity of the new square for all users. A maintenance strategy should ensure that the Square remains accessible to all.

However, concerns have been raised by the Guide Dogs for the Blind Association, which are currently under discussion. An age friendly audit of the proposed street furniture is also currently being prepared. Given this, it is recommended that a condition be applied to the application to require the measures to make the Square fully inclusive to be submitted and agreed.

Given the above the proposals are considered to be in accordance with Section 4 of the National Planning Policy Framework, policies DP2 and DP5 of the Regional Spatial Strategy for the North West, policies SP1, CC4, CC5, CC10, T2 and DM1 of the Core Strategy for the City of Manchester and the Design and Accessibility principles of the Guide to Development in Manchester SPD.

### **Effects on the Local Environment**

This examines, amongst other things, the impact the scheme would have on nearby and adjoining residents and other occupiers. It includes the consideration of issues such as impact on noise and air quality.

#### **a) Air Quality**

The site is within an air quality management area and future users could be exposed to elevated pollution levels. The development could cause temporary air quality impacts during the construction phase, but any adverse impacts would be controlled through mitigation measures included in the construction management plan.

The removal of traffic from the Square and the provision of additional trees would improve air quality. Vehicles travelling to and from the site are unlikely to have a significant effect on air quality due to the public transport links available.

In view of the above, it is considered that the proposals are considered to be in accordance with Section 8 of the National Planning Policy Framework, policies SP1 and DM1 of the Core Strategy for the City of Manchester.

#### (b) Vehicle Movements

The site is close to sustainable forms of transport. Through traffic would be removed and the road would be incorporated into the Square. Access would be controlled by telescopic bollards and would be accessible to emergency vehicles, service vehicles and vehicles required to set up the events only. This requires a Stopping Up application and the draft plan was included in the application for information.

A transport modelling exercise has assessed the impact of removing the traffic and the model does not forecast substantial increases in travel times and no issues have been identified in rerouting of typical journeys.

No additional floor space is proposed and the number of trips should not increase and there would be no material effect on the operation or capacity of bus or tram services, cycle tracks or other methods of sustainable transport.

A Traffic Regulation Order (TRO), which runs along the Albert Square elevation from Lloyd Street to Princess Street prohibiting the use of vehicles on the Square is being reviewed in light of the proposals.

Highway's works include the relocation of taxi ranks to Central Street and Mount Street and the relocation of on street car parking spaces, which would be addressed through a Section 278 Agreement. Six GMP parking bays and three public parking bays would be closed and GMP parking provision would be relocated to a nearby street.

Four parking bays on Lloyd Street would be replaced with two disabled parking bays.

The bus routes that pass through Albert Square would use Princess Street.

The servicing route to the Town Hall and Town Hall Extension would be retained along Lloyd Street, Cooper Street and Princess Street. However, the controlled electronic bollard access point would be on Mount Street. Loading bays set back from the carriageway would be provided on Mount Street and Lloyd Street.

Servicing of Albert Square and most of the surrounding buildings would be from Southmill Street via Princess Street and John Dalton Street or Southmill Street. Electronic bollards would be located at these egress points. Discussions are ongoing with the neighbours as to the specific details of how each building would be serviced. The proposals would provide a redesigned public space that is in a highly accessible location and close to a range of public transport modes.

In view of the above the proposal is considered to be in accordance with Sections 9 and 15 of the National Planning Policy Framework, policies SO1, SO5, SP1, DM1, CC5, CC10, T1, T2 and EN16 of the Core Strategy for the City of Manchester.

#### c) Event Management

Albert Square would continue to host events. This has been a key design driver with a need to demonstrate how these can be accommodated whilst maintaining space within the Square for the public to use all year round. An Events Management Plan sets out how they would be managed efficiently and minimise disturbance to neighbouring buildings, staff and visitors.

All event vehicles and staff used to set up events would be formally briefed ahead of entering the Square to set up events.

The hours of operation for events that require a license would be limited to:

Monday to Saturday: 1100 to 2300.  
Sunday: 1200 to 2300.

The hours of operation for events that are not licensed would be limited to:

Monday to Saturday: 0800 to 2100.  
Sunday: 0700 to 1800.

Non-licensable event activity would be limited to mainly sports type events and some one-off commercial events.

Any events hosted in Albert Square would follow the guidance provided by Manchester City Council's Environmental Protection and Environmental Health section and all noise generation would be considered in the early planning stages. This would include using good site design and any control measures needed to achieve.

All the relevant legislation and guidance would be considered, all necessary planning consents and licensing requirements would be obtained and any liaison with enforcement authorities would take place.

There would be a Noise Management Plan. An Event Information Questionnaire would be submitted to MCC's Event Unit. Event organisers would be responsible for monitoring noise levels on Albert Square and ensuring that they comply with any noise guidelines and would be required to act on any reasonable instruction given by Council Officers.

Measures and methods for communications to residents and businesses would be included. At events where music is played on loud speakers would be carefully monitored to ensure noise level restrictions are adhered to.

The public toilet facilities on Lloyd Street would be the only toilet provision. The hours of opening for the public toilets would be adjusted as required to ensure that they are available for each event.

Information regarding sustainable modes of travel to Albert Square would continue to be provided, through MCC communications and website. This would include information about Metrolink, Rail, Bus, Metroshuttle, Taxi and Cycling facilities.

MCC would set and issue the requirements to be met by any group or organisation that uses the space for events to control how the Square is kept during the event, the methods for waste removal from site, and the methods by which these requirements will be measured.

Any event hosted on the Square will also be expected to adhere to MCC's policy on waste and recycling. Biodegradable and compostable receptacles would be required and the use of single use plastics would be forbidden.

In the handling of waste and refuse from the Square any organiser as part of their plan would be expected to demonstrate how they are making an effort to reduce the impact on the environment and to promote sustainability.

Albert Square would be covered by increased video surveillance cameras that would be monitored centrally and support any required security response. Suitably trained SIA registered stewarding would be provided at all large and licensed events.

In view of the above, it is considered that all aspects of events would be appropriately managed in accordance with Section 8 of the National Planning Policy Framework, policies SP1 and DM1 of the Core Strategy for the City of Manchester and Saved Unitary Development Plan policy DC26.

### **Waste and Recycling**

During the construction phase the project would follow the Resource Efficiency Plan. This would be updated with outputs of waste reviews which would evaluate:

- Material Specifications;
- Design and Procurement to prevent waste;
- Buildability Working Practices needed to deliver the design;
- The driver within the known and proven alternatives with a lower or improved waste profile;
- Options identified by this review will be presented to the Project Team for evaluation;
- Waste segregation on site, promoting reuse of materials;
- Reduction in disposable packaging promoting the use of reusable packaging for repeat items; and,
- Offsite prefabrication of components and cut to size raw materials, i.e. stone.

The contractor would actively minimise the amount of waste produced by an attitude towards the prevention of waste creation, reusing materials where necessary, recycling where possible, and implementing a recovery strategy where by materials are sent to a special sorting facility whereby waste is sent to a specialist energy recovery facility. Events on the Square would have to adhere to MCC's policy on waste and recycling.

Given the above, the proposal is in accordance with policies DM1 and EN19 of the Core Strategy.

### **Surface Water Drainage and Climate Change Resilience**

The site is in Flood Zone 1 with a low probability of flooding. A Drainage and Flood Risk Statement concludes that the proposal is appropriate and would comply with NPPF guidance.

The drainage solution would reduce surface water drainage run off by 50% and would be designed for the 1 in 100 year storm event and the 40% rainfall increase predicted in the worst case climate change scenario.

There would be a below ground tank/cellular storage that involves storage tanks or geo-cellular crates installed below the lowest ground level of the main Albert Square area. The soil in tree pits would store surface water for high storm events.

External hardstanding would incorporate linear drainage channels with gratings and slot drainage. New road gullies would be incorporated within highways outside of Albert Square. A check would be undertaken as often as required to ensure that any ponding on the surface does not stay on the surface for long lengths of time.

A Hydrobrake Downstream Defender, which is a vortex system with minimal maintenance would intercept and separate oil. Anti-flood valves would prevent surcharge of the public sewers into the onsite systems.

Conditions should be attached requiring the agreement, implementation and maintenance of the sustainable drainage system.

Given the above, the development would be consistent with section 14 of the National Planning Policy Framework and Core Strategy policies EN8, EN9 and EN14.

### **Ground Contamination Issues**

A Phase 1 and 2 Ground Conditions report recommends that the condition specified by the Head of Regulatory and Enforcement Services (Contaminated Land) is applied to the application. Given the above the proposals are considered to be in accordance with Section 11 of the National Planning Policy Framework and policy EN18 of the Core Strategy for the City of Manchester.

### **Crime and Disorder**

Greater Manchester Police have been involved in the development of the proposals and have confirmed their support. The security strategy has been developed in consultation with their Counter Terrorism Unit and Secure by Design Team. The design would allow the large concrete National Defence Barriers to be removed through the use of bollards, trees and planting. A Crime Impact Statement confirms support for the scheme subject to the implementation of the included recommendations.

In view of the above the proposal is consistent with section 8 of the National Planning Policy Framework, and policies SP1 and DM1 of the Core Strategy.

### **Transport Issues / Relationship to Transport Infrastructure**

The area would continue to be well served by a variety of sustainable transport modes including walking, cycling, buses, trains and the Metrolink and Metroshuttle systems. A transport assessment demonstrates that there would not be a negative impact on the highway network. The increased permeability would provide improved access to surrounding bus stops and train services.

It is recommended that the condition relating to a Construction Management Plan specified by Transport for Greater Manchester is applied to the application if approved.

Given the above the proposals are considered to be in accordance with Section 4 of the National Planning Policy Framework, Policy DP5 and RT9 of the Regional Spatial Strategy for the North West, Policies SP1, CC4, CC5, CC10, T1, T2 and DM1 of the Core Strategy for the City of Manchester and the Design Principle of the Guide to Development in Manchester SPD.

### **Cycling Infrastructure**

The public realm would be accessible to all including cyclists. The cycle strategy has been developed to be consistent with the approach adopted within St. Peter's Square, where pedestrians and cyclists have freedom within the Square, creating a mutual respect and consideration.

32 cycle stands are proposed with space for 64 cycles and wayfinding for cyclists, as well as a commitment to explore the potential for Hire Bike stands.

The existing cycle lane would be removed by the closure of the road. This allows the Square to become more of a destination for cyclists or route for cyclists moving slowly through the city. The aim is to create a well-balanced square that works safely for cyclists and pedestrians without the need for interventions typically seen along vehicular routes.

Albert Square would no longer be a primary cycle route between Mount Street and Cross Street and it is anticipated that Peter Street and Princess Street would be used as more direct commuting routes.



Consultation is on-going with TfGM and MCC Highways to ensure that the proposals tie in with both the Greater Manchester's Bee Network and the City Centre Transport Strategy.

In view of the above the proposal is considered to be in accordance with Sections 9 and 15 of the National Planning Policy Framework, policies SO1, SO5, SP1, DM1, CC5, CC10, T1, T2 and EN16 of the Core Strategy for the City of Manchester.

### **Impact on Biodiversity**

The new soft planting and replacement tree planting, would introduce more appropriate and higher quality tree species and contribute towards the creation of green linkages and habitat corridors. There are 30 trees on Albert Square, Mount Street, Cooper Street and Princess Street.

21 trees would be removed, 16 from Albert Square and 5 from Princess Street. 15 are classified as Category B, 5 as Category C and 1 as Category A.

The trees to be removed comprise 1 London Plane tree (Category A), 11 Common Lime and 4 Fastigate Hornbeams (Category B) and 5 Norway Maples (Category C)

Category A trees have a high value, including those that are particularly good examples of their species and/or have visual importance or significant conservation or other value.

Category B trees have moderate value, and includes trees that would be classed as Category A, but can't due to impaired condition and/or those that collectively have higher value than they would as individuals, also trees with material conservation or other value.

The Category C trees have low value in that they are young with a stem not exceeding 150mm diameter or that they are low value with very limited merit or impaired condition. These trees offer transient or temporary landscape benefits.

The proposals for trees have developed following specialist advice. The existing trees are under pressures because of the urban environment; where replacement trees are planted, they will not grow as well or long because of poor rooting conditions.

An Arboricultural Options Appraisal Report has considered three options for the tree planting scheme, with preference for an option to allow transitional tree stock replacement via the retention of four of the best quality existing trees.

4 London plane trees (Category A) and trees on Mount Street and Cooper Street would be retained (Category A). 25 new trees would be planted making a total of 34. Site constraints prevent more tree planting but the planting proposed would deliver a number of benefits including:

- Tree pits that significantly increase growth potential, overall health and the species palette available.

- The positioning of new trees would create more open, usable space and clearer site lines of the surrounding building entrances.
- The tree location improves views of the Town Hall and other heritage assets.
- The Albert Memorial and three statues would have a more open setting.
- Access would be improved as levels to be regraded and trip hazards removed.
- Increased biodiversity through the introduction of new tree species.

The 300 sq.m. of soft landscaping would improve biodiversity and enhanced wildlife habitats with the trees and soft landscaping linking to established wildlife corridors forming links to St. Peter's Square and Brazennose Street.

No works to the trees would take place during bird nesting season (March to September). If works are required during this time, then a suitably qualified ecologist would undertake a site walkover in advance of works commencing.

A condition will require the final number of trees to be removed to be agreed and fully justified.

In view of the above the proposals are considered to be consistent with section 15 of the National Planning Policy Framework, and policies SO6, SP1, DM1, EN9 and EN15 of the Core Strategy.

### **Blue and Green Infrastructure**

The proposals incorporate trees and planting. All Category B trees, one Category A tree and the Category C trees would be replaced with trees in engineered cellular tree pits that have tailored drainage attenuation features, significantly increasing the growth potential, overall health and species palette available greatly improving the life expectancy and condition of trees in the Square. The trees would be of an improved quality and improve biodiversity.

The highway on the west side of the Square would be removed and regraded to extend the pedestrianised area. Remedial works would be undertaken to footpaths on Lloyd Street, Cooper Street and Mount Street, further improving accessibility for pedestrians and cyclists.

Pedestrian linkages across the Square would be enhanced. Pedestrian and cycle access would be consistent with that adopted within St Peter's Square where they both have freedom, creating a mutual respect for the other user.

In view of the above the proposals are considered to be consistent with section 15 of the National Planning Policy Framework, and policies SO6, SP1, DM1, EN9 and EN15 of the Core Strategy.

### **Soft Landscaping**

The planting beds, trees and lighting columns would allow full visibility in all directions and would improve views of the surrounding listed buildings and the main building entrance.

The planting beds would incorporate a variety of different plant species contributing to the creation of an attractive environment and contributing to biodiversity.

The proposed open layout of and improved lighting levels within Albert Square would discourage anti-social behaviour.

The application is supported by a maintenance regime for the proposed soft landscaping.

Given the above, the proposals are considered to be in accordance with Policies SP1, CC1, CC4, CC9, T1, EN1, EN3, EN15 and DM1, the Design principle of the Guide to Development in Manchester SPD and Saved Policies DC18.1 and DC19.1 of the Unitary Development Plan for the City of Manchester and sections 12 and 16 of the National Planning Policy Framework.

### **Archaeology**

A Desk-Based Archaeological Assessment has been prepared by Salford Archaeology in support of the proposals. The Desk-Based Archaeological Assessment concludes in respect of the Site that the potential for archaeological remains, mainly in the form of 18th or 19th Century building foundations, cellars, yards and outbuildings, have a high probability of being present in Albert Square, which will have low significance at local level.

GMAAS have confirmed that no more further archaeological mitigation would be merited given the past investigation within the Square.

Given the above, the proposals are considered to be in accordance with Policies SP1, and DM1, Saved Policy DC20.1 of the Unitary Development Plan for the City of Manchester and section 16 of the National Planning Policy Framework.

### **Health and Wellbeing**

The Proposed Development would support the creation of a strong, vibrant and health community, in particular it would make the following contributions:

The proposals would deliver a well-designed public space that encourages social interaction to be open and accessible to all communities and be connected into the movement network.

The high quality, safe and accessible that would be provided as part of these proposals would create an improved environment.

All through traffic would be removed from the Square improving air quality.

The proposals have been designed to be inclusive and have considered the needs of all parts of the community, including disabled people, older people, cyclists etc.

The location of the Square means that it is accessible from a various type of public transport.

The increased number and variety of trees and the increased amount of soft landscaping would create a healthier environment for the people using the Square.

During the construction phase the contractor's site cabins would be located within Albert Square. An artisan village is proposed within the Square, whereby members of the public can view special trades being conducted to restore some of the historic elements of the Our Town Hall Project, as well as finding out about these specialist trades. This would promote interaction with the Site and the public interface at a safe distance.

Given the above, the proposals are considered to be in accordance with Policies CC1, CC10, SP1, and DM1 and section 8 of the National Planning Policy Framework.

### **Local Labour and Social Value**

The application is supported by a Local Labour Agreement. As part of the overall Our Town Hall Project, the main contractor has committed to a series of targets in respect of local employment and training, as set out in the Local Labour Agreement Commitments:

- Through the construction period, there will be a commitment employ workers from Manchester and to support workers to achieve higher level qualifications.
- The main contractor will deliver STEM sessions in Manchester schools and colleges.
- Work placements will be provided to Manchester residents and young people attending Manchester educational or training establishments.
- Apprenticeships will be offered to Manchester residents, at different qualification levels.
- Construction staff will undertake mentoring and volunteering.
- Members of the Our Town Hall Project Team have also delivered apprenticeships and training as part of their role on the scheme.

Given the above, the proposals are considered to be in accordance with Policies CC1, SP1, and DM1 and sections 6 and 8 of the National Planning Policy Framework.

### **Conclusion**

The proposals would be consistent with national and local planning policy, and would promote a quality neighbourhood, economic development and sustainable travel patterns. It would fulfil an important role in providing well needed and improved public space within the City Centre. It would be consistent with GM Strategy's key growth priorities and meet the demands of a growing economy and population, in a well-connected location within a major employment centre. It would therefore help to promote sustained economic growth.

The development would have an overall positive impact on the settings of the Grade I Listed Town Hall, the Grade I and Grade II Listed monuments, the surrounding listed buildings and the Albert Square Conservation Area.

The comments on the inclusiveness of the Square, the removal of trees and the acceptability of the materials and other elements of street furniture will be subjects of conditions and are currently being considered and discussed.

The proposals represent sustainable development and would deliver significant social, economic and environmental benefits. It is considered, therefore, that, the proposals enhance the setting of the adjacent listed buildings and the character of the conservation area as required by virtue of S66 and S72 of the Listed Buildings Act within the context of the above, the overall impact of the proposed development including the impact on heritage assets would meet the tests set out in paragraphs 193, 196 and 197 of the NPPF.

It is considered that the submission has given sufficient information to assess the environmental impacts of the development and that, with the mitigation measures proposed and those already designed into the development, those impacts would not be significant or would be balanced out by the public benefits that the scheme would bring.

Given the above, it is considered that the proposal is in accordance with the City of Manchester's planning policies and regeneration priorities including the Adopted Core Strategy, the relevant Strategic Regeneration Frameworks and the Community Strategy, as well as the national planning policies contained within the National Planning Policy Framework and should be approved.

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

Protocol 1 Article 1, and Article 8 where appropriate, confer(s) a right of respect for a person's home, other land and business assets. In taking account of all material considerations, including Council policy as set out in the Core Strategy and saved policies of the Unitary Development Plan, the Director of Planning, Building Control & Licensing has concluded that some rights conferred by these articles on the applicant(s)/objector(s)/resident(s) and other occupiers and owners of nearby land that might be affected may be interfered with but that that interference is in accordance with the law and justified by being in the public interest and on the basis of the planning merits of the development proposal. She believes that any restriction on these rights posed by the 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 pro-active manner to seek solutions to problems arising in relation to dealing with the applications. This has included ongoing discussions about the need for more information and has included extensive pre application advice.

### **Conditions to be attached to the decision**

All conditions to be applied to the applications will be reported by Late Representations to allow time for further comments to be taken into account.

### **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: 124918/VO/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.

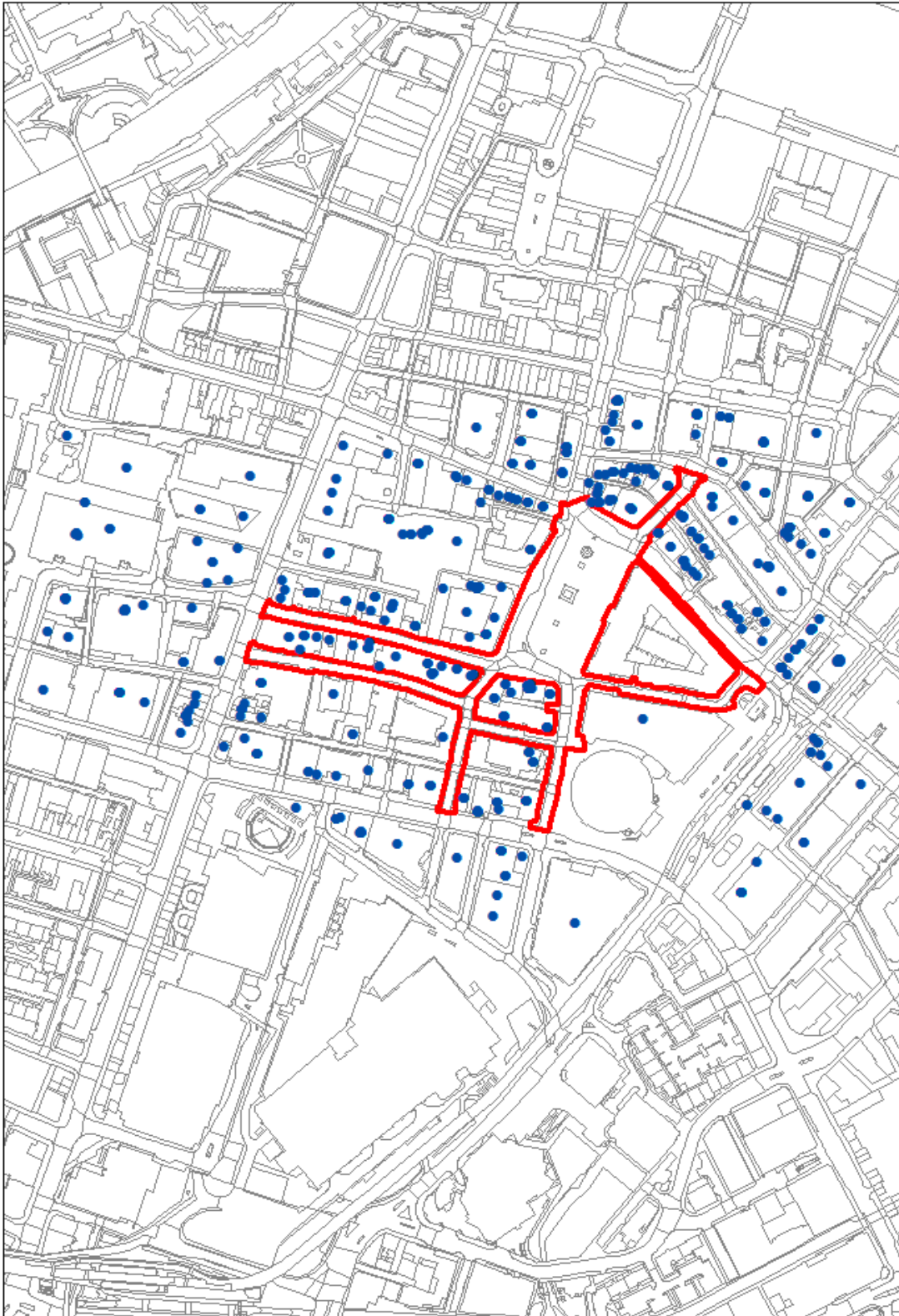
**The following residents, businesses and other third parties in the area were consulted/notified on the application:**

**Highway Services**  
**Environmental Health**  
**Corporate Property**  
**City Centre Regeneration**  
**Manchester City Galleries**  
**Neighbourhood Services (Public Realm)**  
**Neighbourhood Team Leader (Arboriculture)**  
**Greater Manchester Police**  
**Historic England (North West)**  
**Environment Agency**  
**Transport for Greater Manchester**  
**Greater Manchester Ecology Unit**  
**Greater Manchester Archaeological Advisory Service**  
**United Utilities Water PLC**  
**National Amenity Societies**  
**Wildlife Trust**  
**Electricity Northwest**  
**Cadent Gas Ltd**  
**Parks, Leisure & Events**  
**Counter Terrorism SA**  
**Greater Manchester Pedestrians Society**  
**Neighbourhood Team Leader (Arboriculture)**

**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 :** Emily Booth  
**Telephone number :** 0161 234 4193  
**Email :** e.booth@manchester.gov.uk



□ Application site boundary ● Neighbour notification  
© Crown copyright and database rights 2020. Ordnance Survey 100019568

This page is intentionally left blank



| <b>Application Number</b> | <b>Date of Appln</b> | <b>Committee Date</b> | <b>Ward</b>     |
|---------------------------|----------------------|-----------------------|-----------------|
| 124888/FO/2019            | 19th Sep 2019        | 19th Dec 2019         | Piccadilly Ward |

**Proposal**   Erection of a 6-9 storey residential building (Use Class C3) comprising 80 no. dwellings including 9 no. townhouses and 71 no. apartments with resident's lounge, refuse, plant, new substation, cycle storage, an internal landscaped courtyard and improvements to the adjacent footways on Marshall Street, Chadderton Street, Addington Street and Cross Keys Street and other associated works following removal of existing car park

**Location**   Land Bound By Addington Street, Marshall Street, Cross Keys Street And Chadderton Street, Manchester, M4 4RJ

**Applicant**   Far East Consortium International Limited, C/o Agent,

**Agent**       Mr Paul Nellist, Avison Young, Norfolk House, 7 Norfolk Street, Manchester, M2 1DW

## **Background**

This application was considered by members on 19 December 2020 when they were minded to refuse the application and requested officers bring back a report which addressed concerns relating to the affordable housing contribution.

The application proposed a commuted sum of £220,000 towards offsite affordable housing. The detailed viability report submitted with the application was independently tested on behalf of the City Council in order to ensure that it was robust and in line with current market conditions.

The £220,000 equates to a contribution of 2%. The development is viable and deliverable on this basis with the developer profit in line with Government guidelines outlined in the NPPG. The viability also reflects the quality of the proposal including contributions towards wider public realm improvements in New Cross.

Members are aware that the City Council established a Joint Venture Partnership with the applicant in April 2017. The purpose of this partnership is to drive forward the redevelopment and regeneration of the Lower Irk Valley, New Cross and Collyhurst neighbourhoods.

To guide and coordinate the activities of the Joint Venture, and other development partners in this part of the City, a Strategic Regeneration Framework (SRF) was consulted upon during the autumn of 2018 and was approved by the City Council's Executive in February 2019. The SRF identified the opportunity for up to 15,000 much needed new homes to be delivered within the Northern Gateway area over a 15-20 year period.

It is intended that at least 20% of the new housing provided satisfies the City Council's requirements on affordability. Due to the project's size and long term nature, it is essential that a range of housing products are provided, including open market sale, build to rent, affordable rent, social rent and affordable home ownership products are delivered.

A Strategic Business Plan and details of the first substantive phase of delivery will be brought forward in early 2020 for consideration by the Council's Executive setting out details of the tenure mix that is proposed for this initial phase, including affordable housing.

### Recommendation

The affordable housing contribution has been tested in the context of Council Policy and Government guidance and is considered to be appropriate and ensures that the development is viable. The applicant is committed, through the Joint Venture with the City Council, to deliver a range of homes across the Northern Gateway which will include affordable homes. This proposal is in line with this strategy. On this basis, it is not considered that there is a reason for refusal that could be substantiated and upheld relating to the affordable housing provision.

### **Description**

This 0.12 hectares car park is bounded by Marshall Street, Cross Keys Street, Chadderton Street and Addington Street/Ring Road, and is rectangular in shape



### *Application site*

There are a number of structures on the site including a small substation on the northern boundary, a small building/store located in the North West corner of the site

and an advertisement board. The surrounding area is a mixture of residential and commercial developments together with temporary surface car parks.

The New Cross area is being transformed as part of the delivery of the New Cross Development Framework. It seeks to deliver a residential led redevelopment and regeneration of the area in order to provide new homes, in a sustainable location, to support the City's population growth.

Several developments have been completed or are near completion such as the Marriott Hotel, Stay City apart hotel and a residential scheme along Oldham Road. Other schemes have been granted planning permission or have recently commenced.

The area is highly sustainable. The Northern Quarter, Ancoats and NOMA are a short distance from the New Cross and provide access to a wide range of retail, amenities and services along with a vibrant evening economy. Victoria Station is a short walk from the site providing access to trains, trams and bus services.

## Proposal

The proposal comprises a 6-9 storey building to form 80 new homes, 71 of which will be apartments with 9 townhouses. The development would provide a range of new property types with 29% being one bedroom, 60% two bedroom and 11% three bedroom offering a range of choice and accommodation that will be attractive to families and smaller households.

The development would occupy the footprint of the site. Townhouses would activate the main street edges along with a residential lounge and main entrance off Addingham Street and Cross Key Street. Servicing, the entrance to the cycle and refuse stores and a substation will be provided off Marshall Street.



### *Ground floor layout*

The upper floors would be apartments. The top floor apartments have access to private roof terraces and an internal courtyard at the first floor which would be accessible to all residents.

The building would be red brick with metal work and highly decorative detailing and windows which would differentiate the townhouses, entrances and upper levels. This would complement the older brick buildings which remain in the area as well as the emerging brick character of more recent developments.



*View of the proposed development from the corner of Addington Street and Cross Keys Street*

The footways around the application site would be upgraded together with an offsite contribution for street trees to be planted within the New Cross area.

### **Consultations**

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

The proposal has been advertised as a major development and of being of public interest together with affecting the setting of a conservation area and listed buildings. A site notice was displayed at the site and local residents and businesses were notified. No comments have been received.

#### **Highway Services**

No objection subject to the provision of a robust travel plan, appropriate cycle storage and provision of disabled parking space on street. A construction management plan should be agreed.

### **Environmental Health**

The waste management strategy for the development is acceptable. Further details are required in respect of the acoustic insulation of the apartments together with details of any plant. Further details are required in respect of ground conditions remediation.

### **Flood Risk Management Team**

The drainage strategy should be agreed which maximise blue and green infrastructure. A verification report shall be submitted on completion of the works.

### **Greater Manchester Ecology Unit**

There are no ecology constraints at the site. Biodiversity improvements should be made which includes benefitting insect pollinators and birds.

### **Greater Manchester Archaeology Unit**

There are potential remains of early 19<sup>th</sup> to early 20<sup>th</sup> century buildings and further site investigations should be undertaken and secured by planning condition.

### **Design for Security at Greater Manchester Police**

The Crime Impact Statement submitted with the application should be implemented.

### **Environment Agency**

The site does not appear to have been the subject of past industrial activity and poses a low risk of pollution to controlled waters. Consideration should be given to the ground conditions and appropriate remediation proposals put in place.

### **Aerodrome Safeguarding**

There are no safeguarding objections to the proposal.

### **Policy**

#### **The Development Plan**

The Development Plan consists of:

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

The Core Strategy Development Plan Document 2012 -2027 is the key document in Manchester's Local Development Framework. It sets out the long term strategic planning policies for Manchester's future development.

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

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

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

The relevant policies within the Core Strategy are as follows:

**SO1. Spatial Principles** – This is a strategic site within the New Cross framework area along the inner ring road. The proposal would add high quality residential accommodation in the city centre within a high quality sustainable location.

**SO2. Economy** – High quality residential accommodation within the city centre, in a sustainable location such as this, would support the economic growth of the city. The development would support local employment during the construction phases.

**SO6. Environment** – The development would be low carbon and highly sustainable using up to date energy efficiency measures in the fabric and construction of the building. Roof gardens would have air quality, biodiversity and drainage benefits. The development is supported by a robust travel plan and 100% cycle provision and no on site car parking other than a disabled bay on street.

**Policy SP1 'Spatial Principles** – The proposal would have a positive impact on visual amenity and the character of New Cross. The design and appearance of the building would provide a high quality addition to the street scene and complement existing and recent developments in the area.

**Policy EC3 'The Regional Centre', Primary Economic Development Focus (City Centre and Fringe and Policy CC8 Change and Renewal**– - The proposal would provide residential accommodation close to all forms of sustainable transport.

**Policy CC9 Design and Heritage** – The proposal provides a high quality building and fills a gap site on a strategic route.

**Policy CC10 A Place for Everyone** – The proposal would complement the ongoing regeneration of New Cross. It would be fully accessible with a parking space for disabled people provided on the surrounding road network. There will also be a review of parking demands in general once the development is occupied to ensure that those who need a car parking space are supported to find one.

**Policy T1 ‘Sustainable Transport’** - The site has access to a range of public transport modes.

**Policy T2 ‘Accessible areas of opportunity and needs’** - A transport assessment and travel plan demonstrates that the proposal would have minimal impact on the local highway network and would encourage the use of sustainable forms of transport.

**Policy H1 ‘Overall Housing Provision’** – The proposal is a high density development on a previously developed site in a highly sustainable location. A range of accommodation would be provided on site and the larger apartments and townhouses would be particularly attractive to families. High quality amenity spaces would be provided with a resident’s lounge, a courtyard and private roof gardens with adequate cycle and waste management arrangements which would support on site recycling objectives.

**Policy H2 ‘Strategic Housing Location’** – The proposal would see a strategic site redeveloped in New Cross. It would add to the supply of good quality accommodation in a highly sustainable part of the city. The fabric would be efficient with other sustainable features such as photovoltaics and sustainable drainage principles.

**Policy H3 ‘North Manchester’** – The proposal would provide high density accommodation with 71% two and three bedroom accommodation which would be available to families.

**Policy EN1 ‘Design principles and strategic character areas’** - This high quality scheme would enhance the regeneration of the area.

**Policy EN3 ‘Heritage’** - The impact on the historic environment would be acceptable and this is considered in further detail within the report.

**EN4 ‘Reducing CO<sub>2</sub> emissions by enabling low and zero carbon development’** –The proposal would have energy efficient fabric. It would have no car parking (with the exception of bays for disabled people) and a robust travel plan and cycle provision. The proposal includes renewable technologies to ensure energy demands are sustainable and low carbon.

**Policy EN5 ‘Strategic areas for low and zero carbon decentralised energy infrastructure’** - The building would be energy efficient and travel planning would promote sustainable travel patterns.

**Policy EN6 ‘Target framework for CO<sub>2</sub> reductions from low or zero carbon energy supplies’** - The buildings functions would seek to reduce overall energy demands. The building fabric is considered to be high quality and energy costs should remain low. Renewable energy would be used on site to ensure sustainable energy is used.

**Policy EN9 ‘Green Infrastructure’** – The development would provide a contribution to offsite street trees in the New Cross area. There will also be biodiversity

improvements at the site from the green infrastructure introduced on the roof gardens and courtyard areas.

**Policy EN14 ‘Flood Risk’**- A scheme to minimise surface water runoff would be agreed.

**Policy EN15, ‘Biodiversity and Geological Conservation’** - The site has limited ecological value and the planting proposed would represent a significant biodiversity enhancement. No clearance of the limited vegetation at the site should take place during bird nesting season.

**Policy EN16 ‘Air Quality’** The proposal would replace an existing car park and would not compromise air quality.

**Policy EN17 ‘Water Quality’** - The proposal includes water saving measures and would minimise surface water runoff.

**Policy EN18, ‘Contaminated Land’** – The ground conditions at the site are not complex and can be adequately dealt with.

**EN19 ‘Waste’** – Recycling principles are incorporated in the waste management strategy.

**Policy DM1 ‘Development Management’** - Careful consideration has been given to the design, scale and layout of the building.

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

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

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

**Saved Policy DC7 ‘New Housing Developments’** – The proposal represents a high quality accessible development.

**Saved policy DC26, Development and Noise** - The impact from noise sources would be minimised and further mitigation would be secured by planning condition.

**Saved policy DC19 ‘Listed Buildings’** - The proposal would not affect the setting of nearby listed buildings.

**Saved policy E3.3-** The proposal will provide a high quality building along Addington Street and would enhance the appearance of this main radial route.



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

### **Other material policy considerations**

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

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

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

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

### **Manchester Residential Quality Guidance (2016)**

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

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

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

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

### **Manchester Green and Blue Infrastructure Strategy 2015**

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

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

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

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

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

### **New Cross Neighbourhood Development Framework (July 2015)**

The New Cross Development Framework was adopted by the City Council's Executive in July 2015. This document has been prepared to guide development in the New Cross area to ensure a quality of new development that will result in a safe, accessible, vibrant, distinctive and sustainable residential led neighbourhood where people want to live.

The framework in particular seeks to build upon New Cross's location adjacent to the City Centre, Northern Quarter and other key regeneration areas along with close proximity to sustainable transport hubs.

The application site falls within 'Zone A' where an illustrative masterplan has been prepared which demonstrates how the development principles identified within the neighbourhood framework could be delivered. Zone A is particularly identified as having a distinctive historic grid pattern, along with some key Listed Buildings, which help reinforce a sense of place and character to the area.

The framework states that 'Zone A' "*will accommodate a range and mix of residential accommodation in a high quality and well managed environment that will ensure the emergence of vibrant new neighbourhoods of choice*". Such residential developments should respond to the grid pattern for the area along with ensuring active frontages. There should also be amenity space provided as balconies and roof spaces. The document goes on to state that night time uses beyond 11pm will not be supported in order to reflect the residential neighbourhood feel to the area.

In terms of parameters, the application site is anticipated to accommodate a building predominately between 4-7 storeys offering low density accommodation of 200-400 units per hectare.

### **New Cross NDF Update (2016)**

This document seeks to provide more detailed masterplanning works in relation to Zones B and C of the Framework area. The principles in the 2015 document are therefore the most relevant to the consideration of this planning application.

### **New Cross Public Realm Strategy (November 2017)**

The New Cross Public Realm Strategy was adopted by the City Council's Executive Committee in November 2017 in order to have a coordinated approach to public realm delivery and provide a series of mechanism by which the strategy will be realised including developer contributions. The overarching intention is to support to provision of appropriate public realm and neighbourhood infrastructure that will link New Cross with the wider area, particularly the City Centre.

The document is a material consideration in the planning decision making process and should be given weight in the determination of planning application as an expression of up to date thinking in respect of public realm improvements in the New Cross area.

### **City Centre Strategic Plan 2015-2018 (March 2016)**

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

It should also be noted that the strategic plan approved by the Executive also endorsed an extended boundary of the City Centre upon which the strategic plan is based. This extended boundary includes the application site and the wider New Islington and Ancoats neighbourhoods.

One of the key priorities for the Northern Quarter is to "*explore options to develop connections to Ancoats/New Islington and New Cross, spreading the creativity of the Northern Quarter eastwards and also maximising the opportunities presented by the growing communities in those areas*".

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

The strategy sets the long term vision for Manchester's future and how this will be achieved. An important aspect of this strategy is the City Centre and how it will be a key driver of economic growth and a major employment centre. Furthermore, increasing the centre for residential is fundamental along with creating a major visitor destination.

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

The revised NPPF was adopted in July 2018 and re-issued in February 2019. The document states that the '*purpose of the planning system is to contribute to the achievement of sustainable development*'. The document clarifies that the '*objective of sustainable development can be summarised as meeting the needs of the present without compromising the ability of future generations to meet their own needs*' (paragraph 7).

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

Section 5 '*Delivering a sufficient supply of new homes*' states that *a sufficient amount and variety of land should come forward where it is needed, that the needs of groups with specific housing requirements are addressed and that land with permission is developed without unnecessary delay*' (paragraph 59).

Para 64 states that at least 10% of housing is for affordable homeownership, unless this would exceed the level of affordable housing required in the area, or significantly prejudice the ability to meet the identified affordable housing needs of specific groups.

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

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

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

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

Section 11 '*Making effective use of land*' states that '*planning decisions should promote an effective use of land in meeting the need for homes and other uses, while safeguarding and improving the environment and ensuring safe and healthy living conditions*' (paragraph 117). Decisions should support development that makes efficient use of land, taking into account: the identified need for different types of housing and other forms of development, and the availability of land suitable for accommodating it; local market conditions and viability; the availability and capacity of infrastructure and services – both existing and proposed – as well as their potential for further improvement and the scope to promote sustainable travel modes that limit future car use; the desirability of maintaining an area's prevailing character and setting (including residential gardens), or of promoting regeneration and change; and the importance of securing well-designed, attractive and healthy places. (paragraph 122)

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

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

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

Planning decisions should ensure that developments: will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development; are visually attractive as a result of good architecture, layout and appropriate and effective landscaping.

In determining applications, great weight should be given to outstanding or innovative designs which promote high levels of sustainability, or help raise the standard of design more generally in an area, so long as they fit in with the overall form and layout of their surroundings (paragraph 131).

Section 14 '*Meeting the challenge of climate change, flooding and coastal change*' states that the planning system should support the transition to a low carbon future in a changing climate, taking full account of flood risk and coastal change. It should help to: shape places in ways that contribute to radical reductions in greenhouse gas emissions, minimise vulnerability and improve resilience; encourage the reuse of existing resources, including the conversion of existing buildings; and support renewable and low carbon energy and associated infrastructure (paragraph 148).

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

Section 16 '*Conserving and enhancing the historic environment*' states that in determining applications, Local Planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets' importance and no more than is sufficient to understand the potential impact of the proposal on their significance. As a minimum the relevant historic environment record should have been consulted and the heritage assets assessed using appropriate expertise where necessary. Where a site on which development is proposed includes, or has the potential to include, heritage assets with

archaeological interest, local planning authorities should require developers to submit an appropriate desk-based assessment and, where necessary, a field evaluation (paragraph 189).

In determining applications, local planning authorities should take account of:

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

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

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

Paragraph 196 states that where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use.

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

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

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

The relevant sections of the PPG are as follows:

*Air Quality* provides guidance on how this should be considered for new developments. Paragraph 8 states that mitigation options where necessary will be locationally specific, will depend on the proposed development and should be

proportionate to the likely impact. It is important therefore that local planning authorities work with applicants to consider appropriate mitigation so as to ensure the new development is appropriate for its location and unacceptable risks are prevented. Planning conditions and obligations can be used to secure mitigation where the relevant tests are met.

Examples of mitigation include:

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

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

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

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

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

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

- layout – the way in which buildings and spaces relate to each other
- form – the shape of buildings
- scale – the size of buildings



- detailing – the important smaller elements of building and spaces
- materials – what a building is made from

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

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

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

### **Other legislative requirements**

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

Section 66 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.

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

### **Smithfield Conservation Area Declaration**

Historically, the predominant building type was food markets. Few of these are still standing, and those that are have been converted to other uses. Principal amongst them is the retail fish market, which is now the craft village. This building, significant among indoor markets, was an extension to the original retail fish market constructed during the 1890s.

The Smithfield Market Hall on Swan Street is a two-storey stone building dated 1858. The detail around the main entrances takes its inspiration from the architecture of classical Greece, and each principal semi-circular arch has a bull's head carving on the central large key block. Originally a meat market, it soon became a vegetable market, and in recent years has been a training workshop for the Greater Manchester Youth Association.

No. 29 Swan Street is a Ruskinian Gothic-style building in orange-red brick with stone dressings. It has coloured bricks in the arches over the windows, with projecting stone hood-moulds, and also an overhanging oriel window at first floor level. Some of the stonework is richly carved in a leaf pattern, which forms both horizontal cornice banding and decorating near the windows.

### **Ancoats Conservation Area declaration**

The significance of the Ancoats Conservation Area is derived from the former cotton spinning mills, which dominate the area and are principally located adjacent to the Rochdale Canal and the nearby housing. Historically throughout the area, there have always been commercial and residential buildings. This juxtaposition, and interlinking of manufacturing, transport and residential uses meant that Ancoats functioned as the first industrial estate in the world.

Furthermore, the concentration of mill buildings within Ancoats has become an important landmark in the history of the Industrial Revolution. Murray Mills, McConnel and Kennedy Mill, along with others in the area, represent a clear chronology of development of cotton mill architecture from 1800 to the 1920s.

Although the area is dominated by the mill buildings, the Conservation Area also contains other Listed Buildings of differing character. The Victoria Square housing and St Peter's Church represent some of these other key buildings. These buildings have a different style of architecture than the mill buildings in form, scale and appearance. It is considered that these Listed Buildings, along with other older non listed buildings, provide a rich, often contrasting, mix of architectural styles alongside the dominant mill buildings.

### **Environmental Impact Assessment**

The Town and Country Planning (Environmental Impact Assessment) Regulations 2011 specifies that certain types of development require an Environmental Impact Assessment (EIA) to be undertaken.

The proposal type is listed in category 10 (b) Urban Development Projects of Schedule 2 of the Town and Country Planning (Environmental Impact Assessment) (England) Regulations 2017. However, the development is below the threshold of 150 dwellinghouses.

The City Council, as Local Planning Authority, has, however, adopted a screening opinion in respect of this matter to determine if this level of assessment was necessary and to determine whether the proposed development was likely to give rise to significant environmental effects.

It was concluded that there will not be significant environmental impacts associated with the proposed development and therefore an Environmental Statement is not required.

## **Issues**

### **Principle of the redevelopment of the site and contribution to regeneration**

Regeneration is an important planning consideration. The City Centre is the primary economic driver of the City Region and is crucial to its longer term economic success. There is a crucial link between economic growth, regeneration and the provision of new homes and, as the City moves into its next phase of economic growth, further housing must be provided to support and complement it.

The site is the City Centre and Regional Centre for planning and regeneration purposes. New Cross has been identified as an area where high density residential growth can be accommodated and has become a major focal point for regeneration over recent years. Numerous planning permissions have been granted and are under construction which will create an attractive residential area.

80 new homes are proposed together with ancillary spaces for residents. The proposal would increase footfall and activity and complement the creation of a new neighbourhood. 71% of the homes have two and three bedrooms which would be suitable for and attractive to families. The sizes would be consistent with the City's adopted space standards.

Manchester is the fastest growing city in the UK, having increased its population by 19% since 2001, with the city centre increasing its population from a few thousand in the late 1990s to circa 24,000 by 2011. The population is expected to increase considerably by 2030, and this, together with trends and changes in household formation, requires additional housing. Around 3,000 new homes are required per each year and the proposal would contribute to this need. Providing the right quality and diversity of new housing for the increasing population would be critical to maintaining continued growth and success.

The proposal would provide 80 homes towards the target of 2,500 new homes per annum set out in the 2016 Housing Strategy for Manchester. The high density proposal would use the site efficiently and help to meet the City's housing and employment needs.

This development would create jobs and support the needs of a skilled workforce. The provision of homes close to the employment would reduce commuter distance and help to create a low carbon city. The development would lead to the creation of construction jobs. A local labour agreement will be agreed with the applicant. The residents would generate tax income and support jobs and local businesses.

The new homes would be consistent with growth priorities and as part of meeting the objectives of policies H1 and H3 of the Core Strategy. These homes would meet the demands of a growing economy and population on a well-connected brownfield site.

It is considered that the development would be consistent with the regeneration frameworks for this area including the City Centre Strategic Plan and would complement and build upon the City Council's current and planned regeneration initiatives. The proposal is therefore considered to be consistent with the National Planning Policy Framework, and Core Strategy policies H1, H3, SP1, EC3, CC1, CC3, CC4, CC7, CC8, CC10, EN1 and DM1. As such, it is necessary to consider the potential impact of the development.

### **Affordable Housing**

Policy H8 establishes that new development should contribute to the City-wide target for 20% of new housing being affordable and 20% should be used as a starting point for calculating affordable housing provision. Developers should provide new homes that are available for social or affordable rent or affordable home ownership, or provide an equivalent financial contribution.

The amount of affordable housing should reflect the type and size of development as a whole and should take into account factors such as an assessment of local need, any requirement to diversify housing mix and the need to deliver other key outcomes, particularly regeneration objectives.

An applicant may be able to seek an exemption from providing affordable housing, or a lower proportion of affordable housing, a variation in the mix of affordable housing, or a lower commuted sum, should a viability assessment demonstrate that a scheme could only deliver a proportion of the 20% target; or where material considerations indicate that intermediate or social rented housing would be inappropriate. Examples of these circumstances are set out in part 4 of Policy H8.

The application proposes 80 new homes for open market sale. The delivery of new homes and the regeneration of the New Cross area is a priority for the Council. The proposal would develop a brownfield site, that currently makes little contribution to the area, and create active street frontages and new public realm. It would be a high quality scheme in terms of its appearance and would comply with the Residential Quality Guidance. All these matters have an impact on the scheme's overall viability.

A viability report, which has been made publicly available through the Council's public access system, has been submitted for consideration. This has been independently assessed on behalf of the Council. This has concluded that a £220,000 commuted sum for offsite affordable housing in the City is viable, which equates to 2% of the requirement outlined in policy H8.

A benchmark land value of £1, 200, 00 is within the expected range based on comparable evidence. The Gross Development Value would be £24,143,600 which would give a profit of 17%.

On this basis, the scheme could not support a contribution greater than 2%. This would ensure that the scheme is viable and can be delivered to the quality proposed. The contribution would be secured via a legal agreement. The applicant has a partnership arrangement with the City Council which includes a mechanism to review

all the affordable housing contributions across the applicant's portfolio of sites in the City. Should there be an uplift in market conditions then a further contribution to offsite affordable housing would be secured in the future.

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

The site is not in a conservation area and there are no listed building at the site. The nearest conservation areas are the Smithfield Conservation Area directly east (108 metres) and the Ancoats Conservation Area is directly west (93 metres).

New Cross does have some social and historic significance. It has experienced cycles of growth and decline. In the 18<sup>th</sup> Century it was a dense industrial area but its decline 100 years later left it underused and largely derelict. Following mass clearance, commercial development occurred from the mid-1950s. The important historic elements are its street pattern and building lines, the remnants of the historic building grain, the dynamic and varied skyline incorporating tall historic towers and chimneys (particularly the Goulden Street police/fire station) and individual and distinct buildings with large footprints.

The following listed buildings are also located near to the application site:

- the former police and ambulance station (Grade II);
- No 8 Cable Street (Grade II);
- Former Midland Bank (Grade II);
- Crown and Kettle Public House (Grade II);
- Victoria Square (Grade II)
- 29 Swan Street (Grade II);
- Smithfield Market 39 to 47 Swan Street (Grade II);
- Express Building (Grade II\*);
- New Century House (Grade II);
- CIS building (Grade II)
- Redfern Building (Grade II);
- Holyoake House (Grade II); and
- Manchester Cathedral (Grade I).

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

A heritage assessment has considered the impact of the proposal on the historic environment. The setting of the heritage assets and any impact on any key views has been addressed to allow the impact of the proposal to be understood and evaluated. The main listed and heritage assets affected by the proposal are the former police and ambulance station (Grade II), No 8 Cable Street, former Midland Bank (Grade II), Crown and Kettle Public House (Grade II) and Victoria Square (Grade II).

The heritage statement concludes that in most cases, the impact would cause a low level of harm and in some instance it would be minor beneficial.

The key views which were assessed were as follows:

- View 1: Looking from New Cross Junction towards Addington Street
- View 2: Looking from the junction of Cable Street towards the Site on Addington Street
- View 3: Oldham Road/Ancoats Conservation Area Boundary towards Addington Street Site
- View 4: from Cross Keys/Goulden Street junction looking towards Addington Street Site

### **View one**

This view is from Oldham Road with the listed former Midland Bank and Crown and Kettle public house in view. The view is fragmented and dominated by Oldham Road and the road infrastructure at this busy junction. No 8 Cable Street is also in view but the backdrop is dominated by more modern buildings and light industrial premises. The chimney stack of the former fire and ambulance station is visible in the distance. Despite the number of listed buildings in this view, the setting has been significantly altered as a result of more modern developments and infrastructure.

The impact of the proposal on this view would be negligible. The building would be visible but partially obscured by No 8 Cable Street. The building would be seen in the same context as the new residential development on Oldham Road and would have similar proportions. The chimney of the former fire station would remain visible between the two new developments.

The setting of the Crown and Kettle public house and the former Midland Bank would remain evident on the junction.

### **View two**

The view is from the corner of Cable Street and Addington Street looking in a north easterly direction towards Addington Street and is dominated by an advertisement hoarding. To the left of the view is a more modern building whilst to the right is the former fire and police station. The chimney stack of the listed building is highly visible because of the number of cleared sites within the areas with the historical setting of the chimney being largely obscured.

The view of the listed former fire and police station is lost. However, the impact is considered to be low given that this view has only been opened up as a result of 20<sup>th</sup> century site clearance. The proposal would reinstate a degree of coherence in the street scene with a building which is complementary to the surrounding older warehouse buildings.

### **View three**

The view is from Oldham Road looking westwards towards the application from Victoria Square. The Chinese pagoda structure is to the west which marks the more modern buildings at the Chinese supermarket. The Ancoats Conservation Area is to the left of the view along with the heavy traffic along Oldham Road. The CIS tower (grade II) can be seen in the far distance.

There would be a limited view of the development in this view due to the new development being constructed along Oldham Road. The Conservation Area and its listed buildings could still be appreciated.

#### **View four**

This view is looking in a south easterly direction towards the site from the junction of Cross Keys Street and Goulden Street. It is dominated by late 20<sup>th</sup> century developments, surface car parks and industrial buildings. The principle elevations of No 8 Cable Street can be seen but its setting is compromised by the condition of the site as a car park. 21<sup>st</sup> Century developments can be seen in the backdrop.

The proposal would remove a vacant and poor quality site from view and reinstate the historic street pattern. The building would correspond with the scale of other buildings in the area and provide setting to other listed buildings across the area.

#### **Impact Assessment**

The proposal would result in low level of harm to the setting of the nearby listed buildings and conservation area. There are also some instances of benefits to the historic environment.

This low level adverse impact primarily arises from the alteration to the setting of the nearby listed buildings with a building of scale. These impacts are considered to result in less than substantial harm. In these circumstances, it is necessary to assess whether the development suitably conserves the significance of the heritage assets, with greater weight being attached with the greater significance of the asset (paragraph 193 NPPF). Any harm should be outweighed by the public benefits that would be delivered, including whether it would secure the optimum viable use in accordance with the guidance provided in paragraph 196 of the NPPF.

The proposal would regenerate a key site within New Cross. The current condition of the site, as a surface level car park, has a negative impact on the area. The New Cross NDF assumes that the site would be redeveloped as part of its regeneration.

This proposal would deliver a viable and active use in a high quality building near to the heart of the City Centre. 80 new homes would be provided, many of which would be suitable for families. At 9-6 storeys, the buildings would respond to the gradual lowering of buildings within the central area of New Cross. The approach to design, scale, massing and materials used would respond positively to the context. The development would re-instate the historic street pattern which has been lost when clearance works took place. As such, many of the views of nearby listed building would historically not be as evident as they are today. The scale is considered

proportionate to the site and does not dominate or significantly alter views of the setting of listed buildings or conservation areas.

This low level of harm must be balanced against the opportunity that the redevelopment of the site presents. In overall terms, views of the site would improve as a result of the proposal.

Mitigation and public benefits are derived from the quality of the architecture, the regeneration benefits which would come from delivering 80 new energy efficient homes in a highly sustainable location, the creation of jobs during construction and the improvements to the local context.

It is considered, therefore, that, notwithstanding the considerable weight that must be given to preserving the setting of the listed buildings and conservation areas as required by virtue of S66 and S72 of the Listed Buildings Act, and paragraph 193 of the NPPF, the harm caused would be less than substantial and would be outweighed by the public benefits of the scheme and meet the requirements set out in paragraph 196 of the NPPF.

### **Impact on Archaeology**

An archaeological assessment notes that archaeology may exist and that the existing building on site have some local significance. GMAAS consider that it would be appropriate to undertake a programme of works on any remains and ground excavations to record the archaeology. Following completion of the works, and depending on the quality of the archaeological investigations, there should be some form of commemoration of the remains. A condition should be imposed to this affect to satisfy the requirements of policy EN3 of the Core Strategy and saved policy DC20 of the UDP.

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

The development would be a rectangular block resulting in active frontages to Addington Street, Cross Key Street, Chadderton Street and Marshall Street. The townhouses together with the main entrance and residents lounge would all have a direct access off these surrounding streets. The layout of the development reinforces and responds positively to street grid which remains evident in New Cross.

The highest part of the building is at the junction of Addington Street and Cross Key Street. The building is 9 storeys at this point and gradually steps down to 6 storeys to Chadderton Street.





Addington Street elevation

### *Change in height of the building along Addington Street*

The NDF provides details of how this block should respond to its position and the 'tilted bowl' effect of height and density changes within the area. The consents which have already been granted area have responded to the frameworks desire to have taller building on the edge of the area reducing in scale towards the centre.

The Swan Hose planning permission has a part 31, part 13, part 5 storey building on the junction of Rochdale Road and Swan Street. The Marriott and Stay City hotels, at 9/8 storeys, allow for a transition in scale from this tall building.

This development would reinforce this principle of the framework further with a lower building. The height and massing would reduce as a result of the stepping down of the building height from 9 and 6 storeys.

The framework does envisage a building of 4-7 storeys. This document is, however, a guide for developments and this proposal would be consistent with the principles of the framework and the context of how other buildings have responded to the requirement for a transition in scale across the framework area.

Its appearance would reinforce the materiality, geometry and traditional detailing which is found in New Cross and older parts of the City Centre such as Ancoats. The building would be constructed of a red brick with a rich tone and texture. The building would also contain large apertures, regular repeating bays on the façade and brick detailing around openings and entrances.

The main entrance off Addington Street is highlighted through a double height entrance space wrapped in curtain walling with red oxide metal framing. The

entrance is given further definition through a layered brick work surround. The large glazed frontages provide views to interior spaces.

Townhouses are provided to all the street frontages with their own entrances and defensible space. Red oxide metal railings, complementary window frames and ribbed brick work provides texture and differentiates the townhouses from the upper floor apartments above.



*Main entrance to Addington Street and typical townhouse entrance*

The service doors and louvres to Marshall Street are also to be finished in red oxide metal which ensures common materiality throughout the development.

The upper levels of the façade would be finished in the red brick. Deep brick window reveals would sit alongside profiled metal panels and create a common language that unifies the four facades of the building. Window frames, sills and copings are to be in the red oxide metal work.



### *Detailing around the windows*

Overall the design is considered to be high quality offering an individual and distinctive piece of architecture. The scale of the building is appropriate in this location and the materials deliver a simple and effective façade treatment. Conditions of the planning approval will ensure that the materials are appropriate and undertaken to the highest standard.

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

The building would occupy the footprint of the site with active frontages from the main building entrance and individual townhouse activating the street edge.

The footways around the site would be upgraded to ensure that they are suitable and safe for pedestrians. The footways are not wide enough to provide street trees therefore monies would be secured by a legal agreement to ensure that they are planted elsewhere within New Cross.

All residents of the building would have access to a first floor resident's courtyard which provides communal amenities and private terraces for adjoining townhouses. A central spine of planting, hard landscaping and seating/raised planters would form the main features of the space. A feature tree would be a focal point within the courtyard. The materiality of the space would reflect that of the building.



*Landscaping details including footway improvements, central courtyard and roof terraces*

Private roof terraces would be provided to the top floor apartments. Planted parapets would define individual terraces and help soften the buildings aesthetic. The stepped nature of the buildings upper floors help to open up views from the building and increase the amount of planting.



*Image of the private roof terraces*

## **Impact on Ecology**

An ecological appraisal concludes that the development would not result in any significant or unduly harmful impacts to local ecology given the current condition of the site. Greater Manchester Ecology Unit concur with the findings. The landscaped roof garden and off street trees would enhance green infrastructure and biodiversity, and include plant species which, where possible will benefit and attract wildlife, at the site and in the area in line with policy EN9 of the Core Strategy.

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

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

An assessment has been undertaken to establish the likely significant effects of the proposal on the amount of daylight and sun light received by properties which surround the site. Consideration has also been given to any instances of overlooking which would result in a loss of privacy.

To assess the surrounding existing properties, the BRE guidelines have been used to provide a method for assessing daylight – Vertical Sky Component (VSC) and No sky Line (NSL) methods. For the assessment of sunlight, the approach considers the Annual Probable Sunlight Hours (APSH) for a reference point on a window (i.e. if a window point can receive at least 25% APSH, then the room should still receive enough sunlight).

The properties which were assessed are as follows:

- Stay City apart hotel (currently under construction) (located immediately north west of the application site);
- 8 Cable Street (located immediately to the south east of the application site); and
- New Cross residential development (currently under construction) (located immediately to the west of the application site).



### *Relationship of the proposed development to surrounding buildings*

In determining the impact of the development on available daylight and sunlight, consideration should be given to paragraph 123 (c) of section 11 of the NPPF which states that when considering applications for housing, a flexible approach should be taken in terms of applying policies or guidance relating to daylight and sunlight, where they would otherwise inhibit making efficient use of a site (as long as the resulting scheme would provide acceptable living standards).

A summary of the impacts is detailed below:

#### **Stay City apart hotel (currently under construction)**

There were 56 windows assessed of which 55 (98%) met the BRE targets for daylight. The window that does not meet the target is a bedroom on the first floor. The corresponding living kitchen diner to this apartment would meet the targets. As bedrooms have a lesser requirement to daylight, together with the compliance of the main living accommodation, the impact on this window is considered to not be unduly harmful. All rooms will meet the NSL daylight requirements.

For sunlight, when assess against the APSH targets, all of the rooms assessed show full compliance with the guidelines.

#### **8 Cable Street (planning permission for residential conversion)**

There are two windows on the ground floor serving a living kitchen diner that would be reduced by 24% and 21% against the 20% daylight reduction target. This is not considered to be noticeable. One room would also fall short of the NSL daylight

target, with a minor reduction of 21%, against the 20% BRE reduction target. Given this minor loss to one room, it is not considered that the amenity of this residential accommodation would be unduly harmful to the amenity of the property.

For sunlight, when assess against the APSH targets, all of the rooms assessed show full compliance with the guidelines.

### **New Cross residential development (currently under construction)**

All of the window and rooms relevant for assessment show full compliance to VSC and NSL daylight targets.

For sunlight, when assess against the APSH targets, all of the rooms assessed show full compliance with the guidelines.

#### **(b) TV reception**

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

#### **(c) Air Quality**

The site is within an Air Quality Management Area (AQMA) where air quality conditions are known to be poor as a result of vehicular emissions. An air quality report notes that during the construction phases there could be impact from dust, earth works/construction and vehicle emissions. This would be minimised through good practice which should remain in place for the duration of the works and should be a condition.

There would be no onsite parking with residents taking advantage of the highly sustainable location and access to public transport. An 80 space secure cycle store would be created on site. There will be two disabled spaces created on site in order to support those residents who require a space near to the building. It is not considered that the provision of these two spaces would be detrimental to local air quality conditions.

A mechanical ventilation system would ensure that air intake to the apartments would be fresh and free from pollutants. Environmental Health concur with the conclusions and recommendations within the air quality report. The proposed mitigation measures would be secured by planning condition and the proposal would comply with policy EN16 of the Core Strategy, paragraph 8 of the PPG and paragraph 124 of the NPPF in that there will be no detrimental impact on existing air quality conditions as a result of the development.

## **Noise and vibration**

A noise assessment identifies the main sources of noise would be from: plant and construction activities. The acoustic specification would limit noise ingress from external noise, particularly from nearby roads.

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

The main source of noise to the apartments would be from traffic on the surrounding roads. A mechanical ventilation system and appropriate glazing would ensure that noise levels within the apartments are acceptable.

Provided that construction activities are carefully controlled and the plant equipment and residential and commercial accommodation are appropriately insulated the proposal would be in accordance with policy DM1 of the Core Strategy, extant policy DC26 of the UDP and the NPPF.

## **Waste management**

Each apartment would have separate storage areas for refuse, recyclable and compostable materials. The waste would be taken to the designated waste stores.

The main refuse store would be on the ground floor with an entrance off Marshall Street and from within the internal courtyard. A platform lift would allow access for the residents of the apartment to take their waste to this area. The townhouses can access the refuse store externally from Marshall Street. There will also be the option available for six of the townhouses to access the refuse store from the internal courtyard. The refuse will be removed from the store to a collection area along Marshall Street.

The waste stores would meet Council standards. There would be a 66 sqm capacity refuse store with 1100 litre Eurobins provided for general waste, pulpable and comingled materials which will be collected on alternative weeks.

## **Accessibility**

All main entrances would have level access. The residential entrances avoid pinch points with a low level reception desk and other measures to help wheel chair users. All upper floors are accessible by lifts and internal corridors would be a minimum of 1500mm. All apartments have been designed to space standards allow adequate circulation space. There would be parking space for disabled people with the provision of two on street car parking spaces being created by the applicant along with the existing on street provision.

## **Flood Risk/surface drainage**



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

A drainage statement has been considered by the Council's flood risk management team and consideration should be given to how the drainage systems would prevent surface water run off along with an examination of the introduction of sustainable urban drainage principles and their future management. In order to satisfy the provisions of policy EN14 of the Core Strategy, it is recommended that the approval, verification and monitoring of the drainage forms part of the conditions of the planning approval.

### **Impact on the highway network/car/cycle parking and servicing**

A transport statement notes that all sustainable transport modes are nearby with Victoria train station and Shudehill Metrolink station within 10-minute walk. The transport assessment indicates that the proposal would have a minimal impact on the surrounding highway network.

There would be no on site car parking given the proximity of public transport. There would be two disabled parking bay created on Chadderton Street to meet the needs of residents who need a car parking space close to the site. There are currently 4 existing disabled bays on Chadderton Street together with others located in the New Cross area. These existing spaces will also be available for the residents of this development.

There would be 80 cycle spaces in a dedicated secure cycle store accessed off Marshall Street. A robust travel plan would support the ongoing travel needs of residents including whether any offsite parking is required. A condition should ensure that the travel plan is monitored and that residents are supported to find a parking space should they require one.

A loading bay would be provided on Marshall Street dedicated to the servicing of the development.

The proposal therefore accords with policies SP1, T1, T2 and DM1 of the Core Strategy.

### **Designing out crime**

A Crime Impact Statement (CIS), prepared by Design for Security at Greater Manchester Police, recognises that the development would bring vitality to this area and more active frontage. It is recommended that a condition of the planning approval is that the CIS is implemented in full as part of the development in order to achieve Secured by Design Accreditation.

### **Ground conditions**

A ground conditions report provides notes that further gas monitoring is required to inform the final remediation strategy. A verification report should confirm that the agreed remediation has been carried out. This approach should form a condition of the planning approval in order to comply with policy EN18 of the Core Strategy.

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

The proposal would be a low carbon building in a highly sustainable location with excellent access to public transport for residents and visitors.

Sustainability principles would be incorporated into the construction process in terms of minimising and recycling of waste, efficiency in terms of vehicle movements and sourcing and use of materials.

There would be no on site car parking, with the exception of one new disabled bay created on Chadderton Street. This would limit the level of vehicle emissions ensuring the building does not contribute to local air quality conditions.

A robust travel plan would encourage residents to take advantage of the excellent public transport in the area which would ensure vehicle trips are low. There will be a secure cycle store for residents which will contain 80 cycle spaces.

The building fabric would be highly efficient with energy saving measures incorporated into the design. Approximately 64 (250 watt) photovoltaic panels would be installed to the flat roof areas of the building. Along with other measures such as LED lighting and highly efficient water heaters and boilers, this would achieve a site wide reduction in CO2 over Part L (2013) of the Building Regulations of 8.5%.

This reduction is in line with the requirements of policy EN6 which seeks to achieve a 15% reduction in CO2 on Part L (2010) Building Regulations. The change in Building Regulations requirements between 2010 and 2013 together with the 8.5% reduction in CO2 of the proposed building over the 2013 regulations, means the building is compliant and achieves the 15% reduction in overall CO2. A post construction review will form part of the planning conditions to verify that this reduction has been achieved.

In addition, a green and blue roof is to be incorporated to the roof terraces which would minimise the size of the attenuation tank and level of surface water going into the local sewer network.

There would also be the provision of new green infrastructure in the form of new landscaping to the roof terraces and internal courtyard together with an off-site contribution to plant street trees within the New Cross area.

### **Legal Agreement**

The proposal would be subject to a legal agreement under section 106 of the Planning Act to secure money for the provision of offsite affordable housing in the City as explained in the paragraph with heading "Affordable housing".

In addition, in the interest of securing environmental improvements in the New Cross area, monies will also be secured for the provision street trees and other public realm improvements in the New Cross area.

## **Conclusion**

The proposal would have a positive impact on the regeneration of this part of the City Centre and would contribute to the supply of high quality housing. Active frontages and high quality façades would make a positive contribution to the city scape. The building would be of a high level of sustainability and high quality materials thereby reducing CO2 emissions.

There would be a modest impacts on the setting of adjacent listed buildings and non-designated heritage assets. These are low level impacts that are outweighed by the public benefits that the scheme would deliver in terms of removing this low quality site and providing new homes.

There would be minimal impact on the surrounding buildings in terms of daylight and overlooking distances are reasonable and will not result in a loss of privacy.

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

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

**Recommendation**      **MINDED TO APPROVE subject to the signing of a section 106 agreement in respect of offsite affordable housing and public realm improvements in the New Cross area.**

## **Article 35 Declaration**

Officers have worked with the applicant in a positive and proactive manner based on seeking solutions to problems arising in relation to dealing with the planning application. Pre application advice has been sought in respect of this matter where early discussions took place regarding the siting/layout, scale, design and

appearance of the development along with noise and traffic impacts. Further work and discussion have taken place with the applicant through the course of the application, particularly in respect of the appearance of the building along with other matters arising from the consultation and notification. The proposal is considered to be acceptable and therefore determined within a timely manner.

### **Reason for recommendation**

### **Conditions to be attached to the decision**

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

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

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

### Drawings

ADST-HBA-SW-00-DR-A-08-0000 P1, ADST-HBA-SW-00-DR-A-08-0001 P1, ADST-HBA-00-00-DR-A-08-0100 P1, ADST-HBA-00-01-DR-A-08-0101 P1, ADST-HBA-00-01-DR-A-08-0102 P1, ADST-HBA-00-01-DR-A-08-0103 P1, ADST-HBA-00-01-DR-A-08-0104 P1, ADST-HBA-00-01-DR-A-08-0105 P1, ADST-HBA-00-01-DR-A-08-0106 P1, ADST-HBA-00-01-DR-A-08-0107 P1, ADST-HBA-00-01-DR-A-08-0108 P1, ADST-HBA-00-01-DR-A-08-0109 P1, ADST-HBA-00-ZZ-DR-A-08-0200 P1, ADST-HBA-00-ZZ-DR-A-08-0201 P1, ADST-HBA-00-ZZ-DR-A-08-0203 P1, ADST-HBA-00-ZZ-DR-A-08-0300 P1, ADST-HBA-00-ZZ-DR-A-08-0301 P1, ADST-HBA-00-ZZ-DR-A-08-0500 P1 and ADST-HBA-00-ZZ-DR-A-08-0501 P1 stamped as received by the City Council, as Local Planning Authority, on the 19 September 2019

Drawing ADST-HBA-00-ZZ-DR-A-08\_0505 Rev P1 stamped as received by the City Council, as Local Planning Authority, on the 16 October 2019

Drawing ADST-HBA-00-ZZ-DR-A-08-0109 Rev P1 stamped as received by the City Council, as Local Planning Authority, on the 8 November 2019

Drainage drawings 0001-P01, 0002-P01, 0003-P01, 0004-P01 and 0005-P01 and GA-0001 P05 stamped as received by the City Council, as Local Planning Authority, on the 8 November 2019

### Supporting information

Design and access statement prepared by Hawkins Brown, Air Quality Assessment prepared by Redmore Environmental, Archaeology desk based assessment prepared by Orion, Archaeological watching brief prepared by Archaeology England, Crime Impact Statement (Version B) prepared by Design for Security at Greater Manchester Police, Daylight and Sunlight report prepared by GIA, Environmental Standards statement prepared by Watt, Planning Statement prepared by Avison

Young, Tall Building Statement prepared by Avison Young, TV and radio assessment prepared by GTech surveys limited, Ecology report prepared by Middlemarch Environmental, Heritage assessment prepared by Stephen Levrant, Transport Statement and travel plan prepared by Civil Engineers, Flood risk and drainage assessment and preliminary environment risk assessment prepared by Ground Tech consulting stamped as received by the City Council, as Local Planning Authority, on the 19 September 2019

Email from Paull Nellist dated 8 November 2019

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

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

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

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

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

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

4) Notwithstanding the detailed flood risk statement stamped as received by the City Council, as Local Planning Authority, on the 19 September 2019 and drawings 0001-P01, 0002-P01, 0003-P01, 0004-P01 and 0005-P01 and GA-0001 P05 stamped as received by the City Council, as Local Planning Authority, on the 8 November 2019, (a) the development shall not commence until a scheme for the drainage of surface water for the development has been submitted for approval in writing by the City Council as the Local Planning Authority. This shall include:

- investigating the opportunity to maximise the use blue-green roof attenuation and reduce size of the proposed underground tank;
- Details of surface water attenuation that offers a reduction in surface water runoff to 5l/s; Hydraulic calculation of the proposed drainage system to provide evidence that the drainage system has been designed (unless an area is designated to hold and/or convey water as part of the design) so that flooding does not occur during a 1 in 100 year rainfall event with allowance for climate change in any part of a building;

- Assessment of overland flow routes for extreme events that is diverted away from buildings (including basements). Overland flow routes need to be designed to convey the flood water in a safe manner in the event of a blockage or exceedance of the proposed drainage system capacity including inlet structures. A layout with overland flow routes needs to be presented with appreciation of these overland flow routes with regards to the properties on site and adjacent properties off site;

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

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

5) Notwithstanding the preliminary risk assessment prepared by by Ground Tech consulting stamped as received by the City Council, as Local Planning Authority, on the 19 September 2019, (a) before the development hereby approved commences, the following information shall be submitted for approval in writing by the City Council, as Local Planning Authority:

- Submission of site investigation proposals;
- Submission of an updated final risk assessment;
- Submission of a remediation strategy (if required).

Once approved, the development shall then be carried out in accordance with the approved details.

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

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

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

6) Prior to the commencement of the development, 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;

- Display of an emergency contact number;
- Details of Wheel Washing;
- Dust suppression measures;
- Compound locations where relevant;
- Consultation with local residents;
- Location, removal and recycling of waste;
- Routing strategy and swept path analysis;
- Parking of construction vehicles and staff; and
- Sheeting over of construction vehicles.

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, EN16, EN19 and DM1 of the Manchester Core Strategy (July 2012).

7) No development groundworks shall take place until the applicant or their agents or successors in title has secured the implementation of a programme of archaeological works. The works are to be undertaken in accordance with a Written Scheme of Investigation (WSI) submitted to and approved in writing by the City Council, as Local Planning Authority. The WSI shall cover the following:

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

Reason- To record and advance understanding of heritage assets impacted on by the development and to make information about the heritage interest publicly accessible pursuant to policy EN3 of the Manchester Core Strategy (2012), saved policy DC20 of the Unitary Development Plan for the City of Manchester (1995) and NPPF.

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

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

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

9) Prior to the first occupation of the development, details of the implementation, maintenance and management of the sustainable drainage scheme shall be submitted for approval in writing by the City Council, as Local Planning Authority.

For the avoidance of doubt this shall include:

- Verification reporting providing photographic evidence of construction;
- Management and maintenance plan for the lifetime of the development which shall include the arrangements adoption by any public body or statutory undertaker, or any other arrangements to secure the operation of the sustainable drainage scheme throughout its lifetime.
- Timescale for implementation

The implementation of the management and maintenance plan shall be implemented in accordance with the timescales agreed and retained for as long as the development remains in use.

Reason – To manage flooding and pollution and to ensure that a managing body is in place for the sustainable drainage system and there is funding and maintenance mechanism for the lifetime of the development pursuant to policies SP1, EN14 and DM1 of the Manchester Core Strategy (2012).

10) (a) Prior to the first occupation of this development, details of hard and soft landscaping treatments (including appropriate samples of materials) shall be submitted to and approved in writing by the City Council as local planning authority.

(b) The approved scheme shall be implemented prior to the first occupation of the development. If within a period of 5 years from the date of the planting of any tree or shrub, that tree or shrub or any tree or shrub planted in replacement for it, is removed, uprooted or destroyed or dies, or becomes, in the opinion of the local planning authority, seriously damaged or defective, another tree or shrub of the same species and size as that originally planted shall be planted at the same place.



Reason - To ensure that a satisfactory landscaping scheme for the development 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.

11) The development hereby approved shall be carried out in accordance with the Environmental Standards statement stamped as received by the City Council, as Local Planning Authority, on the 19 September 2019. A post construction review certificate/statement shall be submitted for approval, within a timescale that has been previously agreed in writing, to the City Council as Local Planning Authority.

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

12) Notwithstanding the noise and vibration report stamped as received by the City Council, as Local Planning Authority, on the 19 September 2019, (a) Prior to the first occupation of the development hereby approved, 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. Any mitigation measures shall be implemented in accordance with a timescale to be agreed with the City Council, as Local Planning Authority, and thereafter retained and maintained in situ.

Reason - To minimise the impact of plant on the occupants of the development pursuant to policies SP1 and DM1 of the Manchester Core Strategy (2012) and saved policy DC26 of the Unitary Development Plan for the City of Manchester (1995).

13) Notwithstanding the environmental noise assessment prepared by Cundall stamped as received by the City Council, as Local Planning Authority, on the 19 September 2019 and the email from Paul Nellist dated 8 November 2019, (a) prior to the first occupation of the development a scheme for acoustically insulating the proposed residential accommodation against noise from Addington Street and local traffic network shall be submitted for approval in writing by the City Council, as Local Planning Authority. The approved noise insulation scheme shall be completed before the first occupation of the development.

Noise survey data must include measurements taken during a rush-hour period and night time to determine the appropriate sound insulation measures necessary. The following noise criteria will be required to be achieved:

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

Living Rooms (daytime - 07.00 - 23.00) 35 dB L Aeq

Gardens and terraces (daytime) 55 dB L Aeq

(b) Prior to the first use of the development, a verification report will be required to validate that the work undertaken conforms to the recommendations and requirements approved as part of part (a) of this planning condition. The verification report shall include post completion testing to confirm the noise criteria has been met. In instances of non-conformity, these shall be detailed along with mitigation measures required to ensure compliance with the noise criteria. Any mitigation measures shall be implemented in accordance with a timescale to be agreed with the City Council, as Local Planning Authority, and thereafter retained and maintained in situ.

Reason: To secure a reduction in noise from traffic or other sources in order to protect future residents from noise disturbance pursuant to policies SP1, H1 and DM1 of the Core Strategy (2007) and saved policy DC26 of the Unitary Development Plan for the City of Manchester (1995).

14) The development hereby approved shall be carried out in accordance with site waste management strategy and drawing ADST-HBA-00-00-DR-A-08-0100 P1 stamped as received by the City Council, as Local Planning Authority, on the 19 September 2019. The details shall be implemented prior to the first occupation of the development and thereafter retained and maintained in situ.

Reason - To ensure adequate refuse arrangement are put in place for the development pursuant to policies EN19 and DM1 of the Manchester Core Strategy.

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

Reason - In the interests of amenity, crime reduction and the personal safety of those using the proposed development in order to comply with the requirements of policies SP1 and DM1 of the Core Strategy.

16) If any lighting at the development hereby approved, when illuminated, causes glare or light spillage which in the opinion of the Council as local planning authority causes detriment to adjoining and nearby residential properties, within 14 days of a written request, a scheme for the elimination of such glare or light spillage shall be submitted to the Council as local planning authority and once approved shall

thereafter be retained in accordance with details which have received prior written approval of the City Council as Local Planning Authority.

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

17) The development hereby approved shall be carried out in accordance with the Crime Impact Statement (version B) prepared by Design for Security at Greater Manchester Police stamped as received by the City Council, as Local Planning Authority, on the 19 September 2019. The development shall only be carried out in accordance with these approved details. The development hereby approved shall not be occupied or used until the Council as local planning authority has acknowledged in writing that it has received written confirmation of a Secured by Design accreditation.

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

18) The development shall be carried out in accordance with the interim travel plan prepared by Civic engineers stamped as received by the City Council, as Local Planning Authority, on the 19 September 2019.

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

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

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

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

19) Prior to the first occupation of the development, the provision of 80 cycle spaces, as indicated on ADST-HBA-00-00-DR-A-08-0100 P1 stamped as received by the City Council, as Local Planning Authority, on the 19 September 2019 shall be

implemented prior to the first occupation of the development hereby approved and retained and maintained in situ for as long as the development remains in use.

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

20) Prior to the first use of the development hereby approved, a scheme of highway works and details of footpaths reinstatement/public realm 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:

- Footway improvement and reinstatement works around the perimeter of the application site;
- Creation of the two disabled car parking spaces on the surrounding road network.

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) and in accordance with the New Cross Public Realm Strategy.

21) Notwithstanding the TV reception survey stamped as received by the City Council, as Local Planning Authority, on the 19 September 2019, within one month of the practical completion of each phase of the development or before the development is first occupied, whichever is the sooner, and at any other time during the construction of the development if requested in writing by the City Council as local planning authority in response to identified television signal reception problems within the potential impact area a study shall identify such measures necessary to maintain at least the pre-existing level and quality of signal reception identified in the survey carried out above. The measures identified must be carried out either before the building is first occupied or within one month of the study being submitted to the City Council as local planning authority, whichever is the earlier.

Reason - To provide an indication of the area of television signal reception likely to be affected by the development to provide a basis on which to assess the extent to which the development during construction and once built, will affect television reception and to ensure that the development at least maintains the existing level and quality of television signal reception - In the interest of residential amenity, as specified in policy DM1 of Core Strategy.

22) Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 2015 (or any order revoking and re-enacting that Order with or without modification) no part of the premises shall be used for any other purpose (including any other purpose in Class C3 of the Schedule to the Town and Country Planning (Use Classes) Order 1987 as amended by The Town and

Country Planning (Use Classes) (Amendment) (England) Order 2010, or in any provision equivalent to that Class in any statutory instrument revoking and re-enacting that Order with or without modification) other than the purpose(s) of C3(a). For the avoidance of doubt, this does not preclude two unrelated people sharing a property.

Reason - In the interests of residential amenity, to safeguard the character of the area and to maintain the sustainability of the local community through provision of accommodation that is suitable for people living as families pursuant to policies DM1 and H11 of the Core Strategy for Manchester and the guidance contained within the National Planning Policy Framework.

23) Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 2015 as amended by The Town and Country Planning (General Permitted Development) (Amendment) (England) Order 2010 (or any order revoking and re-enacting that Order with or without modification) the apartments hereby approved shall be used only as private dwellings (which description shall not include serviced apartments/apart hotels or similar uses where sleeping accommodation (with or without other services) is provided by way of trade for money or money's worth and occupied by the same person for less than ninety consecutive nights) and for no other purpose (including any other purpose in Class C3(a) of the Schedule to the Town and Country Planning (Use Classes) Order 1987 as amended by The Town and Country Planning (Use Classes) (Amendment) (England) Order 2010, or in any provision equivalent to that Class in any statutory instrument revoking and re-enacting that Order with or without modification) other than the purpose(s) of C3(a).

Reason - To safeguard the amenities of the neighbourhood by ensuring that other uses which could cause a loss of amenity such as serviced apartments/apart hotels do not commence without prior approval; to safeguard the character of the area, and to maintain the sustainability of the local community through provision of accommodation that is suitable for people living as families pursuant to policies DM1 and H11 of the Core Strategy for Manchester and the guidance contained within the National Planning Policy Framework.

24) Prior to the first occupation development a signage strategy for the entire building shall be submitted for approval in writing by the City Council, as Local Planning Authority. The signage strategy will include timescales for implementation. The approved strategy shall then be implemented 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).

25) Prior to the first occupation of the development hereby approved, details of the number, siting and appearance bird and bat boxes at the development shall be submitted for approval in writing by the City Council, as Local Planning Authority. The approved details shall be implemented and be in place prior to the first occupation of the development hereby approved and shall thereafter be retained and maintained in situ.

Reason – In the interest of providing habitats for birds to improve the ecological value of the application site pursuant to policies SP1 and EN15 of the Manchester Core Strategy (2012).

26) All windows at ground level, unless shown otherwise on the approved drawings detailed in condition 2, shall be retained as a clear glazed window opening at all times and views into the premises shall not be screened or obscured in any way.

Reason - The clear glazed window(s) is an integral and important element in design of the ground level elevations and are important in maintaining a visually interesting street-scene consistent with the use of such areas by members of the public, and so as to be consistent with saved policy DC14 of the Unitary Development Plan for the City of Manchester and policies SP1 and DM1 of the Core Strategy.

27) The development hereby approved shall include for full disabled access to be provided to the internal courtyard and communal walkways and via the main entrances and to the floors above.

Reason - To ensure that satisfactory disabled access is provided by reference to the provisions Core Strategy policy DM1.

28) Within 6 months of the residential element of the development hereby approved being first occupied, details of a car parking review detailing the demands/uptake of car parking at the development shall be submitted for approval in writing by the City Council, as Local Planning Authority. This review shall set out the demands for car parking at the development including a strategy for the provision of further off site car parking should this been deemed necessary.

In the event of a strategy is approved for the implementation of additional off site car parking, this strategy shall be implemented within a timescale to be agreed in writing with the City Council, as Local Planning Authority.

Reason - To ensure an adequate supply of car parking at the development pursuant to policies T2 and DM1 of the Manchester Core Strategy (2012).

29) Prior to the first use of the development hereby approved, details of the siting, scale and appearance of the solar panels to the roof (including cross sections). The approved details shall then be implemented prior to the first use of the 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 polices SP1, EN1, EN6 and DM1 of the Manchester Core Strategy (2012).

#### Informatives

- Any signage, wayfinding, banners or any other advertisements to be installed in and around the application site for the purpose of the promotion of the developments and routes to it may require consent under the Town and Country Planning (Control of Advertisements) (England) Regulations 2007.

**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: 124888/FO/2019 held by planning or are City Council planning policies, the Unitary Development Plan for the City of Manchester, national planning guidance documents, or relevant decisions on other applications or appeals, copies of which are held by the Planning Division.

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

**Highway Services  
Environmental Health  
Neighbourhood Team Leader (Arboriculture)  
MCC Flood Risk Management  
Strategic Development Team  
Work & Skills Team  
Greater Manchester Police  
United Utilities Water PLC  
Environment Agency  
Transport For Greater Manchester  
Greater Manchester Archaeological Advisory Service  
Greater Manchester Ecology Unit  
Manchester Airport Safeguarding Officer**

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

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

|                                   |                              |
|-----------------------------------|------------------------------|
| <b>Relevant Contact Officer :</b> | Jennifer Atkinson            |
| <b>Telephone number :</b>         | 0161 234 4517                |
| <b>Email :</b>                    | j.atkinson@manchester.gov.uk |



 Application site boundary  Neighbour notification  
© Crown copyright and database rights 2020. Ordnance Survey 100019568



|                           |                      |                       |                |
|---------------------------|----------------------|-----------------------|----------------|
| <b>Application Number</b> | <b>Date of Appln</b> | <b>Committee Date</b> | <b>Ward</b>    |
| 125615/FO/2019            | 2nd Dec 2019         | 16 Jan 2020           | Longsight Ward |

**Proposal** Renewal of previous planning permission 110616/FO/2015/N2 for the continuance of stock car racing for a maximum of eleven meetings per season between 1st March to 31st December (annually) for a temporary period of 4 years

**Location** Belle Vue Greyhound Stadium, Kirkmanshulme Lane, Manchester, M18 7BD

**Applicant** Mr Steven Rees, Startrax Oval Motorsport Ltd, 12 Heyhouses Lane, Lythan St Annes, FY8 3RT

Planning permission is sought for a temporary period of 4 years in order to allow stock car racing to continue to take place for a maximum of eleven meetings per season between 1<sup>st</sup> March and 31<sup>st</sup> December (annually).

As background to this planning application, it is advised that the Planning & Highways committee approved application 062940/FU/NORTH2/01 in March 2002 for a temporary two-year period for Five Formula one and seven Regular stock car meetings to operate for two seasons subject to a number of conditions. In February 2004 a further temporary approval was granted by committee for the variation of conditions 1 and 3 of permission 062940/FU/NORTH2/01 to allow 8 stock car meetings per year including 4 Formula One events up to 31 October 2007. In February 2008, a temporary approval was granted by committee for the continuance of stock car racing for a maximum of eight meetings per season during a period from 1st March to 30th November for a temporary period of 4 years (ref: 085126/FO/2007/N2). Planning permission 097958/FO/2011/N1 related to the continuance of stock car racing for a maximum of eleven meetings per season during a period from 1st March to 31st December for a temporary period of 4 years; this application was given a temporary planning permission which expired on 1st March 2016.

A further application for the renewal of previous planning permission 097958/FO/2011/N2 for the continuance of stock car racing for a maximum of eleven meetings per season between 1st March to 31st December (annually) for a temporary period of 4 years (ref:110616/FO/2015/N2) was approved on 04.02.2016 for 4 years and will expire on 4<sup>th</sup> February 2020.

At the meeting of the Planning & Highways Committee on 19<sup>th</sup> December 2019 members were minded to approve residential development on this site, subject to a legal agreement for affordable housing (ref: 122160/FO/2018).

## Description

The application site is within a mixed commercial and residential area and consists of a stadium and ancillary buildings, which are principally used for greyhound and stock car racing. The Showcase Cinema and associated car park is opposite the

application site with vehicular egress on to Kirkmanshulme Lane. The National Speedway Stadium is located to the west on Kirkmanshume Lane.

There is a history of stock car racing at the site, with continuous use of the stadium for stock car racing events between 1999 - 2019. The planning permission for this has always been approved on a temporary basis to allow for continued monitoring and assessment of the impact on the residential amenity of neighbouring occupiers.

This application relates to the continued undertaking of stock car racing with no associated building works. The number of proposed race events would remain at 11 to be held between 1 March and 31 December for a temporary period of 4 years. In so doing, the applicant has replicated the operational details of the planning application approved under ref: 097958/FO/2011/N2 on 4 February 2016. On this basis stock car racing would take place within the inner shale track within the confines of the greyhound track at Belle Vue Stadium.

The applicant has stated that this application has been submitted, as the current temporary permission lapses in 2020, and as such a renewal of permission will be required, even if events were to take place only in 2020, or part thereof, depending on any timeframes to redevelop the site for housing. The applicant has indicated that under the terms of the lease the stadium would still remain operational for a period of 6 months, if the residential development goes ahead.

It is anticipated that this pattern of events would take place throughout the duration of the proposed temporary planning permission on the same basis as the previous approval. As such, no more than 2 events would take place per month, nor would events take place on consecutive weeks.

In previous years 1 event has been held in February, March, April, June and October, with two events in May, August and November.

Events would take place during the following hours:

- (i) Sundays Commence at 3.30 pm and conclude no later than 7.00pm;
- (ii) Bank Holidays: Commence at 4.30 pm and conclude no later than 7.30 pm;
- (iii) Occasional Tuesday evenings: Commence at 7.00 pm and conclude by no later than 9.30 pm.

The applicant indicated a provision of 1000 car parking spaces, 350 within the application site and the continued leasing of 650 spaces within the Showcase Cinema car park situated directly to the north of the site. The applicant has also indicated the provision of stewards to manage unrestricted on-street car parking along Kirkmanshulme Lane.

## **Consultations**

Local residents - one letter of objection has been received from a resident in Bracewell Close, Longsight, on the grounds that 11 meetings per season is too

many. They ask the Council to consider the environmental impact on the health of local residents from breathing increased levels of carbon dioxide not only from races, but from associated traffic.

Comments received from interested parties – 30 letters of objection have been received from residents in Wolverhampton, Waterloo, Ramsbottom, Birkenhead, Hereford, Thetford, Doncaster, Edinburgh, Solihull, Dublin, Westwood, Halton, Drury, Darwen, Stockport, Gresley, Worsley (2), Birmingham, Norwich (3), Audenshaw, Chorlton, Southport, West Devon, Newcastle upon Tyne Sutton Coldfield, Letchworth on the following grounds:-

- The provision of much needed housing is needed more than racing cars or dogs. The number of homeless and people needing housing is rising, and they should be helped and provided for in Manchester. The site could provide housing to alleviate these social problems. More affordable housing is needed.
- One resident queries why this should be left for 4 years, and questions how stock car racing or dog racing can be more important than housing for people.
- The venue should be shut down.
- Please consider animal welfare and their rights.
- Raise the issue of carbon reduction and question whether a motorsport venue is going to reduce emission, noise pollution etc.
- The stadium is an outdated waste of land, which could be put to better use in building affordable homes.
- The amount of jobs created in building the homes, the supply of materials for the construction and people moving into the completed home will have a substantial impact on the local economy. Please do not issue permission for a leisure activity over the positive impact of housing on the local economy.
- This place is an eyesore that could look good with newly built homes.
- Stock car racing is detrimental due to the noise and exhaust fumes generated, an greyhound racing is an outdated cruel form of entertainments. The land would be better used for housing.

Environmental Health – Have no objection to the approval of the above approval subject to all previous conditions relating to operating hours and noise mitigation being re-applied in respect of this planning application. They have considered the amended hours and would comment that later hours into Sunday evenings may give rise to concerns regarding increased noise impacts on nearby residents. No information has been submitted to address this potential concern. Therefore, as previously stated, on the basis that there have been no recent relevant complaints regarding activities at the premises, they would have no objection to the hours and additional relevant conditions of approval 110616/FO/2015/N2 being re-applied for the temporary period applied for with the amendment of hours on Bank Holiday Mondays to 1630-1930 (from 1700-2130).

Highways Services - The following comments have been received:

The proposed extension of the planning permission is accepted in principle by Highways. The existing and proposed permission is for 11 meetings per year and there would be no more than two meeting in any one month.

Highways works including TROs were previously installed to Kirkmanshulme Lane to

facilitate the development. The highway works are considered satisfactory and therefore no further interventions would be likely due to a further 4 year temporary permission.

A planning condition setting out the requirements for a travel plan is attached to the previous consent and Highways would request that a similar planning requirement is attached to any consent granted for the proposed extension to the temporary planning permission.

Greater Manchester Police Design for Security - Have no comments to make on this occasion.

## Issues

### National Planning Policy Framework (2019)

The revised NPPF was adopted in early 2019. It represents key up to date national policy and is an important material consideration in determining the current application. A number of key aspects of the NPPF that impact on the considerations that need to be given to the current application are identified below.

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

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

Section 8 ‘Promoting Healthy and Safe Communities’ states that planning policies and decisions should aim to achieve healthy, inclusive and safe places (paragraph 91). This section states that existing open space, sports and recreational buildings and land, including playing fields, should not be built on unless: an assessment has been undertaken which has clearly shown the open space, buildings or land to be surplus to requirements; or the loss resulting from the proposed development would be replaced by equivalent or better provision in terms of quantity and quality in a suitable location; or the development is for alternative sports and recreational provision, the benefits of which clearly outweigh the loss of the current or former use (paragraph 97). This application would enable the existing Stock Car events to continue to take place at the Belle Vue Stadium for a further temporary period.

Section 9 ‘Promoting Sustainable Transport’ states that ‘significant development should be focused on locations which are or can be made sustainable, through limiting the need to travel and offering a genuine choice of transport modes. This can help to reduce congestion and emissions, and improve air quality and public health’ (paragraph 103). Developments should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe (paragraph 109).

Within this context, applications for development should:

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

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

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

Section 14 'Meeting the challenge of climate change, flooding and coastal change' states that the planning system should support the transition to a low carbon future in a changing climate, taking full account of flood risk and coastal change. It should help to: shape places in ways that contribute to radical reductions in greenhouse gas emissions, minimise vulnerability and improve resilience; encourage the reuse of existing resources, including the conversion of existing buildings; and support renewable and low carbon energy and associated infrastructure (paragraph 148).

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

In determining applications, local planning authorities should take account of:

- a) the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;

- b) the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and
- c) the desirability of new development making a positive contribution to local character and distinctiveness. (Paragraph 192)

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

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

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

- a) the nature of the heritage asset prevents all reasonable uses of the site; and
- b) no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and
- c) conservation by grant-funding or some form of not for profit, charitable or public ownership is demonstrably not possible; and
- d) the harm or loss is outweighed by the benefit of bringing the site back into use (paragraph 195).

Paragraph 196 states that where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use.

NPPF defines designated heritage assets as: 'A World Heritage Site, Scheduled Monument, Listed Building, Protected Wreck Site, Registered Park and Garden, Registered Battlefield or Conservation Area designated under the relevant legislation'.

The proposal does not affect any designated heritage asset and reference is made to the above as context to the proportionate consideration of the issues concerning consideration of a non-designated heritage asset.

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

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

### Planning Practice Guidance (PPG)

The relevant sections of the PPG are as follows:

#### *Noise*

This section states that Local Planning Authorities’ should take account of the acoustic environment and in doing so consider:

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

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

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

#### *Design*

This section states that where appropriate the following should be considered:

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

#### *Health and Well Being*

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

#### *Travel Plans, Transport Assessments in Decision Taking*

This section states that applications can positively contribute to:

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

### The Development Plan

The Development Plan consists of:

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

The Core Strategy was adopted in July 2012 and is the key document in the Local Development Framework. It replaces significant elements of the Unitary Development Plan (UDP) and sets out the long term strategic planning policies for Manchester's future development.

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

Section 38(6) of the 2004 Act requires planning applications to be determined in accordance with the provisions of the Development Plan unless material considerations indicate otherwise. The NPPF also refers to this requirement.

The relevant policies within the Core Strategy are as follows:

Policy SP1 'Spatial Principles' - one of the key spatial principles is the emphasis on the creation of neighbourhoods where people choose to live, providing high quality and diverse housing, in a distinct environment. New development should maximise the use of the City's transport infrastructure, in particular promoting walking, cycling and the use of public transport.

The proposal would enable existing Stock car events to continue to be held at Belle Vue for a further period of time, and contribute towards the leisure events held at this facility. Consideration has been given to continuing to minimise the impact on local residents, in terms of noise, and event day car parking.

Policy C10- Leisure and the Evening Economy advises that new development and redevelopment that supports the evening economy, contributes to the vitality of district centres and supports a balanced and socially inclusive evening/night-time economy will be permitted, subject to considerations, including:



- i. Cumulative impact - in areas where there is already a concentration of bars (A4), hot food takeaways (A5) and other night-time uses which are detrimental to the character or vitality and viability of the centre, there will be a presumption against further facilities;
- ii. Residential amenity - the proposed use should not create an unacceptable impact on neighbouring uses in terms of noise, traffic and disturbance;
- iii. Balance - new uses in Manchester centres should support both the day-time and evening/night-time economies whilst not undermining the role of the primary shopping area.

Policy EC1 (Employment and economic growth in Manchester) - Outlines the priorities for ensuring continued economic growth in the City. Major employment growth areas are identified within the policy. In addition, the Council will support other significant contributors to economic growth and productivity including health, education, retailing, cultural and tourism facilities, and other employment generating uses.

The priorities for such developments include: improving access to jobs for all via public transport, walking and cycling; demonstrating that employment generating development has fully considered opportunities to provide jobs for local people, through construction or use; improving the portfolio of employment premises, by providing a range of employment sites and premises for small, medium and large businesses; ensuring the continued social, economic and environmental regeneration of the City and creating business destinations by enhancing the primary business use with ancillary commercial facilities.

Policy EC5 (East Manchester) - Outlines areas for specific employment growth, including Eastlands, which is identified as a major leisure visitors destination with ancillary retail and offices. Through the relevant sections of policy EC5 the Council will promote development which: ensures major employment opportunities are connected via non - car modes to residential neighbourhood within East Manchester and North Manchester, these include the City Centre, Central Park, Eastlands and railway stations in the City Centre; and, take advantage of key transport infrastructure such as the arterial roads and public transport networks, such as bus routes, and the proposed extension to Metrolink including two new lines and the new stops.

Policy T1 'Sustainable Transport' seeks to deliver a sustainable, high quality, integrated transport system to encourage modal shift away from car travel to public transport, cycling and walking. The proposal is located in an area where there is access to a range of public transport modes, including the Gorton train station and regular bus services.

Policy T2 'Accessible areas of opportunity and needs'. It is considered that the proposed development is in a sustainable location and is 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 EN3 'Heritage' states that proposals for development must preserve or enhance the historic environment, the character, setting and accessibility of areas and buildings of acknowledged importance, including scheduled ancient monuments,

listed buildings, registered parks and gardens, conservation areas and archaeological remains. The proposed development site contains no heritage assets and is not located within a Conservation Area. There are no listed buildings in close proximity to the application site. However, the historic use of the site along with the social heritage of the stadium requires full assessment as part of this application and will be considered in detail below.

EN4 'Reducing CO2 emissions by enabling low and zero carbon development' the Council will seek to reduce fuel poverty and decouple growth in the economy, growth in CO 2 emissions and rising fossil fuel prices. All development must follow the principles of the energy hierarchy being designed to reduce the need for energy through design and the use of energy efficient features and through the use of low or zero carbon energy generating technologies.

Policy EN10 'Safeguarding Open Space, Sport and Recreation Facilities' outlines that the Council will seek to retain and improve existing open spaces, sport and recreation facilities. Proposals on existing open spaces and sport and recreation facilities will only be permitted where equivalent or better replacement open space, sport or recreation facilities will be provided in the local area; or the site has been demonstrated to be surplus for its current open space, sport or recreation function or the development will be ancillary to the open space, sport or recreation facility and complement the use or character. The application site is not allocated within the Local Development Plan as open space, sport or recreation nor is it designated within the City Council's Open Spaces Audit of 2009. The issue of the retention of the Stadium for use by stock cars racing is covered in the report below.

Policy EN16 'Air Quality' outlines that the Council will seek to improve air quality within Manchester and particularly in Air Quality Management Area, located along Manchester's principle traffic routes.

The proposal would involve the extension of the existing use of the stadium for 11 stock car events between March and November 2019 each year, for a further 4 years. A condition relating to measures relating to the suppression of dust are proposed to be attached to minimise the effects of the proposed events on air quality.

EN19 'Waste' states proposals must be consistent with the principles of the waste hierarchy (prevention, reduction, re-use, recycling, energy recovery, and disposal). The applicant has a waste management strategy for the site. Compliance with this strategy will form part of the conditions of the planning approval.

Policy DM1 'Development Management' all development should have regard the following specific issues:-

- Appropriate siting, layout, scale, form, massing, materials and detail;
- Impact on the surrounding areas in terms of the design, scale and appearance of the proposed development. Development should have regard to the character of the surrounding area;
- Effects on amenity, including privacy, light, noise, vibration, air quality, odours, litter, vermin, birds, road safety and traffic generation. This could also include

proposals which would be sensitive to existing environmental conditions, such as noise;

- Community safety and crime prevention;
- Design for health;
- Adequacy of internal accommodation and external amenity space;
- Refuse storage and collection;
- Vehicular access and car parking;
- Effect on biodiversity, archaeological or built heritage;
- Green infrastructure;
- Flood risk and drainage.

The applicant has given careful consideration to the noise and dust impacts, refuse and car parking.

The proposal has been assessed in relation to the Core Strategy, and it is considered that 11 stock car events would broadly accord with the aim of supporting the evening economy as set out in policy CC10. The continued safeguarding the amenity of local residents is capable of being delivered by the inclusion of conditions to restrict hours of operation, ensuring all competing cars are fitted with effective silencers. The race meetings, on this basis, would be undertaken in accordance with appropriate operational arrangements to secure compliance with policies SP1, EN19 and DM1. It is considered that the arrangements for appropriate waste disposal can be achieved through the recommended conditions to secure compliance the policies SP1, EN19 and DM1. It is also considered that the combined retention of existing car parking arrangements supplemented with a condition requiring the submission and implementation of a travel plan with policies SP1, T2 and DM1. For the reasons given below and within 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 DC26, Development and Noise, states that the Council intends to use the development control process to reduce the impact of noise on people living and working in the City. In particular, consideration will be given to the effect of new development proposals which are likely to be generators of noise. Conditions will be used to control the impacts of developments. The proposal has been designed to minimise the impact on future residents from existing noise sources adjacent to the application site and mitigation will be secured by planning condition.

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

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, pedestrians and cyclists. It also promotes a safer environment through Secured by Design principles, appropriate waste management measures and environmental sustainability. In this instance, it is considered that the proposed development would broadly accord with this guidance as set out further in the report.

## Issues

### Publicity

This application was advertised on site as being of Public Interest on 17<sup>th</sup> December 2019, and in the press on 10<sup>th</sup> December 2019.

### Principle

Belle Vue Stadium has been used for a variety of sports for many years, including greyhound racing and speedway racing. Stock Car racing has taken place at the stadium since May 1999. Notwithstanding the recent decision to be minded in principle to approve the redevelopment of the site for residential purposes, as long as the stadium remains in use for sporting activity, the principle of Stock Car racing is considered to be appropriate. This is subject to the detailed consideration of the potential impacts originating from the use.

### Asset of Community Value

The existing site is currently occupied by the Belle Vue Stadium and associated car parking and supporting operational land. The site is also occupied by the MSM Motorcycle Training Centre and associated office cabin. With reference to the Development Plan, the site is not allocated within the Core Strategy or within the saved Proposals Maps of the Unitary Development Plan.

The Belle Vue Stadium was designated as an Asset of Community Value (ACV) in July 2018. The primary purpose of ACV listing being brought in to force through Part 5 Chapter 3 of the Localism Act, and the Assets of Community Value (England) Regulations was to afford the community a 'Right to Bid' should an owner of a listed asset make the decision to sell. ACV status places restrictions on the disposal of the land, namely the sale of the freehold or the grant of a lease of 25+ years (or the assignment of a lease with 25+ years remaining). In brief, where the owner wishes to dispose of an ACV, it cannot do so until it has given the opportunity to community groups to bid for the asset. However, even if a community group puts together a bid, the owner is free to dispose of the asset to whoever they choose at the end of the bidding process.

The application for, and/or grant of planning permission will not trigger these restrictions. Anyone can apply for planning permission on land they do not own, just as the grant of planning permission does not necessarily mean that the land will be sold and developed in accordance with that permission. However, if the owner subsequently decides to sell the land to a developer, it will need to follow the strict process set out in the legislation to allow bids to come forward from community groups. Therefore, this process runs separately to the planning process.

The test for designating land as an ACV is different to the considerations the Local Planning Authority take into account in determining a planning application, and so it

is possible to grant planning permission for an alternative, apparently conflicting use. It is open to the LPA to take ACV status into account as a material consideration, subject to the usual test of reasonableness/irrationality, as the designation itself recognises that the stadium is of community value.

The listing of the stadium as an ACV is not, of itself, an overriding consideration as case law that pre-dates the ACV legislation has already established that the desirability of preserving an existing use is a material consideration in any planning application, provided that there is a reasonable probability that such a use will continue should the planning application be refused. Listing a site as an ACV is simply a public recognition of this and the weight to be placed on this issue is a matter for the decision maker, which in this case is the City Council.

Taking all of the above information into account, the proposal would allow the existing stadium to be used for Stock Car racing alongside the use for Greyhound racing.

#### Operating hours

The previous temporary planning permission was approved on the basis of the following operating hours: Sunday 1:30 pm to 5:00 pm, Bank Holiday Mondays, 5.00 pm to 9:30 pm and Tuesday 7 pm and 9:30 pm.

The current application seeks approval for Sundays 3.30 pm to 7.00pm; Bank Holidays: 4.30 pm to 7:30pm and occasional Tuesday evenings:7.00 pm to 9.30 pm.

Environmental Health officers considered the amended hours and are of the view that later hours into Sunday evenings may give rise to concerns regarding increased noise impacts on nearby residents. No information has been submitted to address this potential concern. However, they would have no objection to the hours and additional relevant conditions of approval 110616/FO/2015/N2 being re-applied for the temporary period applied for with the amendment of hours on Bank Holiday Mondays to 1630-1930 (from 1700-2130).

The existing hours give a degree of certainty regarding potential impacts of the continued operation of the use. Although the applicant has sought consent for later operating hours on Sundays. there remains concern regarding the undertaking of races into the evening periods on Sundays due to the potential for noise disturbance and residential amenity. The applicant has not provided any justification for the above changes. It is therefore considered that the replication of previous approved operation hours would be appropriate to ensure no unacceptable impacts on residential amenity arise and to secure compliance with Core Strategy policies SP1 and DM1, saved UDP policy DC26 and the NPPF. The applicant has been advised of this approach and any further comments will be reported.

The applicant has now agreed to the hours as previously approved without the later operating times on a Sunday evening.

#### Residential Amenity

The applicant has provided a schedule of events for the 2019 season which shows a typical dispersal of events between March and November with a break during July. These arrangements reflect the existing circumstances.

The stadium has historically had consent for speedway and greyhound racing, alongside a history of longstanding stock car racing. In light of the new national Speedway Stadium consideration has been given to the likelihood of stock car racing been undertaken simultaneously with racing at the neighbouring National Speedway Stadium.

Although motor sports by their nature are noisy events, stock car events have now been held at the stadium for 20 consecutive seasons with low levels of complaints. Furthermore, the Neighbourhood Compliance and Licensing & Out of Hours officers have advised that there have not been any relevant complaints regarding activities at the above premises recently.

On the basis of the re-imposition the previously approved hours (Sunday 1:30 pm to 5:00 pm, Bank Holiday Mondays, 5.00 pm to 9:30 pm and Tuesday 7 pm and 9:30 pm), it is unlikely that stock car racing and speedway meetings would take place at the same time in their respective stadia. It is the case that flat track racing would be undertaken in November through to the end of February at the National Speedway Stadium, which would coincide with the end of the stock car racing season on Sundays. Whilst there is a potential for flat track and stock car racing to take place at the same time, i.e., November through to the end of February, this would be for 3 hours only. As part of the planning application for the speedway stadium, Environmental Health considered that there would only be a 3dB rise in noise emission if stock car and speedway racing was to be undertaken at the same time. It is considered that such a rise in noise levels would be acceptable given the short duration the noise emission would take place. On this basis, it is considered that the proposed continued undertaking of limited stock car racing and the operation of the speedway stadium would not have an unacceptable cumulative impact on residential amenity.

Due to the nature of the proposal the impact on the residential amenity of the area is a key consideration in determining the proposed development. Environment Health has noted that complaints have been received historically in relation to the undertaking of stock car racing, but is satisfied that any adverse impact can be managed subject to appropriate planning conditions. It is the case that stock car racing has not generated any complaints to the Planning Compliance Team since 2010. This basis it is considered that the previously approved number of events and operating times and arrangement should be re-imposed.

#### Visual amenity

There are no physical changes to the appearance of the building as part of this application. Therefore it is considered that the proposal to use the stadium for stock car racing will not visually affect the visual amenity of the area. On this basis, it is considered that this aspect of the development has been satisfactorily related to Core Strategy policies SP1 and DM1.

#### Access for disabled people

There are no physical works proposed as part of this submission; the stadium already has disabled car parking spaces, level access and a lift to upper floors and disabled toilet facilities.

### Noise

It is the case that motor racing in the form of speedway racing and limited stock car racing events has historically been undertaken at the stadium, alongside greyhound racing. It is therefore the case that the area is accustomed to noise generating uses, which have been subject to appropriate controls and measures to minimise any impact on surrounding residential amenity. Notwithstanding the above, consideration still needs to be given the provision of measures to reduce the impact of noise disturbance on residential amenity and whether these remain a satisfactory means to control any adverse impact on residential amenity.

The applicant has submitted a noise assessment, which concludes that there have been no changes in circumstances that would materially affect the undertaking of stock car racing at the application site. Environmental Health has accepted these assertions and has not objected to the proposals on the basis of the re-imposition of previous conditions relating to hours of operation, numbers of events each session, and that all competing cars shall be fitted with effective silencers and exhaust systems, which shall accord with MSA and RAC guidelines or equivalent and be subject to visual and sound pressure level checks prior to the meeting in accordance with the 'Code of practice for the control of noise from Oval Racing Council'.

The applicant has also indicated that neither the maximum car engine sizes nor the arrangement for racing has changed since the previous temporary planning permission. The applicant has also reaffirmed that all events operate under the rules and regulations of the British Stock Car Association and the British Oval Racing Safety Executive. The event employs scrutinisers to ensure all vehicles are fitted with working silencers and appropriate exhaust systems to MSA/RAC blue book guidelines. Furthermore, the use of silencers and the disqualification of vehicles from racing should appropriate standards not be met has been attached as a condition of approval. In addition, a condition has been recommended to ensure that at each race meeting engine noise would not be permitted until 30 minutes prior to the commencement of racing and the loading / removal of competing vehicles within 15 minutes of the conclusion of each race event. This will seek to ensure residents are not subject to unacceptable levels of noise prior to a race commencing or event concluding.

On the basis of the above subject to the recommended conditions it is considered that the development has been satisfactorily related to Core strategy policies SP1, C10 and DM1 and saved UDP policy DC26 and the NPPF.

### Highway Related Matters and Car Parking

Policy T1 and T2 of the Core Strategy seeks to encourage modal shifts away from the car and locate new development that is accessible by walking, cycling and public transport. Policy DM1 goes on to state that traffic generation and road safety must be considered as part of new developments.

The application site is located in an accessible location with bus routes on Hyde Road and Kirkmanshulme Lane and a railway station to the north east of the site on Hyde Road. The existing Stadium car park can accommodate approximately 350 cars. The applicant has reaffirmed that up to 650 additional parking spaces are leased for race events within the Showcase Cinemas on event days without charge to race goers. These arrangements have previously operated during the life of the previously planning permission. A condition is also recommended to ensure the on-going marshalling of cars parking along Kirkmanshulme Road when events take place. In response to highways service comments a condition has been recommended to ensure the provision of a travel plan.

It is that case that planning permission granted in respect of the National Speedway Stadium (106133/VO/2014/N2) has delivered highways improvement to Kirkmanshulme Lane, including suitably designed access and egress arrangements (to the new stadium), the provision of Traffic Regulation Orders (TROs) and the provision of lay-by coach parking. It is considered that these improvements to highways arrangements would also aid the management of parking along Kirkmanshulme Lane when stock car racing events take place.

As advised earlier in this report, on the basis of the re-imposition the previously approved hours on Sundays (Sunday 1:30 pm to 5:00 pm), and those proposed on Bank Holiday Mondays, and on Tuesdays, it is unlikely that stock car racing and speedway meetings would take place at the same time in their respective stadia. It is the case that flat track racing would be undertaken in November through to the end of February at the National Speedway Stadium, which would coincide with the end of the stock car racing season on Sundays. Whilst there is a potential for flat track and stock car racing to take place at the same time, i.e., November through to the end of February, this would be for 3 hours only.

It is considered that traffic generation and car parking can be accommodated within the local highways network, given the retained measures for the management of car parking associated with the undertaking of stock car racing and improvements to highways arrangements related to the neighbouring development of the National Speedway Stadium. On this basis, it is considered that the development would be satisfactorily related to Core Strategy policies SP1, T2 and DM1 and the NPPF.

#### Air quality and dust emissions

The application site is partially located within Manchester's Air Quality Management Area (AQMA). The area has been designated on the basis of known areas where air quality conditions are poor as a result of vehicular emissions. The proposed use is for a temporary period and for a limited number of events and therefore the impacts on air quality are not considered to be significant.

The applicant has indicated that hard core has been laid to reduce the dispersal of dust. The applicant has also confirmed the retention of existing arrangements relating to the watering of the pit areas and race track with bowsers during meetings and on preceding days in periods of hot and dry weather.

It is acknowledged that there will be some impacts in terms of the creation of dust, but that this is predictable and would be localised. It is considered that the existing



measures which are employed on event days in relation to dust are acceptable, but should be conditioned to ensure that appropriate measures are used to ensure dust suppression in accordance with policy EN16

### Waste Management

The applicant has confirmed that competitors are not permitted to leave tyres, vehicle parts or oil within the site and are removed from the site at the end of each meeting. Any scrap metal generated as a consequence of the meeting is collected and removed via a licensed recycling contractor. The applicant maintains that the bulk of waste generated at race meeting is associated with catering (food and drink), which is managed by the site landlords who use a commercial operative to remove all waste and recyclable material from the site. It is considered that there is scope to secure comprehensive arrangements for waste management, which satisfy the requirements for Core Strategy policies SP1, EN19 and SP1, and that this aspect of the scheme should be conditioned

### Employment

The inclusion of Stock car racing at the Belle Vue stadium has contributed in the creation of seasonal and event employment at the stadium and the protection of permanent positions at the Stadium, as well as event day staff and staff in associated businesses who indirectly benefit from race day event activities. Event days also provide opportunity in attracting significant numbers of visitors from outside the City indirectly contributing to the local economy. It is considered that the contribution of the development in regeneration terms would be consistent with the requirements of Core Strategy policies SP1, C10, EC1 and EC5 and the NPPF.

### Conclusion

The proposal relates to an on-going use, which has been assessed in relation to the Core Strategy, saved UDP and the NPPF. It is considered that 11 stock car events would broadly accord with the aim of supporting the evening economy as set out in Core Strategy policy C10. The continued safeguarding of the amenity of local residents is capable of being delivered by the inclusion of conditions to restrict hours of operation, ensuring all competing cars are fitted with effective silencers. The race meetings, on this basis, would be undertaken in accordance with appropriate operational arrangements to secure compliance with Core Strategy policies SP1, EN19 and DM1, saved UDP policy DC26 and the relevant sections of the NPPF. It is considered that the arrangements for appropriate waste disposal can be achieved to secure compliance the Core Strategy policies SP1, EN19 and DM1. It is also considered that, through a condition, measures can be put in place to secure satisfactory dust suppression and maintenance of air quality pursuant to Core Strategy policies SP1, EN16 and DM1, Saved UDP policy DC26 and the NPPF. It is also considered that the combined retention of existing car parking arrangements supplemented with a condition requiring the submission and implementation of a travel plan with policies SP1, T2 and DM1 and the NPPF. For the reasons given below and within this report, it is considered that the proposal is consistent with the policies contained within the Core Strategy, saved UDP and the NPPF. On this basis of the above and given the applicant's commitment addressing issues relating the proposed continued use, it is considered that the development is capable of being undertaken without unduly affecting residential amenity and as such the granting of temporary planning permission is recommended.

**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 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 development where early discussions took place regarding the principle of extending the temporary use for a further period of time. It is considered that such an approach has ensured that the development accords with the previously established operating arrangements, which have established a satisfactory relationship to neighbouring housing. It is considered that all other issues related to the development are capable of being addressed by condition to secure compliance with the Core Strategy for the City of Manchester, Saved Unitary Development Plan and the National Planning Policy Framework.

#### **Reason for recommendation**

#### **Conditions to be attached to the decision**

1) The permission hereby granted is for a limited period expiring on 16 January 2024, at which time the use comprising the development shall be discontinued.

Reason - To enable the local planning authority to review the situation in the interest of residential amenity pursuant to policies SP1 and DM1 of the Core Strategy for the City of Manchester, Saved Unitary Development Plan policy DC26 and the National Planning Policy Framework.

2) The development hereby approved shall be carried out in accordance with the following drawings and documents stamped as received by the City Council as local planning authority on the specified dates: Site location plan with a red edge received 02 December 2019; Supplementary Information to support the Planning Application

for continuance of Stock Car racing at Belle Vue Greyhound Stadium (dated 28 November 2019); Screening Appraisal: Noise Exposure of Employed Persons at Oval Racing Circuits ( dated October 2010), and site edged red (received on 28th November 2011) and Appendix :Acoustic Update dated 3rd December 2011 (received on 7th December 2011 as amended by e-mail from the applicant dated 1st February 2012).

Reason - To ensure that the development is carried out in accordance with the approved plans and operational details, pursuant to policies SP1 and DM1 of Core Strategy for the City of Manchester and the National Planning Policy Framework.

3) No more than eleven stock car racing events shall take place between 1st March and 31st December in a calendar year and no more than two stock car events being undertaken per calendar month.

Reason - To safeguard the amenities of nearby residential accommodation pursuant to policies SP1 and DM1 of Core Strategy for the City of Manchester, Saved Unitary Development Plan policy DC26 and the National Planning Policy Framework.

4) The stock car racing events hereby approved shall take place between the following hours: Sunday 1:30 pm to 5.00pm, Bank Holiday Mondays, 4.30 pm to 7.30 pm and Tuesday 7 pm and 9:30 pm. No grounds maintenance, including litter removal in external areas, shall take place after a stock car racing events beyond 11.00 pm on that same night or before 10.00 am on the following day.

Reason - To safeguard the amenities of nearby residential accommodation pursuant to policies SP1 and DM1 of Core Strategy for the City of Manchester, Saved Unitary Development Plan policy DC26 and the National Planning Policy Framework.

5) The meeting shall operate without engine noise from competing cars until 30 minutes before the first race and 15 minutes after the conclusion of the final race, including vehicle exhaust and silencer checks.

Reason - To safeguard the amenities of nearby residential accommodation pursuant to policies SP1 and DM1 of Core Strategy for the City of Manchester, Saved Unitary Development Plan policy DC26 and the National Planning Policy Framework.

6) Within one month of the date of this planning permission, a scheme shall be submitted to and approved in writing by the City Council, as the local Planning Authority, relating the provision of measures to secure satisfactory dust suppression and maintenance of air quality. The development shall be fully implemented in accordance with the approved details upon commencement of the use and throughout the 4 year period of the temporary planning permission hereby granted.

Reason - To prevent dust nuisance to adjoining streets, to safeguard air quality and in the interests of residential amenity, pursuant to policies SP1, EN16 and DM1 of Core Strategy for the City of Manchester, Saved Unitary Development Plan policy DC26 and the National Planning Policy Framework.

7) All car parking spaces within the stadium shall be made available for the stock car racing events upon commencement of the use and throughout the 4 year period of

the temporary planning permission hereby granted as set out in documents referenced: planning application forms and Supplementary notes to support the planning application for the continuance of stock car racing at Belle Vue Greyhound Stadium for a period of 4 years (by Startrax Oval Motorsport Ltd dated 28 November 2019).

Reason - To provide adequate car parking for the event and reduce on street car parking pursuant to policies SP1, T2 and DM1 of Core Strategy for the City of Manchester and the National Planning Policy Framework.

8) Car parking shall be marshalled in accordance with the details set out in the submitted document referenced: 'Supplementary notes to support the planning application for the continuance of stock car racing at Belle Vue Greyhound Stadium for a period of 4 years (by Startrax Oval Motorsport Ltd dated 28 November 2019' with stewards in attendance and operational two hours prior to the commencement of racing and one hour after the end of each stock car race meeting to be undertaken as part of the temporary planning permission hereby approved.

Reason: To protect the amenity of local residents and in the interest of highway safety and in accordance with the submitted car parking stewarding information and pursuant to policies SP1, T2 and DM1 of Core Strategy for the City of Manchester and the National Planning Policy Framework.

9) Within one month of the date of this planning permission, a scheme for the storage and disposal of refuse, including, litter, car parts and engine oil within the stadium and the collection and disposal of litter from an identified area around the external perimeter (of the stadium) shall be submitted to and approved in writing by the City Council as Local Planning Authority. The details of the approved scheme shall be implemented as part of the development and shall remain in situ whilst the temporary use hereby approved is in operation.

Reason - In the interests of residential amenity and public health pursuant to policy policies SP1, EN19 and DM1 of Core Strategy for the City of Manchester and the National Planning Policy Framework.

10) All competing cars shall be fitted with effective silencers and exhaust systems, which shall accord with MSA and RAC guidelines or equivalent and be subject to visual and sound pressure level checks prior to the meeting in accordance with the 'Code of practice for the control of noise from Oval Racing Council' as specified in the submitted document referenced: 'Supplementary notes to support the planning application for the continuance of stock car racing at Belle Vue Greyhound Stadium for a period of 4 years (by Startrax Oval Motorsport Ltd dated. dated 28 November 2019'. Any cars with an unsatisfactory exhaust system shall not be allowed to race or practice within the application track. Full written records and details of noise inspections shall be submitted to the Local Planning Authority no later than 31 January following the conclusion of the preceding year of the temporary planning permission hereby granted.

Reason - To safeguard the amenities of nearby residential accommodation pursuant to policies SP1 and DM1 of Core Strategy for the City of Manchester, Saved Unitary Development Plan policy DC26 and the National Planning Policy Framework.

11) A Travel Plan Strategy, with the objective of reducing car borne journeys and including particulars of its implementation and monitoring of effectiveness shall be submitted to the City Council as local planning authority within 3 months of the commencement of the temporary use hereby authorised. The strategy shall outline procedures and policies that the occupants of the site will adopt to secure the objectives of the Travel Plan Strategy. Additionally, the Travel Plan Strategy shall outline the monitoring procedures and review mechanisms that are to be put in place to ensure that the Travel Plan Strategy and its implementation remain effective. The results of the monitoring and review processes shall be submitted in writing to the local planning authority and any measures that are identified to improve the effectiveness of the Travel Plan Strategy shall be adopted and implemented.

Reason - To assist promoting the use of sustainable forms of travel pursuant to policies SP1, T2 and DM1 of the Core Strategy for the City of Manchester.

12) The undertaking of stock car racing shall not take place at the same time as motor cycle or motorised vehicle racing at the National Speedway Stadium.

Reason - To safeguard the amenities of nearby residential accommodation pursuant to policies SP1 and DM1 of Core Strategy for the City of Manchester, Saved Unitary Development Plan policy DC26 and the National Planning Policy Framework.

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

The documents referred to in the course of this report are either contained in the file(s) relating to application ref: 125615/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.

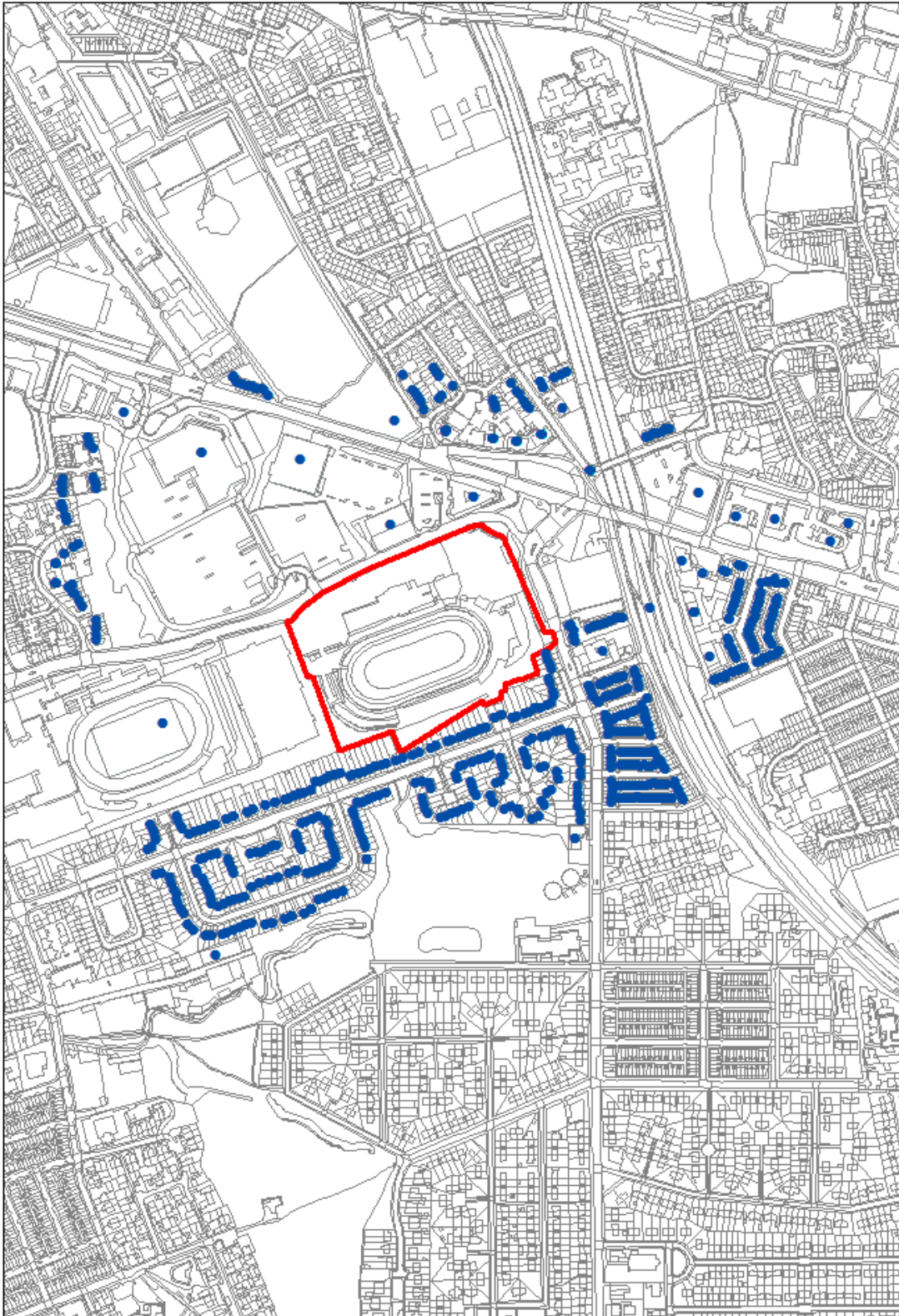
**The following residents, businesses and other third parties in the area were consulted/notified on the application:**

**Highway Services  
Environmental Health  
Greater Manchester Police**

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

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

**Relevant Contact Officer :** Sue Wills  
**Telephone number :** 0161 234 4524  
**Email :** s.wills@manchester.gov.uk



□ Application site boundary ● Neighbour notification  
© Crown copyright and database rights 2020. Ordnance Survey 100019568

**Manchester City Council  
Report for Resolution**

**Report to** Planning and Highways Committee – 16 January 2020

**Subject:** Objection to Tree Preservation Order JK/10/11/2020 – Churchgate, Ford Lane, Manchester, M22 4NQ

**Report of:** Director of Planning, Building Control and Licensing

**Summary**

To inform the committee about the background and issues involved in the making of a Tree Preservation Order (TPO) on 10<sup>th</sup> October 2020 and to recommend the confirmation of this Tree Preservation Order.

**Recommendation**

The Director of Planning recommends that the Planning and Highways Committee instruct the City Solicitor to confirm the Tree Preservation Order at Churchgate, Ford Lane, Manchester, M22 4 NQ, under Section 199 of the Town and Country Planning Act 1990, and that the Order should cover the tree as plotted T1 on the plan attached to this report.

**Wards Affected:** Northenden

| <b>Manchester Strategy outcomes</b>   | <b>Summary of the contribution to the strategy</b> |
|---|--|
| A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities | - Not directly applicable                          |
| A highly skilled city: world class and home grown talent sustaining the city's economic success                   | - Not directly applicable                          |
| A progressive and equitable city: making a positive contribution by unlocking the potential of our communities    | - Not directly applicable                          |
| A liveable and low carbon city: a destination of choice to live, visit, work                                      | - Not directly applicable                          |
| A connected city: world class infrastructure and connectivity to drive growth                                     | - Not directly applicable                          |

**Full details are in the body of the report, along with any implications for**

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

---

**Financial Consequences - Revenue - None**

**Financial Consequences – Capital - None**

---

**Contact Officer:**

Name: John Kelsey  
Position: Planning Officer  
Telephone: 0161 234 4597  
E-mail: [j.kelsey@manchester.gov.uk](mailto:j.kelsey@manchester.gov.uk)

**Background Documents: None**



## 1.0 Introduction

1.1 The committee is asked to consider 1 objection made to this order. This relates to a Tree Preservation Order (TPO) served at the above address on a Sycamore tree within the rear garden of Churchgate, Ford Lane, Manchester, M22 4NQ

## 2.0 Background



*Sycamore tree prominent in rear garden*

2.1 This property is situated on the north side of Ford Lane and is within the Northenden conservation area. On the 13<sup>th</sup> June 2019 a notification was received to fell a Sycamore tree in the rear garden of Churchgate, Ford Lane, Manchester. In his report the City Arborist objected to the felling of the tree and advised that a TPO should be made on the tree if the owner was not prepared to withdraw the notification to fell.

- 2.3 The City Arborist considered the tree to be of high visual amenity value and a significantly healthy specimen and was in keeping with its surroundings. The City Arborist provided advice on revised tree works which would be appropriate for the tree, incorporating a complete crown reduction. The owner's agent was contacted in writing and advised that the proposed felling of the tree would not be supported but the City Council would agree to pruning works as advised. No further contact was made by the owner or their agent and on 3<sup>rd</sup> October 2019 the City Council formally objected to this notification and made a provisional TPO.
- 2.4 This Sycamore tree is approximately 13 m in height with an average crown diameter of 10m. Its large canopy is clearly visible from both short and long range views and from both occupiers of surrounding residential properties as well as public areas, principally from the public highway of Ford Lane. This tree is considered to form an important part of the special character of the Northenden conservation area and makes a significant contribution to the wider urban landscape. The Helliwell System 2008 of visual amenity valuation has been carried out and this assessment found the tree to be of high visual amenity value.
- 2.5 Following the making of a provisional TPO a letter of objection has been received stating reasons why the tree should be felled. Email correspondence has been sent to provide a further explanation of why a provisional TPO has been made on a tree at this property
- 2.6 This report requests that the Committee instruct the City Solicitor to confirm the TPO at Churchgate, Ford Lane, Manchester, M22 4NQ

### **3.0 Consultations**

- 3.1 Part 2, paragraph 5 of the Town and Country Planning (Tree Preservation) (England) Regulations 2012 states that before a provisional TPO is confirmed, any persons interested in land affected by the order should be served with a copy of the order. Local residents in the vicinity were consulted and objections and representations made with respect to the Order have been considered. The following owner/residents were served with a copy of the order or notified about the TPO, on 3 October 2019.

The Owner(s) and/or any Occupier(s) of Churchgate, Ford Lane, Manchester, M22 4NQ

Church Villa, Ford Lane, Manchester, M22 4NQ  
 27 Ford Lane, Manchester, M22 4WE  
 Dene House, Ford Lane, Manchester, M22 4NQ

### **4.0 Summary of objections**

- 4.1 An objection has been received from the manager of the property on behalf of the landowner.
- 4.2 In summary it states:

- The Sycamore tree in the garden has become so large that the whole of the garden is in shade and prevents its cultivation and also makes the rear of the house dark.
- The tree affects properties immediately adjacent to Churchgate, in particular Church Villa and Norwood House and complaints have been received about the proximity of the tree to a telephone line and leaf fall creating a slip hazard. Neither owners would object to the trees removal.
- In 2015 the owner applied to have the tree felled. Following negotiations with the City Council the notification was amended for pruning works only. These works were carried out and owners of adjoining properties complained that the pruning works were not extensive enough and the tree has now grown to an even larger size.
- The Sycamore tree is not a visual amenity for the occupiers of Churchgate, Church Villa, Norwood House and The Rectory. The tree is only detrimental to these properties and only provides limited visual amenity to the remaining properties for the remaining properties on Ford Lane and Boat Lane, as it is only visible from limited areas of these highways.

### 5.0 Arboricultural officer comments

- 5.1 The City Arborist carried out a site survey and objected to the proposed felling of this Sycamore tree. He stated that the tree has high visual amenity and is a significant healthy specimen and is in keeping with the surrounding area. The City Arborist advised that this tree would be suitable for TPO status if the applicant would not withdraw the notification and that a pruning specification would be acceptable within BS 3998 to reduce the canopy by no more than 2-3 m.

### 6.0 Issues

- 6.1 **Tree is too large and results in rear garden and house being in shade.** While this Sycamore tree is mature and prominent, the tree's trunk is approximately 11m from main rear elevation and is situated to the north of the dwellinghouse. This orientation minimises the impact of loss of sunlight to the rear of the dwellinghouse and its garden. The City Arborist has advised that the tree would benefit from a complete crown reduction and this would allow further natural daylight into the property. Any overall loss of light from this tree is not considered to be so harmful to warrant not confirming this TPO.
- 6.2 **Impact on adjoining properties** – issues currently being experienced by occupiers of neighbouring properties including leaf fall causing slip hazards and trees proximity to telephone lines would be alleviated by the carrying out of the proposed pruning works, ongoing regular management of this tree and general garden maintenance.
- 6.3 **Tree has grown back following pruning works carried out in 2015** – native deciduous trees require regular maintenance works including pruning in order to maintain their health and the proposed pruning works will again reduce this Sycamore tree back to similar size as in 2015.
- 6.4 **Tree is not a visual amenity to neighbouring properties and can only be seen from limited surrounding areas** - This Sycamore tree's large canopy is

clearly visible from both short and long range views and from both occupiers of surrounding residential properties as well as public areas, principally from the public highway of Ford Lane. The City Arborist considers this tree to be of high visual amenity.

**6.5 Other issues** – The Sycamore tree is native to the British Isles and is considered to make a valuable contribution to the City's urban environment. Sycamore trees provide a biodiverse rich environment and habitat. Its loss would be considered to have a detrimental impact on local biodiversity. This mature tree provides valuable screening benefits across the rear gardens of neighbouring properties and supports improvements in local air quality

## **7.0 Conclusion**

**7.1** It is considered that the Sycamore (T1) as shown on the attached plan, should be protected by a Tree Preservation Order. The City Arborist considers the tree to be in good condition, healthy with no major defects. It is of high amenity value, located in a prominent position within the rear garden, highly visible to occupiers of neighbouring properties, visitors and both passing traffic and pedestrians on Ford Lane, in particular. The tree in question makes a significant contribution to the special character of the Northenden conservation area and is an important element of the local urban landscape character while its biodiversity and provides important screening across the rear gardens of neighbouring properties.

**7.2** The Order has been properly made in the interests of securing the contribution this tree makes to the public amenity value in the area. The concerns of the homeowner have been fully considered and balanced against the contribution this Sycamore tree makes to the local environment. Whilst it is acknowledged that the reason for objecting to the TPO, in particular its impact on Churchgate and neighbouring properties and concerns about its visibility, require due consideration, it is not felt that they outweigh the significant contribution this tree of high amenity value makes to the area. It is considered that the visual public benefits of retaining this tree outweigh any harm caused.

## **8.0 Human Rights Act 1998 considerations**

**8.1** This Tree Preservation Order needs to be considered against the provisions of the Human Rights Act 1998. Under Article 6, the 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. Article 8 and Protocol 1 Article 1 confer(s) a right of respect for a person's home and a right to peaceful enjoyment of one's possessions, which could include a person's home, other land and business assets. In taking account of all material considerations, including Council policy as set out in the Unitary Development Plan, the Director of Planning has concluded that some rights conferred by these Articles on the residents/objectors and other occupiers and owners of nearby land that might be affected may be interfered with but that interference is in accordance with the law and justified by being in the public interest and on the basis of the restriction on these rights posed by confirmation of the Tree

Preservation Order 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.

#### **9.0 Recommendation.**

- 9.1 The Director of Planning, recommends that the Planning and Highways Committee instruct the City Solicitor to confirm the Tree Preservation Order at Churchgate, Ford Lane, Manchester M22 4NQ, under Section 199 of the Town and Country Planning Act 1990, and that the Order should cover the trees as plotted on the plan attached to this report.



**Churchgate, Ford Lane, Northenden Tree Preservation Order 2019**

© Crown copyright and database rights 2019. Ordnance Survey 100019568

