

Application Number	Date of Appln	Committee Date	Ward
119731/FO/2018	19th Apr 2018	18th Oct 2018	Ancoats & Beswick Ward

Proposal Erection of 7 storey building to form 38 apartments and ground floor retail unit (Class A1) together with associated car and cycle parking following demolition of existing building

Location Cheshire Cheese PH & Vacant Land (Formerly Nos 32-38), Oldham Road, Manchester, M4 5FE

Applicant Cheshire Cheese Assets Ltd, C/o Agent

Agent Steve Edgeller, Edgeplan Ltd, Barnett House, 53 Fountain Street, Manchester, M2 2AN, United Kingdom

Description

The application site relates to land situated at the corner of Oldham Road and Cornell Street which is presently occupied by a vacant, two storey public house (Cheshire Cheese) and a neighbouring area of hard-standing, which includes a steel storage container.



The former public house has been closed for over a decade and the adjoining buildings which formerly occupied part of the site were demolished around 2007.

The site frontage along Oldham Road has been hoarded off, with access to the rear gained via a set of metal gates.

In terms of the immediate surroundings, the site fronts a major gateway route into the city centre and is situated on the edge, but within, the Ancoats Conservation Area and a short distance to the north of city centre ring road.

The site is neighboured to the rear by a large, part 5, part 6 storey mixed use apartment and commercial use complex (The Express Networks 2 Building) and to the south by more recent 6 storey mixed use developments, containing double height ground floors for commercial use, with apartments above. To the north and north-east are blocks of traditional, upgraded two and three storey terraced residential properties, with the terrace along Oldham Road containing commercial ground floor uses, including a recently opened café bar on the opposite side of Cornell Street. Opposite the site on the other side of Oldham Road is the New Cross regeneration area, including a number of surface level car parks, with planning permission having been granted in 2016 for apartments ranging from 6-10 storey in height.

In the case of this application, planning permission is sought for the erection of a 7 storey building to form 38 (27 x 2 bedroom and 12 x 1 bedroom) residential apartments, with part of the ground floor containing a small retail unit (Class A1 – 117 sqm). In addition, the proposed development includes a small ground floor car park area, cycle store, plant room and bin store. At roof level, a series of photo voltaic panels are proposed to aid energy efficiency.

The application represents a revised proposal to that originally submitted. Due to concerns about the proposed building height and the lack of an active frontage to Oldham Road, the proposal was amended to reduce the height of the building and to include a ground floor retail unit. This has resulted in the loss of 8 apartments and elevational alterations.

The application follows planning permission being granted in 2004 for a 7 storey development containing 24 apartments and office/business uses at ground and first floor level, together with the demolition of The Cheshire Cheese Public House.

Consultations

Local Residents/Occupiers – In response to the original proposal 5 representations were received which contain a mixture of positive and negative comments.

Comments are summarised below:

- The proposed building is out of proportion with other nearby buildings and is out of character for the area;
- The profile of the building will be significantly higher than the surrounding buildings that it is most closely associated with;
- The proposal will lead to the direct loss of views and light to neighbouring flats;
- The proposal does not add to biodiversity of the area;
- The proposal is fully supported and will fill in a gap site in a prominent location;

- The proposed development is of a high quality and would create a harmonious streetscape and define the street boundary;
- The ground floor should include an active use to support pedestrian footfall, stimulate activity in the area, improve the community and support enterprise and economic growth;
- The site is infested with rats and they need to be deal prior to works taking place.

Following the submission of a revised proposal and a further period of neighbour notification, 1 further comment has been received which welcomes the reduction in height of the building, but asks whether it would be possible to include a roof garden to add to biodiversity in the area.

Highway Services – It is noted that the originally proposed 13 car parking spaces has been reduced from 13 to 6 to allow an active frontage to the building. This equates to a provision of circa 15%.

Whilst a higher number of spaces is preferable, it is accepted that given the central location of the site and access to sustainable modes of transport, the provision is satisfactory.

The indicative parking layout, cycle parking provision and Travel Plan is acceptable and supported. It is also noted that two dedicated car club bays are located within a 400 metre radius of the site which is considered to be within an accessible distance of the development. This facility should be fully endorsed to promote the use for future residents.

The revised Transport Assessment indicates a maximum trip rate of 10 vehicles within the evening peak and therefore it is accepted that no junction modelling is required and it is agreed that the additional trips can be accommodated satisfactorily on the existing network without any adverse implications.

Access to the proposed bin store is suitable, but full details of the servicing requirement of the proposed retail unit should be submitted via a servicing management plan to demonstrate the development can be serviced appropriately. A condition to this effect is recommended. A further condition is required in relation to the need for a construction and demolition management plan.

Environmental Health – No objection. Conditions are recommended in relation to acoustic insulation, construction management, external equipment, waste management, ground conditions and air quality.

Contaminated Land – The submitted desktop study is considered adequate. It is advised that further information be submitted in relation to site investigation and any necessary remediation. After completion of works, a verification report should be submitted to validate the works conform to the agreed proposal. A condition is advised.

Greater Manchester Police – It is recommended that a full Crime Impact Statement is submitted to avoid/reduce the adverse effects of crime and disorder.

MCC Flood Risk Management – No objection. Conditions are requested in relation to more detailed drainage information including details of overland flow routes, hydraulic calculations, flow control and subsequent maintenance measures.

United Utilities – Foul and surface water should be drained on separate systems.

Greater Manchester Ecology Unit (GMEU) – In response to the revised Ecological Assessment submitted it is noted that a Common Pipistrelle bat has been recorded on one occasion. The works will therefore need to be covered by a Natural England license and further emergence surveys may need to be undertaken if demolition does not commence before 30th April 2019. A planning condition regarding the timing of works and a requirement for a method statement in relation to works is advised.

Greater Manchester Archaeological Advisory Service (GMAAS) - No Desk Based Assessment has been submitted in support of the application, and the Historic Environment Record (HER) for Greater Manchester does not appear to have been consulted or considered.

GMAAS are content to acknowledge it is most unlikely that any of the below ground remains would be of national interest. However, there is an established archaeological heritage interest in public houses of the nineteenth century (or earlier), and for early forms of worker's housing represented by back-to-backs/ blind-backs etc). With this in mind GMAAS recommends that a condition be attached to any planning consent requiring that a phased programme of archaeological investigation be undertaken prior to the commencement of any demolition, soft-strip or development groundworks.

Historic England – No objections are raised and it has been stated that they do not wish to comment.

Manchester Conservation Areas and Historic Buildings Panel – The simplicity of the scheme is welcomed. The height completes the block in a rational way and whilst some felt the building could be stepped back at the rear, the overall massing was considered satisfactory. They were pleased that no penthouse was being introduced into the roofline.

The Panel were supportive of the use of brick, including bull nose brickwork, but would like to see the use of bull nose brick taken down to ground floor level. It is also considered that a minimum setback of 200mm is required in relation to the glazing and would have preferred the double height glazing to solely relate to the proposed commercial units.

The quality of the materials to be used should be enforced as part of the conditions, including the use of a quality multi detailed bricks.

Other matters

Consultation & Publicity

The proposal, by virtue of the number of units and floor space created has been classified as a small scale major development. As such, the proposal has been advertised in the local press (Manchester Evening News) as a major development as well as affecting the setting of a Conservation Area. A site notice has been displayed at the application site.

Policy

Local Development Framework

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

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

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

The following policies within the Core Strategy are considered relevant:

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

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

Policy CC1 (Primary Economic and Economic Growth in Manchester) – refers to key areas of economic growth and states that within the city centre and fringe, a variety of high quality accommodation types, sizes and foot-plates will be encouraged to boost investment by local, national and international businesses. The city centre and

fringe will be considered a suitable location for the consideration of high density buildings and commercially led mixed use schemes.

Policy H1 states that the proportionate distribution of new housing, and the mix within each area, will depend on a number of factors. New housing will be predominantly in the North, East, City Centre and Central Manchester, these areas falling within the Regional Centre and Inner Areas of Manchester.

The policy goes on to state that that new residential development should take account of the need to:

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

Policy H2 'Strategic Housing Location' states that the key location for new residential development throughout the plan period will be within the area to the east and north of Manchester City Centre identified as a strategic location for new housing. Land assembly will be supported in this area to encourage the creation of large development sites or clusters of sites providing the potential for significant regeneration benefits.

Developers should take advantage of these opportunities by:-

- Diversifying the housing offer with particular emphasis on providing medium density (40-50 dwellings per hectare) family housing including affordable housing. In locations which are close to the City Centre, such as the Lower Irk Valley and Holt Town, higher densities will be appropriate. However, the provision of family homes should remain an emphasis in these areas, too.
- Including environmental improvements across the area.
- Creating sustainable neighbourhoods which include complementary facilities and services.

- Considering the scope to include a residential element as part of employment-led development.

The proposal will comply with the densities identified within this policy and bring about significant regeneration in an area identified for change.

Policy H4 – states that East Manchester, over the lifetime of the Core Strategy, will accommodate around 30% of new residential development. Priority will be given to family housing and other high value, high quality development where this can be sustained. High density housing will be permitted within the parts of East Manchester that fall within the Regional Centre which are adjacent to the City Centre. These neighbourhoods include Ancoats, New Islington, Holt Town and Chancellor's Place; to the west of Alan Turing Way, and within Eastlands, Newton Heath, Openshaw and Gorton district centres as part of mixed-use schemes.

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

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

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

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

Policy EN3 – states that the Council will encourage development that complements and takes advantage of the distinct historic and heritage features of its districts and neighbourhoods, including those of the City Centre. New developments must be designed so as to support the Council in preserving or, where possible, enhancing the historic environment, the character, setting and accessibility of areas and buildings of acknowledged importance, including scheduled ancient monuments, listed buildings, registered parks and gardens, conservation areas and archaeological remains

Policy EN4 (Reducing CO₂ Emissions by Enabling Low and Zero Carbon Development) concerns reducing CO₂ emissions and states that where possible, new development and retrofit projects must be located and designed in a manner that allows advantage to be taken of opportunities for low and zero carbon energy

supplies. The use of building materials with low embodied carbon in new development and refurbishment schemes is also sought.

Policy EN14 (Flood Risk) – refers to flood risk and amongst other issues states that all new development should minimise surface water run-off, including through Sustainable Drainage Systems (SUDS) and the appropriate use of green infrastructure.

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

Policy EN17 (Water Quality) states that developments should minimise surface water run-off and minimise ground contamination into the watercourse construction.

Policy EN18 (Contaminated Land and Ground Stability) - The Council will give priority for the remediation of contaminated land to strategic locations as identified within this document. Any proposal for development of contaminated land must be accompanied by a health risk assessment.

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

PA1 ‘Developer Contributions’ states that where needs arise as a result of development, the Council will seek to secure planning obligations. Through such obligations, the Council may seek contributions for a number of benefits, including affordable housing, with priorities assessed on a site by site basis. This is discussed later in relation to the submitted Financial Viability Assessment.

In addition to the above, a number of UDP policies have also been saved until replaced by further development plan documents to accompany the Core Strategy.

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

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

Policy DC18.1 (Conservation Areas) – relates to development proposals within conservation areas and seeks to preserve and enhance the character of its Conservation Areas by considering the relationship of new structures to neighbouring buildings and spaces, the effect of changes to existing buildings and the desirability of retaining existing features. Consent to demolish a building within a Conservation Area will be granted only where it can be shown that is beyond repair, incapable of

beneficial use or where its replacement would benefit the appearance or character of the area.

Policy DC20 (Archaeology) states the Council will give particular careful consideration to development proposals which affect scheduled Ancient Monuments and sites of archaeological interests, to ensure their preservation in place. In particular:

a. Applications for consent to alter scheduled Ancient Monuments or sites of archaeological interest or their settings should be accompanied by an evaluation and assessment of the implications of the proposal.

b. The Council will have special regard to the desirability of securing the preservation of Ancient Monuments and other sites of archaeological interest and their setting in place. It will not permit development that, in its opinion, would adversely affect scheduled Ancient Monuments, or other sites of archaeological interests, and their settings. In exceptional cases where development is inevitable, the Council will look at the scope for combining preservation in place with limited investigation and recording.

c. Where the preservation of scheduled Ancient Monuments and sites of archaeological interest in place is not appropriate, the Council will seek to gain full and proper recording of the site through early consultation between the applicant and approved archaeological organisation.

The proposal will enable a scheme of archaeological investigations to take place along with recording any finds.

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

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

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

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

Ancoats and New Islington Regeneration Framework (2014)

The framework was adopted by the City Council's Executive in October 2014 and now forms a material planning consideration in the determination of planning applications in the area.

The framework sets out a number of character areas and states that new development should consider the existing historic grid of streets and recognise and celebrate the character of the conservation area.

Manchester Residential Quality Guidance (2016)

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

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

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

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

City Centre Strategic Plan 2015-2018 (March 2016)

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

The plan identifies that there has been strong population growth over the last 20 years and demand for city centre living is rapidly increasing.

Manchester Strategy (January 2016)

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

key driver of economic growth and a major employment centre. Furthermore, increasing the centre for residential is fundamental along with creating a major visitor destination.

The 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.

Greater Manchester Spatial Framework (GMSF)

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

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

National Planning Policy Framework (2018)

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

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

Relevant to this application, Section 6 provide guidance in relation to ‘Building a Strong Economy’, Section 11 underlines the need to ‘Make Effective Use of Land, Section 12 provides design guidance – ‘Achieving Well-Designed Places’ and Section 16 relates to Conserving and Enhancing the Historic Environment.

National Planning Policy Guidance (March 2014)

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

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

Noise - 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.

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

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

Other legislative requirements

Section 72 of the Planning (Listed Building and Conservation Areas) Act 1990 (the "Listed Building Act") provides in the exercise of the power to determine planning applications for land or buildings within a conservation area, special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area.

Section 149 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.

Issues

Principle

The principle of the development is considered acceptable and will make efficient use of a previously developed site and contribute to local and national residential growth objectives.

Policy H1 outlines the strategic approach to housing growth in the City. Approximately 60,000 new homes need to be provided in the City between 2009 and 2027. This growth is expected to be accommodated principally within the North, East, City Centre and central areas of Manchester which fall within the Regional Centre and inner areas of Manchester. This is as a direct response to Manchester's growing economy and population growth the later which is expected to rise significantly over the next 20 years.

New developments in the city will therefore be expected to contribute towards this growth strategy, ensuring that development takes place within the right areas to meet demands along with creating high quality places and neighbourhoods of choice.

Policy H1 goes on to state that the Regional Centre is a priority area for residential schemes in order to support regeneration and drive regional growth. This approach is supported by policy EC3, which states that high density housing will be appropriate in the regional centre, particularly where it complements employment generating uses. This high density approach for the Regional Centre is also reiterated within policy H4 which seeks to achieve 30% of new residential development.

Policies SP1 and H1 seek to encourage development on previously developed land, including the renewal of areas characterised by poor quality housing.

The application site is a vacant piece of land within a key regeneration area – Ancoats and New Islington. A neighbourhood framework was approved by the City Council Executive in 2014. This document forms a material planning consideration in the determination of planning applications. It states that the area will play a critical role in meeting the City's housing needs given the area will be a focus for population growth.

The application site is a key site within the neighbourhood framework and it is recognised it has been vacant and dilapidated for a prolonged period of time.

The proposed development would lead to the regeneration of a vacant, redundant, brownfield site in order to provide a high quality residential development which fulfils the residential growth aspirations, whilst being sympathetic to the surrounding context of the conservation area in which it is sited.

Consideration of the more specific planning issues and the impact of the proposal upon its surroundings and adjoining occupiers is outline further below.

Site Layout

The proposed development occupies the entire footprint of the site up to the back of pavement in order to maintain the continuity of the street-scene and street edge to both Oldham Road and Cornell Street. The layout result in a rectangular shaped urban block which immediately adjoins the neighbouring mixed use building and mirrors the layout and form of adjoining buildings along this section of Oldham Road.

At ground floor level, part of the Oldham Road frontage incorporates a small retail unit (117m²), as well as the entrance lobby and access core. A recessed corner at the side of the building provides access to the upper floor apartments, with the ground floor fronting Cornell Street accommodating an internal cycle store, bin store and plant room.

To the rear of the building, part of the ground floor includes an internal car park area providing 6 spaces, including 1 disabled space and is accessed via a narrow access road which also serves the neighbouring building.

Design, Scale and Appearance

Following the initial application submission, the proposed building has been reduced in height from 8/9 storeys to 7 storeys in order to respond to the roofline of adjoining buildings and provide a solid eaves level in contrast to the original submission, which stepped down in height towards Cornell Street.



A ground floor retail unit replaces the car park area which has been relocated to the rear of the building. This enables an active frontage to be created to add vitality and activity at street level. The retail unit allows the facade to become more transparent through the incorporation of double height glazing. The double height treatment reflects the elevational design of the adjoining building and provides a continuation of the existing frontage whilst distinguishing the retail use from the residential element of the building.

The remainder of the building adopts single height elevational treatment, interspersed by brick piers to give the development a more human scale and to more closely reflect the scale and massing of the three storey terraced building on the opposite side of Cornell Street. The differing elevational treatment provides an effective transition between the different street level treatments of both neighbouring buildings along the Oldham Road frontage. Elsewhere on the building, the upper floors have an almost grid like feel in terms of the positioning of recessed windows

which give a strong vertical and horizontal rhythm. Each side of the façade includes, recessed terrace area and the use of Juliet balconies enclosed by metal, perforated guarding

In terms of appearance, the proposed building offers a high quality, contemporary take on the traditional form of the Ancoats Conservation area, through the use of robust materials, including predominantly traditional red brick clad elevations and large amounts of glazing framed by grey aluminium windows. This contrasts to the metal clad approach that has been used on more recent, neighbouring developments. It is believed that this appearance will help the building more effectively assimilate and complement the more traditional context of the buildings to the north, including the terrace and upgraded residential terraces on the opposite side of Cornell Street.

Access

The proposed building incorporates measures to aid ease of access for all. Entrances to the building include level access and a pair of wheelchair accessible doors, power assisted as necessary. All apartments have been designed to be capable of adaption for wheelchair users and the open plan nature of the apartments means that there is no internal entrance lobby for a wheelchair to navigate.

All apartments and amenity spaces are to be accessible by a lift and corridors to achieve a minimum 1200mm clear route.

At the rear, the car park area includes an accessible space a short distance from the access door.

Density/Balance of Accommodation

The proposed development seek to create 38 residential units comprising 27 x 2 bedroom apartments and 12 x 1 bedroom apartments. The site measures 0.06 hectares in area.

Policy H1 of the Core Strategy states that developments of over 75 units per hectare are appropriate in both the city centre and parts of the regional centre given the accessible location. Within the city centre there will be a presumption towards high density housing development and within mixed use schemes which contribute to regeneration initiatives and therefore the proposed density is considered acceptable and makes an efficient use of the land.

In terms of the type and standard of accommodation, policies SP1, H1, H2 and H4 of the Core Strategy seek to ensure that the right type and standard of accommodation is created in the city. This is reiterated within the Residential Quality Guidance which outlines space standards for new accommodation across the city.

In this case, the development comprises a variety of apartment sizes, ranging from 50 sqm for the 1 bedroom apartments and between 71 - 76 sqm for the 2 bedroom apartments. This accords with the Council's space standards.

Commercial development

The proposal includes a small retail unit (Class A1) within part of the ground floor area, with a gross footprint of 117 sqm.

Given that the buildings along this part of Oldham Road incorporate ground floor commercial frontages, including neighbouring developments, and given the city centre location of the site following the expansion of the city centre boundary, the proposed retail use of the floorspace is considered acceptable in this location. The use will contribute toward local amenity provision by complementing the existing offer, generate street activity, increase connectivity to the traditional city centre, create employment and lead to the continuation of an active street frontage along this section of Oldham Road.

Impact upon the Conservation Area

The desire to have special regard to the desirability of preserving the character of conservation areas is also mirrored within Section 72 of the Planning (Listed Building and Conservation Areas) Act 1990 which refers to the need for Local Planning Authorities to pay special attention to the desirability of preserving or enhancing the character and appearance of designated areas.

This point is supported by policies EN3 and DC18.1 of the Core Strategy, along with Section 16 of the revised NPPF, which underline the need for due consideration to be given to the impact of new developments on heritage assets.

In this case, the site is situated within an area of historical context and heritage value, within the bounds of the Ancoats Conservation Area, which is contiguous on Great Ancoats Street with both the Smithfield and Stevenson Square Conservation Areas. The whole area includes a number of listed buildings and buildings which can be considered to be non-listed heritage assets.

The Ancoats Conservation Area is characterised by a mix of domestically scaled buildings, such as terraced housing and workshops and much larger buildings comprising warehouse, apartments and mills. The street frontage to Oldham Road tends to be smaller in scale and gives rise to abrupt changes in scale of juxtaposed built form. The area has experienced a loss of smaller scale buildings due to site clearance and the development of new, larger scale development and increased homogenisation of the area. Much of this clearance can be associated with the decline of the textile and manufacturing industries which has seen the disuse and dereliction of many of the original building and their redevelopment for large scale residential buildings.

In the case of the proposed development, the proposal involves the demolition of the existing vacant, public house on a prominent gateway site into the Ancoats Conservation Area and redevelopment of the site to form a 7 storey building.

The applicant has produced a Heritage Statement which is accompanied by a Structural Condition Survey to assess the significance of the building to be demolished and to provide a useful historic overview of how the area has evolved,

together with commentary on the historic and architectural value of the area and an assessment of the resultant impact upon the conservation area as a consequence of the proposed development.

Demolition of the Existing Building

In terms of the principle of demolition, permission was previously been granted in 2004, though the redevelopment of the site was never implemented. In 2007 the adjacent buildings which also form part of the application site were demolished and since then the former public house has been left to deteriorate.

Prior to this, it should be noted that the entire block of properties between Henry Street and Cornell Street was the subject of a Public Inquiry held in 2002 after a Compulsory Purchase Order (CPO) was made in 2001 by the North West Development Agency to bring forward the regeneration of the Ancoats Conservation Area as part of the Ancoats Urban Village concept. This involved demolition of the existing building to facilitate comprehensive redevelopment.

At the time of the Inquiry, the Secretary of State concluded that where buildings make no positive contribution to, or detract from the appearance or character of the conservation area, redevelopment should be considered as a means of providing the stimulus for new high quality development and proposals which positively enhance a conservation area will be encouraged. The CPO report examined the future of the application site and concluded that redevelopment of the entire block including the Cheshire Cheese public house was necessary.

Despite the above, it is still necessary to assess the acceptability of demolition of the existing building based on current circumstances.

The National Planning Policy Framework (NPPF) at paragraph 192 states that '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 196 advises further that:

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

Given the above, it is necessary to determine if the proposed demolition of the building is acceptable and assess what impact there will be on the character and appearance of the conservation area.

The existing building has been derelict for over a decade and no interest or effort has been made in the intervening period since its last use to either re-use or restore the building.

The existing building is partially hoarded off and behind the hoarding, it is evident from submitted photographs that the building is not the original structure. Whilst always of a modest and simple design, the pub has been extensively altered both internally and externally over the years which has severely undermined any original architectural quality or historic value of the building. It is therefore believed that there would be minimal positive benefit in seeking to restore the building and redevelopment offers the most realistic and positive solution.

The derelict nature of the site contrasts with the architectural qualities of both the historic environment and more recent redevelopments. The site occupies a prominent position at the gateway to the conservation area and along a major route into and out of the city centre. It is felt that the site makes a negative or at best neutral contribution to the character of the conservation area and its demolition provided that it facilitates redevelopment of the site, will provide an opportunity to enhance the appearance of the area.

The applicant has provided justification for the proposed demolition via the submission of a Heritage Statement which is supplemented by a Structural Condition Survey.

The Structural Condition survey notes that the existing building is beyond practical retention due to exposure and the ingress of water and vegetation which has severely damaged the fabric of the structure. The building is in a very poor state and whilst measures have been introduced to ensure the building is in safe, albeit temporary condition, the building has deteriorated to such an extent that further structural failure is a possibility. In particular, the timber elements have suffered to such an extent that partial structural collapse has occurred and the first floor and stair flights have failed. Total demolition is therefore considered to be the only feasible option given the substantial amount of remediation work required.

The area around the application site has evolved with lesser scale buildings largely replaced with larger urban blocks of accommodation which more closely reflect existing buildings to the south and west which have taken inspiration from the nineteenth century industrial buildings. The loss of the building's immediate context has therefore diminished, meaning the building appears isolated and has lost any group value, whereas the other remaining public houses within the conservation area still benefit from their original context and therefore add more value and significance to the understanding of the Ancoats Conservation Area.

The loss of the building to facilitate redevelopment would offer public benefits by leading to environmental improvements, meeting housing growth aspirations for the area, lead to increased vibrancy and vitality in the area and create direct and indirect

employment through the operation of the ground floor retail unit and via the construction of the proposed replacement building.

Redevelopment of the Site and Contribution to Regeneration

The proposal will see the redevelopment of a vacant, derelict brownfield site on a gateway into the Ancoats Conservation Area.

The proposed development mirrors more recent taller buildings and would maintain the density and scale of development in the area, particularly to the south along the main Oldham Road frontage and the urban village feel of the wider Ancoats regeneration area as a whole.

The Oldham Road frontage and periphery to the conservation area contains building of varying heights and designs comprising a combination of traditional and more recent, undistinctive development. The proposed building would be no taller than other buildings in the locality and would therefore integrate effectively into the street-scene without any significant or harmful impact on the character of the area.

The appearance of the development has been designed to pay homage to and integrate with the traditional red brick character of the area, including the rows of terraced properties immediately to the north.

The main frontage reflects the more commercial feel of the city centre just to the west and would not represent a significant departure from the context of neighbouring built form and neither would the proposed building appear out of place or prominent when viewed in the overall context of the street-scene.

On balance, it is considered that the potential impacts as a consequence of the loss of the building can be viewed as being less than substantial. The existing building has limited architectural value and as underlined earlier, is in an extremely poor structure condition. The loss of the building will allow for a more viable redevelopment and any perceived harm would be outweighed by bringing the site back into effective use to the benefit of the local community.

The proposed development will regenerate a derelict, unused site and significantly improve the appearance of a site which would otherwise would be left to further deteriorate. The development offers a compromise between the densely developed, large scale mill buildings or the south and the more recent buildings on the commercial frontages of the conservation area.

Historic England who were consulted as part of the application process raise no objection to either the loss of the building or its proposed replacement. This was also the case following presentation of the proposal to the Council's Conservation Areas and Historic Buildings Panel who welcomed the simplicity of the proposal and felt that the height and mass of the building completes the host block in a rational way.

On balance, it is considered that the proposal will have a positive and beneficial effect on the conservation area. The proposed development has been sympathetically designed to assimilate into the building fabric of the area, which in

turn will enhance the character and appearance of the Ancoats Conservation Area and contribute to the ongoing regeneration of the area.

Impact on Listed Buildings

There are a number of listed buildings within the vicinity of the application site including the Grade II listed Victoria Square to the north, the Crown and Kettle public house at the corner of Oldham Road and Great Ancoats Street and the Express Building and neighbouring building situated to the west, fronting Great Ancoats Street. Opposite the site, on the other side of Oldham Road, are two further Grade II listed buildings, including a warehouse on Cable Street and the former bank located at the corner of Oldham Road and Swan Street.

Due to the physical separation of the proposed site from these buildings, coupled with the design and scale of the development proposed, it is not considered that there would be any material, adverse impact upon any listed heritage assets. Whilst these listed building add to the overall context of the conservation area, they are not directly connected or related to the application site, either visually or functionally.

Archaeology

Greater Manchester Archaeological Advisory Service (GMAAS) were consulted as part of the application process.

It is noted that an archaeological desk based assessment has not been submitted but also that it is unlikely that would be any below ground remains of national interest.

There is an established archaeological heritage interest in public houses of the nineteenth century or earlier and for early forms of worker's housing represented by back to backs/blind backs etc. With this in mind, a phased programme of archaeological investigation will need to be undertaken prior to the commencement of demolition.

It is recommended that a condition should be included which require that a programme of archaeological works be undertaken prior to the commencement of any development related groundworks. These should be undertaken in accordance with a Written Scheme of Investigation (WSI) which should include a phased programme and methodology of investigation and recording, a Historic England Level 3 archaeological building survey, targeted archaeological evaluation trenching and targeted open area excavation. A programme for post investigation is also required. A suitable condition is recommended and included. GMAAs will monitor the implementation of the archaeological works.

Loss of Public House

It is important to realise the contribution public houses make to a community. Public Houses are a unique and intrinsic value of British life and in this case, Manchester culture and many are steeped in history and form part of local social and cultural heritage, often forming an essential part of an area's daytime and evening economy.

It is therefore important to protect public houses where they possess a heritage, economic, social or cultural value to local community or where they contribute to wider daytime/evening economic objectives.

In the case of the Cheshire Cheese public house, the premises is not listed by the Council as a 'community asset'. It is understood that the premises ceased trading in 2005 and has been closed ever since, with the building left to deteriorate to the point of structural instability.

Whilst it is believed the building was initially marketed for reoccupation, no interest was substantiated and realistically, particularly given the poor structural condition of the building and its lack of original features, the building is highly unlikely to be reoccupied for its original use.

The building has been left empty for approximately 13 years and it is felt that if the building was to be ever reoccupied, it would have been so by now. The poor condition of the building would also not represent a financially viable proposition.

The building is situated on the edge of the city centre, where a plethora of public houses and bars are present. The Ancoats Conservation Area itself incorporates a variety of functioning drinking establishments, including The Crown and Kettle at the corner of Oldham Road and Great Ancoats St and the Edinburgh Castle on Blossom St which is presently being refurbished. There are also a number of new bars and restaurants which have opened up around Cutting Room Square which is situated at the heart of the Conservation Area.

As such, there is no shortage of community facilities in the immediate area to serve local people. Although the loss of a further public house in the area is regrettable, it should be noted that in contrast to The Shamrock Public House which has recently closed on Bengal Street, The Cheshire Cheese public house has been closed for a substantial period of time and no interest has materialised since its closure. The building lacks original architectural features depicted by other public houses in the area and has degraded to such an extent that its reuse is very unlikely.

In light of the above, it is not believed that the loss of the public house should form a barrier to redevelopment in this instance.

Visual amenity

The application site is presently vacant and contains a dilapidated former public house and an area of hard standing that has been hoarded off from the main Oldham Road frontage. Given the key position of the site on a gateway route in to both the city centre and Ancoats Conservation Area, the site presently makes a negative contribution towards the character and appearance of the area.

The proposed development will significantly uplift the appearance to provide a high quality development along a key radial route and which responds positively to the Oldham Road frontage and integrate sympathetically into the context of the conservation area

Residential Amenity

Given the site's city centre location and neighbouring residential uses, the introduction of a further residential use in the area is unlikely to have any detrimental impact upon the nearest residential occupiers due to existing act background noise levels and levels of activity. Conditions have been included in relation to acoustic insulation and the need to agree the operational hours of the proposed retail unit to safeguard existing and prospective occupiers.

The proposed development is situated within an emerging and expanding residential neighbourhood and developments such as that being proposed are typical of the city fringe. It is not uncommon for developments of a higher density to be sited in such close proximity to each other, with reduced levels of light and sense of openness being substantially less than suburban areas.

In response to the originally submitted proposal, one concern raised related to a loss of light and views from the neighbouring Express Networks 2 building which is situated to the rear.

Whilst in planning terms there is no right to a view, the applicant has produced a Daylight Study to assess the impact on existing light levels. This is in addition to the building being substantially reduced in scale.

The study uses the industry standard methodology as prescribed by the Building Research Establishment (BRE) and British Standard guidance.

The main criteria used in such analysis includes the Vertical Sky Component (VSC) which measures the general amount of light available on the outside plan of a window as a ratio (%) of the amount of total unobstructed sky viewable following the introduction of visible barriers such as buildings.

The relevant BRE recommendations for daylight and sunlight are for VSC, measured at the centre of a window and should be no less than 80% of its former value, where the window(s) do not meet this criteria. If the VSC at the centre of the window is more than 27% of available light, then the diffuse daylighting will not be adversely affected.

Analysis also involves Annual Probable Sunlight Hours (APSH) which measures the amount potential direct sunlight that is available to a given surface. Only windows which face within 90 degrees of due south need to be assessed. BRE guidance states that windows should continue to receive in excess of 80% of their pre-development value or 25% of available hours over a year / 5% of hours in the winter to be considered well lit. As the affected all face in a north-easterly direction they have been discounted from the assessment.

The study reveals that the windows most affected in this case relates to commercial space, stairwells or service space. It is noted however that there are a few windows that may relate to habitable residential space and these have been assessed. Notably, 3 windows on the facing elevation. The assessment concludes that two of these windows retain over 80% of their original daylighting values and therefore accord with BRE guideline. The other window retains 74% of its existing daylighting value and over 27% of available daylight, which is still well within established industry

guidelines. The impact is therefore negligible and unlikely to have a significant impact on the living conditions of neighbouring occupiers.

Given the above, the impact upon residential amenity is not considered to be significant, particularly given the city centre location of the site and its position adjacent to a major radial route into and out of the city centre.

Affordable Housing

Policy H8 of the Core Strategy requires that consideration be given to the provision of affordable housing within all new residential developments on sites of 0.3 hectares and above or where 15 or more units are proposed for development to contribute to the City-wide target for 20% of new housing provision to be affordable.

The supporting guidance to this policy is clear that this may not be necessary or required where either a financial viability assessment is conducted that demonstrates that it is not viable to deliver affordable housing or a proportion, or where material considerations indicate that intermediate or social rented housing would be inappropriate.

In this case of this application 38 units are proposed. The submitted viability appraisal which has been submitted to address policy H8 considerations indicates that there is no scope to provide an affordable housing contribution. This is based on an assessment of costs and values which have been analysed on behalf of the Council.

Whilst at the time the application was submitted, there was no requirement to make the appraisal publicly available. Policy changes nationally and a change to the Council's Local Validation List mean that all appraisals should be publicly viewable. The applicant has agreed that the submitted appraisal can be released into the public domain and is available to view in full via the Council's website.

The appraisal concludes that that proposal would result in a narrow profit margin. The figures provided are considered to be wholly reasonable and it has been verified there would not be sufficient funds available to make a financial contribution.

The residual land value set out in the assessment of £387,500 is not disputed. The net developer value of £9,227,714 is within the range expected to achieve based on a review of comparable evidence and this includes that relating to the retail component. Build costs of £7,100,481 are not considered disproportionately high and all other costs, professional and legal fees, together with finance costs are found to be acceptable. The total costs are shown as £8,900,083, with the appraisal delivering a residual profit of just 3.54%.

The residual profit being reported is well below the 20% set out as an acceptable level in the NPPF.

In conclusion, the residual land value and basic build costs are considered to be an acceptable and tolerable level and a narrow profit margin forecast. It would not

therefore be considered reasonable or viable for an affordable housing contribution to be provided in this case.

Ecology

As part of the application submission, the applicant has produced an Ecological Assessment to check for any protected or invasive species.

The assessment indicates that there are no notable habitats recorded on or adjacent to the site and even though the site falls within the IRZ for Rochdale Canal SSI, residential development is not listed as a likely risk for associated, designated sites.

Whilst the building could offer a suitable habitats for nesting birds, the existing building on site is considered to have limited features for commuting and foraging bats. It is noted however that during three emergence surveys undertaken over a two month period, a single Pipistrelle bat was observed emerging from under a roof tile on the first survey undertaken. No further activity was observed during subsequent surveys. It is therefore considered that the building is used opportunistically by loan bats.

Due to the discovery of bats, it is concluded that a low impact licence from Natural England will be required during the demolition, as well as a method statement to be produced and implemented during works.

In terms of invasive species, a walkover of the site will be undertaken between April and September to check for any such species and to ascertain whether any treatment, control and disposal is required.

Greater Manchester Ecology Unit (GMEU Archaeology have reviewed the submitted assessment and agree with conclusions and recommendation of the assessment. Conditions are advised with respect to the timing of demolition and the potential for further emergence survey being required, as well as the implementation of relevant mitigation measures.

Impact upon the Highway

A Transport Statement has been prepared in respect of the application which assesses trip generation, parking demand and highway safety, whilst acknowledging the highly sustainable location of the application site and how the site is accessibly located within close proximity to a range of transport modes and range of amenities and services contained within the city centre and its periphery.

The site is located within a short walking distance of the Northern Quarter and city centre, where a wide range of public transport and services are available, as well use of the cycle network.

In terms of off road parking provision, 6 off road car parking spaces (including 1 disabled space) are proposed, equating to 15% provision. These spaces are to be made available to tenants on a first come, first served basis on a limited time renewable lease arrangement to allow for a reasonable degree of turn over, allowing the spaces to be available if required for new tenants, rather than former tenants or

remaining unused. These spaces are to be served by electric charging points which is a requirement of an attached planning condition.

The recently adopted Manchester Residential Quality Guidance provides specific guidance on what constitutes a suitable level of car parking for high density apartment schemes in the city centre and states that for city centre developments:

“There is a need to create a critical mass, mix and diversity of apartment / house types in the city centre and therefore a site by site consideration of appropriate car parking provision based on an assessment against key criteria”

This criteria is as follows:

- Secure cycle parking in excess of 50% provision relative to apartment numbers;
- Identification of sufficient off-site capacity, within 5 minutes' walk of the proposed development, to accommodate designated spaces associated with the development (via a long term leasehold to be available for the life of the development);
- Provision of designated on-street parking, subject to satisfactorily demonstrating that the spaces will be properly designed and integrated into the street scene in agreement with the Local Planning and Highways Authority, and in accordance with the wider principles of this document.
- Demonstrating that provision of full parking provision will unacceptably compromise the development's active frontages and relationship with the street, and evidence that an alternative parking solutions cannot be viably accommodated.
- Provision of robust research and market evidence to demonstrate that lower levels of car parking demand will be appropriate for a particular scheme.

Highway Services consider that given the central location of the site and its access to non-car modes of transport, including in excess of 100% cycle parking provision, the parking ratio is acceptable and comparable to other recent, nearby developments.

With reference to trip generation, the Transport Assessment suggests a trip rate of 10 vehicles within the evening peak and therefore Highway Services accept that there will be no detectable or adverse impact on the operation of the highway network and no junction remodelling is required.

Overall it is maintained that the on-site parking provision, together with anticipated low levels of car ownership at the development and the highly sustainable location of the site and availability of short term street parking will prevent any negative effects upon on-street parking and competition for spaces as result of both the proposed development and the cumulative impact of emerging and future developments.

The application also includes a Travel Plan to encourage travel by non-car modes and notes the availability of car club spaces within 400 metre radius of the site.

In light of the above, there are no material concerns relating to the impact upon the local highway network, highway safety or on-street parking. On this basis, the proposed development is considered satisfactory.

Waste Management

The application has been accompanied by a waste management strategy which indicates a dedicated bin storage within the ground floor of the building which is accessible from within the building for all occupants including the retail occupier and externally from Cornell Street, where the waste is to be collected weekly by the City Council. Residents would take waste to the designated waste stores.

The proposed bin store provides capacity for all waste streams and demonstrates sufficient capacity for the required number of general waste and recycling receptacles based on the volume of calculated waste. The bins will comprise a combination of 1100L and 240L containers.

The refuse containers will be stored within one refuse storage area positioned on the ground floor of the building and situated adjacent to the lift cores and stairs ensuring compliance with guidance that advocates that all apartments should be able to access refuse storage areas within a 30 metre travel distance. Internally, the apartments incorporate sufficient storage to house waste and recycling container until the need to transport the waste by residents to the central waste store.

The indicative arrangement is considered acceptable. A more detailed strategy and to ensure compliance with the strategy can be secured by way of a planning condition and is included.

In terms of the servicing for the retail unit, this is anticipated to take place on-street in front of the unit. Given the relatively small amount of floorspace and the likely low frequency of deliveries, this is not considered to be problematic and compares to the other units within the host parade and area in general.

Flood Risk/Surface Water Drainage

The application site is located in flood zone 1 '*low probability of flooding*'.

In line with the recent strengthening of Government guidance relating to the provision of sustainable drainage systems (SuDs) for major planning applications, the applicant has prepared a Surface Water Management Statement in support of their planning application.

This statement has been considered by the City Council's Flood Risk Management Team who advise that conditions should be included to ensure compliance with the submitted surface water drainage works, the submission of further design details and details of a clear adoption policy to ensure effective management and maintenance

of the scheme thereafter. If these measures are successfully implemented, the strategy is in principle considered acceptable.

Air Quality

An Air Quality Assessment has been submitted as part of the application to determine baseline conditions, consider site suitability for the proposed end use and assess potential impacts as a result of the scheme.

The Assessment considers the potential effects during the construction phase, including dust emissions and the impact during the operational phase, taking into account exhaust emissions from road traffic generated by the proposal. The Assessment determines the potential air quality concentration that prospective residents will experience.

The submitted assessment concludes that the site is suitable for the development type proposed and no additional mitigation of exposure for new receptors introduced by the proposed development will be required. The air quality impacts of the proposed development will be negligible and that pollutant levels are predicted to meet relevant air quality objectives.

Environmental Health have reviewed the submitted assessment and consider that if the mitigation measures during the construction and operational phases are adopted, air quality is not considered to be a constraint to development will accord with the relevant local policy and national guidance. Mitigation during construction includes site screening to limit the dispersal of dust, the covering of loose materials, construction vehicles to be fully sheeted and an adequate water supply for dust suppression.

To ensure mitigation measures implemented, conditions have been included which will require the measure detailed within assessment to be implemented and for a separate construction management plan to be submitted and agreed.

Crime and Disorder

In order to ensure design measures are introduced to limit the potential for crime and to enhance security for prospective occupiers, a condition has been included to ensure the proposal achieves 'Secured by Design' accreditation.

Environmental Standards

Policies SP1 and EN4 to EN6 of the Core Strategy focus on reducing emissions and achieving low and zero carbon developments. As the application site is located in the regional centre, the development is expected to demonstrate its contribution to this objective.

City Council policy requires that developers focus on achieving low carbon and energy efficient developments and therefore development should be expected to demonstrate its contribution to these objectives.

The site is situated within a highly sustainable location with excellent access to a range of shops, amenities, transport services and job opportunities.

The site is situated within an emerging residential neighbourhood, where existing infrastructure and services can be utilised. It is believed that the proposal harnesses the objectives of sustainable development advocated by the National Planning Policy Framework (NPPF) which seeks to provide development in sustainable locations which will support strong, vibrant and healthy communities and contribute to building a strong, responsive and competitive economy.

In terms of the environmental credentials of the proposed development, the applicant has submitted an Energy Statement which highlights what measures can be implemented so far as possible to minimise energy requirements. This includes the use of solar photo voltaic panels which are positioned on the roof. The report concludes that a 5.5% reduction in CO2 emissions can be achieved by including a 70sqm solar photo-voltaic array on the roof of the building.

A condition has been included which will require confirmation as to what environmental standards can be achieved.

Construction Management

To make sure construction and demolition is effectively controlled and to prevent any disruption to existing occupiers in the area, or along key routes throughout this part of Ancoats, a condition is included which requires the submission and approval of a construction management plan which details working practices, working hours, dust suppression, the parking of construction vehicles and the removal of waste.

Conclusion

On balance, it is considered that the proposal represents an appropriate and satisfactory form of development that fulfils the criteria set down in policy which seeks to provide high quality, high density, residential accommodation which will contribute to a vibrant and sustainable neighbourhood with a high level of connectivity to adjoining neighbourhoods.

At this stage, there is no practical or viable possibility that the existing building will be restored, refurbished or reoccupied. The proposed development therefore represents an appropriate form of development that will lead to the regeneration of a key brownfield site on a gateway site into the Ancoats Conservation Area, whilst contributing to the Council's residential growth strategy.

It is felt that given the surrounding environmental context, coupled with the design, scale and appearance of the building, the proposed development will enable the development to make the most efficient use of the land and will assimilate effectively into its surroundings to offer substantial environmental and economic improvements.

It is further believed that the proposed building has been designed to an acceptable standard and reflects the nature and scale of buildings within this highly urbanised environment.

The development will provide a high quality frontage to a main arterial route into the city centre and responds positively to the character, scale, massing and varying height of adjoining buildings, strengthening the urban grid which defines the area.

There will be minimal or any significant harmful impact upon either residential amenity or the operation of the highway and as a consequence, the proposed development can be satisfactorily accommodated at the site and will integrate effectively into the host streetscape. As such, the proposed development accords with all relevant local policy and national guidance.

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

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

Recommendation APPROVE

Article 35 Declaration

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

Reason for recommendation

Conditions to be attached to the decision

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

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

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

Drawings numbered 502/P4, 507/P4, 608/P1, 609/P1, 610/P1, 511/P4, 512/P4, 613/P1, 614/P1, 615/P1, 516/P4, 517/P3, 518/P4, 521/P3 and 522/P3 received by the City Council as Local Planning Authority on 16 August 2018.

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

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

Reason - To ensure that the appearance of the development is acceptable to the City Council as Local Planning authority, in the interests of the visual amenity, pursuant to policies SP1, EN3 and DM1 of the Core Strategy.

4) Prior to first occupation of the development hereby approved, the City Council as Local Planning Authority must acknowledge in writing that it has received written confirmation of a Secured by Design accreditation.

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

5) Prior to first occupation of the ground floor retail unit hereby approved, full details of any roller shutters to the shopfront of the premises shall be submitted for approval in writing by the City Council, as Local Planning Authority. For the avoidance of doubt the shutters shall be fitted internally to the premises. The approved details shall be implemented prior to the first occupation of the retail unit and thereafter retained.

Reason - To ensure that the roller shutters are appropriate in visual amenity terms, pursuant to policies SP1, EN1 and DM1 of the Manchester Core Strategy (2012) and saved policy E3.3 of the Unitary Development Plan for the City of Manchester.

6) Notwithstanding the information contained within the submitted Environmental Noise Impact Assessment Report by Hann Tucker Associated received by the City Council as Local Planning Authority on 16 April 2018, the building hereby approved shall be acoustically insulated and treated to limit the break out and break-in of noise in accordance with a noise study of the premises and a scheme of acoustic treatment that has been submitted to and approved in writing by the City Council as Local Planning Authority.

Reason - To safeguard the amenities of the occupiers of the building and occupiers of nearby properties, pursuant to saved policy DC26 of the Unitary Development Plan for the City of Manchester and policies SP1 and DM1 of the Core Strategy.

7) All externally mounted ancillary plant or equipment shall be selected and/or acoustically insulated in accordance with a scheme designed so as to achieve a rating noise level of 5dB (LAeq) below the existing background (LA90) at the nearest noise sensitive location. Following the installation of any external equipment, a post completion report shall be submitted to and approved in writing by the City Council as Local Planning Authority to validate that the plant has been installed as per the required limits. The post completion report shall be submitted within 1 month of first use of the external equipment and the agreed limits shall remain in operation thereafter.

Reason - To safeguard the amenities of existing and future occupiers of nearby residential accommodation, pursuant to saved policies DC10 and DC26 of the Unitary Development Plan for the City of Manchester and policies SP1 and DM1 of the Core Strategy.

8) Deliveries (except for newspapers, mail and associated items) servicing and collections (including waste collections) relating to the ground floor retail unit only, shall not take place outside of the following hours:

07.30 to 20.00 hrs Monday to Saturday.

10.00 to 18.00 hrs Sundays and Bank Holidays

Reason - To safeguard the amenities of nearby residential occupiers, pursuant to Policies DM1 and SP1 of the Manchester Core Strategy.

9) The ground floor retail unit shall not be open outside the following hours:-

07.00 - 23.00 hrs daily.

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.

10) Notwithstanding details submitted, no part of the development hereby approved shall be occupied until a scheme for the storage (including segregated waste recycling) and disposal of refuse has been submitted to and approved in writing by the City Council as local planning authority. The details of the approved scheme shall be implemented as part of the development and shall remain in situ whilst the use or development is in operation.

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

11) The car parking area indicated on drawings numbered 507/P4, 512/P4 and 502/P4 received by the City Council as Local Planning Authority on 16 August 2018, shall be surfaced, demarcated and made available for use prior to any of the residential units hereby approved being occupied. The parking area shall be for the sole use of residential occupants of the development and shall be available for use at all times whilst the apartments are occupied.

Reason - To ensure that there is adequate car parking for the development proposed when the building is occupied, pursuant to policies DM1, T2 and SP1 of the Manchester Core Strategy.

12) The bicycle storage area indicated on drawing numbered 507/P4 and 512/P4 received by the City Council as Local Planning Authority on 16 August 2018 shall be implemented in full and made available for use prior to first occupation of the development hereby approved. The approved scheme shall remain available for use whilst the apartments are occupied and retained thereafter.

Reason - To ensure there is adequate bicycle parking provision, pursuant to policies DM1, T1 and SP1 of the Manchester Core Strategy.

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

The approved details shall then be implemented as part of the development and be in place prior to the first occupation of any of the residential units and be retained thereafter.

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

14) The development hereby approved shall be carried out in accordance with the Residential Travel Plan prepared by prepared by WSP dated March 2018 received by the City Council as Local Planning Authority on 28 August 2018.

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

- i. the measures proposed to be taken to reduce dependency on the private car by those living at the development;
- ii. a commitment to surveying the travel patterns of patient/visitors/staff during the first three months of the first use of the building and thereafter from time to time
- iii. mechanisms for the implementation of the measures to reduce dependency on the private car
- iv. measures for the delivery of specified travel plan services
- v. measures to monitor and review the effectiveness of the Travel Plan in achieving the objective of reducing dependency on the private car

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

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

15) Notwithstanding the submitted Flood Risk Assessment and Drainage Strategy produced by Waterman Structures Ltd, no development with the exception of demolition and any necessary remedial works shall take place until surface water drainage works, designed in accordance with Non-Statutory Technical Standards for Sustainable Drainage Systems (March 2015) or any subsequent replacement national standards, have been submitted to and approved in writing by the City Council as Local Planning Authority.

The following additional information should be provided:

- Details of surface water attenuation that offers a reduction in surface water runoff rate in line with the Manchester Trafford and Salford Strategic Flood Risk Assessment, i.e. at least a 50% reduction in runoff rate compared to the existing rates, as the site is located within a Critical Drainage Area;
- Runoff volume in the 1 in 100 year, 6 hours rainfall shall be constrained to a value as close as is reasonable practicable to the greenfield runoff volume for the same event, but never to exceed the runoff volume from the development site prior to redevelopment;
- Evidence that the drainage system has been designed (unless an area is 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. The flood water should be routed away from the buildings and towards the less vulnerable areas i.e. open spaces, car parks and roads. A layout with overland flow routes needs to be presented with appreciation of these overland flow routes with regards to the properties on site and adjacent properties off site.
- Hydraulic calculation of the existing and proposed drainage system;
- Construction details of flow control and SuDS elements.

Reason: To promote sustainable development, secure proper drainage and to manage the risk of flooding and pollution, pursuant to policies EN8 and EN14 of the Manchester Core Strategy.

16) The development hereby approved shall not be occupied until details of the implementation, maintenance and management of a 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;
- As built construction drawings if different from design construction drawings;
- Management and maintenance plan for the lifetime of the development which shall include the arrangements for adoption by any public body or statutory undertaker, or any other arrangements to secure the operation of the sustainable drainage scheme throughout its lifetime.

Reason - To 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 Manchester Core Strategy.

17) Prior to the commencement of development, if any invasive species are detected, an invasive non-native species protocol shall be submitted to and approved by the City Council as Local Planning Authority, detailing the containment, control and removal of Japanese Knotweed and Himalayan Balsam on site. The measures shall be carried out strictly in accordance with the approved scheme and implemented prior to the commencement of the development hereby approved.

Reason - To control the spread of invasive species, pursuant to policy EN15 of the Manchester Core Strategy (2012).

18) The demolition of building is likely to cause harm to Common Pipistrelle bats and shall not in any circumstances commence unless the City Council as Local Planning Authority has been provided with either:

- a license issued by Natural England pursuant to Regulation 53, of the Conservation of Habitats and Species Regulations 2010 authorising the specified activity/development go ahead: or
- b):a reasonable avoidance method statement to be carried out under a low impact licence (bat mitigation licence CL21) : or
- c. a statement in writing form the relevant licensing body or LPA to the effect that it does not consider that the specified development will require a license.

If the demolition hereby approved does not commence before 30th April 2019, further emergence surveys will be carried out for bat roosts and the finding supplied to and agreed in writing by the LPA.

Reason - To protect bats should they be found at the application site, pursuant to policy EN15 of the Manchester Core Strategy.

19) Prior to any part of the development hereby approved being occupied, a scheme of highway works and details of footpath reinstatement/resurfacing in relation to the footpaths and for the areas between the pavement and building line 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:

- Details of materials, including natural stone or other high quality materials to be used for the footpaths and for the areas between the pavement and the line of the proposed building/public realm

The approved scheme shall be implemented and be in place prior to the first occupation of the flats hereby approved and retained thereafter.

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.

20) The development hereby approved shall only be carried out in accordance with mitigation measures detailed within the submitted Air Quality Assessment produced by Temple dated 5 April 2018 received by the City Council, as Local Planning Authority on 16 April 2018.

Reason - To minimise the impact upon air quality and In order to minimise the environmental impact of the development, pursuant to policy EN16 of the Core Strategy, National Planning Guidance and National Planning Policy Framework (NPPF).

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

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

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

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

22) Prior to any above ground works commencing, an Environmental Standards report shall be submitted to and approved in writing by the City Council as Local Planning Authority. A post construction review certificate/statement shall be submitted for approval within a timescale that has been previously agreed in writing, to the City Council as Local Planning Authority.

Reason - In order to minimise the environmental impact of the development pursuant to policies SP1, T1-T3, EN4-EN7 and DM1 of the Manchester Core Strategy.

23) No development shall take place until the applicant or their agents or successors in title has secured the implementation of a programme of archaeological works. The

works are to be undertaken in accordance with 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:
 - a. a desk-based documentary assessment;
 - b. a Historic England Level 3 archaeological building survey;
 - c. targeted evaluation trenching;
 - d. targeted open area excavation.
2. A programme for post investigation assessment to include:
 - a. analysis of the site investigation records and finds;
 - b. production of a final report on the significance of the archaeological and historical interest represented.
3. Dissemination of the results commensurate with their significance.
4. Provision for archive deposition of the report and records of the site investigation.
5. Nomination of a competent person or persons/organisation to undertake the works set out within the approved WSI.

Reason - To record and advance understanding of heritage assets impacted on by the development and to make information about the archaeological heritage interest publicly accessible, pursuant to saved policy DC20 of the Unitary Development Plan for the City of Manchester and Section 16 of the National Planning Policy Framework (NPPF).

24) Notwithstanding the details outlined in the submitted Phase I Geo-environmental Investigation report produced by Subadra and received by the City Council as Local Planning Authority on 16 April 2018, 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 in accordance with a detailed schedule and a report prepared outlining what measures, if any, are required to remediate the land shall be submitted to and approved in writing by the City Council as local planning authority. The development shall only be implemented in accordance with the agreed details.

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.

25) 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.

26) Prior to above ground works commencing, full details of the proposed window design of the building hereby approved (including section drawings), shall be submitted to and approved in writing by the City Council as Local Planning Authority. The development shall only be implemented in accordance with the agreed details.

Reason - To ensure that the appearance of the development is acceptable to the City Council as Local Planning authority, in the interests of the visual amenity, pursuant to policies SP1, EN3 and DM1 of the Core Strategy.

27) Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 2015 (or any order revoking and re-enacting that Order with or without modification) none of the apartments hereby approved shall be used for any other purpose (including any other purpose in Class C3 of the Schedule to the Town and Country Planning (Use Classes) Order 1987 as amended by The Town and Country Planning (Use Classes) (Amendment) (England) Order 2010, or in any provision equivalent to that Class in any statutory instrument revoking and re-enacting that Order with or without modification) other than the purpose(s) of C3(a).

Reason - In the 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.

28) Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 2015 (or any order revoking and re-enacting that Order with or without modification) the ground floor retail unit hereby approved shall not be used for any other purpose other than Class A1 as set out within 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 A1.

Reason - In the interests of residential amenity, pursuant to policies DM1 and SP1 of the Core Strategy for Manchester and the guidance contained within the National Planning Policy Framework.

Local Government (Access to Information) Act 1985

The documents referred to in the course of this report are either contained in the file(s) relating to application ref: 119731/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:

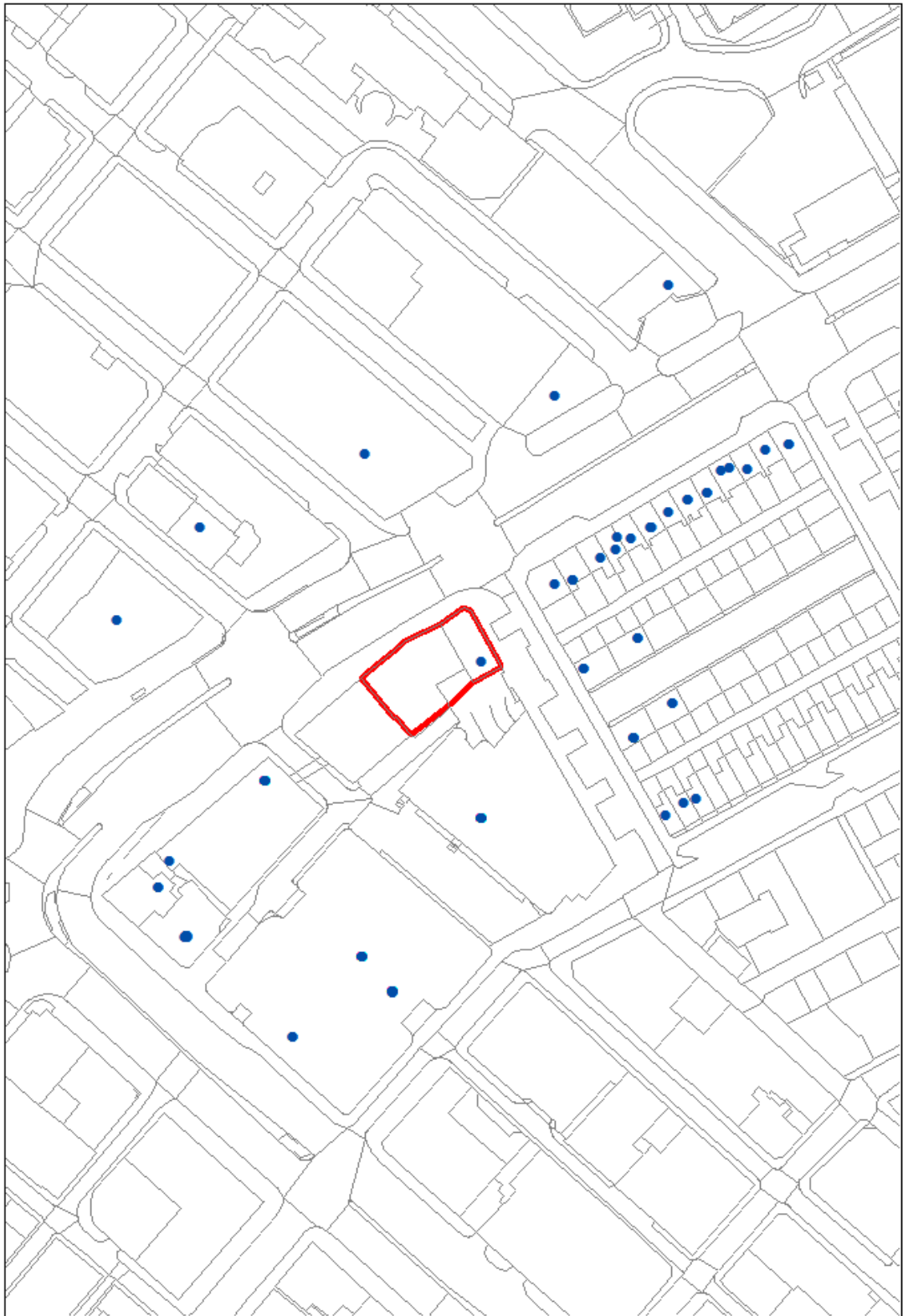
Highway Services
Environmental Health
MCC Flood Risk Management
Greater Manchester Police
Greater Manchester Archaeological Advisory Service
Greater Manchester Ecology Unit
Environmental Health
MCC Flood Risk Management
Highway Services
Greater Manchester Ecology Unit
Greater Manchester Archaeological Advisory Service
Greater Manchester Police

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

Representations were received from the following third parties:

Highway Services
Environmental Health
MCC Flood Risk Management
Greater Manchester Police
Greater Manchester Ecology Unit
United Utilities
Greater Manchester Archaeological Advisory Service
Historic England

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



 Application site boundary  Neighbour notification
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