

<b>Application Number</b>	<b>Date of Appln</b>	<b>Committee Date</b>	<b>Ward</b>
125655/FO/2019	9 December 2019	27 August 2020	Deansgate

**Location** Land Bounded By Water Street And The V&A Hotel To The West, The Bonded Warehouse And Railway Viaducts To The South, Atherton Street & Granada House To The East And Quay Street & The Globe & Simpson Building To The North, Manchester

**Applicant** Union Living Limited, C/o Agent

**Agent** Mr Niall Alcock, Deloitte Real Estate, 2 Hardman Street, Manchester, M3 3HF

### **BACKGROUND**

Consideration of this application was deferred at Committee on 27 August 2020.

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

At the same meeting, the Committee approved a scheme of exactly the same nature immediately on the opposite side of Water Street (126648/FO/2020) that was 4 storeys taller, with the same parking arrangements. This application raised the same planning and policy issues, in the same context, as the scheme that is now under consideration.

Members were advised that the resolution of the Executive regarding Co-living is not formal planning policy but is a material consideration. The caution expressed in the Executive report referred to the total number of units that could be supported in the first instance, ie upto 5000 units in a restricted number of locations including St Johns. There was no suggestion in the report about limiting the number of units in an individual scheme and, pepper potting a series of smaller schemes within the areas identified as being suitable, would have many adverse consequences for those areas in terms of their ability to accommodate the commercial development that is essential to their success, and that of the City Centre and Manchester. On this basis Officers do not believe that the application could be refused on this basis.

The Executive report noted that car parking would not generally be a component of a Co-living scheme and 126648/FO/2020 was approved by the Committee at the last meeting. The applicant has secured access to 35 parking spaces within the basement of Manchester Goods Yard which they would only make available to residents who are disabled and require a parking space. These spaces would be available to residents who have access needs in this proposal and the T2 scheme that was approved at the last meeting.

Officers did not believe that a reason for refusal on the basis of a lack of parking for disabled people could be substantiated but advised that if Member were sufficiently

concerned the following reason was suggested but there would be no policy basis for such a reason;-

The application does not provide sufficient parking facilities for disabled people.

Notwithstanding the suggested reason for refusal, for the reasons set out above and in the remainder of this report, the recommendation of Officers was that the application be approved subject to a s106 agreement

At the meeting on 27 August, the Committee resolved that it was 'Minded to refuse' the application on the basis that the number and size of co-living units do not conform to current space standards and the terms set out within the Co-living in Manchester report to the Executive (3 July 2020).

The application was deferred and officers were requested to bring a report to the next meeting which addresses these concerns.

The room and apartment sizes within the accommodation which could be used as a permanent home fully comply with the City Councils space standards. The accommodation that would be used for short term lets could not be used as a permanent home and as such our space standards would not apply. This accommodation would be suitable for those who have a short term need and who would otherwise stay in a hotel or serviced accommodation where spaces would be similar in size. To clarify space standards do not apply to such accommodation. However, the benefit of this proposal is that it would have a level of amenity and ancillary support accommodation that would not be available in hotels or serviced accommodation. The proposal does conform with the terms set out in the report to the Executive on co-living and this is set out in the main body of the report. On this basis officers do not believe that a reason for refusal on this basis could be substantiated.

Planning law requires that planning decisions have to be made in the context of National Legislation and government Guidance and with the Core Strategy. A full analysis of all the relevant issues is presented in the report and this scheme is wholly consistent with National Legislation and government Guidance and with the Core Strategy. On this basis, there are no any policy based reasons for refusal and the recommendation remains that the application should be approved.

Should members resolve to refuse the application, contrary to advice, they may wish to consider the following:-

The standard and nature of the accommodation is not acceptable.

Notwithstanding this, for the reasons set out above and in the remainder of this report, the recommendation is that the application be approved subject to a s106 agreement

## **INTRODUCTION**

Co-living is a relatively new concept to Manchester and the UK but is established in India and major American cities such as New York, San Francisco and Los Angeles. It is common in a number of high demand European cities such as Berlin, and interest is beginning to emerge in London and other UK cities.

There is not a standard definition of Co-living but it typically comprises a private living space with an ensuite bathroom with access to shared communal facilities such as kitchens, dining, other facilities and shared amenity space. It can comprise studios and 'cluster-style flats' in which bedrooms can be rented out individually or in groups. Schemes may share some of the characteristics of private rented sector (PRS) schemes, such as shared amenity space with one, two and three bed units. There are also some similarities to short-term serviced provision.

This use does not fall within a use class under the Town and County Planning (Use Classes) 1987 Order (as amended) and is classified as Sui Generis. There are no policies within either the National Planning Policy Framework (2019) or Core Strategy which relate to this type of accommodation. As it is classed as Sui Generis, schemes are not required to conform to the nationally prescribed space standards. Units that do not comply with the space standards would not be acceptable as permanent homes in Manchester and tenure lengths should be restricted.

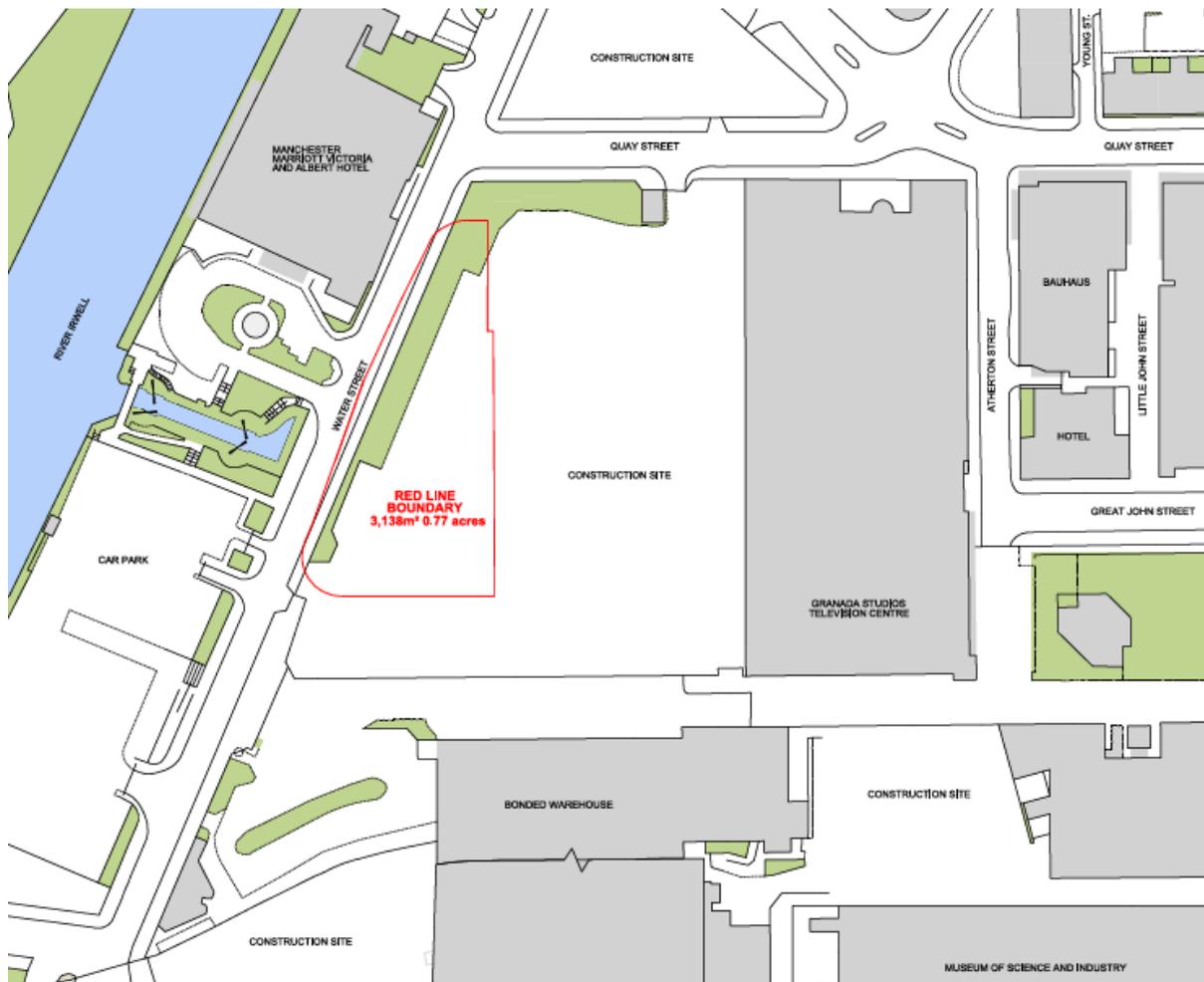
The Executive endorsed a report in July 2020 on Co-living following a period of consultation, Co-Living is a relatively new concept in the UK and the market is ahead of policy. There is no current National or Local Policy guidance in relation to this product.

Shared living has a flexible tenure and aims to meet the needs of agile workers seeking well managed accommodation with all-inclusive bills with no-strings attached. It seeks to offer privacy within a communality with social spaces and often an active social programme. It is anticipated that the accommodation would be attractive to those who might otherwise live in house share / house in multiple occupation. It offers shared amenities, typically all-inclusive of bills and with more flexible occupancy terms than a standard residential tenancy.

Co living should add value to existing wider, economic-led, regeneration frameworks, drive employment, create place and support the talent needed to support growth. Co-living developments would require quality design and space standards, except where there is a compelling justification for an alternative approach. At the current time these opportunities are considered to be limited to within the St Johns, First/Corridor and Piccadilly/Northern Quarter.

## **THE SITE AND ITS SURROUNDINGS**

The site, known as T1, is 0.32 ha and bounded by Water Street, Manchester Goods Yard, and Grape Street. It is accessed from Water Street and is in use as a construction site for Manchester Goods Yard. The original planning permission (114385/FO/2016) approved the Manchester Goods Yard offices and a residential 'Tower (T1). Manchester Goods Yard is under construction and this proposal would replace the 'T1' element of that permission.



The Victoria and Albert Hotel is to the north and the Factory is to the south. The St John's area has changed considerably over the past 5 years with office schemes implemented at the Bonded Warehouse, and ABC Buildings. Other substantial office schemes are under construction that will deliver around 40,000 sq m of floorspace. The Factory is due for completion in 2023.

Spinningfields is to the north, a business and commercial district with high profile tenants with banks and national and international occupiers with homes in Leftbank. There are residential buildings at Bauhaus and St. John's Gardens. The site is in the Castlefield Conservation Area and is part of a Masterplan and SRF. There are no listed structures on site and the. The Grade II Listed Victoria and Albert Hotel and the River Irwell are to the west with hotels and office uses on the other side of the river.

There are a number of Grade II listed structures and buildings within the immediate vicinity of the site including the Bonded Warehouse, the Zig Zag Viaduct, Victoria and Albert Hotel, and the Manchester and Salford Junction Canal tunnel (located underneath the annexe building to the former Granada HQ Building). Within the adjacent MoSI site is the former train / goods station which is Grade I listed, and 6 Grade II listed buildings, including the Bonded Warehouse, the Colonnaded Railway Viaduct and warehouse buildings. Other Grade II listed buildings in the immediate area are the Manchester and Salford Junction Canal Tunnel, the Great John Street Hotel, which is opposite the site on Atherton Street

and the Albert Warehouse Quay, which is occupied by the Marriot Hotel, on Water Street. The St Johns Conservation Area is to the east.

The site is highly accessible with Deansgate Metrolink station, Deansgate, Oxford Road, Salford and Victoria stations and bus routes, nearby. Salford Central and Deansgate stations have been upgraded as part of the Northern Hub programme. Their capacity has been enhanced with improved service frequency and shorter journey times. Metrolink stops at St Peter's Square and Deansgate-Castlefield are within walking distance and the Metroshuttle service operates from Lower Byrom Street and Deansgate.

A Co-living scheme is proposed on a site on the opposite side of Water Street, known as T2. It proposes the erection of a 36-storey; public realm, including the first phase of a new riverside walkway, and improvements to the canal inlet (Ref:126648).

The site is partially in Flood Zone 1 and partially Flood Zone 2. The River Irwell is 75m to the north-west, and an inlet from an underground water course to the north. There is no ecology on the site.

## **DESCRIPTION OF PROPOSED DEVELOPMENT**

Planning Permission has previously been granted for the demolition of all buildings and structures and the erection of a 32 storey residential building comprising 350 homes (Class C3) with retail uses at ground floor (Classes A1/A2/A3/A4); an 8 storey mixed use building comprising workspace (B1), with retail uses (Classes A1/A2/A3/A4) and residential live/work uses; and, the creation of new public realm, landscaping, car and cycle parking, access and other associated works.

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

80% of the 870 bedspaces would be within the Duo, Trio or Quad units which would all be single occupancy. The Duo, Trio and Quad (2, 3 and 4 bed) units could be a primary residence and would only be available on tenancies from 6-months upwards. When single occupancy is taken into account, each of the shared units meets or exceeds NDSS, without taking into account access to shared amenity. Bedroom areas would provide as much useable floorspace as possible. Each apartment will have a shared communal kitchen and lounge.

The studios would be available solely on short-term lets, up to 6 months in length, so would not be a primary residence. This would be controlled via the Section 106 Agreement.



## **Appearance**

The building has been designed to be read alongside T2 and the appearance and size of both towers is similar. T1 would have a grid that would be expressed over an inner solid box. The grid is a silver - grey metallic colour and the black core is a combination of back-painted glass spandrel panels, solid matt black painted aluminium panels, matt black painted aluminium louvres and clear glazing. The top of the grid would be extended above the roof line with black vertical blades infilling between the silver-grey columns to express the crown. A block of the black “box” is exposed at the top of the north side of the building to balance the elevation with the exposed ground and first floor “box” on the south side. The dark contrast building core is exposed at the ground and first floors at the south end of the building that looks out on to Festival Square to give it visual prominence.

## **Access**

All residential, commercial and amenity areas would be level from the street or via the lifts in the buildings core. The public areas would be compliant with Part M of Building Regulations. Four accessible units would be available upon occupation with fully accessible bathrooms and adequate turning spaces. An additional 26 Studio+ apartments are fully adaptable. All entrances would be level and entrance widths comply with or exceed statutory guidance. Main reception areas are on the ground floor and the lifts are fully accessible.

## **Servicing and Waste Management Arrangements**

Most servicing would be at restricted times to avoid periods of high pedestrian activity. The servicing and waste collection arrangements would comply with the City Councils Waste Storage and Collection Guidance for New Developments. A private

waste operator would collect waste on a regular basis with the management company ensuring that the internal and external areas are kept clean. Residents would use waste chutes from a lobby on each floor using colour coded buttons. There would be three waste streams with an automated tri-separator to segregate waste and these would be colour coded to help management and compliance. The waste streams are general (including food waste); mixed dry recyclables mixed glass; plastic bottles; foil, food tins; drink cans; and pulpable mixed paper and card.

The building managers would monitor the waste accumulation and call the waste operator as necessary. Given the scale and nature of development, it is possible that several refuse collections would be made per day.

### **Cycle & parking**

35 parking spaces would be made available to only disabled people in the basement of Manchester goods Yard and spaces are available at nearby car parks including 35 spaces at Spinningfields MSCP. There is a dedicated drop off bay at the front of the building on Water Street. Residents are expected to use public transport or walk and cycle. There are 152 secure cycle spaces would be provided in the basement and 40 cycle spaces are proposed in the public realm. The developer would monitor the demand for cycle parking as part of the Framework Travel Plan. If there is an evident shortfall in the parking provision against demand, then the developer will consider alternative options and would review those options with TfGM.

### **Landscape and Public Realm**

The red line boundary is unchanged from the approved development on-Site. The public realm is part of the St John's public realm masterplan area and the materials used would continue those used in St Johns and would include trees and furniture. Some tree positions and screens would mitigate the effects of winds along Water Street. 18 trees are proposed as part of the public realm masterplan.

The application is supported by the following documents:

Planning application, certificates and notices

Existing plans, sections and elevations

Existing plans, sections and elevations

Proposed plans, sections and elevations

CGIs

Planning and Tall Building Statement

Statement of Community Consultation

Design and Access Statement

Archaeological Desktop Report

Public Realm Strategy

Environmental Standards Statement and BREEAM Pre-Assessment

Energy Statement

Ecological Assessment

Crime Impact Assessment

Travel Plan Framework

Site Waste Management Strategy

TV Reception Survey

Viability Assessment

Ventilation Strategy

Residential Management Strategy

Explosive Ordnance Threat Assessment

Environmental Statement (This is part of an EIA that covers St John's Place, Central Village and T1, T2 (formerly Riverside) and the St John's Energy Centre)

## **CONSULTATIONS**

### **Local Residents/Businesses**

The planning application has been advertised as: - a major development;- affecting the setting of listed buildings; affecting a conservation area; EIA and a development in the public interest. Site notices have been displayed and businesses and residents in the area notified of the application.

2 letters of objection state the plan for transport does not meet the realistic requirements of the proposed users of the development. Under the Councils proposals for travel all traffic is thrown onto the Inner Ring Road and Liverpool Road/ Water street south side only.

The taxi drop off for the building is clearly inadequate for a development which contains business meeting space. An average might be 2 an hour but actual use is unlikely in the extreme to be so spaced;

The proposal for goods deliveries is even less realistic relying as it does on "co-ordination" of deliveries and a short time slot for each. Catering supplies will be frequent for a site with catering facilities as proposed and in addition deliveries to the homes of at least 806 persons varied as they may be are extremely unlikely to "co-ordinated";

The idea of "co-ordinating" refuse/ recycling services is currently difficult. Creating a building for use by 806 plus residents and the public in such an inaccessible place is poor planning and contrary to the parameters set out as applicable. Opening Water Street as a through road might make the development slightly more feasible but it requires substantially better access provision;

I strongly object to high rise buildings in the City centre, without any consideration of availability of infrastructure. This is a high density area with more development underway to add to a major problem. This building will darken the surroundings in relation to sunlight and daylight.

Four letters of support have been received that note that UNION would revolutionise for city living. It will offer something the city doesn't have and would benefit so many, especially those who are new to the city. Not only those new to the city, but vital to those who are newly entering the job market, and help keep the talent in Manchester whilst young professionals establish themselves on a lower income.

This product can only be found in suburban areas e.g. Didsbury, Chorlton, Fallowfield and there is a lack of similar provisions in the city centre for young professionals to live and cohabit. UNION would provide social spaces and residents would feel they had a small community area to congregate. This would be a significant progression on the currently landscape of city living, with the majority of

apartments being 1 or 2 bed apartments in isolation, whereas this would be a game changer in having more opportunities for socialising and meeting new people. This aligns with much of the ideals of living in town with a sense of unity and social cohesion amongst residents.

The tailored activities allow people to meet during an activity or example a music event. The social spaces are dynamic with various events, meaning you will have an opportunity to decide and attend those events which most appeal but equally try out things I may previously would not of considered.

**Local Members** An objection has been received from Councillor Johns supported by Councillor Jeavons on the following grounds. The application was validated on 16<sup>th</sup> March 2020, and the statutory consultation period took place after the lockdown related to Covid-19 commenced. This may have suppressed community involvement.

Co-living as a concept is untested in Manchester and the Uk. The Council has agreed a cautious approach but the 870 bedspaces proposed alongside the 806 in (126648) is neither cautious or restrictive. The 1,676 bedspaces would represent an additional 10% of Deansgate ward's 16,726 population.

Co-living will not build a coherent community with a long-term interest in the city centre's success and these proposals will promote transience and disengagement in local community activity and encourage political disengagement. This runs counter to the goals of a thriving and sustainable city where we have a strong sense of citizenship and pride as described in the Our Manchester Strategy.

20% of do not comply with the City Council's space standards of 37 sq m for a one bed dwellings and therefore is restricted to 6 month lets. This is an entirely unacceptable solution. The acceptable solution is for the units to meet minimum space standards. They are a threat to the health and wellbeing of residents given their size of 19.5, 16.5, and 27 sq m.

Though the application is classed as 'sui generis', the Executive decision requires co-living developments to meet the Manchester Residential Quality Guidance. As co-living is not affordable housing, it should contribute in accordance with the city's affordable housing policy.

There are significant problems with co-living and social distancing and other infection control methods. Sharing spaces could be unpopular as people seek to protect themselves from the virus. Residents could be required to self-isolate in these spaces to the detriment of their health and wellbeing.

The collect 'as necessary' waste management strategy could lead to several refuse collections per day. This is entirely unacceptable and contradicts the objective that most of the service vehicles would avoid periods of high pedestrian activity. This will impact on local roads and adversely affect the pedestrian and cycling environment in the St John's. The demand on local roads from taxis and food delivery services has been improperly and insufficiently assessed. It is likely that this will cause significant pressure on local roads. If the constraints of the Council's weekly waste collection

are not sufficient, the development should be refused. Private waste collection is not an acceptable.

The Executive resolution requires co-living proposals to be safe and secure. The application does not consider future residents' anti-social behaviour as part of a safe and secure design.

Environmental Health – Have recommended conditions included in the report.  
Highway Services – No objections. Conditions are attached in report to cover cycle parking (Condition 28) and co-living drop-offs (Condition 30).  
City Centre Regeneration: No comments received.  
Greater Manchester Police (Design for Security) – No objection  
Greater Manchester Ecology Group – To be reported  
Flood Risk Management Team – Recommended conditions  
Environment Agency – No objection  
Natural England-.No objection  
United Utilities – No objection  
Greater Manchester Archaeological Unit – No objection  
Work and Skills – Local Labour condition  
Manchester Airport, Civil Aviation Authority and NATS Safeguarding – Radar Mitigation Scheme required (Condition 36, as included in report).  
Sport England – Objects to the application as it believes that the proposal makes no contribution to formal sports facilities, indoor or outdoor, to meet additional demand arising from the development. It requests a financial contribution towards off-site sports facilities and that the development incorporate the 10 principles of Active Design into its design.

## **Issues**

## **POLICY**

### **Local Development Framework**

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

The proposals are considered to be consistent with the following Core Strategy Policies SP1, CC1, CC3, CC4, CC5, CC6, CC7, CC8, CC9, CC10, H8 T1, T2, EN1, EN2, EN3, EN4, EN6, EN8, EN9, EN11, EN14, EN15, EN16, EN17, EN18, EN19, EC1, EC8, and DM1 for the reasons set out below.

### **Saved UDP Policies**

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

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

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

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

SO3 Housing - Economic growth requires housing for the workforce in attractive places. This proposal would be sustainable, address demographic need and support economic growth. Population growth of 20% between 2001 and 2011 demonstrates the attraction of the city and the strength of its economy.

SO5. Transport - This highly accessible location is close to public transport and would reduce car travel. .

SO6. Environment - the development would help to protect and enhance the City's natural and built environment and ensure the sustainable use of natural resources in order to: mitigate and adapt to climate change; support biodiversity and wildlife; improve air, water and land quality; improve recreational opportunities; and ensure that the City is inclusive and attractive to residents, workers, investors and visitors.

### **Relevant National Policy**

The National Planning Policy Framework sets out the Government's planning policies for England and how these are expected to apply. It aims to promote sustainable development. The Government states that sustainable development has an economic role, a social role and an environmental role (paragraphs 7 & 8). Paragraphs 10, 11, 12, 13 and 14 of the NPPF outline a "presumption in favour of sustainable development". This means approving development, without delay, where it accords with the development plan. Paragraphs 11 and 12 state that: "For decision- taking this means: approving development proposals that accord with an up-to-date development plan without delay" and "where a planning application conflicts with an up-to-date development plan permission should not usually be granted. Local planning authorities may take decisions that depart from an up-to-date development plan, but only if material considerations in a particular case indicate that the plan should not be followed".

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

Paragraph 80 states that planning decisions should help create the conditions in which businesses can invest, expand and adapt. Significant weight should be placed on the need to support economic growth and productivity, taking into account both local business needs and wider opportunities for development. This should allow each area to build on its strengths, counter any weaknesses and address the

challenges of the future. This approach will allow areas with high levels of productivity to capitalise on their performance and potential.

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

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

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

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

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

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

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

Section 6 - Building a strong and competitive economy and Core Strategy Policy SP 1 (Spatial Principles), Policy CC1 (Primary Economic Development Focus), CC8 (Change and Renewal) – This type of accommodation targeting young professionals could support economic growth and maximise the competitiveness of the city. The high quality design would contribute to place-making and create a neighbourhood where people choose to be. It could help to meet and support economic growth and regeneration, A limited amount of Co-living accommodation in locations close to employers who are seeking to recruit the target demographic could be acceptable.

All sustainable transport modes are nearby which would maximise the use of the City's transport infrastructure. It would create a well-designed place to enhance the built environment and help to deliver objectives of St Johns. It would develop underutilised, previously developed land and create employment during construction and permanent employment through building management and public realm

maintenance. This would complement nearby communities. Resident's use of local facilities and services would support the local economy.

NPPF Section 7 Ensuring the Vitality of Town Centres and Core Strategy Policies SP 1 (Spatial Principles) and CC2 (Retail) – The City Centre is the focus for economic and commercial development, leisure and cultural activity and living. The proposal would be part of a neighbourhood which would attract and retain a diverse labour market. It would support GM's growth objectives by delivering housing for a growing economy and population, within a major employment centre in a well-connected location and would help to promote sustained economic growth. A limited amount of this type of product would support population growth, and the retention of graduates by providing housing in key areas of the city centre. The co-living use would provide residential development in St Johns complement the surrounding regeneration.

NPPF Section 9 Promoting Sustainable Transport, Core Strategy Policies CC5 (Transport), T1 Sustainable Transport and T2 Accessible Areas of Opportunity and Need - The site is accessible to pedestrians and cyclists. A Travel Plan would facilitate sustainable transport use and journeys for employment, business and leisure activities would be minimal. The proposal would support sustainability and health objectives and residents would have access to jobs, local facilities and open space. It would improve air quality and encourage modal shift from car travel. Improved pedestrian and cycle routes are proposed and the environment would prioritise pedestrian and disabled people, cyclists and public transport.

NPPF Section 5 (Delivering a sufficient supply of homes) and 11 (Making Effective Use of Land), Core Strategy Policies CC3 Housing, CC7 (Mixed Use Development), Policy H1 (Overall Housing Provision), H2 (Strategic Housing Location), Policy CC10 A Place of Everyone - Manchester Residential Space Standards and Co-Living -Report to Executive Committee December 2019 and June 2020) –

Manchester's economy continues to grow and investment is required in locations such as this to support and sustain this growth. The City Centre is the biggest source of jobs in the region and this proposal would provide accommodation to support the growing economy by contributing to meeting the Residential Growth target to 32,000 new homes in the next ten years to March 2025, meeting the City Centre housing target in the Core Strategy and to the creation of a sustainable, inclusive, mixed and vibrant community. For many young graduates living close to their place of work, is a key consideration and the Co-living model could help to attract and retain graduates.

This high-density developments would use sustainable sites efficiently. They would contribute to the ambition that 90% of new housing should be on brownfield sites. They would have a positive impact on the area and provide accommodation which could meet the needs of graduates and support talent retention at St Johns. .

Co-living is not an affordable housing product and should not be targeted at or occupied by students. The applicants intend to target medium and longer term tenancies. The studios would meet demand for shorter term lettings of upto 6 months as well as providing an entry level into independent living, supported by shared amenity space.

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

NPPF Sections 12 (Achieving Well Designed Places), and 16 (Conserving and Enhancing the Historic Environment), Core Strategy Policies EN1 (Design Principles and Strategic Character Areas), EN2 (Tall Buildings), EN11 (Quantity of Open Space, Sport and Recreation), CC6 (City Centre High Density Development), CC9 (Design and Heritage), EN3 (Heritage) and saved UDP Policies DC19.1 (Listed Buildings) – – These schemes would use land efficiently, promote regeneration and change and create attractive and healthy places. The quality and appearance of the buildings would meet the expectations of the St Johns SRF. The buildings and public realm would improve functionality in the area.

The buildings would be prominent and highly visible when viewed in conjunction with some adjacent heritage assets and would have some minor negative impacts. They would however be read as part of the cityscape and within a city skyline which has already altered the setting of adjacent heritage assets. The development would reinforce the assets setting rather than detracting from an appreciation of their architectural and historical significance.

The scale and quality would be acceptable and would contribute to place making. It would improve the character and quality of a site whose appearance is poor. The positive aspects of the design are discussed in more detail below. A Tall Building Statement identifies key views and assesses the impact on them. It also evaluates the relationship to context / transport infrastructure and its effect on the local environment and amenity. This is discussed in more detail below.

The proposals include amenity space which would enhance biodiversity both in its own right and by interconnect with established areas in St Johns. .

The NPPF states that:

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

Paragraph 193 states that when considering impact on the significance of a designated heritage asset, great weight should be given to the asset's conservation. This is irrespective of whether any potential harm is substantial, total loss or less than substantial.

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

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

A Heritage Appraisal, Visual Impact Assessment and NPPF Justification Statement demonstrate that the development would have a negligible impact and that the historical and functional significance of adjacent heritage assets would not be undermined by the development and their significance would be sustained.

The current condition of the sites has a negative impact on the townscape and on the setting of the nearby Listed Buildings and the Castlefield Conservation Area. The proposals would cause less than substantial harm to the setting of the affected heritage assets and this needs weighed against any arising public benefits. The quality, design and contribution of the scheme to the townscape would enhance the setting of the adjacent heritage assets. This would sustain their value as the substantial public benefits of the scheme would outweigh any harm to setting.

Core Strategy Section 8 Promoting healthy communities - Active street frontages and public realm would integrate the site into the locality and increase natural surveillance.

The proposals would create a more pedestrian friendly environment along Water Street including soft planting. Passive surveillance would be improved which should reduce crime and the fear of crime. The more pleasant pedestrian environment around the site will also encourage walking and cycling

Saved UDP Policy DC20 (Archaeology) Archaeological excavation was carried out in April 2019 pursuant to the extant consent on-site. As such, the area of the proposed Union development has been 'sterilised' of all archaeological remains, and no further investigation will be required as all archaeological remains have effectively been removed.

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

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

NPPF Section 15 (Conserving and enhancing the natural environment), Manchester Green and Blue Infrastructure Strategy 2015, Core Strategy Policies EN 9 (Green Infrastructure), EN15 ( Biodiversity and Geological Conservation), EN 16 (Air Quality), Policy EN 17 (Water Quality) Policy EN 18 (Contaminated Land and Ground Stability) and EN19 (Waste) - Information

regarding the potential risk of various forms of pollution, including ground conditions, air and water quality, noise and vibration, waste and biodiversity have demonstrated that the proposal would not create significant adverse impacts from pollution. Surface water run-off and ground water contamination would be minimised

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

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

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

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

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

- appropriate siting, layout, scale, form, massing, materials and detail;
- design for health;
- impact on the surrounding areas in terms of the design, scale and appearance of the proposed development;
- that development should have regard to the character of the surrounding area;
- effects on amenity, including privacy, light, noise, vibration, air quality and road safety and traffic generation;
- accessibility to buildings, neighbourhoods and sustainable transport modes;
- impact on safety, crime prevention and health; adequacy of internal accommodation , external amenity space, refuse storage and collection, vehicular access and car parking; and
- impact on biodiversity, landscape, archaeological or built heritage, green Infrastructure and flood risk and drainage.

The above issues are considered in detail in below.

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

DC26.1 and DC26.5 (Development and Noise) - Details how the development control process will be used to reduce the impact of noise on people living and

working in the City stating that this will include consideration of the impact that development proposals which are likely to be generators of noise will have on amenity and requiring where necessary, high levels of noise insulation in new development as well as noise barriers where this is appropriate This is discussed below.

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

### **Climate Change**

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

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

Manchester: A Certain Future (MACF) is the city wide climate change action plan, which calls on all organisations and individuals in the city to contribute to collective, citywide action to enable Manchester to realise its aim to be a leading low carbon city by 2020. Manchester City Council (MCC) has committed to contribute to the delivery of the city's plan, and set out its commitments in the MCC Climate Change Delivery Plan 2010-20.

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

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

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

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

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

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

### **Other Documents**

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

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

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

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

Manchester's Housing Strategy (2016-2021) - Sets out the City Council's highest priority of creating more homes to meet the need of a growing population within a dynamic housing market which has over the past 10 years seen a dramatic increase in the number of market rental homes in the city. It notes that the balance of housing types and tenures is still not right in many of the City's neighbourhoods in terms of encouraging people to stay in Manchester within neighbourhoods where the communities they house can get on well together and enjoy mutual respect.

A key goal within the Strategy is to support the housing aspirations of new and existing residents by offering a wide choice of homes to support the increasing population and growing economy. However, to deliver on that aspiration it is acknowledged that there is a need to ensure that the City has the right homes in the right places which is responsive to demands from the changing lifestyles. Within the context of consideration of emerging proposals for Co-living within the City, this may require consideration of the need for some level of non traditional housing products which are particularly attractive to some groups of potential residents.

2 key aspirations which are regarded as important for achieving the key goals within the Strategy are ensuring that more of the graduate population chooses to stay in the city and access an appropriate housing offer and that new homes have a good quality design and that space standards meet the Manchester Standard.

The need for and management of the amount of any Co-living accommodation in response to emerging markets within particular demographics and the potential contribution of this type of housing to facilitating the wider housing needs of other groups within the City is discussed in detail below.

Manchester City Centre Strategic Plan- The Strategic Plan 2015-2018 updates the 2009-2012 plan and seeks to shape the activity that will ensure the city centre continues to consolidate its role as a major economic and cultural asset for Greater Manchester and the North of England. It sets out the strategic action required to work towards achieving this over period of the plan, updates the vision for the city centre within the current economic and strategic context, outlines the direction of travel and key priorities over the next few years in each of the city centre neighbourhoods and describe the partnerships in place to deliver those priorities

The site of the current planning application falls within the area designated as St Johns. The proposals subject to various caveats which are discussed in the Issues section below would be in keeping with the aspiration set out for that area delivering the first stage of a new residential-led development at St Johns, providing a new housing offer in the city centre.

Manchester Residential Quality Guidance (July 2016) (MRQG) – The City Council's has endorsed the Manchester Residential Quality Guidance which is now a material planning consideration. The document provides specific guidance for Manchester and includes a section on the consideration of space and daylight. The guide states that space standards within dwellings should comply with the National Described Space Standards as a minimum. In assessing space standards for a particular development, consideration needs to be given to the planning and laying out of the home and the manner in which its design creates distinct and adequate spaces for living, sleeping, kitchens, bathrooms and storage. The size of rooms should be sufficient to allow users adequate space to move around comfortably, anticipating and accommodating changing needs and circumstances. In terms of the 'cluster' apartments the proposal is broadly in keeping with the aims and objectives set out in the guidance. The proposed Studios would not comply with the Guidance however the non compliance needs to be considered in the context of the particular nature of this accommodation, the role that it might play in terms of the wider growth objectives of the City, particularly in relation to the sites location within St Johns. This is discussed in more detail in the Issues section below.

The studios are serviced apartments and the price point would be higher than the shared accommodation. Residents seeking longer-term accommodation would therefore have the opportunity to move into compliant shared accommodation within Union T1 or T2 or elsewhere in the City. Affordability would not be a factor in people selecting the studios.

Stronger Together: Greater Manchester Strategy 2013 - This is the sustainable community strategy for the Greater Manchester City Region. It sets out a vision for Greater Manchester where by 2020, the City Region will have pioneered a new model for sustainable economic growth based around a more connected, talented and greener City Region, where all its residents are able to contribute to and benefit from sustained prosperity and a high quality of life.

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

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

### **Legislative requirements**

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

Section 72 of the Listed Building Act 1990 provides that in considering whether to grant planning permission for development that affects the setting or character of a conservation area the local planning authority shall have special regard to the desirability of preserving or enhancing the character or appearance of that area

Section 149 Equality Act 2010 provides that in the exercise of all its functions the Council must have regard to the need to eliminate discrimination, advance equality of opportunity and foster good relations between person who share a relevant protected characteristic and those who do not. This includes taking steps to minimise disadvantages suffered by persons sharing a protect characteristic and to encourage that group to participate in public life. Disability is a protected characteristic.

Section 17 Crime and Disorder Act 1998 provides that in the exercise of its planning functions the Council shall have regard to the need to do all that it reasonably can to prevent crime and disorder.

### **Castlefield Conservation Area Declaration**

Designated on 13 October 1979, the conservation area's boundary follows that of the city along the River Irwell, New Quay Street, Quay Street, Lower Byrom Street, Culvercliff Walk, Camp Street, Deansgate, Bridgewater Viaduct, Chester Road, Arundel Street, Ellesmere Street, Egerton Street, Dawson Street and Regent Road.

On 26 June 1985 the area was extended by the addition of land bounded by Ellesmere Street, Hulme Hall Road and the River Irwell.

The Castlefield area has evolved bit by bit over a very long period of time and is a multi-level environment which is unique in the world. It has a mixture of buildings from small scale houses to large warehouses, with multi-level historical transport infrastructure. There are a variety of building materials, which tend to be rugged and industrial in character.

Further development can take place provided that it respects the character of the area, and there is room for more commercial property. Ideally, new development should incorporate a mix of uses. The height and scale, the colour, form, massing and materials of new buildings should relate to the existing high-quality structures and complement them. This policy still leaves scope for innovation, provided that new proposals enhance the area. The extreme diversity of form and style in Castlefield's existing structures makes it permissible for designers to use their imaginations freely. Where buildings are arranged along a street, new structures should follow the street frontage.

### **Environmental Impact Assessment**

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

- Air Quality
- Daylight and Sunlight
- Noise and Vibration
- Townscape and Visual Impact
- Built Heritage
- Wind Microclimate

Proposal T1 is an "Infrastructure Projects" (Schedule 2, 10 (b)) as described in the EIA Regulations. Both developments are above the indicative applicable threshold of 150 residential units. It has therefore been identified that an EIA should be carried out for both sites in relation to the topic areas where there is the potential for there to be a significant effect on the environment as a result of the Development. The EIA's have been carried out on the basis that the proposals could give rise to significant environmental effects. In accordance with the EIA Regulations, the Environmental Statements set out the following information

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

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

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

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

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

There will be no unduly harmful cumulative impacts as a result of this development.

The impacts relating to the construction phase are temporary and predictable.

The interaction between the various elements is likely to be complex and varied and will depend on a number of factors. Various mitigation measures are proposed to mitigate against any harm that will arise and these measures are capable of being secured by planning conditions attached to any consents granted, together with details included in s.106 obligations..

It is considered that the Environmental Statement for T1 has provided the Local Planning Authority with sufficient information to understand the likely environmental effects of the proposals and any required mitigation. The Environmental Statement has been prepared by competent parties with significant experience and expertise in managing the EIA process. The preparation of the Statements have included technical input from a range of suitably qualified and experienced technical consultees.

### **Principle of development**

Planning permission has previously been granted for a very similar scheme (ref:125665) in terms of height, form, scale, massing and use, The impact of the scheme on heritage and on amenity, including that on nearby residents, would be almost entirely identical. This is an important material consideration.

### **The Scheme's Contribution to Regeneration**

Regeneration is an important planning consideration and the City Centre as the primary economic driver of the region is crucial to its economic success. There has been a significant amount of regeneration within St Johns and Castlefield over the past decade. The 2015 Greater Manchester Forecasting Model by Oxford Economics, forecast growth of 128,300 more people; 109,500 net new jobs; and £17.3 billion more GVA by 2024. Economic growth requires the attraction and retention of talent and to support this the region must be an attractive location to live, study, work, invest and do business. The provision of a range of housing types to support that growth and provide options for existing residents is a key consideration.

Almost 60% of Manchester's residents are under 35 with over 74,000 students which provides the city with new graduates each year. The city gains more graduates than

it loses, with 36% of Mancunian graduates returning to work in the City and a further 33% working in Greater Manchester.

60,000 people live in the City Centre and a significant proportion are between 25 and 35. This is partly attributable to high levels of graduate retention, facilitated through strong economic growth with employers seeking to recruit graduates.

Increasingly businesses are attracted to locations where deep labour markets offer a range of highly qualified and skilled staff and City's demographic profile is well placed to capture these opportunities. Economic growth, people's desire to live close to employment and lifestyle advantages of city centre living will continue demand for housing in the heart of the city. A choice of homes is required to respond to the demands of changing lifestyles including those which may suit the requirements of a particular phase of life. The provision of innovative non-traditional housing may be attractive to: those seeking temporary accommodation or are transitioning between arrival in the City or graduation; younger adults who want a more communal City Centre living experience; and, people who want more flexible tenancy arrangements, fitting with more agile working patterns found in particular sectors of the economy.

Co-Living must be considered in the context of existing policies which support housing and any relevant locational constraints set out within those policies. On the basis of information submitted to support the application, it is considered that the proposal is of a size and scale which would respond to and support current and emerging job recruitment and retention and would connect residents with those opportunities and support those needs.

There will be further employment growth at St Johns and Spinningfields with jobs in growth sectors such as Technology, Media & Tele-communications, healthcare, Research & Development industries, and technical advisory businesses. This employment growth requires more City Centre homes which are accessible to graduates entering the workforce. The Executive Reports explained that some developers, believe that there is a link between this product and the delivery of jobs in digital and technology businesses. This type of accommodation could be attractive to employees where it is close to these companies.

A mobile and dynamic workforce is more likely to share as they move to different locations for career reasons, to places that may not be permanent homes. A mobile workforce also looks for opportunities to meet people and make new friends, which is something co-living can offer.

The Executive Reports explained that the impact of Co-living should be carefully managed, appraised and evaluated, as the market is untested in Manchester. . Key to those considerations is the role of this type of accommodation within the City Centre housing market and how the length of tenure relates to the aspirations of those Executive Reports.

The city centre workforce is the target market, particularly recent graduates, apprentices and new recruits for St Johns and Spinningfields would include:

- Young workers, new graduates, and those new to Manchester, with incomes may not be sufficient enough to afford city centre rents;
- People new to the city, arriving for their first or second job, key workers, freelancers or entrepreneurs starting up and those uncertain of where best to live or how long their appointment may last;
- Young people living in house shares in the suburbs;

- Key workers from nearby hospitals who are new to the City;
- Young people born in Greater Manchester who are in employment and looking for opportunities to access the city centre market;
- People on time limited contracts, particularly visiting academics or research staff and contractors where their longer-term work with Manchester businesses may be less certain.
- Mobile workers, employed by larger companies in regional offices, as part of regular graduate recruitment programmes.

Co-living could support the young workforce to transition in the medium term to city living and information set out in the application assumes that 60% of tenants would become long term Manchester residents, finding other homes and staying for an average of five years, many moving to other parts of the city centre.

Many young professionals and those vacating the parental home have traditionally lived in shared housing in the suburbs that was not originally built for that purpose, and is not designed for shared living. Many City Centre apartments which were 'for sale' have subsequently been rented out. People often share these apartments in order to achieve a more affordable rent per person. These apartments do not have shared amenities or management platforms that foster a sense of community.

The smaller units supported by shared communal spaces seeks to ensure that the costs of lesser used spaces within a mainstream apartment are not loaded onto individuals but shared across the block. This supports a cost effective and accessible product. In appropriate locations Co-living could respond to the lifestyle requirements of residents; provide more suitable accommodation for people who chose to live in shared accommodation freeing up PRS and traditional suburban housing for families; connect existing and potential employers - Shared units (i.e. the primary residencies, not the studios) in Union will be single occupancy rooms only and when this is taken into account meet NDSS standards for single occupancy rooms

As the studios do not meet our space standards they would not be suitable as permanent homes in Manchester. There should be a compelling rationale to underpin support for non-compliant units. The target market for the studios in particular would be people looking for shorter term lettings of up to 6 months. On this basis they would be short term lettings to those who might be new to the City and looking for a base from which to find more permanent accommodation or people who would be based within the City on a short terms basis for work or research purposes. They would provide privacy with access to communal facilities and a community.

The length of tenure would be controlled through a legal agreement. The studios with the communal space, activities and support services would have similarities to accommodation within an aparthotel or serviced apartment. As a temporary form of accommodation there is a role for some level of this type of accommodation.

The development would be consistent with growth priorities and help to realise the target set within Manchester's Residential Growth Strategy which have recently been updated to seek to deliver 32,000 homes by 2025. This area has been identified as being suitable for new homes and the development would deliver a new type of accommodation product which would support the diversification of the City's housing offer with a wide range of accommodation types in order to meet the full breadth of the target market and provide a range of living options that people can move around

according to their particular life circumstances at any one time. This would therefore appeal to a range of occupiers.

A number of other issues are set out in the Executive Reports are addressed elsewhere in the report, The applicant has confirmed that Council Tax will be paid for the entire development and this will form part of the Legal Agreement.

The structural would allow the building to be converted at a later date into traditional apartment layouts if required. Internal walls could be removed without compromising the structural integrity of the overall building.

To facilitate this re-purposing the facade would require minor reconfiguration to ensure each apartment is provided with sufficient light and ventilation but the overall external aesthetic would not need to alter. The common corridor in both the current and adapted layouts would remain in the same location. This would allow for all services to be transferred within the ceiling voids within the common services corridors in both situations and negate the need for any additional service risers.

### **Effective Management**

The applicants have agreed that the accommodation would be operated under a long term management platform including a single management and lettings entity across the whole development and the details of this would be secured through a Legal Agreement.

The legal agreement would also control the length of tenure of the non space standard compliant rooms to ensure that they were not occupied as permanent residencies.

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

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

The application proposes 870 bed spaces in a mix of shared apartments and studios. The delivery of new homes is a priority for the council. The proposals would develop brownfield sites that makes no contribution to St Johns and develop a high quality scheme. All shared apartments which could be permanent residencies 630 bed spaces would comply with the Residential Quality Guidance and provide public realm and shared amenity spaces for occupiers and the wider community. These matters have an impact on viability.

A viability report has been made publicly available through the Councils public access system which demonstrates that the scheme is viable but cannot make a contribution to the provision of affordable housing. This has been independently assessed on behalf of the Council and its conclusions are accepted.

## **Residential development Size of units**

Demand for rented accommodation has grown and this has seen a rise in a professionalised rental accommodation which is institutionally owned and managed as a long term asset. It is known generally as 'Built to Rent'. The co-living accommodation would be well managed with a focus on customer experience. The level of amenity would distinguish it from traditional apartment schemes. A key component would be the amenity space. A Legal Agreement would require details of a management strategy and lettings policy for the apartments and a management strategy for the public realm to ensure that an attractive neighbourhood is created. .

## **TALL BUILDINGS**

### **Design Issues / Impact on Townscape - Historic England Guidance on Tall Buildings**

A key issue is whether a 32 storeys is acceptable in this location, it would be a tall building and it needs to be assessed against Core Strategy Policies that relate to Tall Buildings and the criteria as set out in Historic England's Advice Note 4 Tall Buildings (December 2015), which updates the Guidance on Tall Buildings Document published by English Heritage and CABE.

Manchester's Guide to Development SPD states that the Council "would require any such proposals to be presented in context of the CABE and English Heritage ( Historic England ) guidance for assessing tall buildings. The proposals are also assessed against the Manchester Core Strategy Policy EN2 on Tall Buildings.

The site is in the Castlefield Conservation Area and was last used for surface parking. The proposal would be consistent with the regeneration taking in the broader area. It would provide a strong contrast to the nearby listed buildings and structures and other non-designated heritage assets which have a more linear form. It would form part of an identifiable cluster should as other nearby schemes are developed. It would relate to tall buildings across the city, such as the Beetham Tower and this would have a positive impact on short and long-range views.

### **Townscape and Visual Impact Assessment**

A Townscape and Visual Impact Assessment has examined its impact and assesses this in isolation and cumulatively alongside other tall buildings that are proposed or consented. Computer generated images show the impact of the proposal on a series of agreed views and the surrounding townscape. The proposal would affect a wide area although as it is on the south western edge of the City Centre, it would not impact on the entire City Centre.

Development is positively transforming the character of St Johns. The proposal would transform the skyline and the streetscape as the area becomes more open and permeable. Key buildings of heritage significance in St Johns would be retained and enhanced. The net effect on the character of this area would be major beneficial.

Castlefield is of historic significance and is of high townscape quality, containing many listed buildings and structures of historic significance. Castlefield is also a popular residential area and attracts many visitors. It is therefore sensitive.

The Heritage Statement appraises the heritage significance of the identified views and the potential visual impact on individual assets and the view as a whole. The viewpoints were agreed with Historic England as a basis for the heritage visual impact assessment.

The Heritage Statement acknowledges that there is capacity for change in the area, given the character of this part of the Castlefield Conservation Area. It also acknowledges that the proposal would enhance the architectural and urban qualities around the sites.

The proposal would result in 9 instances of negligible adverse impact and 5 instances of minor adverse impact on identified designated heritage assets.

This is significantly reduced assessed impact from the approved development on-site. Principally, this is because Historic England Guidelines have changed since the original applications were approved. The 2016 Heritage Statement evaluated the potential impact of T1 & T2 collectively in line with HE's then adopted Guidance on 'Seeing history in the view' (2011). This methodology has been discontinued by Historic England as a useful test of visual heritage impact and replaced with 'Historic Environment Good Practice Advice in Planning: 3 (2nd Edition, December 2017)'. The revised guidance makes clear that the 'heritage interest' in views is a matter of the contribution of views to the significance of heritage assets, and in allowing that significance to be appreciated. The current proposals have been assessed using the up-to-date guidance methodology.

The apparent change in effects in some viewpoints represents the use of the appropriate Historic England 2017 assessment of 'setting' methodology to determine the indirect heritage impact rather than the change to the view. Under this up-to-date analysis, the change to the experience and appreciation of the identified heritage assets are not significantly changed or diminished by the development, despite its addition to the background of the streetscape compositions.

There are also material changes to the proposals and the baseline which have been taken into account. The surrounding area has changed considerably since 2016, particularly with the now under construction Factory development and Manchester Goods Yard, which change the baseline development and heritage context of the sites, and has thus changed the significance of effect. The scale and materiality of the development has changed, which has in some cases resulted in a demonstrable change in visual impact upon the character of the surrounding area and the setting of heritage assets.

Mitigation for instances of harm are the substantial public benefits of the proposal which would introduce new features to the city skyline signifying presence and activity within a key gateway site. It will create a point of interest and encourage movement through the surrounding area which will help to revitalise the area and act as a catalyst for further development.

It would not affect the character and appearance of the Castlefield or St John's Conservation Areas as a whole as the quality and design and the enhancement to the surrounding townscape would mitigate against the adverse harm and would therefore sustain the heritage values

The site has been under-utilised with no active frontages. The proposal would introduce a new feature to the city skyline signifying presence and activity at a gateway. It would encourage movement through the surrounding area, help to revitalise it and act as a catalyst for further development.

The tower, alongside T2 would be highly visible and would be seen as a cluster of tall buildings signifying a definable area outside of the MSI complex. The height, form, scale, materials and articulation would not compete with those of the Grade I Listed 1830s Warehouse, or indeed the industrial character of its setting. There is a clear visual break between the horizontality of the buildings in the foreground and the buildings in the background.

The views become more limited as you move east or west within the MSI complex which demonstrates the limited impact of the proposal overall. The listed warehouse was never intended to be a landmark feature and would still be understood and appreciated. However this view would be affected to a minor extent and consequently, the overall impact of the scheme would be moderate adverse. Overall, the effect of the proposal on the identified Heritage would be minor adverse / negligible and would be outweighed by the positive public benefits of the development

Beneficial impacts of the scheme include:

Developing a site that has a negative impact on its surrounding.

Establishing a strong sense of place, enhancing the quality and permeability of the area and its architectural fabric.

Positively responding to local character and historical development of the City Centre, delivering a contemporary design which reflects the transformation of the local context.

Creating a safe and accessible environment with clearly defined areas and active public frontages to enhance the local quality of life.

Regenerating an underutilised site and creating a sustainable pattern of development.

Developing a key site and help to transform a key point of entry into the City Centre improving the perception and image of this area and acting as a further catalyst for regeneration. The proposal creates the opportunity to enhance connections to the city centre as well as to new developments and regeneration initiatives in Central Salford.

Contributing to a key regeneration initiative, delivering high quality apartments and contribute to economic and population growth estimates.

Creating ground floor uses and create activity during the day and early evening.

Providing residents with access to high quality open space.

Providing economic benefits including construction jobs targeted at local people.

When assessing the impact of development within the setting of a Listed Building a key consideration is whether or not the impact seriously affects an important element of its "special architectural or historic interest". This impact could include its setting.

It is the degree of harm to the asset's significance rather than the scale of the development that has to be assessed. As the proposal does not physically impact on the identified heritage assets or detract entirely from key views of them, the level of harm would be less than substantial.

There can be no doubt that new development is required in this part of the conservation area and this part of the city centre. The proposal is consistent with agreed regeneration priorities and would make a positive contribution to local character and distinctiveness in accordance with the requirements of the NPPF, paragraph 131.

The proposal would support the aims of the Core Strategy by bringing an underused City Centre site at a key gateway location back into active use; be located in a highly sustainable location with excellent access to public transport and employment, leisure and retail opportunities; deliver high quality accommodation; be of a high quality; improve public realm; and, provide active ground floor uses.

### **The Architectural Quality of the Building**



The architectural quality of the building including its scale, form, massing, proportion and silhouette, facing materials and relationship to other structures has to be considered.

The tower would be the first impression of area for many people. It has a simple, repetitive design which would relate well to other tall buildings within the area and would contribute to the cluster of tall buildings associated with St John's and the City Centre. It would be seen in the context of other tall buildings across the city including, Beetham Tower, Great Marlborough Street, Portland Tower and CIS tower and would have a strong relationships with the other tall buildings proposed within St John's.

The building has been designed to be read alongside T2 and the appearance and size of both towers is similar. T1 would have a grid that would be expressed over an inner solid box. The grid is a silver - grey metallic colour and the black core is a combination of back-painted glass spandrel panels, solid matt black painted aluminium panels, matt black painted aluminium louvres and clear glazing. The top of the grid would be extended above the roof line with black vertical blades infilling between the silver-grey columns to express the crown. A block of the black "box" is exposed at the top of the north side of the building to balance the elevation with the exposed ground and first floor "box" on the south side. The dark contrast building core is exposed at the ground and first floors at the south end of the building that looks out on to Festival Square to give it visual prominence.

## **Historic Environment**

A detailed Heritage Impact Assessment sets out the impact of the scheme on a range of heritage assets. Section 66 of the Listed Buildings Act requires members to give special consideration to the desirability of preserving the setting of listed buildings when considering whether to grant planning permission which would affect it.

Section 72 of the Listed Buildings Act requires members to give special consideration to the desirability of preserving the setting or preserving or enhancing the character or appearance of a conservation area when considering whether to grant planning permission for proposals that affect it. Development decisions should also accord with the requirements of Section 12 of the National Planning Policy Framework which notes that heritage assets are an irreplaceable resource and emphasises that they should be conserved in a manner appropriate to their significance. Of particular relevance to the consideration of this application are sections 132, 133 and 134.

Within the MoSI site is the former train / goods station ( Grade I ), and 5 Grade II listed buildings, including the Colonnaded Railway Viaduct and warehouse buildings. Other Grade II listed buildings in the immediate area are the Manchester and Salford Junction Canal Tunnel, the Great John Street Hotel, and the Albert Warehouse Quay, which is occupied by the Marriot Hotel, on Water Street.

Any harm caused to heritage assets has to be considered against the public benefits that would be delivered as set out in the NPPF (paragraph 134). The proposal would be an early phase of the regeneration of the St Johns and would fully utilise a previously developed site, delivering a high quality building within a priority regeneration area. The development would provide housing in a strategic employment location. The proposal includes investment in the public realm which would enhance the quality of the environment.

On balance, the proposal preserves the setting of the conservation areas and the setting of the nearby listed buildings, and thus complies with Section 66 and Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990. It does not lead to 'substantial' harm or any meaningful level of 'less than substantial' harm to the setting of the conservation areas, or any other heritage assets. The proposals form part of the high quality regeneration of the city centre.

Manchester is a constantly evolving city and the juxtaposition of old and new buildings is part of this. Part of the City's historical evolution has been its

regeneration and re-invention and this forms part of its modern day incarnation. The proposed scale and materials have been carefully considered to ensure that whilst the setting of a number of heritage assets is changed, it is not harmed.

The only potential for 'less than substantial' harm would be the loss of something that had a direct relationship to what is central to the special character of appearance of the conservation area or the setting of nearby listed buildings. The proposals do not cause a level of harm that would fail to preserve the special interest of any listed building or conservation areas.

It is considered, therefore, that, notwithstanding the considerable weight that must be given to preserving the setting of the listed buildings as required by virtue of Section 66 of the Listed Buildings Act, the harm caused would be less than substantial and would be outweighed by the public benefits of the scheme and meet the requirements set out in paragraphs 132 and 134 of the NPPF.

In addition for the reasons set out above the proposal has been designed with regard to the sustaining and enhancing the significance adjacent heritage assets and would make a positive contribution to local character and distinctiveness and therefore meets with the requirements of paragraph 131 of the NPPF.

### **Credibility of the Design**

Tall buildings are expensive to build so the standard of architectural quality must be maintained through the process of procurement, detailed design and construction. The design has developed in consultation with the developer and a contractor from the outset. The scheme presented is viable and deliverable. It is understood that funding has been secured and there is a real commitment to deliver the development.

The applicants have confirmed that the viability of the scheme is costed on the quality of scheme shown in the submitted drawings and the applicant would commence on site at the earliest opportunity. The proposals have been prepared by a client and design team that has experience of delivering high quality buildings in city centre locations and with a track record and capability to deliver a project of the highest quality.

### **Relationship to Transport Infrastructure**

The site has excellent transport infrastructure with cycle routes, bus, Metroshuttle, rail and tram all nearby. Salford Central and Deansgate stations have been upgraded as part of the Northern Hub programme which has enhanced capacity with improved frequency and journey times. Metrolink stops at St Peter's Square and Deansgate-Castlefield are within walking distance and Metroshuttle operates from Lower Byrom Street and Deansgate.

There are good pedestrian links to the rest of the City Centre with a wide range of amenities within a 10 minute walk. The Transport Assessment also demonstrates that nearly the entire City Centre is accessible within a 20 minute walk of the sites.

### **Sustainability**

Tall buildings should attain high standards of sustainability because of their high profile and local impact. The environmental statement accompanying the application provides an assessment of the schemes sustainability in terms of its physical, social,

economic impact and other environmental effects. This document, together with the Energy Statement demonstrates that the proposals accords with these objectives.

The proposed building achieves a 13.46% improvement against Part L1A 2013 on carbon emissions, equating to a 22.46% improvement against Part L1A 2010, exceeding policy requirements. The strategy provides benefits in terms of energy efficiency, deliverability and viability. The advantages of the electric heating option for the residential would take advantage of a decarbonised National Grid.

The building achieves an 8.41% improvement on Building Regulations Part L1A 2013 Fabric Efficiency. The design incorporates a passive building specification, intended to avoid cooling requirement. Analysis of overheating will be undertaken to further refine the dwelling specification, further into the development cycle;

The glazing proportions, ventilation system and solar control glazing are designed to optimise solar gains yet limit the propensity to overheat and the dwellings do not require active cooling. The lighting in the common areas will include active sensors. The fit-out would minimise water demand. Water efficiency measures (such as dual flush toilets, flow restrictors and reduced volume baths) will limit potable water demand to less than 105 litres / person / day. Integrated white goods will have as a minimum an A+ energy rating.

Waste minimisation during construction will raw reduce materials demand, thereby reducing the building's embodied carbon footprint; and during occupation, the building will benefit from recycling facilities to enable the local authority waste reduction targets, diverting more materials away from landfill and reducing the occupants' carbon footprint further. Construction impacts will be minimised through the Construction Management Plan, notably through: operation of an Environmental Management System; adoption of responsible construction management practices, including registration with the Considerate Constructor Scheme and implementation of pollution prevention policies; monitoring of construction site energy and water consumption; waste minimisation to reduce raw reduce materials demand, thereby reducing the building's embodied carbon footprint; recording of CO2 emissions associated with construction site vehicles (deliveries and waste removal); and, implementation of a Sustainable Procurement Plan to ensure key materials are responsibly sourced

The site benefits from excellent public transport links and the cycle provision contributes to the sustainability of the proposal.

**Archaeology** – Issues regarding archaeology were addressed through the discharge of conditions on the extant consent and the basement has now been excavated, .

### **Contribution to Public Space and Facilities**



The proposal would improve the area which was once dominated by surface car parking with very little activity. A new and improved public realm would be complemented by active ground floor uses which would help to create a sense of place for residents, workers and visitors. Key routes would be provided around the site, reinforced through tree planting adjacent to the tower. The tower would contribute significantly to creating a sense of place and an identity for the area.

Water Street would have a number of traffic calming measures implemented to ensure resident and visitor safety. Shared surfaces would reduce vehicular speeds.

The proposed public realm, along with the active ground floor uses, would provide pedestrian connections and assist in developing the St Johns area. It would generate activity and natural surveillance throughout the day and night, leading to a more user-friendly environment.

## **Environmental Issues**

### **(a) Sunlight / Daylight / Solar Dazzle**

A Sunlight, Daylight and Overshadowing study assesses the impact of the proposals on the levels of daylight and sunlight to the surrounding windows including those at apartment and hotel buildings in the context of BRE guidance. The assessment considers the T1 Tower. The potential effects of overshadowing have also been considered in respect of the adjacent outside amenity space including balconies.

BRE is generally accepted as the industry standard and is used by most local planning authorities to assess the impact on sunlight, daylight and overshadowing. However, BRE is based on a sub-urban setting equivalent to the light available over two storey houses across a suburban street and no guidance is given as to suggested daylight and sunlight levels in city centres.

Of the 1229 windows tested, 96% comply with BRE recommendations. 25 (2%) fail marginally, 13 (1%) , including 12 windows in the Marriot Hotel have had their day

light reduced moderately. 8 have been reduced substantially. Including 4 windows in the Marriott Hotel, 1 in MOSI and 3 in 10-18 Leftbank. All 3 of the units experiencing a substantial reduction in daylight experience low levels of daylight in the baseline condition and so are particularly susceptible to change.

In terms of daylight distribution within rooms, 583 (99%) of the 590 rooms tested meet with the BRE Guidance. 1 room within the Marriott Hotel has the daylight reduced significantly below the BRE guidance. This room (Ground R2) appears to be in commercial use rather than use as a bedroom. As a result we do not consider that the impact on the daylight distribution to the Marriott Hotel is significant in the context of an urban setting. A single room in each of the MOSI 1830 Warehouse and 10-18 Left Bank have their daylight distribution reduced slightly below the BRE's recommendations for a sub-urban environment.

In terms of sunlight, 91% of the relevant windows are able to meet the BRE recommendations in respect of both annual and winter sunlight hours not being reduced by more than 20%. The proposal does impact upon the sunlight to the Marriott Hotel. The proposal sits between two large towers within the St John's Masterplan and availability of sunlight to the windows to the southern end of the hotel are reduced. It should be noted that the sunlight reduced as a result of the proposal is between the hours of 11:00am – 1:00pm; when the majority of residents are likely to have left their rooms. All residential rooms meet the BRE Guidance.

Overall, the IMPACT on daylight and sunlight to the surrounding properties is less than would be expected in a typical city centre high rise development.

## **(b) Wind**

An assessment has been undertaken of the potential impact of the proposals on the pedestrian level wind environment in and around the sites and surrounding area. This has included wind tunnel testing of a physical scale model combined with long-term wind statistics from Manchester Airport (corrected to apply at the Site) to provide a detailed assessment of pedestrian level wind conditions, in accordance with the industry standard Lawson criteria for pedestrian safety and comfort.

The proposal would be exposed to the frequent strong winds from the west-south-west and west. Landscaping would make pedestrian level wind conditions in and around the site safe for all users. Accelerated winds may occur at the external areas on Level 8 of Manchester Goods Yard and the operator would implement a management strategy to preclude the use of the terraces during storms. The residual effect on pedestrian and occupant safety is of negligible significance.

In terms of pedestrian comfort, the residual effect on thoroughfares, the drop-off point and entrances would be negligible. There is potential for the outer regions of the proposed outdoor seating area to be slightly windy for café seating with the existing surrounding context. However, with completion of the St John's masterplan, residual conditions are expected to be suitable. The residual effect is therefore expected to be no worse than short term minor adverse to long-term negligible.

Within the surrounding area, conditions are expected to be suitable for pedestrian passage. With completion of the St John's masterplan, some surrounding thoroughfares may become too windy for safe and comfortable pedestrian passage

but these are not expected to represent a cumulative effect of the proposal and the long-term residual effect on surrounding thoroughfare is expected to be negligible.

### **(c) Air Quality**

Activity on site during the construction phase may cause dust and particulate matter to be emitted into the atmosphere but any adverse impact is likely to be temporary, short term and of minor adverse significance. A condition would be attached to any consent granted which requires that the developers adopt a scheme for the wheels of contractors vehicles leaving the site to be cleaned and the access roads leading to the site swept daily to limit the impact of amount of dust and debris from the site on adjacent occupiers.

### **(d) Noise**

All plant would be insulated and insulation to the development would ensure suitable levels of noise ingress and egress. Therefore, no significant residual noise effects are expected directly as a result of the proposal.

Some impacts would occur during the construction phase but these would be temporary, appropriate mitigation measures would be implemented. Once the development is operational, noise associated with servicing would be mitigated through time restrictions to protect amenity. .

It is therefore considered that the impact of noise will be negligible in the long-term and that, with appropriate mitigation measures in place, the operation of the tower would not have an adverse impact on surrounding uses.

### **(e) TV Reception**

A TV Reception survey has highlighted that the development may cause minor short-term interference to digital satellite television reception in a small localised area to the immediate north-northwest of the site. Mitigation would restore the reception of affected television services, leaving no long-term adverse effects. A condition is recommended to address this issue and ensure that any appropriate and necessary action is taken.

### **(f) Waste**

Most of the service vehicles accessing T1 would be at restricted times to avoid periods of high pedestrian activity. Most deliveries are expected to be made by vans. The servicing and waste collection arrangements would comply with the City Councils Waste Storage and Collection Guidance for New Developments. A private waste operator would collect waste on a regular basis with the management company ensuring that the internal and external areas are kept clean.

Residents within T1 would use waste chutes from a waste lobby on each floor using colour coded buttons depending on which type of waste is to be deposited. There would be three waste streams with an automated tri-separator to segregate waste and these would be colour coded to help management and compliance. The waste streams expected are as follows: general refuse (including food waste); mixed dry recyclables mixed glass; plastic bottles; foil, food tins; drink cans; pulpable mixed paper and card.

The building managers would monitor the waste accumulation and call the waste operator as necessary. Given the scale and nature of development, it is possible that several refuse collections would be made per day.

The waste and servicing strategy for Central Village is compliant with MCC Waste Guidelines.

**Environmental credentials / Sustainability** The sustainability credentials of the T1 building significantly exceeds Council policy and provides other sustainable benefits, and would contribute directly to the Council's Zero Carbon objectives.

The following inherent site characteristics and on-site measures to be implemented through the construction and operational phases of development to minimise the carbon footprint of the building and contribute to zero carbon objectives. The proposed building achieves a 13.46% improvement against Part L1A 2013 on carbon emissions, equating to a 22.46% improvement against Part L1A 2010, exceeding policy requirements. The energy strategy would provide benefits in terms of energy efficiency, deliverability and viability of the scheme as a whole. The electric heating for the Co-living would take advantage of a decarbonised National Grid. .

The building achieves an 8.41% improvement on Building Regulations Part L1A 2013 Fabric Efficiency and incorporates a passive building specification, intended to avoid cooling requirement, Analysis of overheating would be undertaken to refine the dwelling specification, further into the development cycle. The glazing, ventilation system and solar control glazing would optimise solar gains and limit overheating and avoid active cooling.

Lighting provision in common areas would have active sensors and the units would have water efficiency measures such as dual flush toilets, flow restrictors and reduced volume baths to limit potable water demand to below 105 litres/person/day.

Integrated white goods would have as a minimum an A+ energy rating. Waste minimisation during construction would reduce the building's embodied carbon footprint.

Construction impacts will be minimised through the Construction Management Plan, notably through: operation of an Environmental Management System; adoption of responsible construction management practices, including registration with the Considerate Constructor Scheme and implementation of pollution prevention policies; monitoring of construction site energy and water consumption; waste minimisation to reduce raw materials demand, thereby reducing the building's embodied carbon footprint; recording of CO2 emissions associated with construction site vehicles (deliveries and waste removal); and, implementation of a Sustainable Procurement Plan to ensure key materials are responsibly sourced.

**Flood Risk and Drainage** A Site specific Flood Risk and Drainage Assessment demonstrates that the proposal would address the Manchester-Salford-Trafford Strategic Flood Risk Assessments (SFRA). It confirms the key mitigation measures required and that a separate foul and surface water system would be retained as a private network.

The drains/sewers in the area discharge un-restricted into the adopted sewer network. The site is within a Critical Drainage Network as defined in the Manchester City Council Strategic Flood Risk Assessment SFRA, which requires an overall

reduction in peak discharge rates of 50% (comparing existing peak flows to the proposed peak flows).

The preferred drainage strategy involves draining to the River Irwell: A separate surface water drainage network would need to be installed to serve the whole of the St John's development, which this development plot would connect into. The discharge into the River Irwell would be un-restricted; as such no attenuation is required within the plot boundary.

**Ground Conditions** The principle of site remediation was been agreed for the Manchester Goods Yard and No.1 Grape Street Planning Permission (121511), with the potential impacts considered and mitigation proposed as part of a Phase 2 Site Investigation Report. The T1 Site falls within the Manchester Goods Yard planning permission area and is subject to the remediation strategy previously approved. On this basis the proposal would result in positive effects on ground conditions. The site has been excavated and would not have significant environmental effects. It would not cause significant environmental effects during its operation as any contamination have been removed.

**Ecology, Tree and Green & Blue Infrastructure** An ecological appraisal demonstrates that the proposal provides an opportunity to secure ecological enhancement for fauna typically found in urban areas such as breeding birds and foraging bats. It would create public realm and provide a better environment for pedestrians. The public realm would integrate with the amenity area outside the Factory. The public realm would provide a stepping stone to nearby parks such as St John's Gardens and allow views of the River Irwell. Tree planting is proposed within the public realm

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

**Archaeological issues** - Any archaeological interest has been removed by previous archaeological investigations.

### **Biodiversity and Wildlife Issues/ Contribution to Blue and Green Infrastructure (BGIS) / Climate change adaptation and mitigation from Green Infrastructure**

The site provides low quality foraging habitat and is unlikely to be used by significant numbers of foraging bats. increased lighting post-construction would have a negligible impact on the conservation status of bats.

Manchester Green & Blue Action Strategy highlights that Manchester needs to be a green city and a growing city. The tree planting and soft landscaping would improve biodiversity and form corridors which enable natural migration through the site. This would increase opportunities for habitat expansion leading to greater ecological value.

The submitted Ecology report recommends that lighting design should be sensitively developed to provide opportunities for use of areas within the site by bats and moths.

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Waste and Recycling – The Building would have a ground floor refuse store linked to the refuse chute. The refuse chutes would be located in the core and accessed from every accommodation level. This would contain a colour coded tri-separator compaction machine to enable residents to recycle pre-sorted separate waste streams which are then deposited into separate 1100L Eurobins. The refuse store has been sized in line with 'GD 04 Waste Storage and Collection Guidance for New Developments. Compacted General Waste will be collected by a private service.

The bins would be accommodated within the buildings, and only taken out to the designated street a short time before the agreed collection and returned shortly after. The refuse collection strategy would be part of the Resident Management Strategy which would be covered by the legal agreement. The waste would be collected by Manchester City Council on a weekly basis.

Disabled access – All apartments will meet Building Regulations Part M4(1), - Visitable dwellings, and requirements for accessibility for all visitors in DFA2. Entrances would be flush and step free. On site 24 hour management would be located adjacent to the entrance with good visibility for security, deliveries, and can assist visitors and residents if required. Within the car park Low level bike stands would be provided. The external lighting would ensure that routes are adequately lit during daylight hours and after dark. Trees and furniture would be located and designed to keep pedestrian routes free from hazards.

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

Construction Management – Measures would be put in place to minimise the impact on local residents such as dust suppression, minimising stock piling and use of screenings to cover materials. Plant would also be turned off when not needed and no waste or material would be burned on site. Provided appropriate management measures are put in place the impacts of construction management on surrounding residents and the highway network can be mitigated to be minimal.

Socio- Economic Impacts / Human Health - During the construction phase, it is estimated using similar benchmark schemes that approximately 350 full time equivalent (FTE) (including supply chain) jobs would be created at the site.

Local expenditure would also increase during the construction phase as construction workers use of local facilities. On completion the site could accommodate up to 870 people. The expenditure by residents should have a positive economic impact and help to sustain the economic viability of local services and facilities

Approximately 35 direct FTE jobs would be required to run the building and accommodation and a further anticipated 20 direct FTE. This is in addition to indirect jobs created within the supply chain to service the building. This job creation is considered to result in a permanent, minor beneficial effect on the local economy. There are 10 GP surgeries and 6 dental surgeries within one mile of the Site who are accepting new NHS patients. It is considered that the majority of the additional demand could be absorbed by the existing healthcare facilities.

## Summary of Climate Change Mitigation / Biodiversity enhancement

Biodiversity and ecosystem services help us to adapt to and mitigate climate change and are a crucial part of our effort to combat climate change. Healthy ecosystems are more resilient to climate change and more able to maintain the supply of ecosystem services on which our prosperity and wellbeing depend.

Climate Change adaptation and mitigation and minimising embodied carbon have been central to the design development. Benchmarking of Embodied Carbon would inform the next stages of design and inform decisions about, building sub-structure, superstructure and façade and minimise construction waste.

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

The majority of journeys should be by public transport and active modes, supporting the climate change and clean air policy. The Framework Travel Plan (TP) sets out a package of measures to reduce the transport and traffic impacts, including promoting public transport, walking and cycling and would discourage single occupancy car use.

The proposals would include measures which could mitigate climate change for a development of this scale in this location. The proposal would have a good level of compliance with policies relation to CO2 reductions and biodiversity enhancement set out in the Core Strategy, the Zero Carbon Framework and the Climate Change and Low Emissions Plan and Green and Blue Infrastructure Strategy.

## Social Value from the Development

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

In particular, the proposal would:

- Seek to maximise social interaction amongst residents;
- Would create a destination for the local community within the ground floor health & wellbeing centre and café and extensive public realm;
- Promote regeneration in other areas of the City Centre and beyond;
- Not harm the natural environment and reduce carbon emissions through design. The local labour agreement would provide job opportunities for local people.
- Help to reduce crime with increased passive surveillance from active ground floor uses and overlooking from residents;
- improve linkages between the City Centre and increase the attractiveness of routes within St Johns for pedestrians;
- Provide access to services and facilities via sustainable transport;

- Not result in any adverse impacts on air quality, flood risk, noise or pollution and there will not be any adverse contamination impacts;
- Would not have a detrimental impact on protected species;
- Would regenerate previously developed land with limited ecological value in a highly efficient manner.

**Cumulative impacts** A cumulative impact assessment has considered whether there are any significant major, moderate, minor or negligible impacts on the environment during the construction and operational phases of development.

### **Management Strategy**

A full Management Strategy has been prepared by the applicant. The development will benefit from 24/7 management, servicing and security from a team of around 21 employees. All staff, from Residence Managers, Front of House to Housekeepers, will be direct employees of the Applicant and will be trained within the organisation. An app will be available to secure feedback. The commercial units at ground and basement level will have a separate team of up to 20 staff. All mail and parcels will be received and sorted by the Front of House staff and will be kept in a secure Post Room. All delivery will be retrievable by staff only on behalf of residents.

Out of hours (9pm to 8am) will be covered by the Night Concierge who will be responsible for the management of the building as well as dealing with noise, anti-social behaviours and responding to fire alarms.

All communal / residents' amenity areas of the building will be cleaned and maintained on a daily basis. Maintenance works will be undertaken by the on-site maintenance manager, who will be able to respond to any maintenance or repair works immediately. Within the apartments, residents will be able to log any damage or repair works needed an app.

On-site staff will ensure that the external public areas for the building will be safe and accessible at all times. Hard and soft landscaping will be kept from litter and other debris to ensure the building looks inviting and well-maintained.

Management will be controlled via the S106 Agreement.

### **s.106 PLANNING OBLIGATIONS**

This application is to be recommended for approval, subject to a s.106 Obligation to cover the following details :

- Occupancy, principally to restrict occupancy by students and restricting occupancy within the studios to maximum 6 months
- Commitment to a long-term operational management platform covering the building in its entirety. This will include a single management and lettings entity.
- Commitment to payment of Council on all occupied units in use as primary residencies, collecting monies as part of letting agreements.
- A proportion of units within the development to be let at a reduced rate.
- Waste management, to commit to commercial waste pick-up in perpetuity

## **RESPONSE TO CONSULTATIONS**

In relation to the issues raised by consultees, these have been addressed in the body of this report.

In response to the letters of objections received, it is stated that the plan for transport does not meet the realistic requirements of the proposed users of the development. Under the Councils proposals for travel all traffic is thrown onto the Inner Ring Road and Liverpool Road/ Water street south side only;

In response, the development is car free and in a highly sustainable location with access to multiples modes of sustainable transport.

the taxi drop off for the building is clearly inadequate for a development which contains business meeting space. An average might be 2 an hour but actual use is unlikely in the extreme to be so spaced;

the proposal for goods deliveries is even less realistic relying as it does on "co-ordination" of deliveries and a short time slot for each. Catering supplies will be frequent for a site with catering facilities as proposed and in addition deliveries to the homes of at least 806 persons varied as they may be are extremely unlikely to "co-ordinated";

the idea of "co-ordinating" refuse/ recycling services is currently difficult. Creating a building for use by 806 plus residents and the public in such an inaccessible place is poor planning and contrary to the parameters set out as applicable. Opening Water Street as a through road might make the development slightly more feasible but it requires substantially better access provision;

In response, the forecast trip movements have been assessed using industry recognised methodology and is concluded to be sufficient.

I strongly object to giving planning permissions for high rise buildings in Manchester City centre, without any consideration of availability of infrastructures within city centre. This is a high density area and there are already a lot of development undertaking currently and soon to start undertake and this will add to an existing major problem;

In response, the site is highly accessible to all of the city centres amenities and facilities. The development is car free.

I am also particularly concerned about the height of the building, especially given that there are so many tall buildings within this area now (already existing or building permission already issued). This building will darken the surroundings in relation to sunlight and daylight.

In response, the proposed development is for a 32-storey building to replace an approved 36-storey building on-site. It has been subject to full environmental and amenity assessment.

The proposed development accords with the provisions of the regeneration framework for St Johns, and the details are considered acceptable, subject to the imposition of appropriate conditions.

### **Legal Agreement**

Any Planning Permission would be subject to completion of a Section 106 Legal Agreement the Heads of Terms of which have been outlined above but include restrictions on the length of occupancy / tenancies within the studio units. In terms of the Management Agreement this would be based on the submitted Residential Management Strategy which sets out the managerial practices and procedures that would be implemented.

### **Covid 19 Potential Impact on Co-Living Developments**

The city centre is the region's economic hub, providing a strategic employment location, with a significant growing residential population. At present there is an undersupply of both Grade A floor space and residential accommodation. Therefore, it remains critical to ensure a strong pipeline of both residential and commercial development. The impacts of COVID-19 are being closely monitored at a national, regional and local level to understand any impacts on the city's population, key sectors and wider economic growth. At the same time, growth of the city centre will be important to the economic recovery of the city following the pandemic. Although there may be a short-term slowdown in demand and delivery, it is expected that growth will resume in the medium long term. Demand for the proposals set out within the framework will be robustly assessed as part of the planning process to ensure alignment with demand.

The Council is currently working with a range of partners to plan amenity provision for a growing population. This approach takes a holistic city-wide view of where demand is increasing most significantly. There are specific plans in train for new healthcare provision and a new primary education facility to be located within the Great Jackson Street SRF area to service city centre demand.

It is not yet possible to predict the full impact of COVID-19 on the Greater Manchester economy. However, Government and Local authorities have already taken steps to help employers cope with the initial lockdown period. While in the short term it is likely to slow the growth in Manchester, in the medium term the city is well placed to recover and to return to employment and economic growth, coinciding with the delivery of this important residential scheme. The timing of construction works will also play an important role in supporting the construction sector to return to pre-lockdown levels of activity.

### **CONCLUSION**

The proposal would deliver the vision, objectives and development principles of the St Johns SRF including place making and public realm and would help to establish a new City Centre destination.

The proposals would deliver a sustainable, high density, high quality development at an accessible price point within an area of employment growth.

The proposal is consistent with Development Plan policies as required by Section 38(6) of the Planning and Compulsory Purchase Act 2004

The proposals would be consistent with GM Strategy's key growth priorities and would deliver a high quality building and regenerate a poor quality site. The site can accommodate a building of the scale and massing proposed whilst avoiding any substantial harm to the setting of the adjacent Listed Mill Buildings, or the Castlefield Conservation Area..

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

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

Subject to the S106 agreement the development would be consistent with the Core Strategy, saved UDP policies and the NPPF.

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

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

**Recommendation**      **APPROVE**, subject to a s.106 covering occupancy, long-term management, payment of Council Tax, reduced rental provision and waste management.

### **Article 35 Declaration**

Officers have worked with the applicant in a positive and pro-active manner to seek solutions to issues arising in relation to dealing with the planning application. This has included on going discussions about the form and design of the developments and pre application advice about the information required to be submitted to support the application. There have also been ongoing discussions about the development to secure an appropriate mix and size of unit types to align with emerging co-living policy and MCC Housing policy, responses to consultee comments and the scope and heads of terms of the S106 agreement which would support the determination of this application.

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

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

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

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

#### Plans

6548-P-B500-XP-00-001 – REV A - EXISTING LOCATION PLAN, showing site edged red

6548-P-B500-XP-00-002 – REV A - EXISTING SITE PLAN

6548-P-B500-XP-00-003 – NO REV - EXISTING SITE PLAN: T1 & T2 SITE BOUNDARIES

6548-P-B500-A-001 – REV A - TYPICAL FAÇADE DETAILS LEVEL 00

6548-P-B500-A-011 – REV A - TYPICAL FAÇADE DETAILS LEVEL 01

6548-P-B500-A-021 – REV A - TYPICAL FAÇADE DETAILS TYPICAL APARTMENT LEVEL

6548-P-B500-A-051 – REV C - TYPICAL FAÇADE DETAILS ROOF LEVEL

6548-P-B500-E-E – REV C - EAST ELEVATION

6548-P-B500-E-E-001 – REV C - PROPOSED CONTEXTUAL EAST ELEVATION

6548-P-B500-E-N – REV C - NORTH ELEVATION

6548-P-B500-E-N-001 – REV C - PROPOSED CONTEXTUAL NORTH ELEVATION

6548-P-B500-E-S – REV C - SOUTH ELEVATION

6548-P-B500-E-S-001 – REV C - PROPOSED CONTEXTUAL SOUTH ELEVATION

6548-P-B500-E-W – REV C - WEST ELEVATION

6548-P-B500-E-W-001 – REV D - PROPOSED CONTEXTUAL WEST ELEVATION

6548-P-B500-P-00 – REV A - LEVEL 00 GA PLAN

6548-P-B500-P-00-001 – REV A - LEVEL 00 PROPOSED SITE PLAN

6548-P-B500-P-01 – REV A - LEVEL 01 GA PLAN

6548-P-B500-P-05 – NO REV - LEVEL 05 GA PLAN

6548-P-B500-P-B1 – REV A - LEVEL B1 GA PLAN  
6548-P-B500-P-B2 – REV A - LEVEL B2 GA PLAN  
6548-P-B500-P-LRF – REV C - LOWER ROOF LEVEL GA PLAN  
6548-P-B500-P-URF – REV C - UPPER ROOF LEVEL GA PLAN  
6548-P-B500-P-M – REV A - MEZZANINE LEVEL GA PLAN  
6548-P-B500-P-TYP-001 – REV B - LEVEL 02-04 GA PLAN  
6548-P-B500-P-TYP-002 – REV B - LEVELS 10-12, 17-19, 24-26 & 31 GA PLAN  
6548-P-B500-P-TYP-003 – NO REV - LEVELS 06-09, 13-16, 20-23 & 27-30 GA PLAN  
6548-P-B500-S-AA – REV C - SECTION AA  
6548-P-B500-S-BB – REV C - SECTION BB  
6548-P-B500-XS-E-001 – REV A - EXISTING SITE SECTION EAST  
6548-P-B500-XS-N-001 – REV A - EXISTING SITE SECTION NORTH  
6548-P-B500-XS-S-001 – REV A - EXISTING SITE SECTION SOUTH  
6548-P-B500-XS-W-001 – REV A - EXISTING SITE SECTION WEST  
6548-A-Z100-A-001 – REV M - AREA SCHEDULE  
SJQ-701-EXA-XX-L00-DR-L-000100 Rev P05 - T1 PUBLIC REALM GENERAL ARRANGEMENT

## Documents

- Design and Access Statement, prepared by Denton Corker Marshall dated March 2020 (Reference 6548\_D\_3\_001 – REV 02);
- Planning and Tall Building Statement, prepared by Deloitte Real Estate dated December 2019;
- Statement of Community Consultation, prepared by Deloitte Real Estate dated December 2019 (Reference: 2019.146);
- Environmental Standards Statement, prepared by Element Sustainability dated October 2019;
- Ground Conditions Summary, prepared by Curtins Reference: 061559-CUR-XX-00-RP-GE-002
- Top Soil Planning Statement, prepared by Curtins dated 30.06.2020 (Reference: B061559-CUR-00-XX-XX-DS-GE-001)
- St John's Phase 2 Site Investigations v2 prepared by Curtins, dated 20 September 2018 (Reference 065330-CUR-00-XX-RP-GE-001-V02)
- Transport Statement, prepared by Vectos dated November 2019;
- Framework Travel Plan, prepared by Vectos Dated October 2019
- Archaeological Letter, prepared by Salford Archaeology dated 8 October 2019;
- Ecological Assessment and cover note, prepared by ERAP dated 11 October 2019  
(Report dated September 2016; Reference 2015\_179);
- Crime Impact Statement, prepared by Greater Manchester Police dated 26/11/2019 (Reference 2015/0589/CIS/03);
- Flood Risk and Drainage Summary, prepared by Curtins dated 22 October 2019 (Reference 061559-CUR-00-XX-RP-C-92001-V03);
- St Johns Masterplan Drainage Strategy V2 prepared by Curtins dated 1 May 2019 (Reference SJQ099-CUR-00-XX-RP-C-92001)
- Waste Management and Servicing Strategy, prepared by Vectos dated December 2019;

- Television and Radio Impact Assessment Reception Survey, prepared by G-Tech Surveys dated 11/10/2019;
- Ventilation Strategy, prepared by CWC dated 10/10/2019 Reference SJQ-701-CWC-XX-XX-RP-M-10002;
- Residents Management Strategy, prepared by VITA dated January 2020;
- Broadband Connectivity Assessment, prepared by G-Tech Surveys dated 11/10/2019;
- Local Labour Agreement, prepared by BAM; and
- The Environmental Statement and Technical Appendices dated December 2019 (part updated March 2020).

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

3) a) Prior to the commencement of the development, other than enabling works comprising piling and construction of the sub structure, a programme for the issue of samples and specifications of all material to be used on all external elevations of the building shall be submitted to and approved in writing by the City Council, as local planning authority.

b) Samples and specifications of all materials to be used on all external elevations of the development to include jointing and fixing details and a strategy for quality control management, shall then be submitted to and approved in writing by the City Council as local planning authority in accordance with the programme as agreed above. The development shall be carried out in accordance with the approved details.

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

4) a) No development shall commence, other than enabling works comprising piling and construction of the sub structure, unless and until a programme for issue of samples and specifications of all hard landscape materials, including details of seating and other items of street furniture together with a layout plan identifying the location of the materials have been submitted to and approved in writing by the City Council as local planning authority.

b) Samples and specifications of all hard landscape materials shall then be submitted to and approved in writing by the City Council as local planning authority in accordance with the programme as agreed above.

c) The development shall be constructed only using the approved materials unless otherwise agreed in writing by the City Council as local planning authority.

d) The approved scheme shall be implemented not later than 12 months from the date the building is first occupied.

Reason: To ensure that a satisfactory landscaping scheme is carried out pursuant to policy DM1 of the Core Strategy and the Guide to Development.

5) No part of the development, other than enabling works comprising piling and construction of the sub structure shall commence until soft landscaping treatment scheme has been submitted to and approved in writing by the City Council as local planning authority. The scheme shall include details of all planters together with full details of all planting arrangements, including trees.

b) The approved scheme shall be implemented not later than 12 months from the date the building is first occupied.

c) If within a period of 5 years from the date of the planting of any tree or shrub, that tree or shrub or any tree or shrub planted in replacement for it, is removed, uprooted or destroyed or dies, or becomes, in the opinion of the local planning authority, seriously damaged or defective, another tree or shrub of the same species and size as that originally planted shall be planted at the same place.

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

6) Full details of all external seating areas within the development shall be submitted to, and approved in writing by the City Council, as local planning authority, prior to the first occupation of ground floor flexible commercial space to which the external seating areas relate. The details shall include areas to be used for the consumption of food and drink, means of demarcation, furniture, lighting, signage and a schedule of days and hours of operation.

Reason - In the interests of visual amenity, and to safeguard the amenities of the occupiers of nearby properties, pursuant to policies SP1 and DM1 of the Core Strategy.

7) Before the development hereby approved is completed, a paving and surfacing strategy for the public footpaths, vehicular crossings, and vehicular carriageways within and around the site shall be submitted to and approved in writing by the City Council as local planning authority. All works approved in discharge of this condition shall be fully completed before the development hereby approved is first occupied.

Reason: In the interests of amenity and to ensure that paving materials are consistent with the use of these areas as pedestrian routes, pursuant to the Guide to Development and policy DM1 of the Core Strategy.

8) The development shall be carried out in accordance with the Crime Impact Statement Reference 2015/0589/CIS/03 Version D dated 26 November 2019. The development hereby approved shall not be occupied or used until the Council as local planning authority has acknowledged in writing that it has received written confirmation of a secured by design accreditation.

Reason - To reduce the risk of crime pursuant to policies SP1 and DM1 of the Core Strategy.

9) Before first occupation of the development, a signage design strategy for all parts of the development shall be submitted to and approved in writing by the City Council as local planning authority.

Reason: To protect the visual amenity of the area and to ensure the development is carried out in a satisfactory manner pursuant to policy DM1 of the Core Strategy.

10) The Retail flexible commercial space hereby approved shall not be occupied unless and until the opening hours of such uses have been agreed in writing by the City Council as local planning authority. Those uses shall thereafter not open outside the approved hours.

Reason - In order that the local planning authority can achieve the objectives both of protecting the amenity of local residents and ensuring a variety of uses at street level in the redeveloped area in accordance with saved UDP policy DC 26.1 and policies SP1 and DM1 of the Core Strategy.

11) No amplified sound or any music shall be produced or played in any external areas of the site, other than in accordance with a scheme detailing the levels at which any music shall be played and the hours during which it shall be played which has been submitted to and approved in writing by the City Council as local planning authority.

Reason - In interests of residential amenity in order to reduce noise and general disturbance in accordance with saved policy DC26.1 of the Unitary Development Plan for the City of Manchester and policies SP1 and DM1 of the Core Strategy.

12) Before first occupation of the building, full details of a Management and Maintenance Strategy for the external areas, including planting arrangements, boundary treatments, furniture and lighting, shall be submitted to, and approved in writing by, the City Council as local planning authority.

Reason: In the interests of visual amenity, and to ensure the details of the development are acceptable, pursuant to Core Strategy Policy DM1.

13) The development hereby approved shall include a lighting scheme for the development, including the illumination of any part of the buildings and all areas of public realm during the period between dusk and dawn. Full details of such a scheme, including lighting columns and fittings, level and type of illumination, and how the impact on occupiers of nearby properties will be mitigated, shall be submitted to, and approved in writing by, the City Council as local planning authority before the lighting scheme is implemented. External lighting shall be designed and installed so as to control glare and overspill onto nearby residential properties. The approved scheme shall be implemented in full before any part of the development is first occupied.

Reason: In the interests of amenity, crime reduction and the personal safety of those using the proposed development, pursuant to policy E3.3 of the Unitary Development Plan for the City of Manchester DM1 of the Core Strategy.

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

Mixed use schemes shall ensure appropriate ventilation in the form of internal ducting in risers that terminate at roof level. Schemes that are outside the scope of such developments shall ensure that flues terminate at least 1m above the eave level and/or any openable windows/ventilation intakes of nearby properties. Alternative ventilation including carbon or water filters will be required if extraction is to be provided at the ground floor level.

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

15) A Construction Management Plan shall be submitted to and approved by the Council. This will contain a Noise & Vibration section (in addition to a dust emission section) that shall base the assessment on British Standard 5228, with reference to other relevant standards. It shall also contain a community consultation strategy which includes how and when local businesses and residents will be consulted on matters such as out of hours works.

Reason: In the interests of amenity and public health, pursuant to policy DM1 of the Core Strategy for the City of Manchester.

16) Construction/demolition works shall be confined to the following hours unless otherwise agreed in writing by the City Council as local planning authority:

o Monday - Friday: 7.30am - 6pm

o Saturday: 8.30am - 2pm

o Sunday / Bank holidays: No work

Reason - To safeguard the amenities of the occupiers of nearby residential and commercial properties during the construction/demolition phase, pursuant to policy DM1 of the Core Strategy for the City of Manchester.

17) Before any flexible commercial space hereby approved commences, the premises shall be acoustically insulated and treated to limit the break out of noise in accordance with a noise study of the development and a scheme of acoustic treatment that has been submitted to and approved in writing by the City Council as local planning authority. The scheme shall be implemented in full before the use commences or as otherwise agreed in writing by the City Council as local planning authority.

Where entertainment noise is proposed the LAeq (entertainment noise) should be controlled to 10dB below the LA90 (without entertainment noise) at the facade of the nearest noise sensitive location, and internal noise levels at structurally adjoined residential properties in the 63Hz and 125Hz octave frequency bands should be controlled so as not to exceed (in habitable rooms) 47dB and 41dB, respectively.

Reason - To safeguard the amenities of the occupiers of the building and occupiers of nearby properties, pursuant to policy DM1 of the Core Strategy for the City of Manchester.

18) Before the development commences, other than enabling works comprising piling and construction of the sub structure commences, a scheme for acoustically insulating the proposed co-living accommodation against noise from the nearby road network shall be submitted to and approved in writing by the City Council as local planning authority. There may be other actual or potential sources of noise which require consideration on or near the site, including any local commercial/industrial premises. The approved noise insulation scheme shall be completed before any of the co-living dwelling units are occupied.

Noise survey data must include measurements taken during a rush-hour period and night time to determine the appropriate sound insulation measures necessary.

The internal noise criteria are as follows:

Bedrooms (night time - 23.00 - 07.00) 30 dB LAeq (individual noise events shall not normally exceed 45 dB L<sub>Amax,F</sub> by more than 15 times) Living Rooms (daytime - 07.00 - 23.00) 35 dB LAeq Gardens and terraces (daytime) 55 dB LAeq

Due to the proximity of the development to the Ordsall Chord it will be necessary for vibration criteria to apply which can be found in BS 6472: 2008 "Guide to evaluation of human exposure to vibration in buildings". Groundborne noise/re-radiated noise should also be factored into the assessment and design.

Additionally, where entertainment noise is a factor in the noise climate the sound insulation scheme shall be designed to achieve internal noise levels in the 63Hz and 125Hz octave centre frequency bands so as not to exceed (in habitable rooms) 47dB and 41dB, respectively.

Reason: To secure a reduction in noise from traffic or other sources in order to protect future residents from noise disturbance, pursuant to policy DM1 of the Core Strategy for the City of Manchester.

19) Externally mounted ancillary plant, equipment and servicing shall be selected and/or acoustically treated in accordance with a scheme designed so as to achieve a rating level of 5dB (LAeq) below the typical background (LA90) level at the nearest noise sensitive location.

The scheme shall be submitted to and approved in writing by the City Council as local planning authority in order to secure a reduction in the level of noise emanating from the site.

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

20) No construction other than enabling works comprising piling and construction of the sub structure commences shall commence unless and until full details of all wind mitigation measures, if required, have been submitted to, and approved in writing by the City Council, as local planning authority. All such measures shall be fully wind tested, and accompanied by a detailed report confirming that wind conditions related to the development are satisfactory and acceptable.

Reason - To ensure that the details of the development are satisfactory, pursuant to policy DM 1 of the Core Strategy.

21) Piling or any other foundation designs using penetrative methods shall not be permitted other than with the express written consent of the Local Planning Authority, which may be given for those parts of the site where it has been demonstrated that there is no resultant unacceptable risk to groundwater. The development shall be carried out in accordance with the approved details.

Reason: To ensure a safe form of development that poses no unacceptable risk of contamination to controlled waters pursuant to section 10 of the National Planning Policy Framework and Core Strategy policies EN14, EN17 and DM1.

22) Prior to occupation of the co-living units a Residents Management Strategy shall be submitted to, and approved in writing by, the City Council, as local planning authority. The Residents Management Strategy shall include details of maintenance, smoking arrangements, security, energy management, janitorial services, common parts cleaning, exterior services, and building policies in relation to waste disposal, storage and deliveries.

Reason: To ensure the development is managed in interests of the general amenities of the area, pursuant to policies SP1 and DM1 of the Core Strategy.

23) Foul and surface water shall be drained on separate systems.

Reason: To secure proper drainage and to manage the risk of flooding and pollution, pursuant to policy DM1 of the Core Strategy for the City of Manchester.

24) The development hereby approved shall not be occupied unless and until surface water management has been implemented in accordance with the Flood Risk and Drainage Summary, Curtins, 22nd October 2019 (061559-CUR-00-XX-RP-C-92001-V03) and an assessment of overland flow routes to include inlets, finished floor levels, ground levels and entrances of the buildings is submitted and approved in writing by the Local Planning Authority

Reason: To promote sustainable development, secure proper drainage and to manage the risk of flooding and pollution, pursuant to policy DM1 of the Core Strategy for the City of Manchester.

25) Deliveries, servicing and collections, including waste collections shall not take place outside the following hours: 07:30 to 20:00, Monday to Saturday, no deliveries/waste collections on Sundays/Bank Holidays.

Reason - To safeguard the amenities of the occupiers of nearby residential accommodation, pursuant to policy DM1 of the Core Strategy for the City of Manchester.

26) No development, other than enabling works comprising piling and construction of the sub structure commences, shall commence until a scheme for the storage (including segregated waste recycling) and disposal of refuse, in association with all office uses, flexible commercial elements, has been submitted to and approved in writing by the City Council as local planning authority. The details of the approved scheme shall be implemented as part of the development and shall remain in situ whilst the use or development is in operation.

Reason: In the interests of amenity and public health, pursuant to policy DM1 of the Core Strategy for the City of Manchester.

27) No development, other than enabling works comprising piling and construction of the sub structure, shall commence until a scheme for the storage (including segregated waste recycling) and disposal of refuse, in association with all co-living units, has been submitted to and approved in writing by the City Council as local planning authority. The details of the approved scheme shall be implemented as part of the development and shall remain in situ whilst the use or development is in operation.

Reason: In the interests of amenity and public health, pursuant to policy DM1 of the Core Strategy for the City of Manchester.

28) No part of the development shall be occupied until space and facilities for bicycle parking have been provided in accordance with the approved plans. These facilities shall then be retained and permanently reserved for bicycle parking.

Reason: To ensure that adequate provision is made for bicycle parking so that persons occupying or visiting the development have a range of options in relation to transport mode, pursuant to policy T1 and policy DM1 of the City of Manchester Core Strategy.

29) Before first occupation of any part of the development, a Framework Travel Plan including details of how the plan will be funded, implemented and monitored for effectiveness, shall be submitted to and approved in writing by the City Council as local planning authority. The strategy shall outline procedures and policies that the developer and occupants of the site will adopt to secure the objectives of the overall site's Travel Plan Strategy. Additionally, the strategy shall outline the monitoring procedures and review mechanisms that are to be put in place to ensure that the strategy and its implementation remain effective. The results of the monitoring and review processes shall be submitted in writing to the local planning authority and any measures that are identified that can improve the effectiveness of the Travel Plan Strategy shall be adopted and implemented

Reason: In accordance with the provisions contained within planning policy guidance and in order to promote a choice of means of transport, pursuant to policies T2 and EN16 of the Core Strategy.

30) Prior to the first occupation of the development, a detailed strategy for visitor pick-up and drop-off locations, ad-hoc drop-off co-living deliveries and the design and locations of all taxi areas, shall be submitted to, and approved by, the City Council, as local planning authority.

Reason: To ensure that a satisfactory landscaping scheme is carried out pursuant to policy DM1 of the Core Strategy and the Guide to Development.

31) Following commencement of construction of the hereby approved development, any interference complaint received by the Local Planning Authority shall be investigated to identify whether the reported television interference is caused by the Development hereby permitted. The Local Planning Authority will inform the developer of the television interference complaint received. Once notified, the developer shall instruct a suitably qualified person to investigate the interference complaint within 6 weeks and notify the Local Planning Authority of the results and the proposed mitigation solution. If the interference is deemed to have been caused by the Development, hereby permitted mitigation will be installed as soon as reasonably practicable but no later than 3 months from submission of the initial investigation to the Local Planning Authority. Television interference complaints are limited to 12 months from the completion of the Development hereby permitted.

Reason: To provide an indication of the area of television signal reception likely to be affected by the development to provide a basis on which to assess the extent to which the development during construction and once built will effect TV reception and to ensure that the development at least maintains the existing level and quality of TV signal reception, pursuant to policy DM1 of the Core Strategy for the City of Manchester.

32) The ground floor level flexible commercial units shall not include the provision of external roller shutters.

Reason - For the avoidance of doubt, and to ensure that the appearance of the development is acceptable to the City Council as local planning authority in the interests of the visual amenity of the area, as specified in policies SP1 and DM1 of the Core Strategy.

33) No externally mounted telecommunications equipment shall be mounted on any part of the buildings hereby approved, including the roofs.

Reason: In the interest of visual amenity, pursuant to policy DC18.1 of the Unitary Development Plan for the City of Manchester and policy DM1 of the Core Strategy for the City of Manchester.

34) The details of an emergency telephone contact number for shall be displayed in a publicly accessible location on the site from the commencement of development until construction works are complete.

Reason : To prevent detrimental impact on the amenity of nearby residents and in the interests of local amenity in order to comply with policies SP1 and DM1 of the Core Strategy.

35) The wheels of contractors' vehicles leaving the site shall be cleaned and the access roads leading to the site swept daily in accordance with a management scheme submitted to and approved in writing by the City Council as local planning authority prior to any works commencing on site.

Reason : In the interest of pedestrian and highway safety, as specified in policies SP1 and DM1 of Core Strategy.

36) No development shall commence on site until a Radar Mitigation Scheme (RMS), (including a timetable for its implementation during construction), has been agreed with the Operator and approved in writing by Manchester City Council.

The Radar Mitigation Scheme (RMS) shall thereafter be implemented and operated in accordance with the approved details.

Reason: In the interests of aviation safety, pursuant to policy DM1 of the Core Strategy for the City of Manchester.

37) Prior to development commencing, other than enabling works comprising piling and construction of the sub structure, a local labour agreement, relating to the construction phase of development, shall be submitted to and agreed in writing with the City Council as local planning authority. The approved scheme shall be in place prior to the commencement of the development, and shall be kept in place thereafter.

Reason: To safeguard local employment opportunities, pursuant to policies EC1 of the Core Strategy for Manchester.

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

The documents referred to in the course of this report are either contained in the file(s) relating to application ref: 125655/FO/2019 held by planning or are City Council planning policies, the Unitary Development Plan for the City of Manchester, national planning guidance documents, or relevant decisions on other applications or appeals, copies of which are held by the Planning Division.

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

Natural England  
Highway Services  
Environmental Health

Corporate Property  
MCC Flood Risk Management  
Sustainable Travel  
Greater Manchester Police  
Historic England (North West)  
Environment Agency  
Transport for Greater Manchester  
Planning Casework Unit  
United Utilities Water PLC  
Greater Manchester Archaeological Advisory Service  
Greater Manchester Pedestrians Society  
Network Rail

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

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

**Relevant Contact Officer :** David Brettell  
**Telephone number :** 0161 234 4556  
**Email :** [d.brettell@manchester.gov.uk](mailto:d.brettell@manchester.gov.uk)

