

<b>Application Number</b>	<b>Date of Appln</b>	<b>Committee Date</b>	<b>Ward</b>
121857/FO/2018	15th Nov 2018	14th March 2019	Hulme Ward

**Proposal** Erection of a twelve-storey purpose built student accommodation building comprising 97 units with roof top terrace and associated landscape and highway works, following demolition of existing structures

**Location** 84 Cambridge Street, Manchester, M15 6BP

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

**Agent** Mr Ryan McTeggart, GL Hearn, Vantage Point, 4 Hardman Street, Spinningfields, Manchester, M3 3HF

### **Description**

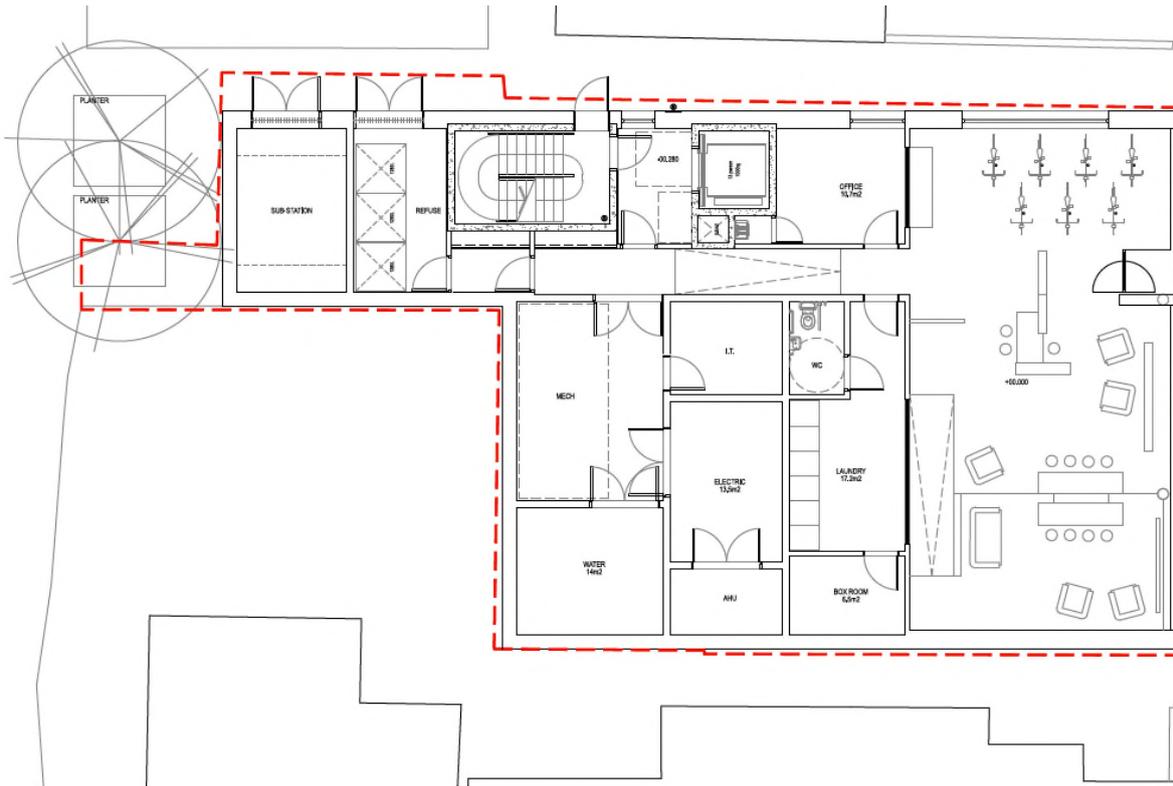
The site lies in on the west side of Cambridge Street in Hulme, just north of the junction with Cavendish Street and to the south of the Mancunian Way. The site is viewed in the context of the Mancunian Way and Manchester City Centre when approaching Manchester from the south.

The site measuring 0.3 hectares comprises a vacant public house known as the Church Inn, the pub closed in March 2016. The site is bounded by student accommodation blocks immediately to the north (Cambridge House) and south (Manchester House), Cambridge Street to the east with Manchester Metropolitan University student accommodation and facilities on the opposite side of the street. To the west lies a housing estate managed by One Manchester, the site immediately adjoins the turning head to Bristle Street and lies in close proximity to property on Elmdale Walk and Dalesman Walk.

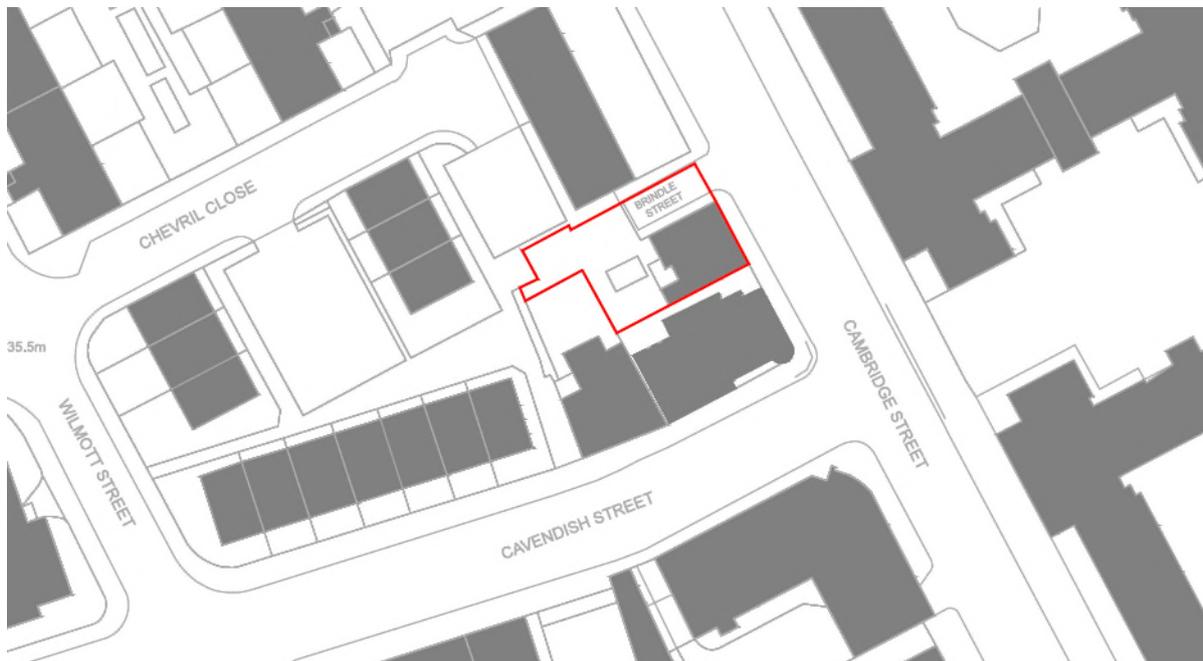
The proposal comprises the demolition of the Church Inn and redevelopment of the site to create a twelve-storey purpose built student accommodation building comprising 97 units with roof top terrace and associated landscape and highway works.

A total of 97 student rooms would be provided within the development, arranged in 25 studios and 36 two bed clusters with en-suite facilities. The development would provide communal areas in the form of a reception, lounge, office, box room, laundry, cycle storage for 16 cycles, toilet and bin store at ground floor and common room with roof terrace to the 11<sup>th</sup> floor. There would be an electricity substation incorporated to the west of the ground floor.

The proposed building would occupy the majority of the site with the main entrance facing Cambridge Street. It would occupy the unadopted highway known as Brindle Street that sits immediately to the north of the existing Church Inn building to accommodate the building (the applicant is in the process of acquiring this land). The rear garden would also be occupied by development. There are two category B trees (a Wild Cherry and a Grey Elder) to the rear boundary of the site with Elmdale Walk that would be removed as a result of the development proposals.



**(Ground Floor Plan)**



**(Site Context)**



### **(Street View Visualisation)**

### **Consultations**

Publicity – The development was advertised in the Manchester Evening News as a major development. A site notice was placed next to the site boundary. A map showing the extent of residents and businesses notified of the application is set out at the end of this report.

### **Residents**

84 letters of objection have been received to the development proposal on the following grounds:

- Loss of historic building, with original features, that will have a detrimental impact upon the character of the area. The frontage should be retained. The building is a heritage asset of community value and the application equates to vandalism of important social fabric as there are too few public houses. MMU own the two nearest pubs and would commercially benefit from the demolition of the Church Inn.
- No more student accommodation, there is a decline in the environment with social disruption and street litter. This development does not provide community benefit. There is a need for social housing. Existing residents are being forced out.
- The dense development is out of scale, the building dwarfs surrounding structures, glass should not be used in construction, the replacement building is not of excellent design quality.

- Impact on privacy and light to neighbouring buildings specifically on Elmdale, Dalesman and Broomwood Walk, where vulnerable occupants (children / elderly) reside and play outside. The levels of loss of light are beyond those acceptable having regard to BRE standards and it is odd that students within the student accommodation blocks to either side apparently deserve less right to light as a transitory population.
- Congestion on roads, too many people in a restrictive area overstretching local services. There will be disruption during construction.
- Servicing entrances to the building are closes to the residential area with associated nuisance
- The building does not lie within the City Centre and should not be considered as such.
- The scheme would affect TV reception.
- The loss of the trees takes away an existing screen to the residents to the rear
- The scheme is not policy compliant.
- A site visit is requested by committee members to fully appreciate the local impact.

A petition with 62 signatures has been received stating that:

We the undersigned, ask for permission to be refused on the grounds that the size, scale, mass and density of the proposal would cause an unacceptable loss of amenity to all its neighbours including:

- Reductions in daylight below recommended levels
- Massive overshadowing, overlooking and loss of privacy inside properties and gardens
- No provision for adequate means of access for the increased traffic generation due to servicing the building and parking which would compromise safety
- Noise disturbance and anti-social behaviour of such a dense population of teenagers on local elderly and child residents.

One neutral comment was received stating that student accommodation was highly sustainable and accessible in this location but raised queries in relation to the ground floor facing Cambridge Street which they did not consider to be an active frontage or to provide a community hub as the current facility could. The comment went on to state the Cambridge Street elevation is too thin, and leaves a noticeable large gap in the streetscape, when the planning department should be creating a street 'wall'. The comment also stated that the scheme should consider landscaping, cycle lane, the pedestrian environment and crossing points.

### **Campaign for Real Ale**

Trafford and Hulme branch of CAMRA objects to the above application on the basis that it will involve the loss of a public house in an area that has already seen a number of recent closures (the Junction and the Whalley), leaving just a handful of pubs in the Hulme area. If it is lost, there are only four remaining pubs, the nearest being the Salutation which is in the ownership of MMU and leaves neither significant competition nor a facility specifically catering for non-student local residents. Further afield, there is the 3 Legs of Man, and the Ducie Arms and Old Abbey Taphouse on

the southern fringes of the Hulme area are a significant walk away.

The branch would also disagree with the findings of the historic building report submitted with the application. Whilst the building may not be worthy of listing, its main facade is interesting and attractive, and represents the last vestige of the Edwardian era in an area that has undergone extensive redevelopment over many decades.

GL Hearn's argument that the pub is not viable due to past problems of anti-social behaviour is neither evidenced nor a valid one for changing the use. This is entirely a matter of how the pub and the surrounding area have been managed and there is no reason why the pub could not be viable again given the right approach. In particular, we urge the Council to apply CAMRA's public house viability test (please see attached) to ensure this judgement rests on a proper evidence base. For instance, have there been any serious attempts to market the pub as a going concern?

Despite the fact that the pub has been closed for a few years now, there has been vocal support for it within the Manchester Shield Facebook group, as well as within CAMRA circles, reflecting the fact that its value has not been forgotten.

Finally, a small point but potentially an important one. It is disappointing that the application fails to mention the words 'Church Inn' in its title and therefore deflecting attention away from the fact that this is a proposal involving the loss of a public house, an important local facility. It is notable that at a time when the country has lost a quarter of its entire stock of public houses in the past 10 years and continues to lose them at a rate of 18 per week, forward looking cities such as London are making specific planning policy commitments to preserve the public houses they have left. CAMRA would urge Manchester to do the same.

### **Highway Services**

Directly adjacent to the development site, No Waiting at any time restrictions are operational, with No Loading during the morning and evening peak periods. Adopted highway extends to the building line, with comprehensive footways and street lighting.

For the avoidance of doubt, all external doors (with the exception of fire doors) should be inwardly opening, in order to prevent obstruction to passing footway users.

### **TRIP GENERATION AND JUNCTION CAPACITY:**

It is accepted that the proposed development is likely to generate only a negligible increase in traffic accumulation, given the car-free nature of the development. As such, any slight increase in trips can be absorbed on the existing network with no significant implications.

The Transport Statement indicates that in comparison to the former public house use, the proposed development is anticipated to have a total two way trip generation

of 1 vehicular movement during the PM peak hour and a total daily flow of 14 vehicles, with a significant reduction in vehicle trips across the day.

HFAS (Highway Forecasting and Analytical Services) and UTC (Urban Traffic Control) were consulted in relation to the trip generation and junction capacity assessments and confirmed that trip levels present an accurate assumption.

#### SITE ACCESSIBILITY:

The site is in a highly sustainable city centre location with a high level of public transport provision including city centre shuttle buses, high frequency local bus services, national coaches, Metrolink trams and local, regional and national train services.

Accident data has been considered which indicates no significant highway safety concerns within the last 5 year period.

#### OFF-SITE HIGHWAYS WORKS:

All amendments to the adopted highway will be subject to Section 278 Agreement

- **FOOTWAY IMPROVEMENTS:** Highways would recommend that the footway across the perimeter of the site be resurfaced as part of the development.

#### PARKING:

It is understood from the application and supporting documentation that this development will be car free, therefore there will be no on site provision offered.

Given the nature of this development, low levels of vehicle ownership are anticipated and given its accessible location, this is deemed to be acceptable to the Highways Team. It is recommended that the operator monitors demand for potential leased parking with nearby operators as part of the Travel Planning Strategy.

Car Club provision has been referenced within a walkable radius of the site, the use of which should be fully promoted through a Travel Plan.

The inclusion of one off site disabled bay is considered appropriate for the scale of the development.

Chevril Close currently offers 16 Resident Parking bays (underpinned by associated TRO) in an echelon arrangement to the northern side of the carriageway. In principle, Highways accept the proposed addition of a disabled bay in this location, to replace an existing RP bay.

#### PICK-UP/ DROP-OFF:

The TS provides no commentary regarding the intended location for vehicles to load and therefore further information is sought.

Given the end users of the site, it is likely that there will be high levels of pick-up/ drop-off activity and therefore it is recommended that a pick-up/ drop-off strategy is agreed with MCC Highways and conditioned to any future consent, in order to cater for these vehicles.

Although some reference has been made to check in/out during key enrolment periods within a Student Management Plan, it is recommended that this be conditioned to any future consent of the application as it is likely to generate increased amounts of vehicular traffic to and from the site.

#### CYCLE PARKING:

The level of cycle parking is acceptable for the development. There are 28 spaces to be offered on-site (equating to circa 28% provision), with an additional 8 spaces to be provided within the MMU Campus on Brompton Docks (36 spaces equating to 37% cycle parking provision). This is in-line with comparable student residential developments. The indicative location of the cycle storage within the building is accepted.

#### REFUSE AND SERVICING:

Highways have been in discussion with the applicant to discuss refuse collection and servicing at the application site.

#### BASEMENT / STRUCTURES:

It is recommended that discussion is held with MCC's Structures Team. Should there be any excavations and former cellars adjacent to the highway.

#### CONSTRUCTION MANAGEMENT:

A Construction Management Plan should be provided by the applicant prior to any construction works beginning. The Construction Management Plan should detail the phasing and quantification / classification of vehicular activity associated with planned construction. This should include commentary on types and frequency of vehicular demands together with evidence (including appropriate swept-path assessment) of satisfactory routeing both within the site and on the adjacent highway. The document should also consider ongoing construction works and contractor parking in the locality.

It is also requested the applicant provides a dilapidation survey as part of the Construction Management Plan document. The survey should include photographs and commentary on the condition of carriageway / footways on construction vehicle routes surrounding the site.

It is recommended that the above is conditioned and attached to any planning permission that may be granted.

#### TRAVEL PLAN:

A framework Travel Plan has been prepared which sets out a list of potential measures that could be implemented to influence modal choice, and a management strategy for producing a full Travel Plan in the future.

A number of sustainable travel initiatives are proposed to encourage against reliance on car travel to access the development. It is important to influence travel patterns at the beginning of occupation. If the Travel Plan is to be successful, it will be dependent on establishing a culture of sustainable travel behaviour at the outset, rather than on changing already established travel practices. The success of the travel plan measures will depend on their effective delivery and commitment from the occupiers and therefore robust arrangements for the implementation and running of the Travel plan need to be included from the outset, in the plan itself, including:

- A travel plan budget and resources for the day to day implementation and management of travel plan measures.
- Appropriate management structures.
- Detailed timeframes for delivery.
- Travel plan handover arrangements when developer responsibility ceases.
- Target and monitoring arrangements.

Should the application be approved, it is suggested that further development, submission, implementation and monitoring of the Travel Plan be attached as conditions of any planning consent.

Highways suggest conditions relating off-site Highways Works, Cycle Storage, Servicing Management Strategy, Student Management Plan (Enrolment periods), Pick-up/ Drop off Strategy, Construction Management Plan and Travel Plan.

### **Environmental Health**

Recommend conditions relating to construction management, external equipment and contaminated land. Environmental Health have assessed the information with regards to lighting, acoustic insulation, refuse and air quality that has been submitted to accompany the application and consider it to be acceptable.

### **MCC Flood Risk Management**

Conditions are recommended relating to surface water and maintenance of a sustainable urban drainage scheme.

### **Greater Manchester Police**

Any comments received will be reported to Committee

### **Arboricultural Section**

Any comments received will be reported to Committee

### **Greater Manchester Ecology Unit**

The ecological assessment of the site has been undertaken by suitably qualified consultants and was to appropriate standards.

The building to be demolished has been assessed as having only low potential to support bats, although not negligible. The recommendation is that as a precautionary

measure any demolition method statement prepared for the development should include specific actions to be taken to avoid any possible harm to bats during demolition. I would support this recommendation and would advise that the details of these measures be required by means of a condition placed on any approval granted to the development. Once approved the demolition method statement must be implemented in full.

The two trees on the application site are not of particularly high quality but they are in an area where tree cover is sparse. Compensation should therefore be sought for any tree losses.

## **Policies**

### **Relevant Local Policies**

#### **Local Development Framework**

The relevant development plan in Manchester is the Core Strategy Development Plan Document 2012-2027 (the "Core Strategy"), adopted in July 2012, and the saved policies from the Manchester Unitary Development Plan (UDP), adopted July 1995. The Core Strategy is the key document and sets out the long term strategic planning policies for Manchester's future development. A number of UDP policies have been saved until replaced by further development plan documents to accompany the Core Strategy. Planning applications in Manchester must be decided in accordance with the Core Strategy, saved UDP policies and other Local Development Documents. The proposals are considered to be consistent with the following Core Strategy Policies SP1, EN1, EN2, EN3, EN4, EN6, EN9, EN14, EN15, EN16, EN17, EN18, EN19, T1, T2, DM1 and H12.

Policy SP1 - Spatial Principles. This sets out the key special principles which will guide the strategy. Development in all parts of the City should "make a positive contribution to neighbourhoods of choice including creating well-designed places that enhance or create character, make a positive contribution to the health, safety and wellbeing of residents, consider the needs of all members of the community regardless of disability and protect and enhance the built and natural environment." The development would reuse previously developed land to improve the built environment and local character.

Policy EN1 - Design Principles and Strategic Character Areas. The site currently has a building on site with a façade that has historic architectural features. However, the building lies empty and has no remaining historical features internally. The building currently has a negative impact and there is an opportunity to enhance the area. The proposal involves a good quality design, and would enhance the character of the area and the overall image of Manchester. The design responds positively at street level. The positive aspects of the design are discussed in more detail below.

Policy EN 2 - Tall Buildings. The proposed development would have a high standard of design quality, be appropriately located within the site, contribute positively to sustainability, contribute positively to place making and would bring significant regeneration benefits.

Policy EN3 – Heritage. The proposal would have an impact on a non-designated heritage asset. This is discussed in more detail later in the report.

Policy EN4 - Reducing CO2 Emissions by Enabling Low and Zero Carbon Development. The proposal would follow the principle of the Energy Hierarchy to reduce CO2 emissions.

Policy EN6 - Target Framework for CO2 reductions from low or zero carbon energy supplies. The development would comply with the CO2 emission reduction targets set out in this policy.

Policy EN 8 - Adaptation to Climate Change. The energy statement sets out how the building has been designed to consider adaptability in relation to climate change.

Policy EN9 - Green Infrastructure. The development includes tree planting and landscaping to a roof terrace.

Policy EN14 - Flood Risk. A Flood Risk Assessment has been submitted and this is discussed in more detail below.

Policy EN15 - Biodiversity and Geological Conservation. The redevelopment would have an acceptable impact upon possible roosting bats and breeding birds on the site subject to conditions.

Policy EN16 - Air Quality. The proposal would be highly accessible by all forms of public transport and reduce reliance on cars and therefore minimise emissions from traffic generated by the development.

Policy EN17 - Water Quality. The development would not have an adverse impact on water quality. Surface water run-off and grounds water contamination would be minimised.

Policy EN18 - Contaminated Land and Ground Stability. A site investigation, which identifies possible risks arising from ground contamination has been prepared.

Policy EN19 – Waste. The development would be consistent with the principles of waste hierarchy. In addition the application is accompanied by a Waste Management Strategy.

Policy T1 - Sustainable Transport. The development would encourage a modal shift away from car travel to more sustainable alternatives.

Policy T2 - Accessible Areas of Opportunity and Need. The proposed development would be easily accessible by a variety of sustainable transport modes and would help to connect residents to jobs, local facilities and open space.

Policy DM1 - Development Management. This sets out the requirements for developments in terms of sustainability and outlines a range of general issues that all

development should have regard to. Of these, the following issues are or relevance to this proposal:

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

These issues are considered full, later in this report.

Policy H12 - Purpose Built Student Accommodation. The provision of new purpose built student accommodation will be supported where the development satisfies the criteria below. Priority will be given to schemes which are part of the universities' redevelopment plans or which are being progressed in partnership with the universities, and which clearly meet Manchester City Council's regeneration priorities.

1. Sites should be in close proximity to the University campuses or to a high frequency public transport route which passes this area.
2. The Regional Centre, including the Oxford Road Corridor, is a strategic area for low and zero carbon decentralised energy infrastructure. Proposed schemes that fall within this area will be expected to take place in the context of the energy proposals plans as required by Policy EN 5.
3. High density developments should be sited in locations where this is compatible with existing developments and initiatives, and where retail facilities are within walking distance. Proposals should not lead to an increase in on-street parking in the surrounding area.
4. Proposals that can demonstrate a positive regeneration impact in their own right will be given preference over other schemes. This can be demonstrated for example through impact assessments on district centres and the wider area. Proposals should contribute to providing a mix of uses and support district and local centres, in line with relevant Strategic Regeneration Frameworks, local plans and other masterplans as student accommodation should closely integrate with existing neighbourhoods to contribute in a positive way to their vibrancy without increasing pressure on existing neighbourhood services to the detriment of existing residents.
5. Proposals should be designed to be safe and secure for their users, and avoid causing an increase in crime in the surrounding area. Consideration needs to be given to how proposed developments could assist in improving the safety

- of the surrounding area in terms of increased informal surveillance or other measures to contribute to crime prevention.
6. Consideration should be given to the design and layout of the student accommodation and siting of individual uses within the overall development in relation to adjacent neighbouring uses. The aim is to ensure that there is no unacceptable effect on residential amenity in the surrounding area through increased noise, disturbance or impact on the street scene either from the proposed development itself or when combined with existing accommodation.
  7. Where appropriate proposals should contribute to the re-use of Listed Buildings and other buildings with a particular heritage value.
  8. Consideration should be given to provision and management of waste disposal facilities that will ensure that waste is disposed of in accordance with the waste hierarchy set out in Policy EN 19, within the development at an early stage.
  9. Developers will be required to demonstrate that there is a need for additional student accommodation or that they have entered into a formal agreement with a University, or another provider of higher education, for the supply of all or some of the bed spaces.
  10. Applicants / developers must demonstrate to the Council that their proposals for purpose built student accommodation are deliverable.

The proposals are in accordance with this policy and this is discussed in detail below.

### **Saved UDP Policies**

DC26 - Development and Noise. States that the Council intends to use the development control process to reduce the impact of noise on people living and working in the City. In particular, consideration will be given to the effect of new development proposals which are likely to be generators of noise. Conditions will be used to control the impacts of developments.

The proposal has been designed to minimise the impact from noise sources.

It is considered that the proposal is consistent with the policies contained within the UDP.

### **National Planning Policy Framework**

The NPPF sets out the Government's planning policies for England and how these are expected to be applied. The NPPF was revised in July 2018 and is a material consideration in the determination of all planning applications.

There are three overarching objectives to sustainable development: economic, social and environmental:

- an economic objective, contributing to building a strong, responsive and competitive economy, by ensuring that sufficient land of the right type is available in the right places and at the right time to support growth, innovation; and improved productivity ; and by identifying and coordinating the provision of infrastructure;

- a social objective, supporting strong, vibrant and healthy communities, by ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generations; and by fostering a well-designed and safe built environment, with accessible services and open spaces that reflect current and future needs and support communities' health, social and cultural well-being; and
- an environmental objective, contributing to protecting and enhancing our natural, built and historic environment; including making effective use of land, helping to improve biodiversity, use natural resources prudently, minimising waste and pollution, and mitigating and adapting to climate change including moving to a low carbon economy.

So that sustainable development is pursued in a positive way, at the heart of the Framework is a presumption in favour of sustainable development.

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

Paragraph 109 states that development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe. Within this context paragraph 110 states that applications for development should give priority first to pedestrian and cycle movements, both within the scheme and with neighbouring areas; and second – so far as possible – to facilitating access to high quality public transport, with layouts that maximise the catchment area for bus or other public transport services, and appropriate facilities that encourage public transport use.

Paragraph 117 indicates that planning decisions should promote an effective use of land in meeting the need for homes and other uses, while safeguarding and improving the environment and ensuring safe and healthy living conditions. Including giving substantial weight to the value of using suitable brownfield land within settlements for homes and other identified needs, and support appropriate opportunities to remediate despoiled, degraded, derelict, contaminated or unstable land.

Paragraph 127 confirms that planning decisions should ensure that developments: will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development; are visually attractive as a result of good architecture, layout and appropriate and effective landscaping; are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities); establish or maintain a strong sense of place, using the arrangement of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit; optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development; create places that are safe, inclusive and accessible and which

promote health and well-being, with a high standard of amenity for existing and future users; and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience.

Paragraph 197 states that the effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that directly or indirectly affect non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset.

The NPPF states that where proposed development accords with an up-to-date Local Plan it should be approved. The proposals would create additional residential accommodation in a sustainable location and as set out in this report are indicated as being in accordance with the up to date Core Strategy Development Plan Document and therefore accord with the main principles and expectations of the revised National Planning Policy Framework.

### **Other Material Considerations**

#### **Guide to Development in Manchester Supplementary Planning Document (SPD) and Planning Guidance (April 2007)**

Part 1 of the SPD sets out the design principles and standards that the City Council expects new development to achieve, i.e. high quality developments that are safe, secure and accessible to all. The SPD states that proposals should seek to ensure that the use of the building reflects their purpose and the place in which they are located. Development should enliven and define neighbourhoods and promote a sense of place. Development should have regard for the location of sustainable public transport and its proximity. In relation to crime issues, the SPD requires that prevention measures should be demonstrated, and include the promotion of informal surveillance, CCTV, good lighting and stewardship.

#### **The Manchester Green and Blue Infrastructure Strategy (GandBIS)**

The GandBIS sets out objectives for environmental improvements within the City in relation to key objectives for growth and development.

Building on the investment to date in the city's green infrastructure and the understanding of its importance in helping to create a successful city, the vision for green and blue infrastructure in Manchester over the next 10 years is: By 2025 high quality, well maintained green and blue spaces will be an integral part of all neighbourhoods. The city's communities will be living healthy, fulfilled lives, enjoying access to parks and greenspaces and safe green routes for walking, cycling and exercise throughout the city. Businesses will be investing in areas with a high environmental quality and attractive surroundings, enjoying access to a healthy, talented workforce. New funding models will be in place, ensuring progress achieved by 2025 can be sustained and provide the platform for ongoing investment in the years to follow.

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

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

### **Central Manchester Strategic Regeneration Framework**

This Strategic Regeneration Framework sets a spatial framework for Central Manchester within which investment can be planned and guided in order to make the greatest possible contribution to the City's social, economic and other objectives and identifies the Southern Gateway area, within which the site sits, as one of the main opportunities that will underpin the Framework, which is extremely important for Central Manchester, the city as a whole and the surrounding area. It is considered that the application proposals will contribute significantly to achieving several of the key objectives that are set out in the Framework, including creating a renewed urban environment, making Central Manchester an attractive place for employer investment, and changing the image of Central Manchester.

### **Oxford Road Strategic Spatial Framework**

This Strategic Spatial Framework adopted in March 2018 can be used to guide decision-making on planning applications.

At figure 2 the site is identified as a site for increased density opportunity.

Paragraph 4.15 states that where the density of development increases, it should be noted that a further premium must be placed on the quality of design and public realm. In development management terms, new development must respond to its context, be mindful of the amenity of all users and existing residents, and contribute positively to public realm and permeability including with surrounding neighbourhoods. Higher density development must have particular regard to architectural quality and consider microclimatic effects carefully. Whilst high density forms of development can be inherently sustainable, strategies must be in place to maximise energy efficiency, carbon reduction and to deal with climate change issues such as green infrastructure, drainage / use and ongoing effective maintenance of Sustainable Urban Drainage Systems (SuDs).

Paragraph 4.16 states that any proposals for taller buildings must be able to robustly satisfy the firmly established criteria for assessing the merits of tall buildings within national and local planning policy guidance, including Manchester City Council's Core Strategy Policy EN2 Tall Buildings and Historic England Advice Note 4 on Tall Buildings. In assessing tall buildings, this means that particular emphasis will be placed on:

- Understanding effects on the historic environment through a visual impact analysis and assessment of verified key views.
- Ensuring that microclimatic effects in terms of wind and sunlight / daylight, do not have an adverse effect on the safety, comfort or amenity of the area.
- Proposals for tall buildings will need to be sustainable. In terms of energy use, the City Council's policy standards will be expected to be properly addressed and where possible surpassed.
- Landmark buildings will need to be of the highest architectural quality and have a positive relationship to the City's skyline.
- They should contribute to the legibility of the area, and the provision of public space and high quality public realm.
- The design needs to be credible and therefore demonstrably deliverable.
- Tall building proposals within key city centre regeneration areas such as
- Oxford Road Corridor should have clearly identified regeneration benefits.

### **Legislative requirements**

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.

**Environmental Impact Assessment - The Town and Country Planning (Environmental Impact Assessment) Regulations 2017** specifies that certain types of development require an Environmental Impact Assessment (EIA) to be undertaken.

The proposal is below the thresholds at Schedule 2 of the EIA Regulations and it is not located within a 'sensitive area,' as such, the proposals do not comprise 'Schedule 2 development' and a Screening Opinion was not sought.

Having taken into account the EIA Directive and Regulations it is therefore considered that an Environmental Assessment is not required in this instance.

### **Issues**

#### **Principle of student accommodation**

The application site is unallocated previously developed land, located within a sustainable location characterised by a range of types and sizes of residential accommodation and is immediately adjoining Manchester Metropolitan University and its Halls of Residence.



**(Photograph of site as existing)**

The proposed development is therefore well connected to and in close proximity to the University Campus and would satisfy the requirements of point 1 of Policy H12.

This development would be energy efficient and achieve BREEAM very good. It is considered therefore that the proposal would meet the requirements of point 2 of Policy H12.

The principle of a high density development has been established by the Oxford Road Strategic Spatial Framework. The site is highly sustainable and close to a wide variety of amenities and services, as well as public transport. The target population is expected to have zero levels of car ownership. Along with the provision of cycle parking and a Travel Plan, it is expected, therefore, that the proposal would not result in an increase in on-street parking in the surrounding area. It is considered therefore that the proposal would meet the requirements of point 3 of Policy H12.

The site lies on a key gateway route from the south into the City Centre. It currently has a negative impact on the local community and creates a poor quality built environment and issues of crime and safety. The redevelopment of the site would have a hugely beneficial impact on the area, improve the perception of the City at a key location and improve the vitality and safety of the surrounding streets. It is considered therefore that the proposal would meet the requirements of point 4 of Policy H12.

The development would improve safety and security in the area. A condition should require compliance with the Crime Impact Statement and Secured by Design accreditation. It is considered therefore that the proposal would meet the requirements of point 5 of Policy H12.

The applicant is an established provider of purpose built student accommodation with an understanding of how to appropriately integrate such developments into existing urban areas. A detailed Management Strategy accompanies the application controlling the management and operation of the development. The development would be subject to appropriate acoustic insulation levels. It is considered therefore that the proposal would meet the requirements of point 6 of Policy H12.

There are no listed buildings in the vicinity of the site. The Church Inn building on the site, to be demolished, whilst being a historic building with some features of interest retained to the façade does not have any interior features of historic value retained. The building in its current disused state that is an attractor for anti-social behaviour and does not contribute positively to the street scene or to the character of the local area. Therefore point 7 of Policy H12 is not considered to be complied with.

Waste would be stored at ground level in an accessible stores. A private waste collection service would remove waste from the site twice a week. It is considered therefore that the proposal would meet the requirements of point 8 of Policy H12.

Alumno have demonstrated in their supporting information that there is a need for additional student accommodation, the development would be in the immediate vicinity of the Manchester Metropolitan University campus. Commercial negotiations between MMU and the applicant are ongoing and there is potential for MMU to take a long lease on the building. If agreed, the building would be managed as part of MMU's wider residential portfolio, including 24/7 staffing and security. It is considered that point 9 of policy H12 is satisfied.

In terms of the deliverability of the scheme, Alumno have provided supporting information and have supplied credentials. It is considered that the proposal would meet the requirements of point 10 of Policy H12.

### **The need for student accommodation**

The supporting Study of Needs documentation with this application states that according to the evidence, the gap in provision of bed spaces in Manchester is over 38,000.

This application seeks to accommodate 97 bed spaces. There is an established need for purpose built student accommodation.

Therefore subject to consideration of the detailed matters set out below the principle for the redevelopment of previously developed land for student accommodation is considered to be acceptable.

### **Consultation**

The application is accompanied by a Planning Statement and Statement of Community Engagement that sets out that prior to submitting the application the developer met with local Members and One Manchester Housing Association. They held a focus group with current students at Manchester Metropolitan University and held a public exhibition at Hornchurch Court Community Room, a communications company commissioned by the applicant also conducted door to door visits to local residents. Details of an extensive area for a letter drop that was undertaken and a press release placed in the Manchester Evening News have also been provided.

The City Council have consulted individual properties directly affected by the proposals.

## Tall Buildings Assessment

One of the main issues to consider in assessing the scheme is whether this is an appropriate site for a tall building. The proposal has been thoroughly assessed against the City Council's policies on tall buildings, the NPPF and the following criteria as set out in the Guidance on Tall Buildings Document published by English Heritage and CABI in July 2007.

## Height and Scale



The development proposal would comprise a 12 storey building measuring c.40m in height.

The site currently accommodates a two storey public house, which is conspicuous by its small stature, having regard to surrounding buildings. The student accommodation blocks to the south and north are five storey in height. The halls of residence to the east are four storey with five storey features. To the west the social housing units and the rear of the Best One premises fronting Cavendish Street are three storey in height. Views to the north are dominated by the Mancunian Way and the eight storey Manchester Metropolitan University Business School Building.



**(View of the proposed development from Cambridge Street towards the City Centre)**



**(View of the proposed development from Cambridge Street towards the South)**



**(View of the proposed development from south towards the City Centre)**

To the south stands the Crowne Plaza, a 19 story building located on Booth Street West and to the west the residential Hornchurch Court stands at 15 storeys. Planning permission has also recently been approved for the construction of a part 6, part 11 and part 16 storey building comprising 491 student bed spaces (application 120896/FO/2018) on Stretford Road (Birley Fields Plot E) approximately 160 m to the west of the site.

The site has been identified as a site for high density development in the Oxford Road Strategic Spatial Framework. It is considered that the development proposals will be acceptable in urban design terms having regard to the context of the buildings of varying heights in the skyline associated with the Inner Ring Road, the City Centre and the Oxford Road Corridor.

The revised National Planning Policy Framework at paragraph 123 sets out that where there is an existing shortage of land for meeting identified housing needs it is especially important that planning policies and decisions avoid homes being built at low densities, and ensure that developments make optimal use of the potential of each site.

The design of the building focusses on high quality materials to complement the local architectural materiality and vernacular which is characterized by the Manchester red brick.

On the main Cambridge Street elevation, the building would be red and grey. It is proposed that the walls of the taller element (to the north) is built from a variegated red brick. The lower element (to the south) would be constructed using grey precast concrete. Between these there would be a black brick panel and aluminium composite windows with glazed spandrels.

The facade of the ground floor podium would be predominately glazed. The north and south elevations would predominately comprise red brick and the west elevation would replicate the treatment to the Cambridge Street elevation.

A signage strategy has been submitted which fully incorporates wayfinding into the design of the building in the form of a large feature 84 to the façade and any further signage being incorporated into the ground floor facade glazing.

It is considered that the design of the proposed development is complimentary to the immediate local context whilst providing a building of good architectural quality, providing a landmark building in a prominent gateway location in accordance with policy.

### **Loss of Public House**

A large number of the responses received in relation to the application (including from the Campaign for Real Ale) related to the loss of the Church Inn Public House on site. The premises has not operated as a Public House since March 2016 when it was the subject of a violent armed robbery.

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

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

In the case of the Church Inn Public House, the premises is not listed by the Council as a 'community asset'. It is understood that the premises ceased trading in 2016 and has been closed ever since.

Whilst it is believed the building was initially marketed for reoccupation, no interest was substantiated and realistically, the building is highly unlikely to be reoccupied for its original use. The building is situated on the edge of the city centre, where a plethora of public houses and bars are present. A feasibility report to this effect has been submitted to accompany the planning application.

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

### **The Heritage of the Public House**

The application was accompanied by a Heritage Assessment that was proportionate to the merits of the case. The building was constructed in the c.1820's as a dwelling and was converted to a Public House in 1852. The principal elevation was replaced in 1900, hence the terracotta high level sign stating Church Inn 1900. A two storey extension to the rear was added in 1986. A single storey extension was added in 2007. The findings of the report were that the building frontage had aesthetic value of local interest but did not meet the criteria for statutory listing. The internal ground floor layout of the building is significantly altered and features of a historic nature removed.

The pub has been extensively altered both internally and externally over the years which has severely undermined any original architectural quality or historic value of the building. It is therefore believed that there would be minimal positive benefit in seeking to restore the building and redevelopment offers the most realistic and positive solution.

Paragraph 197 of the National Planning Policy Framework states that the effect of an application on the significance of a non-designated heritage asset should be taken into account in determining an application. In weighing applications that directly or indirectly affect non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset.

The loss of the building in this instance to facilitate redevelopment that would offer public benefits by leading to environmental improvements, increased vibrancy and vitality to the street scene and create direct and indirect employment through the

operation of student accommodation and via the construction of the proposed replacement building has been assessed in line with guidance within the NPPF as being acceptable.

The applicant has stated that a feature installation of a model of the Church Inn will be kept in the reception area, a condition requiring that this is adhered to is attached.

## **Residential Amenity**

### **Loss of Light**

The community statement submitted to accompany the application states that the results of the daylight/sunlight study show that residential properties located to the rear of the site on Elmdale Walk will experience no reduction in daylight within the properties' main habitable rooms, such as bedrooms and lounges. The majority of the windows which face the site serve non-habitable rooms, such as bathrooms and hallways, which are not considered within daylight/sunlight studies, while the remaining windows serve kitchens. Kitchen windows (4 windows to 2 – 12 Elmdale Walk) will see a small reduction in daylight, this reduction is marginally lower than the 20% recommended by the Building Research Establishment (BRE). When the nature of the rooms affected is taken into account, the proposals are unlikely to have a substantial impact on daylight in the rooms which are most used in these households.

There are 4 habitable windows affected at No. 44 Cavendish Street. Despite reductions beyond BRE guidelines, the windows would retain VSC values in excess of the 20% which illustrates the potential for a well day lit appearance to be maintained.

While the daylight impact on both Manchester House and Cambridge House will be greater, the affected habitable windows (10 windows) serve student bedrooms where the requirement for natural light is less in comparison to permanent residents. This is because the students occupying these rooms are transient and usually occupy rooms for a maximum of nine months. In addition, students typically follow living patterns that differ from that of a more traditional dwelling.

This is a city centre fringe location and this building would be consistent with the built up urban environment. On the basis of the information provided it is recognised that there would be some loss of light, however this would not outweigh the overall benefits of developing the site and the regeneration benefits for the local area.

### **Loss of privacy**

The community statement submitted to accompany the application states that the Alumno Group recognised that respondents to pre-planning consultations were concerned that adjacent properties could be overlooked by the proposed building on the site of the Church Inn.

The applicant states that the building has been designed in a sensitive manner to ensure that no properties will be directly overlooked. The windows to the north

directly overlook the existing alleyway that provides pedestrian access to Dalesman Walk. Property on Elmdale Walk is visible when viewed at an oblique angle from one window per floor facing out of the rear (western) elevation. The majority of these windows, with the exception of the tenth floor, are likely to serve studio apartments rather than communal areas. As such, only nine residents will look out to the rear of the site at an oblique angle (separated by c. 7.5m from neighbouring residential property), while the impact of windows serving the communal area on the tenth floor is likely to be minimal due to the relative height of this floor. The external amenity spaces to the adjacent housing is currently overlooked by existing windows within Manchester House and to 44 Cavendish Street. It is not considered that the view from windows proposed would cause such an undue impact as would warrant a reason for refusal.

With regard to windows on the south elevation, facing Manchester House, these will overlook the external wall of Manchester House which has ten windows to the westernmost part of the elevation separated by c. 7m. On the opposite side of the building, the north elevation faces Cambridge House which has windows that face toward Cambridge Street. There are some corner windows to communal spaces c. 2m separation from the proposal but this relationship is considered to be appropriate in this context.

Whilst the proposed building will be close to surrounding property, the siting and layout provides an acceptable arrangement. The privacy distances provided in this city fringe context, the response of the building proposed to the heights of the buildings surrounding, and the orientation of each element of the development is considered to be in accordance with policies SP1, EN1 and DM1 of the Core Strategy.

Policy EN1 of the Core Strategy states that opportunities for good design, that enhances the overall image of the City, should be fully realised. This is reiterated within the Guide to Development in Manchester SPD along with the NPPF.

Overall, the development proposed is considered to be beneficial as it would remove a disused site and replace it with a high quality building which has a clear contextual link to the Regional Centre, providing significant regeneration benefits.

## **Building Management**

The application is accompanied by a detailed Management Plan. The applicant works alongside a facilities management company who have other student housing development in Manchester. There will be an on-site point of contact for 24 hours a day. The applicant states that the management company would have robust procedures in place to manage student behaviour. They reiterate that students will not be allowed to bring to the site or park locally (with the exception of students requiring accessible accommodation). During the move in / move out process over two weekends in the academic year arrivals will be staggered and additional staff will be employed to minimise disruption, further details of this will be required by condition. Tenancy agreement will have regards to noise and anti social behaviour. There will be rules and regulations relating to the property, local neighbourhood consideration, parking rules and enforcement measures. Should there be any

serious incidents, ongoing or repeated complaints received from local residents about a student, the student will be treated as having a serious breach of the tenancy agreement which in turn will trigger the landlord to make an application to the court for possession of the accommodation.

## **Servicing**

The applicant wishes to service the building and have waste collection from Cambridge Street during the evening hours. The Highways section have reservations with regards to this strategy and the operation of the Highway network.

Highways have suggested an alternative arrangement of servicing and waste collection from Chervil Close to the west. Both parties agree that deliveries can be directed to Chervil Close.

Whilst this arrangement would have a more measurable impact upon residential amenity, it is not considered that a twice weekly collection of bins and the servicing of the building from this location would have an unduly adverse impact upon residential amenity that would warrant the refusal of planning consent.

A condition recommending a servicing agreement is recommended.

## **Trees, Landscaping and Public Realm**

Two category B trees (a Wild Cherry and Grey Elder) to the rear of the site near Elmdale Walk would be lost as a result of the development. Greater Manchester Ecology Unit comments that they are not of particularly high quality but they are in an area where tree cover is sparse and states that compensation should be sought for any tree losses.

The arboricultural report submitted to accompany the application recommends mitigation for the loss of the trees in the form of tree planting.

Plans now received include 2 trees to the rear which are to be contained in planters, there is also landscaping to the level 11 roof terrace.

The applicant has also stated that they will accept a condition for off site tree planting. A condition recommending that off site street trees are provided is attached.

## **Ecology**

An ecological assessment of the site has been undertaken by suitably qualified consultants and was to appropriate standards. Greater Manchester Ecology Unit recommend a condition requiring a demolition method statement that should include specific actions to be taken to avoid any possible harm to bats during demolition.

## **Wind**

A wind microclimate assessment has been submitted to assess the impact of wind on the pedestrian environment within the site and its surroundings.

The proposed development is aligned such that its south facing façade is exposed to prevailing southerly winds, introducing the potential for flow acceleration at its south-eastern and north-western corners.

This direct exposure to prevailing winds creates a pressure drop downstream. The air is thus forced to gain speed around the corner, leading to increased wind speeds and less comfortable wind conditions.

Given the above the reports concluded that mitigation measures are necessary to provide comfortable and safe wind conditions for all.

The proposal responds to the wind assessment in order to mitigate potential impact through certain design measures including the positioning of the primary entrance on Cambridge Street away from the windiest south-east corner of the site; articulation within the building facades to assist in the surface break-up and deflection of wind; and the provision of a protective screen, pergola and planting upon the roof terrace and 2 trees in planters.

On the basis of the mitigation measures proposed the scheme proposed is considered to be acceptable in relation to the local wind environment.

## **Noise**

A Noise Assessment Report was submitted to accompany the application that assesses noise breakout and the protection afforded to residents of the development from outside noise. This has been considered by Environmental Health who are satisfied subject to the imposition of a condition requiring compliance with the measures set out in the report.

The application also includes a management strategy, which sets out that on signing the tenancy agreement students will have to have regards to noise and anti social behaviour. There will be rules and regulations relating to the property, local neighbourhood consideration, parking rules and enforcement measures. Should there be any serious incidents, ongoing or repeated complaints received from local residents about a student, the student will be treated as having a serious breach of the tenancy agreement which in turn will trigger the landlord to make an application to the court for possession of the accommodation.

## **Highways**

The scheme has been assessed as having an acceptable impact in terms of it being in a sustainable location within walking distance of the City Centre, Oxford Road Corridor and MMU Birley Campus which places no pressure on the highways network. There is no parking at any time on Cambridge Street and there is a residents parking scheme in operation in the area.

Highways suggest conditions relating to off-site Highways Works, to include works to resurface footways and to provide an on street disabled accessible car parking space. Conditions would also be required for a pick up / drop off strategy, for

construction management and to ensure travel planning occurs in line with the Travel Plan submitted (welcome pack, communal noticeboards, email updates, calendar of events, cycle parking provision and encourage use of city car club). The applicant is agreeable to undertaking the works required.

With regards to servicing and deliveries, the applicant has set out that deliveries to the development will be directed to use Chevril Close and students will be informed of this rather than stopping on Higher Cambridge Street. Refuse collection would take place on Higher Cambridge Street and it is proposed to condition this to be outside of peak hours so as not to impede traffic flow.

Highways have set out that servicing from Chevril Close presents the most viable servicing strategy. It is acknowledged that servicing from this location is not ideal, however this is preferred to loading from Cambridge Street. Highways would recommend that all servicing, including refuse collection, is taken from this location as opposed to from Cambridge Street.

A condition requiring the agreement of a servicing strategy is required.

### **Cycle Parking**

Cycle Parking provision was increased from 16% in the originally submitted plans to 28 spaces to be offered on-site (equating to circa 28% provision), with an additional 8 spaces to be provided within the MMU Campus on Brompton Docks (36 spaces equating to 37% cycle parking provision). This is in-line with comparable student residential developments. The location of the cycle storage within the building is accepted. The level of cycle parking is considered to be acceptable for the development subject to a condition requiring maintenance of this level.

### **Sustainability**

The combined use of passive design, energy efficiency building services and low and zero carbon technologies would achieve an overall reduction in regulated carbon emissions of 25%, exceeding the City Council's reduction targets. The inclusion of the air source heat pump would provide 44% of the buildings energy demand. The building would be BREEAM Very Good.

### **Air Quality**

An Air Quality Assessment has been submitted with the application. The Assessment concludes that overall, the construction and operation air quality effects of the proposed development would not be significant. The assessment has been considered by Environmental Health and the development is considered to be Policy EN16 compliant.

### **Waste**

Bin provision will be provided within each cluster kitchen for general food/waste, paper and card and glass and tins. It will be the responsibility of the students to pre-sort the waste into the correct bins. The students will then transfer waste to the

ground floor secure bin store, which is located to the west of the building footprint, regularly, to be inspected by the management company.

The management company will ensure bins are taken to the collection points to be emptied and returned to the bin store. The bins will be collected by a contracted waste transfer company twice weekly. The bin need has been calculated to be will 3 1280 litre bins (2 x General Waste and 1 x Mixed Recycling). Servicing is shown as taking place from Cambridge Street. The level of provision has been assessed by Environmental Health as satisfactory.

### **Crime and Disorder**

A recommendation of the Crime Impact Statement is to secure the pathway connecting Cambridge Street with Elmdale Walk. Gating of this route did not form part of the planning submission. The applicant is hesitant to close the pathway off as it is an existing right of way for residents to access the City Centre. As the pathway constitutes an existing right of way the City Council would not wish for this route to be closed. The pathway will be overlooked by the proposed development and measures will have to be introduced to ensure the security of this route to the satisfaction of Greater Manchester Police.

A Crime Impact Statement has been prepared by Greater Manchester Police and explains how the design may contribute to, or mitigate against, crime and anti-social behaviour. A condition requiring the achievement of a Secure by Design accreditation will be attached to any consent granted.

### **Disabled Access**

The development has been designed to take into account the Equality Act and Part M of the Building Regulations. The site is generally flat, all pedestrian routes to the building connect with level access into the building. The development will also incorporate a digital Beacon system approach to aid wayfinding for partially sighted individuals.

An off site disabled car parking bay could be secured through a planning condition.

### **TV Reception**

A baseline Television Reception Survey has been carried out. The report concludes and recommends mitigation measures should any interference be found, as follows:

- Interference to analogue television service reception would not be possible
- Whilst widespread interference to Freeview service reception is not expected, the development and use of tower cranes could cause interference to adjacent properties viewing Winter Hill transmissions on Cavendish and Higher Cambridge Street. Antenna betterment / repositioning should restore all services and is the simplest and most cost-effective mitigation solution. If this is required, it is advised that a registered antenna installer undertakes all required work.

- The development and use of tower cranes could cause interference to digital satellite reception within 90m to the immediate northwest of the site. Whilst it was not possible to locate all satellite dishes during the survey as it is expected that most were located on rooftops, dish relocations to positions where views to the serving satellite remain unobscured should restore all services and is the simplest and most cost-effective mitigation solution. If this is required, it is advised that a registered antenna installer undertakes all required work.

A condition requiring a post-construction survey and any mitigation measures should be attached to any permission to ensure that any mitigation measures are appropriately targeted. Given the above, it is considered that the proposal would not have a significant adverse impact on TV reception.

### **Drainage / Flooding**

The site falls within Flood Zone 1 and is at low risk of flooding, the applicant has provided a Flood Risk Assessment and drainage strategy to accompany the application. Following receipt of these documents the Councils Flood Risk Management Team raise no objections to the proposals and have recommended a number of conditions be attached to any approval. The application proposals are therefore considered to accord with policy EN14 of the Core Strategy.

### **Infrastructure**

Comments received raised concerns in relation to the impact of the proposed development upon infrastructure in the locality, specifically upon medical services. The proposed development is in walking distance of local shopping parades, Asda Hulme and the City Centre, as such it is considered that the scheme would be well catered for and that the small increase in student numbers would not have a detrimental impact.

### **Conclusion**

The scheme for development is of an appropriate scale, mass and design having regards to the site context. It is not considered that the proposals will unduly adversely impact upon the residential amenities of surrounding residential property.

The development would see the demolition of a locally well-loved but undesignated building, that sadly, has suffered due to alterations over time, with the exception of the maintenance of the 1900's façade. Evidence has been supplied that states that the building has no feasible future and the scheme in front of us would reuse previously developed land, improving the appearance and character of this particular part of Cambridge Street, Hulme with a high quality well managed facility.

The development proposals will result in the loss of 2 trees, however, the trees are of low amenity value and the appropriately detailed replacement strategy can maximise high quality site landscaping that will benefit the visual amenity of the local area.

On balance, the proposals are considered to be consistent with Core Strategy Policies SP1, EN1, EN2, EN3, EN4, EN6, EN9, EN14, EN15, EN16, EN17, EN18, EN19, T1, T2, DM1 and H12 and Saved Unitary Development Plan Policy DC26.

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

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

**Recommendation      APPROVE**

### **Article 35 Declaration**

Officers have worked with the applicant in a positive and proactive manner based on seeking solutions to problems arising in relation to dealing with the planning application. The proposal is considered to be acceptable and has been determined in a timely manner.

### **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

Location Plan – As Existing      PL 001  
Plans and Elevations – Demolitions PL007  
Plan – Level 0 – PL010 Rev A  
Plan – Level 1 – PL011  
Plan – Level 2 – PL012  
Plan – Level 3 – PL013  
Plan – Level 4 – PL014

Plan – Level 5 – PL015  
Plan – Level 6 – PL016  
Plan – Level 7 – PL017  
Plan – Level 8 – PL018  
Plan – Level 9 – PL019  
Plan – Level 10 – PL020  
Plan – Level 11 – PL021 Rev A  
Plan – Level 12 – PL022 Rev A  
Elevation East – PL030 Rev A  
Elevation South – PL031 Rev A  
Elevation West – PL032 Rev A  
Elevation North - PL033  
Section A-A – PL040 Rev A  
Section B-B – PL041 Rev A  
Section C-C – PL042  
Section D-D – PL043  
Section E-E – PL044 Rev A  
Façade Detail 1 – Elevation / Section PL050  
Façade Detail 2 – Elevation / Section PL051  
Drainage Strategy 161045-CON-X-00-DR-C1000 Rev P2  
External Lighting Strategy – SK\_E001  
Design and Access Statement prepared by Carson and DATED November 2018  
Transport Statement Prepared by TPA October 2018 1804-05/TS/01D  
Travel Plan Prepared by TPA October 2018 1804-05/TP/01B  
Waste Management Plan dated 15/11/2018  
Heritage Statement prepared by Stephen Levrant Heritage Associates dated July 2018  
Ground and Contamination Investigation Summary prepared by Conisbee dated September 2018  
Phase 1 Geo-Environment Desk Study prepared by Wardell Armstrong dated February 2017  
Phase 2 Site Investigation Report prepared by Ground Engineering Limited dated September 2018  
Flood Risk Assessment and Surface Water Drainage Strategy prepared by Conisbee dated 01 November 2018  
Arboricultural Impact Assessment prepared by TEP dated October 2018  
Noise Assessment Report prepared by Cundall dated 02 November 2018  
Wind Microclimate Assessment Design Review prepared by RWDI dated 01 March 2019  
Ventilation Strategy prepared by Cundall dated 24 October 2018  
The Impact of Higher Education on the Economy of Manchester prepared by Alumno Group dated 30 October 2018  
Student Accommodation – Church Inn, Manchester prepared by Alumno Group dated 30 October 2018  
Statement of Community Involvement prepared by Lexington Communications North dated August 2018  
Planning Statement prepared by GL Hearn dated November 2018  
Management Plan prepared by Homes for Students dated October 2018  
Energy Statement prepared by Cundall dated 26 October 2018  
Ecological Assessment prepared by TEP dated May 2018

Daylight and Sunlight Report prepared by GL Hearn dated 01 November 2018  
Crime Impact Statement prepared by Greater Manchester Police reference  
2004/0279/CIS/01 Version A: 28/09/18  
Broadband Connectivity Assessment prepared by Cundall dated 29 October 2018  
Bluetooth low energy beacons for Church Inn, Manchester prepared by Danny Ball  
dated 25 October 2018  
Breeam New Construction: pre-Assessment Report prepared by RPS dated 24  
October 2018  
Baseline Television Signal Survey and Television Reception Impact Assessment,  
Church Inn, Manchester dated 26 October 2018  
Air Quality Assessment prepared by Cundall dated 25 October 2018

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

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

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

4. The development hereby approved shall only be carried out in accordance with the recommendations of the Crime Impact Statement prepared by Greater Manchester Police and shall not be occupied or used until the City Council as local planning authority has acknowledged in writing that it has received written confirmation of a secure by design accreditation.

Reason - To reduce the risk of crime pursuant to Policy DM1 of the Adopted Core Strategy for the City of Manchester.

5. The development hereby approved shall achieve a post-construction Building Research Establishment Environmental Assessment Method (BREEAM) rating of at least 'Very Good'. A post construction review certificate shall be submitted to and approved in writing by the City Council as local planning authority before any of the building hereby approved is first occupied.

Reason - In order to minimise the environmental impact of the development pursuant to policies EN4, EN5, EN6 and EN7 of the City of Manchester Core Strategy, and the principles contained within The Guide to Development in Manchester 2 SPD.

6. No drainage shall be installed until the full details of a surface water drainage scheme has been submitted to and approved in writing by the City Council as local planning authority.

Reason: To promote sustainable development, secure proper drainage and to manage the risk of flooding and pollution, pursuant to Policy DM1 in the Core Strategy Development Plan Document and the policies and guidance within the NPPF and NPPG.

7. No development hereby permitted shall be occupied until details of the implementation, maintenance and management of the sustainable drainage scheme have been submitted to and approved by the local planning authority. The scheme shall be implemented and thereafter managed and maintained in accordance with the approved details. Those details shall include:

- a. Verification report providing photographic evidence of construction as per design drawings;
- b. As built construction drawings if different from design construction drawings;
- c. Management and maintenance plan for the lifetime of the development which shall include the arrangements for adoption by any public body or statutory undertaker, or any other arrangements to secure the operation of the sustainable drainage scheme throughout its lifetime.

Reason: To promote sustainable development, secure proper drainage and to manage the risk of flooding and pollution, pursuant to Policy DM1 in the Core Strategy Development Plan Document and the policies and guidance within the NPPF and NPPG.

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

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

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

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

10. Prior to occupation further details of hard and soft landscaping treatment shall be submitted. Landscaping shall be implemented not later than 12 months from the date the buildings are first occupied. If within a period of 5 years from the date of the planting of any tree or shrub, that tree or shrub or any tree or shrub planted in replacement for it, is removed, uprooted or destroyed or dies, or becomes, in the opinion of the local planning authority, seriously damaged or defective, another tree

or shrub of the same species and size as that originally planted shall be planted at the same place.

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

11. Prior to first occupation of the development the cycle parking shall be implemented in full and made available for use. The approved scheme shall remain available for use whilst the development is occupied.

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

12. Prior to the occupation of the development, a scheme of highway works, in order to provide an adequate pedestrian and vehicular environment in the vicinity of the application site, shall be submitted for approval in writing by the City Council, as Local Planning Authority.

For the avoidance of doubt this shall include the following:

- The footway across the perimeter of the site be resurfaced as part of the development.
- The provision of an on street disabled car parking space (this space shall be retained and permanently reserved for use by disabled persons);

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

Reason -To ensure safe access to the development site in the interest of pedestrian and highway safety pursuant to policies SP1, EN1 and DM1 of the Manchester Core Strategy (2012)

13. Within six months of the first use of the development, a revised Travel Plan which is consistent with the Framework Travel Plan submitted as part of the application and which takes into account the information about travel patterns gathered following the opening of the building shall be submitted to and approved in writing by the City Council as local planning authority. Any Travel Plan which has been approved by the City Council as local planning authority shall be implemented in full at all times when the development hereby approved is in use.

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

14. The development shall not commence unless and until an access strategy relating to students moving in and out of accommodation, which shall include details of loading and unloading arrangements at the site, has been submitted to and agreed in writing by the City Council as local planning authority. Access for students moving

in and out of accommodation shall take place thereafter in accordance with the approved strategy.

Reason - In the interests of public and highway safety and the protection of residential amenity, pursuant to policy DM 1 of the Core Strategy for the City of Manchester.

15. Prior to the commencement of the development a detailed construction /demolition management plan (to include details about the protection of bats) and outlining working practices during development shall be submitted to and approved in writing by the local planning authority. Development shall be carried out in accordance with the approved construction management plan.

Reason - To safeguard the amenities of nearby residents and highway safety, pursuant to policies SP1, EN9, EN15, EN19 and DM1 of the Manchester Core Strategy.

16. Prior to the first occupation of the student accommodation, a detailed servicing strategy (including refuse collection) shall be submitted for approval in writing by the City Council, as Local Planning Authority. The approved strategy, including, shall be implemented and be in place prior to the first occupation of the student accommodation and thereafter retained and maintained in operation.

Reason - To ensure appropriate servicing arrangements are put in place for the development in the interest of highway and pedestrian safety pursuant to policy SP1 and DM1 of the Manchester Core Strategy (2012).

17. a) Prior to the commencement of the development, details of a Local Benefit Proposal, in order to demonstrate commitment to recruit local labour for the duration of the construction of the development, shall be submitted for approval in writing by the City Council, as Local Planning Authority. The approved document shall be implemented as part of the construction of the development.

In this condition a Local Benefit Proposal means a document which includes:

- i) the measures proposed to recruit local people including apprenticeships
- ii) mechanisms for the implementation and delivery of the Local Benefit Proposal
- iii) measures to monitor and review the effectiveness of the Local Benefit Proposal in achieving the objective of recruiting and supporting local labour objectives

(b) Within one month prior to construction work being completed, a detailed report which takes into account the information and outcomes about local labour recruitment pursuant to items (i) and (ii) above shall be submitted for approval in writing by the City Council as Local Planning Authority.

Reason - The applicant has demonstrated a commitment to recruiting local labour pursuant to policies SP1, EC1 and DM1 of the Manchester Core Strategy (2012).

18. The approved noise insulation scheme shall be completed before any of the dwelling units are occupied.

Reason - To secure a reduction in noise from Cambridge Street; in order to protect future residents from noise nuisance, pursuant to policies SP1, H1 and DM1 of the Core Strategy.

19. Prior to occupation of the development a scheme for the acoustic insulation of any externally mounted ancillary equipment to ensure that it achieves a background noise level of 5dB below the existing background (La90) in each octave band at the nearest noise sensitive location shall be submitted to and approved in writing by the City Council as local planning authority in order to secure a reduction in the level of noise emanating from the equipment. The approved scheme shall be implemented prior to occupancy and shall remain operational thereafter.

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

20. The approved waste management 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.

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

In the event of the Preliminary Risk Assessment identifying risks which in the written opinion of the Local Planning Authority require further investigation, the development shall not commence until a scheme for the investigation of the site and the identification of remediation measures (the Site Investigation Proposal) has been submitted to and approved in writing by the City Council as local planning authority.

The measures for investigating the site identified in the Site Investigation Proposal shall be carried out, before the development commences and a report prepared outlining what measures, if any, are required to remediate the land (the Site Investigation Report and/or Remediation Strategy) which shall be submitted to and approved in writing by the City Council as local planning authority.

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

22. When the development commences, the development shall be carried out in accordance with the previously agreed Remediation Strategy and

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

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

23. Assess the impact of the development on television signal reception within the potential impact area identified in the Pre-Construction Signal Reception Impact Survey within one month of the practical completion of the development or before the development is first occupied, whichever is the sooner, and at any other time during the construction of the development if requested in writing by the City Council as local planning authority in response to identified television signal reception problems within the potential impact area. The study shall identify such measures necessary to maintain at least the pre-existing level and quality of signal reception identified in the survey carried out above. The measures identified must be carried out either before the building is first occupied or within one month of the study being submitted to the City Council as local planning authority, whichever is the earlier.

Reason - To ensure that the development at least maintains the existing level and quality of television signal reception, pursuant to Policy DM1 of the Core Strategy for the City of Manchester.

24. 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 DM1 of the Core Strategy.

25. Before first occupation of the development hereby approved a strategy for the planting of street trees including details of overall numbers, size and species, planting specification and maintenance, shall be submitted to and approved in writing by the City Council as local planning authority.

Any approved tree planting shall be implemented not later than 12 months from the date the proposed building is first occupied.

Reason - Pursuant to Core Strategy policies EN9, EN15 and DM1.

26. Prior to the first occupation of the use hereby approved, the applicant will display a model of the former Church Inn within the reception area. The model shall be displayed for so long as the use is in operation.

Reason - To commemorate the history of the site by means of model, pursuant to Policy SP1, EN1, EN3 of the Core Strategy.

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

The documents referred to in the course of this report are either contained in the file(s) relating to application ref: 121857/FO/2018 held by planning or are City Council planning policies, the Unitary Development Plan for the City of Manchester, national planning guidance documents, or relevant decisions on other applications or appeals, copies of which are held by the Planning Division.

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

Highway Services  
Environmental Health  
MCC Flood Risk Management  
Greater Manchester Police  
Arboricultural Section  
Greater Manchester Ecology Unit

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

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 Application site boundary  Neighbour notification  
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