

# Public Document Pack

## Planning and Highways Committee

### Minutes of the meeting held on Thursday, 13 December 2018

**Present:** Councillor Ellison (Chair)

**Councillors:** Nasrin Ali, Shaukat Ali, Clay, Curley, Dar, Kamal, Kirkpatrick, J Lovecy, J C Lyons, Watson, White and J Wilson

**Apologies:** Councillor Madeleine Monaghan

#### **PH/19/99. Urgent Business**

The Committee were asked to receive and note the Late Representations that had been produced and circulated earlier in the day.

#### **Decision**

To receive and note the Late Representations.

#### **PH/19/100. Minutes**

To approve the minutes of the meeting held on 15 November 2018 as a correct record.

#### **Decision**

To approve the minutes of the meeting held on 15 November 2018 as a correct record after noting that the Committee had expressed serious concern at the lack of affordable housing regarding item number PH/18/97, 19 Elm Road, Manchester.

#### **PH/19/101. 121270/00/2018 - Land To The North-east And South-west Of Enterprise Way; Bounded By Ringway Road West To The South; And Thaxted Walk, Roxholme Walk, The Rear Of 27-67 Lincombe Road And 2-8 Dentdale Walk To The North**

The application proposals have been submitted as a phased proposal with full details submitted for consideration of: the erection of an office building and multi-storey car park, landscaping and public realm, access arrangements onto Enterprise Way and associated works (Phase 1); and part of the proposals submitted in outline (with all matters reserved for future consideration) for further office space and associated car parking (maximum 832 spaces) (Phases 2 and 3).

The applicant's agent spoke to the Committee in support and explained that this application related to the first phase of the implementation of the Airport City Enterprise Zone (EZ), an Enterprise Zone Framework Plan which was adopted to provide a clear vision for development across the EZ. This Framework was approved

by the Council's Executive on 24<sup>th</sup> October 2012 and forms a material consideration in decisions the Council makes as local planning authority within the EZ.

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

The first phase would be fully occupied from day 1 with up to 3000 staff, and it is anticipated that this would grow to over 10000 staff as each phase was completed and occupied. It was also confirmed that both at the construction stage and the operational stage there was a clear commitment to providing local employment, training and development opportunities.

The Committee requested that the phrase "the ambulant disabled" be changed to "ambulant disabled people" in any future report, but also welcomed the robust waste management proposals.

The Committee also requested that officers explore the possibility of a more robust condition regarding landscaping, to ensure that the current amenity benefit of the woodland area is retained as far as is possible. In addition, the Committee asked for clarification as to the distance between the proposed buildings and the current residential properties.

Officers confirmed that this was a hybrid application, with phase 2 and 3 being covered by specific reserved matters. This would mean that the detail of the landscaping at each phase would be assessed and determined on a case by case basis as the phases progressed.

In phase 1, there would be a significant level of tree planting and a mature hedge already in existence between the site and the existing residential properties, to mitigate against any noise and disturbance.

The Committee also welcomed the fact that a condition of any permission to be granted would include a local labour agreement to provide employment and development opportunities for local residents.

The Committee concluded that the proposal will deliver substantial new jobs and will provide a catalyst for other developments in this strategic location. They also noted that necessary infrastructure to support the development in the form of Enterprise Way is already in place and a new 'green bridge' to link this and the wider site to the airport and transport interchange has been approved.

## **Decision**

To grant the application subject to the conditions and reasons in the report and the late representation.

**PH/19/102. 121323/FO/2018 - Land Bounded By Enterprise Way To The North And West And The M56 To The South Manchester**

Background information relating to the strategic context and designations of the application site within the Airport City Enterprise Zone are contained within the report relating to planning application reference 121270/OO/2018.

The site is currently predominately vacant brownfield land (having been cleared of trees, poor quality vegetation remains) and partially existing surface level airport car parking. The site does not include or immediately adjoin any designated areas afforded special protection, such as areas of ecological or biodiversity value, historic or Listed Buildings or Conservation Areas.

The application proposals relate to the erection of two office buildings and a multi-storey car park arranged to form a strong built form towards the M56 spur and Ringway Road West to the South. In addition to the proposed building the application seeks temporary planning permission for the use of the north-western part of the site for surface level car parking.

The applicants agent spoke in support of the proposals. She explained that there is no surplus office space on the Airport Campus. As with the previous application, there is a clear commitment to a local labour agreement at both the construction and operational stages of the development, to maximise employment, training and development opportunities for local residents.

She accepted that local residents do have concerns, but told the Committee that this plot had always been a part of the Masterplan and the intention had always been that this should be developed.

The Committee asked for clarification of the impact on wildlife of the proposed culvert over the existing brook, and whether the dispersal of surface water would be affected. Officers confirmed that the MCC Flood Risk Management Team had recommended the imposition of conditions for the submission and agreement of surface water drainage scheme for the site and the ongoing maintenance and management of the proposed scheme, and that there were conditions in the report to fully address this issue. In addition, officers confirmed that they will continue to work closely with the applicant to address any issues that might arise as the development progresses.

Officer also confirmed that as with the previous application, there would be a significant level of tree planting, to mitigate against any noise and disturbance and to create increased green public realm.

The Committee noted that there had been an objection based on overlooking from the 6 story building, and asked how this would be addressed. Officers confirmed that the nearest residential building was approximately 300 metres away from the proposed office building, which would mitigate any possibility of overlooking.

The Committee asked for clarification as to whether there had been any discussions as to increasing the use of public transport in the area, rather than private vehicles

and the head of Planning, Building Control and Licensing confirmed that there was regular dialogue with both the Airport and all other involved agencies about this issue among others, and that necessary infrastructure to support the development in the form of Enterprise Way is already in place and a new 'green bridge' to link this and the wider site to the airport and transport interchange has been approved. In addition, the intention is that the car park would serve not just this development but the wider enterprise area.

The Committee concluded that the proposal would provide alongside the adjacent site a catalyst for other developments in this strategic location.

## **Decision**

To approve the application subject to the conditions and reasons in the report and the late representation.

### **PH/19/103. 121695/FO/2018 - 21 Didsbury Park Manchester M20 5LH**

This item was withdrawn prior to the hearing.

### **PH/19/104. 120314/FU/2018 - 456 Wilbraham Road Manchester M21 0AG**

This application relates to the ground floor of a three storey mid parade property with residential on the upper floors. There is a small yard to the rear leading on to an alley which in turn adjoins Keppel Road

The property is located within Chorlton District Centre close to Chorlton Cross. There are commercial properties to either side and facing the site on Wilbraham Road. To the rear, separated by a narrow alley is the side elevation of a bank on Barlow Moor Road/Wilbraham Road. Excluding the bank there are nine other commercial properties in the parade of which one is a sandwich shop class A1, one a restaurant Class A3 and one a take away class A5.

Permission is sought to use the property as a café within class A3 of the Use classes Order. The premises would operate between 11.00am and 11.30pm Monday to Saturday and 11.30am to 11.30 pm Sundays and bank holidays. A flue would be provided at the rear of the property. Refuse would be stored in the rear yard. The submitted scheme includes fume extraction details and an acoustic insulation scheme.

When the application was first submitted permission was sought for a café together with a hot food take away, class A3 and A5. However, following negotiations the application has been revised and approval is now only sought for the use as a café class A3.

Officers confirmed that there were some minor changes to report to conditions 2, 3 and 11.

The applicant's agent spoke to the Committee and said that the Client will provide a National Franchise option which currently was not provided in the vicinity. They confirmed that they had addressed concerns that had been raised by officers.

The Committee expressed concerns about the concentration of A3 premises in the vicinity of this property, and asked if the concentration of the District Centre as a whole was assessed. Officers confirmed that the comparison in the report was based across the District Centre as a whole. In addition, the parade also includes an off license, opticians, butchers, cash converter, bank, Vaping shop, a sandwich shop, a hair dressing salon as well as a hot food take away and restaurant. On balance it is considered that this represents a range of services that would not be significantly affected by the opening of a further café/restaurant.

With regard to the usage, when the application was first submitted permission was sought for a café together with a hot food take away, class A3 and A5. However, following negotiations the application has been revised and approval is now only sought for the use as a café class A3. Officers confirmed that should the operator wish to extend the use to A5, a further application would be required.

The Committee noted that on previous occasions, a condition had been included to specifically restrict the use of a premises to A3 use only, and asked if such a condition could be included for this application. Officers confirmed that such a condition could be included as part of any permission granted if this was the wish of the Committee.

## **Decision**

To approve the application subject to the conditions and reasons in the report and late representation and an additional condition restricting the use of the premises to A3 use only.

### **PH/19/105. 121487/FO/2018 - Land To The Rear Of The Students Union Including The Car Park And Higher Chatham Street Manchester**

The site is located on Higher Chatham Street within the All Saints Campus of Manchester Metropolitan University (MMU). Boundary Street West and Rosamund Street West run to the north and south of the site respectively. It is adjacent to MMU's School of Art in the Benzie Building, the new Students Union and the Salutation public house. The Royal Northern College of Music is on the opposite side of Rosamund Street West. There are MMU halls of residence nearby at Cavendish, Cambridge and Sir Charles Groves Halls.

The site is 0.2 hectares and comprises highway land (Higher Chatham Street) and a surface level car park. It is used by University staff and also contains a waste storage area and cycle parking shelter. There are trees along the southern boundary. The area forms part of 'Corridor Manchester' which is a knowledge innovation district that runs along Oxford Road. The Salutation public house is not listed but is a non-designated heritage asset. The nearest listed building is the Grade II listed Righton Building which is 80m away on Lower Ormond Street. The site is not within a

conservation area. The Northern half of the site is currently adopted Highway and would require a Stopping Up Order.

The applicant's agent spoke to the Committee in support of the development, and said that this development is an integral part of the ongoing development of the University Estate, explaining the scope and concept of the proposed development. She confirmed that there would be a local labour agreement in place, secured by way of a condition.

The Committee expressed some concerns about the lack of detail about the overall masterplan, while having no objection to the building itself, but requested some more information about accessibility and replacement tree planting. The Committee asked that condition 16 be strengthened, so that the requirements were clearer with regard to the final details of the landscape and public realm works. Officers confirmed that as part of the wider Masterplan, wide ranging public realm was included with a significant level of tree planting that would mitigate the loss of trees on this site. Officers also confirmed that they would provide further details of the wider Masterplan to the Committee outside of the meeting.

The Committee also asked if an impact assessment had been carried out on the proposed road closure, and officers confirmed that an impact assessment had been carried out and that the effect had been considered acceptable. Officer also confirmed that Highways Services welcomed the stopping up of Higher Chatham Street.

The Committee queried whether the development would be overbearing on the Salutation pub, and officers confirmed that while this was not a listed building and was not in a conservation area, it had been dealt with as a non-designated heritage asset. However, the public house already sits within the context of a heavily built up area and is surrounded by buildings of varying heights. The overhang from the front of the building would allow views of the Salutation pub to be retained from the east along Boundary Street West. The relationship of the proposal to the pub is therefore considered to be acceptable.

The Committee asked whether the development would include cycle parking, and officers confirmed that although an existing cycle shelter would be lost, there are several other cycle parking facilities within the campus that could be used as an alternative. Additional cycle parking would be provided as part of ongoing masterplan works. In addition, there are 36 cycle loops provided as part of the public realm development.

## **Decision**

To approve the application subject to the conditions and reasons in the report.

**PH/19/106. 121462/FO/2018 - Plot 9A First Street Medlock Street Manchester**

This vacant site is bounded by River Street and Medlock Street in First Street. It is 0.56 hectares and comprises of hardstanding with a small amount of vegetation and was most recently used as a surface car park. It has been used for a number of years as a site compound for the construction of No.8 First Street.

The proposal involves the erection of a mixed use block comprising 22,165 sq. m of office space with a 205 bed hotel on the upper floors with ancillary, flexible commercial uses on the ground and first floors. A standalone, flexible, commercial space would be located on part of the ground and first floor including a range of active uses. The building would also include winter gardens and a rooftop garden on level 12. There would be 21 Car parking spaces and 164 cycle parking spaces within the basement.

The applicant's agent explained the scope and concept of the application. He said that this hotel and office development would be consistent with national and local planning policy, and would promote a quality neighbourhood, economic development and sustainable travel patterns. The site is appropriate for a tall building and the development would be well designed and of a high quality. It would fulfil an important role in providing hotel and office accommodation within the City Centre.

Hotel and office development would be consistent with GM Strategy's key growth priorities to meet the demands of a growing economy and population, in a well-connected location within a major employment centre. There is an identified need for these uses within the City Centre Strategic Plan and the First Street SRF. It would therefore assist in the promotion of sustained economic growth within the City.

The Committee welcomed the full access and inclusive design aspect of the application.

The Committee asked if the gas main is accessible in an emergency, and officers confirmed that the main is fully accessible at all times under the proposals.

The Committee also welcomed the suggestion of a Health Care Centre at the site, and commented that such facilities are often left out of substantial schemes.

**Decision**

To approve the application subject to the conditions and reasons in the report and the late representations.

**PH/19/107. 120635/FO/2018 - Hotspur Press 2 Gloucester Street Manchester M1 5QR**

The site comprises a vacant, former mill complex known as Hotspur Press that is bounded by the River Medlock, Gloucester Street and the Grade II Listed Altrincham Railway Viaduct. The complex was originally used for textile manufacturing and was converted to a printing press in 1903 and remained in use as such until 2011. None

of the buildings are listed or within or adjacent to a conservation area but some are non-designated heritage assets.

Officers told the Committee that there were some minor changes to the conditions, and that these were set out in the printed late representations.

The applicant's agent spoke to the Committee in support of the proposals, and explained the scope and concept of the application. The development will retain as much of the original building as possible, but given the very poor state of the building the retention will be minimal. The 1880 mill can be retained but the 1801 mill has significant issues which makes it unviable to retain more than the façade.

The applicant acknowledged the interest in the site from both the local community and as a wider historical feature, considered that a residential led mixed use development incorporating a tall building would be consistent with national and local planning policy, and would promote a quality neighbourhood, economic development and sustainable travel patterns. The site is appropriate for a tall building and the development would be well designed and of a high quality. It would fulfil an important role in providing residential accommodation within the City Centre.

The development would not have a significant detrimental impact on the settings of nearby listed buildings or on the character and appearance of the nearby listed buildings. The development would regenerate a site that is in need of investment, including retaining and refurbishing significant elements of the non-designated heritage asset, providing additional public realm and increasing permeability within the area. The proposals would also make a contribution towards the off-site provision of affordable housing via a commuted sum with a reconciliation later in the process.

The Committee commented that it would help them to have some of the more detailed drawings and pictures when determining such high profile and important applications. In addition the Committee noted the comments of the Manchester Conservation Areas and Historic Buildings Panel and Greater Manchester Archaeological Advisory Service as summarised in the report, and requested that as much of the fabric of the building be retained either for other uses, or offered to heritage organisations for preservation.

Officers confirmed that they had carefully analysed how much of the original buildings could be retained, and were satisfied that the maximum amount that could be kept and still make the scheme viable was being retained. Officers also confirmed that as much building fabric will be retained and reused as is possible.

The Committee asked for clarification as to how assets of historical significance are not overlooked during the consultation process, given that for example, Historic England is not a statutory consultee. Officers confirmed that a specialist archaeological service would be used, and that the requirements of recording anything of significance is conditioned.

The Committee also welcomed the inclusion of information about S106 contributions, and asked for clarification as to the total contribution seemed low for a development of this size. Officers confirmed that this was a very difficult building to develop and

explained that the figure in the report is the minimum that will be received, and there will be a further reconciliation as the development progressed.

The Committee asked for more information about the connection to Whitworth Street West, and officers confirmed that there will be a link but not from this site as the Railway viaduct is not within the control of the applicant.

The Committee also asked if the condition regarding the River Medlock, could be enhanced to clean up the river and make it a visual asset to the scheme, and officers confirmed that as much is being done to progress this improvement, but also reminded the Committee that the applicant can only manage the part of the river that is within this site.

## **Decision**

To approve the application subject to the conditions and reasons in the report and late representation, the finalisation of the S106 negotiations and the strengthened conditions as discussed.

### **PH/19/108. 121511/FO/2018 - Land Bounded By Water Street And The Victoria And Albert Marriott Hotel To The West, The Grade II Listed Bonded Warehouse & Railway Viaducts To The South, Atherton Street & Old Granada Studios To The East And Quay Street To The North**

The site relates to land previously occupied by ITV at Quay Street and is within St. Johns area, which has been identified as a regeneration priority by the City Council.

The application proposes to increase the height of the 8 storey component of the scheme previously approved by two floors in order to increase the amount of office space and to accommodate the requirements of a major, confirmed occupier. It would not amend the 36 storey tower and the revised office building could be implemented in conjunction with the approved tower.

The proposal maintains the approved concept with the same general building footprint and interconnected components but has been modified to respond to the end users needs. The number of cores have been reduced and internal bridge links have been replaced with usable floorspace which has created a more efficient building. The atria has been replaced by external terraces to improve amenity.

The applicants agent spoke to the Committee and said that this would deliver a global digital transport hub, and much needed employment.

The Committee asked how the site would be landscaped, and officers confirmed that this would be dealt with as part of the wider public realm improvements in the vicinity.

## **Decision**

To grant the application subject to the conditions and reasons in the report and the late representations.

**PH/19/109. 121014/FO/2018 & 121015/LO/2018 - 12 - 16 Piccadilly Manchester M1 3AN**

This item was deferred to allow for a further period of consultation.

**PH/19/110. 121647/FO/2018 - 1 - 4 Sagar Street Manchester M8 8EU**

The Committee considered that the report did not provide them with sufficient information regarding the location and logistics at the site, and the impact on existing businesses, so deferred the matter to allow for a site visit.

**Decision**

To defer the matter to allow a site visit.

**PH/19/111. 121085/FO/2018 - Land To The Rear Of Crumpsall Constitutional Club Linn Street Manchester M8 5SN**

The application site measures approximately 0.24 ha in size, is fairly uniform regular in shape and is located with a street frontage onto Linn Street in the Crumpsall ward of the City. The site is comprised of a former private bowling green that forms part of the wider Crumpsall Constitutional Club site. The Club itself is located on Landsdowne Road, however the club house does not form part of the application site and would remain as a separate entity.

The bowling green itself has not been used for some time and has fallen into disrepair. The site has become overgrown and is now a mixture of grass and self seeded shrubs and plants. The trees that were previously planted across the site have all been felled recently, but before the submission of this planning application.

The applicant's agent spoke in support of the proposals and said that these would be affordable apartments which would help to meet local residential needs. He said that the scheme is no more dense than the surrounding area, and that they had sought to work positively with officers without any feedback. He said that officers had advised that they not complete a consultation process, but that they were then criticised by Ward Councillors for not doing so.

He also told the Committee that this development was the only viable option for the site, otherwise it would be abandoned.

Councillor Nasrin Ali spoke in objection to the proposals and said that prior to the application all mature trees had been felled. She pointed out that the shared ownership proposals would not be affordable as it was based on being offered for private rent or sale.

Councillor Ali also pointed out that the area was heavily congested and that this scheme and the traffic it would generate would only make the matter much worse. She said that local residents acknowledge that they need more housing, but did not support this development in this location. She asked the Committee to support the officers recommendation for refusal.

Officers confirmed that there was no guarantee that the apartments would be affordable, as this would require a S106 agreement to be agreed to be enforceable.

Officers advised the Committee that they had not yet reached the point of being able to interrogate a viability assessment, and they were still not satisfied that all the other concerns they raised had been satisfied. There is no alternative scheme on the table to be assessed. Officers also confirmed that all policies are applied on a case by case basis, which officers do not think that the circumstances of this proposal are appropriate for the scheme on offer.

The Committee concluded that the demand in the north of the City is for the provision of family housing, and that the proposed development for a high density apartment scheme is unacceptable in principle. The applicant has not made a case for high density development and the accommodation does not follow the principles of traditional family dwellinghouses suitable for supporting families and sustainable communities. Therefore, the proposed development is considered to be contrary to policies SP1, H1 and H3 of the Core Strategy.

The Committee further concluded that the proposed development is an inappropriate form of development which represents overdevelopment of the site and does not take into account the context of the site and is not informed by its surroundings, having a poor relationship with adjoining residential properties.

The impact of this high density, overdeveloped site would be seriously detrimental to the character, context and visual amenity of the neighbourhood and surrounding area, and would not result in the positive and successful regeneration of the area. It is considered that the development would have an adverse impact upon the amenity of surrounding residents, due to its height, scale, and close location to the site boundaries, which would result in problems of overlooking and loss of outlook from adjoining properties and their garden areas. In addition the creation of 28 apartments would lead to a significant intensification in general activity at the site, compared to the previous use, with the resulting increase in noise, all of which would have a detrimental impact upon the amenities of surrounding residents, contrary to policies SP1 and DM1 of the Manchester Core Strategy and saved policy DC26 of the UDP.

## **Decision**

To refuse to grant the application for the reasons given in the report and the late representation.

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