Application Number 109593/FO/2015/N1 Date of Appln 27th Jul 2015 Committee Date 15th Oct 2015 Ward Ancoats And Clayton Ward

Proposal Erection of part 9, part 8 and part 5 storey building to form ground floor commercial floor space (Use Classes A1, A2, A3, B1 D1 (excluding place of worship) (149 sqm) at ground floor facing Cutting Room square along with 3 residential town houses and 28 residential apartments (Use Class C3) to form 31 residential units in total and creation of 115 space residential car park with access from Jersey Street along with boundary treatment and other associated works

Location Land At Hood Street, Ancoats, Manchester, M4 6AJ

Applicant Manchester Life Development Company Ltd and Loom Cotton Development Company, C/o Agent

Agent Mr John Cooper, Deloitte LLP, 2 Hardman Street, Spinningfields, Manchester, M3 3HF

Description

The application site is approximately 0.2 hectares, is currently vacant having been cleared of all previous development and has been periodically used for car parking. The topography of the site is relatively flat and is secured by a weldmesh fence which is located around the perimeter of the site.

The site is bounded by Cutting Room Square/Hood Street to the north, Cotton Street to the west and to the south by Jersey Street. Jactin House, a four storey building situated within its own curtilage, is located to the east of the application site. The building is currently being extended and converted into office accommodation and is positioned immediately adjoining the site to the east.

The application site, and the surrounding area, is situated within the Ancoats Conservation Area, which also includes some important Listed Buildings. To the north of the application site is Cutting Room Square which is an area of public realm which has been created to serve the residents of Ancoats and opened in 2008 and was extended in 2014. Along the northern edge of the square is the Ice Plant, a part 7, part 9 storey building. In the north eastern part of the square is St Peters Hall a Grade II Listed Building now used by the Halle Orchestra. To the west of the square is the Fairbairn Building, a mixed use development consists principally of car parking and residential accommodation. Situated immediately to the south of the application site is Paragon Mill, a Grade II* Listed Building which forms part of the Royal Mills complex. This building measures 7 storeys in height.

Beyond the immediate area is Great Ancoats Street which provides access to the City Centre and the other amenities. The application site is located within a highly sustainable area and is within walking distance of Metrolink stops and the City’s train stations ensuring access to non car modes of transport.
The applicant ‘Manchester Life Development Limited’ is seeking full planning permission for the erection of part 9, part 8 and part 5 storey building to form ground floor commercial floor space (Use Classes A1, A2, A3, B1 D1 (excluding place of worship) (149 sqm) at ground floor facing Cutting Room square along with 3 residential town houses and 28 residential apartments (Use Class C3) to form 31 residential units in total and creation of 115 space residential car park with access from Jersey Street along with boundary treatment and other associated works.

This proposal is one of a number of sites which will be brought forward by the applicant.

Consultations

Local residents/public opinion – A total of 40 individual objections from 33 households have been received in respect of this planning application. The comments can been summarised as follows:

- The proposal does not complement the characteristic of the Conservation Area and not in keeping with surrounding buildings;
- The proposed building is too tall and is higher than those in the surrounding area and is not landmark status with poor quality design;
- The proposal will dwarf St Peters, substation and cottages, 27 Blossom Street and Jactin House;
- There will be overlooking from the development on the balcony areas on the top floor of Paragon Mill and McConnel buildings resulting in a loss of privacy;
- The shape of the car park will have a negative impact on the shape of the roof at Jactin House and the setting of Paragon Mills;
- Art work on the roof of the car park will be ugly and it should be a green roof;
- St Peters Church deserves to stand as the tallest building in the square;
- The building should be no taller than 4 storeys;
- The south elevation of the car park elevation unattractive and unlikely to enhance the area and will detract from the area;
- The proposal will impact on surrounding Listed Buildings;
- The proposed development will affect light into Cutting Room Square and make the space unappealing;
- This development will not enhance Cutting Room Square;
- This site should be kept as open space;
- The scheme should not be more than two storeys high and should not be used to create a landmark development;
- Jersey Street will become congested which will compromise safety;
- The proposed development will block light to the occupants of Paragon Mills;
- The proposed development will affect residential properties in the Fairbairn Building due to its height, which will block light, and will have to overlook of a car park. The elevation of the Fairbarin Building will constantly be in shadow which will change its character;
- The development will dominate the area and consideration should be given to basement parking in order to reduce the height;
- Car parking for the Murray Mills development should be considered elsewhere i.e. the Stockbridge site or other surface car parks;
- Lack of a pavement on Cotton Street is an issue for residents and views will be obscured as a result of the development which will affect pedestrian safety;
- There are vacant commercial premises in the area along with too many flats, it is not clear why this development is needed;
- The proposal will affect property values in the area;
- The proposed design of the building is poor and is not in keeping with the surrounding area;
- The City Council has a conflict of interest in the site;
- Concern with regards to the scale of the building and the pedestrian environment on Cotton Street;
- Residents of Cotton Street and Jersey Street will face a brick wall in terms of their outlook;
- The proposal detracts from Jactin House;
- The proposal will increase traffic in the area leading the road network being unable to cope which will have a negative impact on residential amenity;
- The proposal will impact on the right to light for the residents of Paragon Mills;

Representations have also been received from the owners of Jactin House and The Royal Mills Residents Association. The comments can be summarised as follows:

The owners of Jactin House were subject to restriction about height and other developments in the local area have been successful in dealing with parking to achieve much greater levels of provision. The applicant’s community involvement statement does not address the concerns of the local community.

Car parking

The location of the car park, for Murrays, in this location is unacceptable. As a consequence, there will be traffic congestion in such a small area, pollution and noise which will affect residential amenity.

The ratio of car parking space to dwellings is 0.74. Take up at Royal Mills was closer to 0.5-0.6 spaces. It is also noted in the application that the transport survey suggests the impact of traffic including car owners would not be significant and that 30% of peak time journeys would be by public transport and 33% by walking. The estimated car parking space ratios for the Manchester life scheme may be too high and so are unnecessarily excluding alternatives. It is further noted that there are sites closer to Murrays Mill, which are in the applicants ownership, which have been ruled out. Indeed, there is a credible alternative - the Stockbridge Air site adjacent to Murrays Mills.

Design

The scheme will dominate Cutting Room Square resulting in a significant loss of sense of space into an area that was specifically intended as a useable public realm space. The development will dwarf nearby listed buildings of character and interest such as St Peters, the sub-station & cottages, 27 Blossom St and Jactin House. It will seriously obscure and overwhelm neighbouring buildings.
The developers has cited St Peter's square as an example of how buildings of a similar height work around a square, however, Cutting Room Square and St Peter's Square differ greatly in size and function.

- Cutting Room Square is significantly smaller and is in a residential neighbourhood, not a commercial space in the centre of the city.
- St Peter's square benefits from a huge buffer whereby the edge of the square itself sits far away from the edge of the buildings, unlike Cutting Room Square which borders it's nearest buildings and narrow roads.
- The proposed building's height is said to be 'in-keeping' with its surroundings. However the detailed analysis of the surrounding buildings' is highly selective. It fails to include two adjacent buildings – namely 27 Blossom St and the Sub-station & Cottages (Cotton St / Jersey St) - each 2 storeys high (10m est.). It also tries to imply that Halle St Peters is 37m high, when in fact the nave (the main part of the church), is the same height as Jactin House.

The issue of height could potentially be resolved if the scheme were redesigned to include undercroft parking. The number of parking spaces may be able to be reduced in the scheme design and this could also provide an additional justification to reduce the height of the building.

If no alternative suitable location can be found the maximum height of the scheme should be restricted to that of the nave of Halle St Peter’s and Jactin House i.e. 4 storeys maximum. In doing so, the character, function and purpose of the Cutting Room Square will be maintained.

Jersey Street is one of the major gateways into Ancoats and is, therefore, a principal location in the area. There is concerned that the planned car park intended for the Jersey Street / Cotton Street and Jersey Street / Cutting Room Square elevations.

The Scheme as viewed from these elevations is not in keeping with the design of the surrounding buildings and this side of the Ancoats Urban Village where the buildings are either listed, retain an original facia/fabric of the previous building, or have been part of a Scheme with listed buildings and so new builds have been designed to be sympathetic and in keeping with their surroundings. The external aspect of the car park is a monolithic brick wall bunker style of building on the Jersey Street, Cotton Street and Hood Street elevations. It is not reflective of the original Cotton Mills of the industrial revolution that Historic England and European Union monies have paid to restore and protect.

Relationship with Jactin House and other Historic Buildings, as can be clearly seen from all elevations the relationships with the neighbouring and historically important Jactin House are completely inappropriate. At almost 28m and 32m high it completely dominates the adjacent building. The proposed building is disproportionately tall for the island site. If the car parking was contained in other viable sites within Ancoats or underground this height requirement for the number of apartments would disappear.
Historic England were previously very keen to ensure that the vista of the sloping roof at Jactin House was maintained and seen from Jersey Street without obstruction. This proposal would completely obscure this unless stood directly in front of the roof.

Historic England were previously very keen to ensure that the historically important buildings at Royal Mills were not dominated. This proposal would not be in line with that policy. Along Hood Street the 28m tall building is set right up to the boundary line and would almost completely block the natural daylight from the newly refurbished gable windows at Jactin House.

The fact is that the buildings that border the proposed scheme are all of much lesser height. These buildings have an average height of 18.3M (using the highest possible value for the Ice Plant and the height of the nave for Halle St Peters). Several of the main buildings referenced in the table are of historic importance. Where they have been extended this has simply been a one or two-storey addition that is set back - thus significantly reducing its impact in terms of the height and uniformity of the façade. The height issue could potentially be resolved if the scheme were redesigned to include underground car parking. Further, as noted above, the number of parking spaces required may be reduced to reflect demand and this provides an additional justification to reduce the height of the building.

An alternative suitable location cannot be found then the maximum height of the scheme should be restricted to that of the nave of Halle St Peter’s and Jactin House i.e. 4 storeys maximum. This would be in keeping with previous planning consent for the site which restricted the height of the development. In doing so again some of the character, function and purpose of the Cutting Room Square will be maintained.

To provide a better understanding of the height impact of the scheme on its surroundings two photographs have been provided for consideration; the first photograph has been taken from the 7th floor of Paragon Mill. The proposed building will sit immediately between this property and the Cutting Room Square.
The square itself is narrow in width, which is concerning given the height of the proposed property which will (to give context) be as high as the highest point of the Iceplant. At its highest, the proposed development will be as tall as the point just below the roof on the Halle St Peters spire. The dominating feel to Cutting Room Square, will in our view, be overwhelming.

The second photograph below highlights the two storey properties referred to in 4.3 above, but as omitted by the applicant in their height comparison table. The Substation & Cottages on Cotton St / Jersey St are located to the bottom left and 27 Blossom Street is situated to the right in between the Fairbairn Building and the Iceplant.

The car park elevations are a concern. The sheer mass of the Proposal is completely out of kilter with the surrounding buildings and will be imposing on the landscape of the area. Jersey Street is one of the major gateways into Ancoats and the lack of street level activity within the building will significantly detract from this primary route. It is also in conflict with a key tenet of good urban design, that of providing active frontages and natural surveillance. Jersey Street is also where a number of historic mills, which formed the beginning of the industrial revolution sit. By the council’s own declaration, buildings that are between two and six storeys high define the character of an area. This scheme is not in keeping with the design of the surrounding buildings and will cause noticeable harm to the character of existing buildings and the setting of historic buildings.

The external aspect of the car park is a monolithic brick wall bunker style of building on the Jersey Street, Cotton Street and Hood Street elevations. It is not reflective of the original Cotton Mills of the industrial revolution that Historic England, the Heritage Lottery Fund and European Union monies have paid to restore and protect.

**Highway Services** – The majority of the car parking (a minimum of 80 spaces) will be for residents of the ‘Murray Mills’ development which is located approximately 100m from the car park. The remaining spaces will provide parking for the new accommodation within the development. Included in the car park are 6 accessible spaces located within the lower ground floor together with 18 cycle parking spaces.
The proposed site is in close proximity to public transport. The traffic impact associated with the Murray Mills development was assessed previously and the impacts were acceptable. It is therefore only the new trips on the network that are generated by the 3 town houses and 28 apartments which need to be considered.

The likely trip generation produced by the residential development has been obtained through interrogation of the TRICS database. The results show an AM/PM peak production of only 6 two way combined vehicle movements. Such low levels of traffic in either peak period do not raise any highway capacity or network operation concerns and therefore considered as having little to no impact.

It is also accepted that the limited commercial uses to the development would also generate little in the way of traffic impacts or parking demands due to the modest floorspace. Give the accessible City Centre location and that the proposed development replaces a 68 space car park, the traffic impacts on the surrounding highway are expected to be minimal and therefore able to be accommodated within the existing highway network without further intervention.

The 115 on site parking spaces will be allocated for residential use and split within 80 provided for the Murrays’ Mills development and 20 spaces for the residential accommodation associated with this application. The remaining spaces will be sold to the residents of Murray Mills or those at the application site and will be allocated based on demand. This level of provision is considered to be acceptable. The travel plan framework is acceptable in principle.

The parking should accord with the relevant standards.

In terms of vehicular access, access to the basement is via a roller shutter controlled access ramp leading from Jersey Street. It is recommended that this shutter is set back within the development from the highway boundary so as to allow for a minimum vehicle length. The proposed new access/egress into the site will require dropped kerbs which will need to be progressed by a S278 agreement.

A total of 18 secure cycle parking spaces are proposed which is acceptable for the residential accommodation being created for this development.

The pedestrian access on Cotton Street will mean pedestrians using a shared surface. Consideration should be given to creating a level surface for pedestrians which would also need to be delivered through a S278 agreement.

It is noted a number of doors to the development opened out over the adopted highway along Cotton Street and Jersey Street. This has now been amended. There are still doors opening onto Hood Street which has the potential to affect pedestrians.

A construction management plan should be provided in respect of how the construction process will impact on the local highway network.

**Environmental Health** – There is historical evidence of land contamination at the application site. The desk top study report is adequate; however, further site investigation information should be submitted for consideration along with a risk
assessment and remediation strategy. On completion of any remediation proposals, a verification report should be submitted for approval.

Deliveries should be restricted to Monday to Saturday 07:30 to 20:00 and Sundays (and Bank Holidays) no deliveries/waste collections.

The opening hours of the commercial elements shall be restricted to 08:00 to 23:00 Monday to Saturday and 09:00 to 23:00 on Sundays.

The residential and commercial accommodation shall also be acoustically insulated. Details any plant and fume extraction for the commercial unit shall also be agreed.

The details submitted in respect of the residential waste are acceptable, however, further details are required in respect of the commercial element of the scheme. Environmental Health have considered the further information submitted by the applicant in respect of the commercial waste. Further details of the location of the commercial waste storage is still required.

**East Manchester Regeneration Team** – There are no objections to the proposal. The Ancoats and New Islington NDF have identified the area as one that has the potential to deliver accommodation to meet growing population in Manchester. This development will provide a number of high quality units that will help meet this demand. The development of this site would remove a vacant site at Cutting Room Square and complete the surrounding boundary to this public space. We would want to see any ground floor public uses (such as café bars) managed in accordance with the wider aspirations for the area as a primarily residential area with local services and as such we would not support late night activities in these locations.

In terms of parking and servicing, the provision appears to be acceptable on the basis that the area is close to the City Centre and to the major transport hubs and therefore residents would have access to alternative modes of transport. However, given that the parking will service both Hood Street and the former Murray's Mills site, we would request that it is managed in a way that causes minimal disruption to the residents of Royal Mills.

Given that there is an adequate supply of social market rent within the area, we would wish to see these properties either let at market rent or for outright sale thus encouraging a wider social mix into the Ancoats and New Islington area.

**Flood Risk Management Team** – The Government has strengthened planning policy on the provision of sustainable drainage systems (SuDS) for major planning applications which is being introduced from 6 April 2015. As per the guidance issued by the Department of Communities and Local Government (DCLG), all major planning applications being determined from 6 April 2015, must consider sustainable drainage systems. Conditions should be imposed on this planning application which provide details on the surface water drainage. In addition, details of a maintenance and management of the system shall be submitted for approval.
Design for Security at Greater Manchester Police – The proposed development should be designed and constructed in accordance with the recommendations contained within the submitted Crime Impact Statement.

Historic England – The character of Ancoats Conservation Area is defined by its history as one of the earliest industrial suburbs in the country. In medieval times, the area was a small hamlet, a piece of open land with possibly small cottages near the river Medlock. Ancoats Hall, a timber framed hall building was located in the east part of the district and after being bought by the Mosley family in the 1596 was the seat of the lords of the manor of Manchester. It was in the mid- late 18th Century, due to rapid population growth in Manchester, and the introduction of the Ashton and Rochdale Canals, that the area became of interest to both land owners and industrial developers. The Murray brothers together with McConnell and Kennedy started the mill industry which would develop over the next century, creating the character and appearance of the Ancoats area which we see today. In mid 19th Century, Ancoats had developed into an industrial suburb with the dominant mill buildings such as Murray’s Mill, Royal Mills, Paragon Mill dominating the canal side, with manufacturers of steam engines mixed with the smaller workshops belonging to the cotton industry, such as cutting rooms, iron stores and glass making workshops mixed further back from the canal.

As a consequence of the growth of the industry, there was a demand for housing for workers in small and often badly built accommodation such as back to back terraces which would create problems with public health and order. As part of social welfare reforms in the later part of the 19th Century, living accommodation such as the Victoria Square complex, with its inner courtyard, were built and represented housing on a different scale than the previous. Further social reforms were behind the Dispensary hospital and Jactin House (a shelter for homeless men). Places of worship, such as the grade II Listed St Peter’s Church, increased in numbers all over Manchester to meet the demand for the growing population. Typical characteristics for the area’s built form are the use of red brick, with the scale of buildings varying within the area from 2-9 storeys, and with the relationship of the street corners and plot lines where buildings typically filled the sites. The density of the facades, broken by repetitive fenestration patterns wrapping around the elevations, are also typical as a consequence of the need to bring light into the factories. After the decline of the industry, and the world wars, and in line with slum clearance of mid the mid 20th Century, the majority of workers housing was demolished, leaving vacant gap sites. Today, the prominent mill buildings by the canal, and the retained street grid pattern still create a strong character and describe well the early industrial evolution of Manchester and England. The still legible evolution of the country’s industry, its consequent impart on modern society, still legible to read, makes Ancoats into one of the most important Conservation Areas in Manchester and the country.

The site of the current application is one of the cleared sites, originally filled with workers housing, currently as a surface car park.

The proposed multi-storey car park of 5 storeys facing Jersey Street, rising to 9 storeys of residential facing Cutting Room Square, would be of red brick in a variety of applications, with elements of metal cladding and concrete. The detailing and the
rhythm of the fenestration on the elevation facing Cutting Room Square will work well with the new public space. We would, however, recommend that the size and rhythm of the fenestration on the south and west elevations of the apartment block is further considered. A characteristic for Ancoats Conservation Area is the lack of side and back elevations in terms of window pattern. The main aim was to let light into the buildings and the windows would therefore be of the same size and articulation around the building. The facades of the building could be enhanced through treating the windows in the same way as on the Cutting Room Square façade. It is considered that the height of the development is acceptable, however, 9 storeys is probably as high as would be acceptable without harming the setting of highly listed buildings in the vicinity. The success of the scheme will be down to the execution of the fine detailing of the scheme in terms of materiality and the variety of brickwork pattern to help the eye break the mass of the structure, especially towards and along Jersey Street.

**Environment Agency** – There are is no objection to the proposed development. A review of the ground conditions report has been undertaken to assess possible risks to controlled waters from the current and future condition of the land. Additional investigation of the development is warranted and suggests that surface water sampling be included in the proposed additional investigations. On that basis, it is recommended that this is included as a condition of the planning approval.

**Greater Manchester Archaeology Unit** – A desk based assessment has been submitted with this application, it found that the proposal site was once occupied by late 18th Century and early 19th Century workers' housing and a 19th Century foundry. There is potential for below ground archaeological remains relating to these buildings which can be considered to be heritage assets with an industrial archaeological interest. Ground works for the new development will impact on these remains. The archaeology is not nationally significant but is worthy of preservation by record prior to it being destroyed by the development ground works. In accordance with the conclusion of the desk based assessment, it is recommended that the archaeological potential is evaluated through trial trenching. If significant archaeological remains are found that will be unavoidably compromised by development ground works then a further, more detailed phase of archaeological excavation and recording will be required. A programme of post excavation analysis, report production and archive disposition would following on the from the fieldwork.

It is recommended that the above works are secured by planning condition.

**Greater Manchester Ecology Unit** – The proposed development is a former car park. An ecological assessment has been provided that confirms that are no ecological constraints associated with this site at present. No further ecological information is required. If there is a time delay in terms of the commencement of the development (after 2020) a condition requiring that a review of the ecology at the site takes should be imposed on any planning permission.

**Manchester Conservation Areas and Historic Building Panel** – The Panel was unsure why the designers had tried to break the building into three elements and felt
that a single consistent parapet line would provide a stronger and more coherent solution to the elevations.

The Panel felt that the building had a very dominant scale and that the relationship between the building at the front and the car park at the rear looked awkward asked for more cohesion between the two elements.

The Panel was confused by the proposed ground floor arrangement and fenestration which they felt had the appearance of a building that had been converted rather than a new build. The Panel felt that this confusion led to a lack of legibility and clarity in the design and suggested that the applicants look at the building opposite which provided a solid ground floor composition with defined entrances and robust plinth and well defined fenestration.

The Panel felt that the use of a single material was acceptable but queried its execution.

The Panel were concerned over the car park and how it related to the frontage and also its relationship with Paragon Mill. They felt that the car park building design should be more integrated with the front buildings and was concerned over the brutality of the rear elevation even with the textured design in the brickwork. The Panel felt that the front element projecting a lot higher that the car park made for an odd relationship and asked if the front section and the car park could be better integrated. The Panel asked if the car park roof could be landscaped and have some limited access for the residents.

The Panel commented on the good level of detail in the submission.

**Other matters**

**Interests** - Members of the Committee are advised that the City Council has an interest in this application site as landowner. However, the Committee must disregard these interests and exercise its duty as Local Planning Authority only.

**Publicity** - The proposal, by virtue of the size of the site and floor space created, has been classified as a small scale major development. As such, the proposal has been advertised in the local press (Manchester Evening News) as a major development along with being of public interest and affecting the setting of a Conservation Area and Listed Buildings. Site notices were displayed at various locations around the application site. In addition, notification letters have been sent to an extensive area of local residents and businesses.

**Environmental Impact Assessment** - The Town and Country Planning (Environmental Impact Assessment) Regulations 2011 specifies that certain types of development require an Environmental Impact Assessment (EIA) to be undertaken.

The nature of the proposal falls within "Urban Development Projects", however, falls below the threshold in terms of site area (1 ha) and units size (150 units). Although
the proposal falls below the threshold, the City Council has still adopted a screening opinion in respect of this matter to determine if this level of assessment was necessary and to determine whether the proposed development was likely to give rise to significant environmental effects.

It was concluded that there will not be significant environmental impacts associated with the proposed development and therefore an Environmental Statement is not required.

**Policy**

**The Development Plan**

The Development Plan consists of:

- The Manchester Core Strategy (2012); and
- Saved policies of the Unitary Development Plan for the City of Manchester (1995)

The Core Strategy Development Plan Document 2012-2027 (“the Core Strategy”) was adopted by the City Council on 11th July 2012. It is the key document in Manchester's Local Development Framework. The Core Strategy replaces significant elements of the Unitary Development Plan (UDP) 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 as directed by the National Planning Policy Framework (NPPF).

The NPPF requires application to be determined in accordance with the Development Plan unless material considerations indicate otherwise.

**Manchester Core Strategy Development Plan Document (July 2012)**

The relevant policies within the Core Strategy are as follows:

Policy SP1 ‘**Spatial Principles’** states that one of the key spatial principles is the emphasis on the creation of neighbourhoods of choice, providing high quality and diverse housing around district centres which meet local needs, all in a distinct environment.

All development should have regard to the character, issues and strategy for each regeneration area – in this case East Manchester. In addition, new development will be encouraged that maximises the potential of the City’s transport infrastructure, in particular promoting walking, cycling and the use of public transport.

The policy goes onto to state that development in all parts of the City should:
• Make a positive contribution to neighbourhoods of choice including;
  o Creating well designed places that enhance or create character.
  o Making a positive contribution to the health, safety and well being of residents;
  o Considering the needs of all members of the community;
  o Protect and enhance the built and natural environment.

• Minimise emissions, ensure efficient use of natural resources and reuse previously developed land wherever possible;
• Improve access to jobs, services, education and open space by being located to reduce the need to travel and provide good access to sustainable transport provision.

The proposed development is considered to be in accordance with policy SP1 in that a high quality residential development will be provided that contributes towards meeting housing growth in the City and creating a high quality neighbourhood for residents to live in. Consideration has been given to minimising the impact on local residents along with protecting the historical context.

Policy EC3 ‘The Regional Centre’ states that housing will be an appropriate use within the Regional Centre, although this should complement the development of mixed use employment areas. Subject to site and location details, the Regional Centre will generally be a location where higher density residential development is appropriate.

The proposal is considered to be in accordance with policy EC3 as it will provide a dense residential development thus contributing towards the City housing growth.

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

• Improve choice by developing alternatives to the car;
• Promote regeneration and economic vitality by relieving traffic congestion and improving access to jobs and services, particularly for those most in need and for those without a car;
• Improve access to transport services and facilities in order to enable disabled people and people with mobility impairments to participate fully in public life;
• Improve pedestrian routes and the pedestrian environment;
• Improve and develop further Manchester’s cycle network;
• Contribute to improvements to the extent and reliability of the public transport network through safe and attractive waiting facilities, better priority and information provision,
• Would reduce the negative impacts of road traffic.
The proposal is considered to be in accordance with policy T1 as the development is located in an area where there is access to a range of public transport modes whilst encouraging other forms of transport such as cycle, car sharing and car clubs.

Policy T2 ‘Accessible areas of opportunity and needs’ states that the Council will actively manage the pattern of development to ensure that new development:

- Is located to ensure good access to the City’s main economic drivers, including the regional centre and to ensure good national and international connections;
- Is easily accessible by walking, cycling and public transport; connecting residential to jobs, centres, health, leisure, open space and educational opportunities. Particular priority will be given to providing all residents access to strategic employment sites including – links with East Manchester to employment locations such as Eastlands.

Applications should include appropriate Traffic Impact Assessments and Travel Plans for all major applications and for any proposals where there are likely to be access or transport issues.

This planning application is accompanied by a transport assessment and travel plan which demonstrates that the proposal will have a minimal impact on the local highway network and will encourage other forms of transport.

Policy H1 ‘Overall Housing Provision’ states that the proportionate distribution of new housing, and the mix within each area, will depend on a number of factors, in particular, the need to diversify housing stock in mono tenure areas by increasing the availability of family housing. High density developments (over 75 units per hectare) are appropriate in both the City Centre and parts of the Regional Centre given the accessible location. 90% of residential development will be on previously developed land. The re-use of vacant housing, including the renewal of areas characterised by poor quality housing, will be prioritised. New developments should take advantage of existing buildings where appropriate through refurbishment or rebuilding works. If this is not possible, development schemes should contribute to renewal of adjacent areas which contain vacant or derelict buildings.

Policy H1 goes on to state that new residential development should take account of the need to:

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

The development will form a dense residential scheme within an area that is expected to accommodate housing growth. Consideration has been given to the design, siting and scale of the building along with prioritising the re-use of a previously developed site. In addition, the proposal will also provide accommodation which will be attractive to families with the provision of 3 x three bedroom town houses along with 21 x 2 bedroom apartments which are generous in size ranging from 82.5 to 87.1 sqm. This apartments and townhouses will broaden the range of property types in Ancoats which will be attractive to families.

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

Developers should take advantage of these opportunities by:-

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

- Including environmental improvements across the area.

- Creating sustainable neighbourhoods which include complementary facilities and services.

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

The proposal is considered to comply with policy H2 in that it will provide a dense residential development in an area of the City that is expected to accommodate residential growth.

Policy H4 ‘East Manchester’ states that over the lifetime of the Core Strategy, the area will accommodate around 30% of new residential development. Priority will be given to family housing and other high value, high quality development where this can be sustained. High density housing will be permitted within the parts of East Manchester that fall within the Regional Centre which are adjacent to the City Centre. These neighbourhoods include Ancoats and New Islington.

The proposal is considered to comply with policy H4 in that it will provide a dense residential development in an area of the City that is expected to accommodate residential growth.
Policy H8 ‘Affordable Housing’ states affordable housing contributions will be considered of 0.3 hectares and 15 units or more. The development will not provide provision for affordable housing and will provide private accommodation for sale as part of diversifying the area and offering housing choice.

Policy EN1 ‘Design principles and strategic character areas’ states that all development in Manchester will be expected to follow the seven principles of urban design. Opportunities for good design to enhance the overall image of the City should be fully realised, particularly on major radial and orbital road and rail routes. Proposals for new development must clearly detail how the proposed development addresses the design principle, reinforces and enhances the local character of that part of the City and supports the achievement of the Core Strategic objectives.

The proposed development is considered to be a high quality scheme in terms of its design and appearance and will enhance the regeneration of the area.

Policy EN3 ‘Heritage’ states that throughout the City, the Council will encourage development that complements and takes advantage of the distinct historic and heritage features of its districts and neighbourhoods, including those of the City Centre.

New developments must be designed so as to support the Council in preserving or, where possible, enhancing the historic environment, the character, setting and accessibility of areas and buildings of acknowledged importance, including scheduled ancient monuments, listed buildings, registered parks and gardens, conservation areas and archaeological remains.

Proposals which enable the re-use of heritage assets will be encouraged where they are considered consistent with the significance of the heritage asset.

The proposal has been designed to preserve the setting of the adjacent Listed Buildings and Conservation Area and removes a vacant site in a key regeneration area.

EN4 ‘Reducing CO₂ emissions by enabling low and zero carbon development’ states that the Council will seek to reduce fuel poverty and decouple growth in the economy, growth in CO₂ emissions and rising fossil fuel prices, through the following actions:

All development must follow the principles of the energy hierarchy being designed to:

- Reduce the need for energy through design features that provide passive heating, natural lighting and cooling;
- To reduce the need for energy through energy efficient features such as improved insulation and glazing;
- To meet residual energy requirements through the use of low or zero carbon energy generating technologies
Policy EN5 ‘Strategic areas for low and zero carbon decentralised energy infrastructure’ states that with the regional centre (which includes the application site) will have a major role to play in achieving an increase in the level of decentralised, low and zero carbon energy supplies.

Policy EN6 ‘Target framework for CO₂ reductions from low or zero carbon energy supplies’ states that developments over 1000 sqm will be expected to meet targets shown with the policy unless this can be shown not to be viable.

The development is considered to comply with policies EN4 – EN6 in that clear consideration has been given to how the buildings functions to reduce overall energy demands. The building fabric is considered to be high quality and will allow energy costs to remain low.

Policy EN14 ‘Flood Risk’ states that all new development should minimise surface water run off. In addition, an appropriate Flood Risk Assessment (FRA) will also be required for all development proposals on sites greater than 0.5ha within critical drainage areas. Consideration has been given to the surface water run off from the site and a scheme will be agreed which minimises the impact from surface water run off.

Policy EN15, ‘Biodiversity and Geological Conservation’, states that developers will be expected to identify and implement reasonable opportunities to enhance, restore or create new biodiversity, either on site or adjacent to the site contributing to linkages between valuable or potentially valuable habitat areas where appropriate.

The application site is not considered to be of high quality in ecology terms and therefore no mitigation is required.

Policy EN16 ‘Air Quality’ states that the Council will seek to improve the air quality within Manchester. The proposal is not considered to compromise air quality.

Policy EN17 ‘Water Quality’ states that developments should minimise surface water run off and minimise ground contamination into the watercourse. Consideration has been given to minimising the impact of the adjacent canal particularly during construction.

Policy EN18, ‘Contaminated Land’, states that any proposal for development of contaminated land must be accompanied by a health risk assessment. The applicant has provided provisional details relating to ground conditions. Further investigative work will be needed to confirm the findings of the provisional details and determine if any mitigation is required.

EN19 ‘Waste’ states that the Council will require all developers to demonstrate the proposals consistency with the principles of the waste hierarchy (prevention, reduction, re-use, recycling, energy recovery, and disposal). Developers will be required to submit a waste management plan to demonstrate how construction and demolition waste will be minimised and recycled. The applicant has a clear waste management strategy for the site which will ensure that residents adhered to recycling principles.
Policy DM1 ‘Development Management’ all development should have regard the following specific issues:-

- Appropriate siting, layout, scale, form, massing, materials and detail;
- Impact on the surrounding areas in terms of the design, scale and appearance of the proposed development. Development should have regard to the character of the surrounding area;
- Effects on amenity, including privacy, light, noise, vibration, air quality, odours, litter, vermin, birds, road safety and traffic generation. This could also include proposals which would be sensitive to existing environmental conditions, such as noise;
- Community safety and crime prevention;
- Design for health;
- Adequacy of internal accommodation and external amenity space;
- Refuse storage and collection;
- Vehicular access and car parking;
- Effect on biodiversity, archaeological or built heritage;
- Green infrastructure;
- Flood risk and drainage.

The applicant has given careful consideration to the design, scale and layout of the development along with providing solutions to prevent noise ingress, crime, refuse and car and cycle parking. The proposal also meet the City Councils space standards.

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

The Unitary Development Plan for the City of Manchester (1995)

The Unitary Development Plan for the City of Manchester was adopted in 1995. However, it has now been largely replaced by the Manchester Core Strategy. There are some saved policies which are considered relevant and material and therefore have been given due weight in the consideration of this planning application. The relevant policies are as follows:

DC7 ‘New Housing Development’ states that the Council will negotiate with developers to ensure that new housing is accessible at ground floor level to disabled people, including those who use wheelchairs, wherever this is practicable. All new
developments containing family homes will be expected to be designed so as to be safe areas within which children can play and, where appropriate, the Council will also expect play facilities to be provided.

The proposal meets City Council spaces standards and will be accessible for all residents of Manchester.

Policy DC10 ‘Food & Drink Uses’ determines that planning applications for development involving the sale of hot food to be consumed off the premises the Council will have regard to, particularly in this instance:

- The general location of the proposed development;
- The effect on the amenity of neighbouring residents;
- The storage and collection of refuse and litter.

The Council will normally accept the principle of development of this kind in the City Centre, industrial and commercial area and, at ground level, in local shopping parades of more than 8 shops or offices.

Where the Council considers food and drink premises to be acceptable in principle, conditions may be imposed in order to protect the amenity of nearby residents. Such conditions include limitations in terms of the hours of opening and the need to deal adequately with the storage of refuse and collection of litter.

The proposed commercial units as part of this development will add to the viability of the development and its vibrancy.

Saved policy DC18 ‘Conservation Areas’ states that the Council will give particularly careful consideration to development proposals within Conservation Areas.

a. The Council will seek to preserve or enhance the character of its designated conservation areas by carefully considering the following issues:

i) the relationship of new structures to neighbouring buildings and spaces;
ii) the effect of major changes to the appearance of existing buildings;
iii) the desirability of retaining existing features, such as boundary walls, gardens, trees, (including street trees);
iv) the effect of signs and advertisements;
v) any further guidance on specific areas which has been approved by the Council.

Development proposals adjacent to Conservation Areas will be granted only where it can be shown that they will not harm the appearance or character of the area. This will include the protection of views into and out of Conservation Areas.

The proposal has been designed to respect the setting of the Conservation Area and adjacent Listed Buildings along with maintaining established views around the application site and road network.

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

The proposal has been designed to minimise the impact from noise sources and further mitigation will be secured by planning condition.

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

**Other material policy considerations**


This document provides guidance to help develop and enhance Manchester. In particular, the SPD seeks appropriate design, quality of public realm, facilities for disabled people (in accordance with Design for Access 2), pedestrians and cyclists. It also promotes a safer environment through Secured by Design principles, appropriate waste management measures and environmental sustainability. Sections of relevance are:

- **Chapter 2 ‘Design’** – outlines the City Council’s expectations that all new developments should have a high standard of design making a positive contribution to the City’s environment;

  - Paragraph 2.7 states that encouragement for “the most appropriate form of development to enliven neighbourhoods and sustain local facilities. The layout of the scheme and the design, scale, massing and orientation of its buildings should achieve a unified form which blends in with, and links to, adjacent areas.

  - Paragraph 2.8 suggests that in areas of significant change or regeneration, the future role of the area will determine the character and design of both new development and open spaces. It will be important to ensure that the development of new buildings and surrounding landscape relates well to, and helps to enhance, areas that are likely to be retained and contribute to the creation of a positive identity.

  - Paragraph 2.14 advises that new development should have an appropriate height having regard to the location, character of the area and specific site circumstances. Although a street can successfully accommodate buildings of differing heights, extremes should be avoided unless they provide landmarks of the highest quality and are in appropriate locations.

  - Paragraph 2.17 states that vistas enable people to locate key buildings and to move confidently between different parts of the neighbourhood or from one area to another. The primary face of buildings should lead the eye along important vistas. Views to important buildings, spaces and landmarks, should be promoted in new developments and enhanced by alterations to existing buildings where the opportunity arises.
• Chapter 8 ‘Community Safety and Crime Prevention’ – The aim of this chapter is to ensure that developments design out crime and adopt the standards of Secured by Design;

• Chapter 11 ‘The City’s Character Areas’ – the aim of this chapter is to ensure that new developments fit comfortably into, and enhance the character of an area of the City, particularly adding to and enhancing the sense of place.

Ancoats and New Islington Regeneration Framework (2014)

The framework was adopted by the City Council’s Executive in 2014 and is now a material consideration in the determination of planning applications.

The document details that there are a number of character areas and the application site falls within the ‘The Ancoats Core’ where there is significant opportunity for further regeneration and delivery of new housing.

The document states:

“Key objectives for the Ancoats Core have been over time to build on the distinct character of the area through the restoration and re-use of historic buildings and the addition of new buildings on vacant or underutilised parcels. Development of the core is the critical next step in the eastward expansion of the city centre helping to close the gap between Great Ancoats Street and regeneration efforts in Holt Town and Eastlands and to the east.

Establishing complementary new employment and commercial space alongside new residential development and conversions will be critical to maintaining activity levels throughout the day. The viability of such uses will be dependent on establishing a critical mass of residential development to support them. Key opportunity sites include Murrays’ Mill and the block bound by Hood, Murray, Jersey and Cotton Streets. Development of these sites should be contextually responsive to character of the area in terms of street and block patterns, materiality, and the mixture of building heights that characterise the area”


The Eastlands Strategic Regeneration Framework (SRF) was revised in November 2007. It identified the progress made in East Manchester since 2001 but also sets out the strategic direction for the next 10 years in order to continue the holistic regeneration of the area.

A key objective of the framework is to increase local employment opportunities by attracting investment. East Manchester is seen as a major investment location with a key role in the development of a completive City region, in order to become one of the premier destinations for new investment and leisure visitors in the North West. Investment in the public reams and creation of high quality buildings will also assist in improving the image of the area.
National Planning Policy Framework

The central theme to the NPPF is to achieve sustainable development. The Government states that there are three dimensions to sustainable development: an economic role, a social role and an environmental role (paragraphs 6 & 7).

Paragraph 8 of the NPPF goes on to state that these roles should not be undertaken in isolation:

“...to achieve sustainable development, economic, social and environmental gains should be sought jointly and simultaneously through the planning system”

Paragraph 9 of the NPPF states that pursuing sustainable development involves seeking positive improvements in the quality of the built, natural and historic environment as well as in people’s quality of life. This includes making it easier for jobs to be created in cities.

Section 4 outlines the Government’s objectives in respect of promoting sustainable transport, in particular developments should be supported that exploit opportunities for the use of sustainable transport modes for the movement of goods or people.

Section 7 ‘Requiring Good Design’ outlines the Government’s expectations in respect of new developments:

“The Government attaches great importance to the design of the built environment. Good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people” (paragraph 56)

Paragraph 58 states that local plans should develop robust and comprehensive policies that set out the quality of development that will be expected for the area. In particular, planning policies and decisions should aim to 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;
- Establish a strong sense of place, using streetscapes and buildings to create attractive and comfortable places to live, work and visit;
- Respond to local character and history, and reflect the identity of local surroundings and materials, whilst not preventing or discouraging appropriate innovation;
- Are visually attractive as a result of good architecture and appropriate landscaping.

Paragraph 59 goes on to state that:

“Local planning authorities should...concentrate in guiding the overall scale, density, massing, height, landscape, layout, materials and access of new
Paragraph 63 of the NPPF also states that great weight should be given to outstanding or innovative design which helps raise the standard of design more generally in the area.

Paragraph 65 goes onto to state that buildings which are incompatible with an existing townscape but are of high level of sustainability in general can be supported if mitigated by good design.

Section 12 outlines the Government's objectives in terms of conserving and enhancing the historic environment. Paragraph 128 states that in determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets' importance and no more than is sufficient to understand the potential impact of the proposal on their significance. As a minimum the relevant historic environment record should have been consulted and the heritage assets assessed using appropriate expertise where necessary. Where a site on which development is proposed includes or has the potential to include heritage assets with archaeological interest, local planning authorities should require developers to submit an appropriate desk-based assessment and, where necessary, a field evaluation.

Local planning authorities should identify and assess the particular significance of any heritage asset that may be affected by a proposal (including by development affecting the setting of a heritage asset) taking account of the available evidence and any necessary expertise. They should take this assessment into account when considering the impact of a proposal on a heritage asset, to avoid or minimise conflict between the heritage asset's conservation and any aspect of the proposal.

Where there is evidence of deliberate neglect of or damage to a heritage asset the deteriorated state of the heritage asset should not be taken into account in any decision.

In determining planning applications, local planning authorities should take account of:

- the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;

- the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and

- the desirability of new development making a positive contribution to local character and distinctiveness.

Paragraph 132 goes on to state that when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should
be given to the asset’s conservation. The more important the asset, the greater the weight should be. Significance can be harmed or lost through alteration or destruction of the heritage asset or development within its setting. As heritage assets are irreplaceable, any harm or loss should require clear and convincing justification.

Substantial harm to or loss of a grade II listed building, park or garden should be exceptional. Substantial harm to or loss of designated heritage assets of the highest significance, notably scheduled monuments, protected wreck sites, battlefields, grade I and II* listed buildings, grade I and II* registered parks and gardens, and World Heritage Sites, should be wholly exceptional.

Paragraph 133 states where a proposed development will lead to substantial harm to or total loss of significance of a designated heritage asset, local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply:

- the nature of the heritage asset prevents all reasonable uses of the site; and
- no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and
- conservation by grant-funding or some form of charitable or public ownership is demonstrably not possible; and
- the harm or loss is outweighed by the benefit of bringing the site back into use.

Paragraph 134 states where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use.

Local planning authorities should not permit loss of the whole or part of a heritage asset without taking all reasonable steps to ensure the new development will proceed after the loss has occurred.

Local planning authorities should look for opportunities for new development within Conservation Areas and World Heritage Sites and within the setting of heritage assets to enhance or better reveal their significance. Proposals that preserve those elements of the setting that make a positive contribution to or better reveal the significance of the asset should be treated favourably.

Promoting healthy communities is an integral part of delivering the Government’s sustainable vision; this includes creating safe and accessible environments where crime and disorder do not undermine quality of life. In addition, there should be high quality public spaces.

Meeting the challenge of climate change is also an important part of the NPPF. This includes supporting energy efficient developments as part of a low carbon future. In addition, areas at risk of flooding should be avoided. Conserving and enhancing the natural environment is also a key consideration and efforts should be made to increase biodiversity at development sites.
Paragraphs 11, 12, 13 and 14 of the NPPF outline a “presumption in favour of sustainable development”. This means approving development, without delay, where it accords with the development plan and where the development is absent or relevant policies are out-of-date, to grant planning permission unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits when assessed against the NPPF.

**National Planning Policy Guidance (NPPG)**

The relevant sections of the NPPG are as follows:

*Open space, sports and recreation facilities, public rights of way and local green space* states that open space should be taken into account in planning for new development and considering proposals that may affect existing open space. It is advised that Sport England are consulted where the loss of major sporting facilities is proposed.

*Noise* states that Local planning authorities’ should take account of the acoustic environment and in doing so consider:

- whether or not a significant adverse effect is occurring or likely to occur;
- whether or not an adverse effect is occurring or likely to occur; and
- whether or not a good standard of amenity can be achieved.

Mitigating the noise impacts of a development will depend on the type of development being considered and the character of the proposed location. In general, for noise making developments, there are four broad types of mitigation:

- engineering: reducing the noise generated at source and/or containing the noise generated;
- layout: where possible, optimising the distance between the source and noise-sensitive receptors and/or incorporating good design to minimise noise transmission through the use of screening by natural or purpose built barriers, or other buildings;
- using planning conditions/obligations to restrict activities allowed on the site at certain times and/or specifying permissible noise levels differentiating as appropriate between different times of day, such as evenings and late at night, and;
- mitigating the impact on areas likely to be affected by noise including through noise insulation when the impact is on a building.

*Design* states that where appropriate the following should be considered:

- layout – the way in which buildings and spaces relate to each other
- form – the shape of buildings
- scale – the size of buildings
- detailing – the important smaller elements of building and spaces
- materials – what a building is made from
Health and well being states opportunities for healthy lifestyles have been considered (e.g. planning for an environment that supports people of all ages in making healthy choices, helps to promote active travel and physical activity, and promotes access to healthier food, high quality open spaces and opportunities for play, sport and recreation);

Travel Plans, Transport Assessments in decision taking states that applications can positively contribute to:

- encouraging sustainable travel;
- lessening traffic generation and its detrimental impacts;
- reducing carbon emissions and climate impacts;
- creating accessible, connected, inclusive communities;
- improving health outcomes and quality of life;
- improving road safety; and
- reducing the need for new development to increase existing road capacity or provide new roads.

Other legislative requirements

Section 16 (2) of the Planning (Listed Building and Conservation Areas) Act 1990 (the "Listed Building Act") provides that "in considering whether to grant listed building consent for any works to a listed building, the local planning authority or the Secretary of State shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses"

Section 66 Listed Building Act requires the local planning authority to have special regard to the desirability of preserving the setting of listed buildings. This requires more than a simple balancing exercise and considerable importance and weight should be given to the desirability of preserving the setting. Members should consider whether there is justification for overriding the presumption in favour of preservation.

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

Issues

Planning History

- 084192/FU/2007/N1 – Change of use of land to surface level car park with 68 spaces plus security cabin and WC for a temporary period of two years APPROVED November 2007;
- 076325/FO/2005/N1 - Erection of five/six storey building comprising mixed use development of 27 residential units. 5no class units A1,A2,A3,A4,B1 or D1. 1no day nursery and 2147sqm of class B1 commercial space including basement car parking and associated landscaping APPROVED October 2005 (consent expired/never implemented);
Principle

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

New developments in the City will therefore be expected to contribute towards this growth strategy ensuring that development takes place within the right areas to meet demands along with creating high quality places and neighbourhoods of choice. There is currently a mismatch between supply and demand for suitable accommodation to meet the growing population of the City.

The application site is located within the Regional Centre, as allocated on the Proposals Map contained within the Manchester Core Strategy (2012), and forms part of the East Manchester Regeneration area. Policy SP1 states that this area will be the focus for economic and commercial development, retail, leisure and cultural activity along side high quality city living. Policy H1 goes on to state that the Regional Centre is a priority area for residential schemes in order to support regeneration and drive regional growth.

This approach is supported by the Regional Centre policy within the Core Strategy, policy EC3, which states that high density housing will be appropriate in the Regional Centre, particularly where it complements employment generating uses. This high density approach for the Regional Centre is also reiterated within policy H4 which seeks to achieve 30% of new residential development (approximately 18,280 new homes) in East Manchester.

Policy H1 also seeks to ensure good quality family housing. The proposal will provide accommodation which will be attractive to families with the provision of 3 x three bedroom town houses along with 21 x 2 bedroom apartments which are generous in size ranging from 82.5 to 87.1 sqm (which exceeds the City Council’s interim space standards). These apartments and townhouses will also help broaden the range of property types in Ancoats which will be attractive to families.

Policies SP1 and H1 seek to encourage development on previously developed land including the renewal of areas characterised by poor quality housing. The application site is a vacant piece of land within a key regeneration area – Ancoats and New Islington. A neighbourhood framework was approved by the City Council Executive in 2014. This document is now a material planning consideration in the

- 067132/FO/NORTH1/03 - Erection of five/six storey building comprising mixed use development of 18 no. residential units, 3 no. live/work units, 3 no. class A3 units, 1 no. day nursery and 2343 sqm of class B1 commercial space incorporating basement car parking. Associated landscaping APPROVED October 2003 (consent expired/never implemented)
determination of planning applications. It states that the area will play a critical role in meeting the City’s housing needs given the area will be a focus for population growth.

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

The application site falls within the Ancoats Core area which is identified as an opportunity area for further regeneration and delivery of new housing. This site is also specifically identified as a key opportunity for redevelopment. This supports the approach identified within policies SP1, EC3, H1 and H4 of the Core Strategy.

A total of 80 spaces within the car park will be provided for the Murray Mills development which was recently granted planning permission for a residential conversion for 124 residential units (108566/FO/2015/N2). A further 20 spaces will be available for the residential units which form part of this planning application with the remaining spaces being available for purchase by residents from either development.

As detailed as part of the consideration of planning application 108566/FO/2015/N2, it was not possible to accommodate car parking on the Murrays’ Mills site as it was considered that in order to deliver a sensitive and high quality conversion of the complex, including protecting the setting of the building, off site provision of parking would be provided on an alternative site in the applicants ownership. Notwithstanding this, it is necessary to provide a long term, permanent parking solution for this scheme.

Careful consideration has been given by the applicant in order to devise an effective parking solution for the Murray Mills site. The use of vacant plots in Ancoats and the Northern Quarter have been carefully considered, however, these have been discounted as they would prejudice and delay the development of these sites for residential and commercial developments and the regeneration of these areas.

In addition, an audit of car parking space in the local area was carried out as part of the applicants Transport Statement, however, this confirmed that there are limited opportunities for contract parking in the vicinity of Murray Mills.

As such, it was concluded that a permanent car parking solution needed to be provided in close proximity to the application site. The application site was chosen for a number of reasons.

- the wider masterplanning consideration for other development plots in Ancoats;
- the suitability of the site from a tenure perspective; and
- an analysis of movement patterns and key routes within the area.

The application site was considered to be suitably close to the Murray Mill site to allow for easy access by residents of that building and, due to the small scale nature of this scheme, can be delivered (subject to planning permission) prior to the occupation of Murray Mills.
It is noted that there are other vacant plots within the applicant’s ownership in the Ancoats area, including ones which are closer to Murray Mills. These will be subject to future planning applications for a ‘build to rent schemes’. As such, these sites will need to accommodate a larger number of residential units than the proposal subject to this planning application and will therefore require a significant level of car parking provision to service the number of units. As such, the ability to these other sites to accommodate the additional car parking requirements for Murray Mills is limited.

The considerations within the report below will conclude that the scale of residential development proposed as part of this planning application, along with the car parking for Murray Mills, can be adequately accommodated within the highway network.

When balanced against the need for residential growth within the Ancoats area, which is a key consideration within the Core Strategy, the inclusion of car parking for Murray Mills on other sites within the applicant’s portfolio would compromise the number of residential units which could be brought forward which would therefore fail to meet residential and economic growth objectives.

The applicant is seeking planning permission for the erection of part 9, part 8 and part 5 storey building to form ground floor commercial floor space (Use Classes A1, A2, A3, B1 D1 (excluding place of worship) (149 sqm) at ground floor facing Cutting Room square along with 3 residential town houses and 28 residential apartments (Use Class C3) to form 31 residential units in total and creation of 115 space residential car park with access from Jersey Street along with boundary treatment and other associated works.

A proposal of this nature is considered to be acceptable in principle as it accords with the residential growth principles identified within policies SP1, H1, H4 and EC3 of the Core Strategy along with the principles and aspirations outlined in the Ancoats and New Islington Development Framework. In addition, the proposal will provide a permanent parking solution for the Murray Mill development.

Regeneration

Policies SP1 and EC1 seek to support developments in the City which consider the needs of all the community and their wellbeing along with contributing to economic growth. This includes demonstrating the employment generating potential of developments for local people and promoting good health and community cohesion. Such an approach is a key consideration within the NPPF which outlines the Governments desire to secure economic growth in order to create jobs and prosperity along with securing the wellbeing of communities.

The applicant has considered the socio-economic benefits of the proposed development along with the other developments that will be brought forward as part of the applicant’s residential portfolio. This details the benefits of the proposal in terms of its ability to create direct and indirect job creation from both construction and operations of the development.
The level of expenditure that will be created from the construction process of this development, and others, will allow the applicant to work with construction companies to provide apprenticeships and training/employment opportunities for local residents.

The applicant predicates that across their development interest the following full time equivalent construction jobs and apprenticeships will be created:

- 2015/2016 – 446 jobs and 22 apprenticeships;
- 2016/2017 – 766 jobs and 38 apprenticeships; and

There will be a range of jobs that will be available including design and project management as well as core trade skills in the construction industry.

Furthermore, the applicant has formed the *Manchester Life project apprenticeship (MLPA)* which will provide local young people, who are based at Manchester College, the opportunity for work experience along side formal qualifications. The apprentices will have the opportunity to work in a variety of disciplines within the project area and partner organisations will be asked to support the MLPA programme by employing one apprentice through this programme. This will provide them with a 2 year paid placement and covering education costs.

There will also be opportunities for targeted apprenticeships with construction companies along with assisted employed along with working with supply chains to ensure that wherever possible employment opportunities area advertised across the City and with employment agencies which can target communities and schools.

It is recommended that this forms part of the conditions of the planning approval.

**Material planning considerations**

Whilst the principle of the development is consistent with planning policy framework, there are detailed matters that require particular attention. This report will therefore consider the following material considerations and determine whether any undue harm will arise as a consequence of the development:

- Affordable housing;
- Siting/layout;
- Scale/massing;
- Appearance/Visual amenity;
- Impact on heritage assets;
- Archaeology;
- Landscaping/public realm;
- Transport/highways;
- Noise vibrations;
- Ecology/habitats;
- Flood risk/surface water;
- Sustainability;
- Designing out crime;
- Ground conditions;
- Lighting;
- Waste management;
- Construction management; and
- Residential amenity.

The above matters will be considered in turn below.

**Affordable Housing**

The proposal will consist of properties for private sale and will therefore not include any affordable provision. In this instance it is considered that this approach is acceptable as the proposal seeks to diversify the market within this area of Manchester, which is predominately socially rented. As such, there is already a high level of affordable housing in the immediate area. Furthermore, this proposal will bring substantial regeneration benefits to the area, including securing the sustainability and delivery of the Murray Mill development and eliminating a vacant site in the heart of the Conservation Area.

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

The proposal will provide 31 residential units within the development. This represents a development of 155 units per hectare. Policy H1 states that developments of over 75 units per hectare will be appropriate on sites in the City Centre and in the Regional Centre. Whilst this development is considered to represent a dense form of development, it is considered appropriate given the character of the area given its location on the City Centre fringe.

In terms of the type and standard of accommodation, policies SP1, H1, H2 and H4 of the Core Strategy, along with the East Manchester Regeneration Framework, seeks to ensure that the right type of accommodation is created in the City. In addition, the City Council’s Executive has also adopted space standards for new accommodation to meet to ensure that a minimum standard of accommodation is created across the City.

The break down of accommodation and sizes within the development is as follows:

- one bed apartments – 7 (22.5%) 50 sqm;
- two bed apartments – 21 (68%) range from 82.5 sqm to 87.1 sqm;
- three bed town houses – 3 (9.5%) 83.3 to 85.2 sqm.

The proposal will minimise one bedroom accommodation in favour of two bedroom accommodation. The development is also in line with the interim space standards which is welcomed.

The proposal will be for private sale which will help diversify the tenure in the local area and is likely to be popular with young professionals or families who wish to live in the area and enjoy the local amenities.
East Manchester Regeneration Team are supportive of the density and property types being created within the development and therefore the proposal is considered to comply with policies SP1, H1, H2, H4 and DM1 of the Manchester Core Strategy along with meeting the aspirations of the Ancoats and New Islington Framework. Consideration will be given below to how this level of density fits within its context to ensure compliance with the Guide to Development in Manchester SPD and the neighbourhood framework.

**Commercial development**

The proposal will provide a commercial unit on the corner of Hood Street and Cotton Street with a floor space of 149 sqm which also includes a partial mezzanine floor. The applicant has applied for use classes within A1, A2, A3, B1 and D1 (excluding a place of worship).

The creation of a commercial unit at the application site is acceptable as it will help support and provide facilities for the residential element along with attracting and activating the street scene in this location. In terms of the creation of a restaurant/café use (A3) it is noted that saved policy DC10 of the UDP seeks to encourage food and drink uses in centres or in parades of 8 or more shops along with an assessment on the impact on residential amenity.

Whilst the development is not within an established parade or centre, it is considered that having an offer of this nature is very important to support this mixed use development and adds to the vitality and viability of the development. In addition, it will complement the other commercial uses around Cutting Room Square which is a key aspiration within the development framework.

The applicant has also applied for uses within B1 and D1. Whilst there is no objection in principle to these uses, it is recommended that the type of D1 accommodation is restricted to not include places of worship which have particular characteristics and impacts which need to be assessed. In terms of other uses that fall within use class D1, it is recommended that prior to the occupation of the units for a D1 use, further details would need to be given in respect of the operations of that use, particularly to identify and manage any specific operational and servicing so that they do not have a detrimental impact on residential amenity or the operations of the rest of the development. This should form a condition of the planning approval.

In line with the comments of Environmental Health, and in order to protect residential amenity, it is recommended that the operation hours of the commercial development are restricted to Monday to Saturday 08:00 to 23:00 and Sunday 09:00 to 23:00.

**Siting/layout**

Policies EN1 and DM1 of the Core Strategy, along with the Guide to Development in Manchester, requires that consideration be given to layout of new developments ensuring that they respond to the surrounding context and maximise frontages with the street scene and other important features of sites.
The application site has a uniform shape and form and has frontages to Hood Street, Cotton Street and Jersey Street. The built form covers the entire site which in turn ensures that the building addresses all of these key frontages and provides the maximum impact to the street scene and Cutting Room Square.

The applicants supporting documentation demonstrates that a number of options were considered in terms of the layout of accommodation within the building in order to ensure that the street scene was appropriately addressed. In addition, it was determined that the optimum approach was for the car parking and residential/commercial accommodation to be independent of each other for acoustic and massing reasons.

Once the structural approach of the building was determined, consideration was given to the location of entrances and active frontages. The proposal presents all of the commercial and residential accommodation, along with the associated pedestrian entrances, to Hood Street and Cotton Street. These are the principle roads to Cutting Room Square and the activation of these frontages is welcomed as it will enliven the public realm and provide additional natural surveillance.

As a result of the orientating the commercial/residential accommodation to Cutting Room Square, Jersey Street will provide the vehicular entrance to the car parking area. This provides access to five floors of car parking which will be available for both this development and residents of Murray Mills.

In terms of the relationship to the surrounding area, the application site adjoins the curtilage of Jactin House. The proposed layout of the site means that there will be a gap of 1.7 – 2.4 metres between the proposed east elevation and the west elevation of Jactin House. This close proximity will mean that there will be an associated impact on this property but one that is considered necessary in order to secure the successful redevelopment of the site which is necessary to ensure a viable and efficient car parking layout but also to allow the car parking to be wrapped with residential development along with achieving an active frontage to Cutting Room Square.

The built form will also provide a frontage to Paragon Mills along the southern elevation where a gap of 11.5 metres will be evident.

It is considered that the siting of the proposed block, along three key roads within the Conservation Area, provides an exciting opportunity to provide an active frontage to Cutting Room Square (and thereby enclosing the remainder of the space around the public realm with built form) along with eliminating an important vacant site. The commercial unit on the ground floor holds the corner with Hood Street and Cotton Street thus continuing to activate the frontage around the application site.

Whist the siting of the building close to Jactin House and Paragon Mills presents a key challenge (which will be considered elsewhere in this report), particularly in respect of scale and change in outlook, the objective of redeveloping the site along with providing a strong frontage to Cutting Room Square and providing natural surveillance, contributes positively to the regeneration of the area. Jersey Street will
become the focus for the vehicular activity continuing the visual interest and activity to this area.

Overall the siting and layout of the development maximises the relationship with the surrounding road network. Whilst the proposed building will be close to surrounding sensitive receptors, the siting and layout provides a logical arrangement and is therefore considered to be in accordance with policies SP1, EN1 and DM1 of the Core Strategy along with the aspirations in the SPD and the East Manchester SRF.

**Scale/massing**

The Guide to Development in Manchester SPD advises that consideration should be given to the scale of new developments and ensure that they are informed by their context. Where buildings are of different scale to their surroundings they should be of the highest quality and be of landmark status.

The scale/height of the building is as follows:

- Cutting Room Square/Hood Street (North elevation) – part 8 part 9 storeys measuring 28.2 to 31.9 metres in height
- Jersey Street (South elevation) – 5 storeys measuring 17 metres in height
- Jactin House (East elevation) – part 8, part 5 storeys measuring 17 to 28.1 metres in height
- Cotton Street (West elevation) – part 9 storeys, part 5 storeys 17 to 31.9 metres in height

The context analysis undertaken by the applicant has helped inform the scale of the proposed development. The area is characterised by a variety of buildings of differing scale. The following buildings immediately surround the application site.

- Ice Plant opposite side of Cutting Room Square (north) – 23.5 to 30 metres in height
- Paragon Mills, Jersey Street (South) – 24.8 metres in height
- Jactin House (East) – 16 metres in height
- Fairbairn Building, Cotton Street (West) – 20.1 metres in height.

The analysis also considers the wider context which consists of the following buildings:

- Murray Mills – 23.2 metres in height
- St Peters Church – 37.4 metres in height

The Guide to Development SPD along with the development framework, states that any future development on this site must respond to the surrounding context:

“Development of these sites should be contextually responsive to character of the area in terms of street and block patterns, materiality, and the mixture of building heights that characterise the area”
It is clear from the applicant’s analysis of the building heights in the area that a variety of building height exists. In addition, a characteristic of the Conservation Area has always been buildings of different scales situated adjacent to each other resulting in larger buildings being adjacent to more modest low rise buildings. Such an approach has informed the applicants approach to the development at this site.

The buildings frontage to Cutting Room Square/Hood Street provides an opportunity to address this public space and complement the other taller buildings which surround this space such as the Ice Plant, St Peters Church and the Fairbairn building. In response to this, the highest part of the proposed building is the frontage to Cutting Room Square. It is considered that it is an entirely appropriate approach as it will complete the setting of the square by being bounded on all sides by buildings of scale and stature.

It is noted that there are much more modest buildings in the vicinity to the application site, including 27 Blossom Street and 17-19 Jersey Street. Whilst the development will provide a marked contrast to these buildings it is considered that the development complements the characteristics of the Conservation Area in that it is an area where there is a juxtaposition of modest and taller buildings. In terms of 27 Blossom Street, the application site is approximately 40 metres from this property which will ensure that there are no overbearing or overshadowing impacts. Indeed, this property sits immediately adjacent to the Ice Plant which servies to provide an example of modest buildings being situated next to taller ones, much in the same way that the proposed development will sit next to Jactin House.

The highest part of the proposed building is the corner of Cotton Street/Hood Street. This will provide emphasis to this corner and will provide a visual marker along this street when viewing the site towards Jersey Street.

As the building returns onto Jersey Street, the scale of the building reduces to 5 storeys. This part of the building will provide the car parking element of the scheme. As a result of the reduction in scale, the proposed building will sit much lower than Paragon Mills by 7.8 metres. Along with the gap of 11.5 metres between the 5 storey and the northern elevation of Paragon Mills, this will maintain a spacious gap for the setting of the Listed Building along with minimising any sense that the building is overbearing.

It is noted that due to the footprint of the 5 storey element, along with its flat roof, the massing of this element of the scheme is a contrast to the appearance of many of the surrounding buildings. However, it is considered that this modern addition to the Conservation Area is not out of scale or has an unduly harmful impact on amenity. Furthermore, the quality of the design and consideration of the appearance of this elevation ensures that it of sufficient quality.

Notwithstanding the above, it is noted that both the character of Cutting Room Square/Hood Street and the elevation to Jersey Street will be altered by the development of the application site, particularly given the current vacant status of the site. However, the degree of which any impact will arise is minimised by the varying height elements of the building. This is a direct response to ensure that the square is appropriately addressed with a building of scale whilst also respecting the context of
the surrounding residential properties and setting of Paragon Mills and other surrounding buildings.

In terms of the impact of any buildings on Cotton Street, the Fairbairn Building will sit 11.8 metres lower than the highest part of the proposed building. However, there will be a gap of 6.5 metres between the proposed building and the Fairbairn building. It should also be noted that only 21 metres of the Cotton Street frontage will be of 9 and 8 storeys before reducing to 5 storeys in height. This will assist in minimising the impact on the two storey building at 17-19 Jersey Street also.

The building which is situated closest to the proposed development site is Jactin House and its associated curtilage. When viewed from Hood Street, the proposed development will be 12.2 metre higher than Jactin House. This will mark a change in the street scene with the proposed development now being much taller than Jactin House.

The comments of the owner of Jactin House, who has expressed concern about the impact of the height of the development on the amenity of their property, are noted, particularly the impact from the scale of the development on the windows in the western elevation of their building.

The proposed eastern elevation will be separated from the western elevation of Jactin House (which measures 19 metres in length and contains a large number of windows) by a modest 1.7 – 2.4 metres. The building heights along this boundary are the same as the Cotton Street elevation, 8 storeys reducing to 5 storeys. The proposed 8 storey element will be 8.8 metres in length with the remaining length of the proposed building (i.e. 24 metres) being 5 storeys. As such, 10.2 metres of the Jactin House’s western elevation will have a 5 storey element abutting it which is only 1 metre higher than the overall height of Jactin House.

Notwithstanding the height differences between the two buildings, the close proximity of the proposed building will mean that there will be an impact on Jactin House and the windows on the western elevation. This will give rise to a sense that the proposed building will have an overbearing impact particularly on those using the internal space closest to the western elevation.

It should, however, be noted that Jactin House is currently being converted into open plan offices. As such, these are not the only windows which will provide outlook and light to the internal floor space. In addition, Jactin House has a series of light wells which allows light from the roof to penetrate the other floors of the building.

Indeed, consideration has also been given to the potential for overshadowing to occur as a result of the proposal on the surrounding buildings. In this regard, the applicant who has provided a daylight and sunlight assessment in support of their application.

The daylight and sunlight assessment considered every window on the neighbouring Jactin House.
In terms of daylight availability, in the baseline conditions, of the 124 windows assessed on the facades of Jactin House, 78 have a vertical sky component (VSC) of equal or above 27%. Accordingly to the relevant guidelines, daylight may be adversely affected in an existing building if the VSC is less than 27% its former value as a result of a new development. The baseline conditions show that the remaining 46 windows already fall below 27%.

As a result of the development, 53 windows on Jactin House will have a VSC of equal to or above 27% with 71 windows predicated to fall below 27% VSC. The 23 windows in the western façade of Jactin house are most affected by The development with the range of impact on the baseline being 3% to 34% of the former VSC.

In terms of sunlight, where a window is within 90 degrees due south of a proposed development, the relevant guidelines, proposes it should receive at least 25% of the total annual probable sunlight hours (APSH) during summer months and at least 5% APSH in the winter months from September 21 to March 21 (winter APSH).

A total of 60 windows in Jactin House fall within 90 degrees of due south and have been assessed for sunlight impacts. In the baseline scenario, all 60 windows have an APSH of equal or greater than 25%. With the development in place, it is excepted that 29 windows will have an APSH of equal or greater than 25%. There are 25 windows on Jactin House western elevation predicated to experience the greatest change in available sunlight (ranging from 1% to 78% of former APSH).

There is no doubt that Jactin House, particularly its western façade, is expected to experience the most noticeable impact. Whilst it is acknowledged that there will be a loss of available daylight to the western elevation windows, the scale and massing of the building has been devised to be as sensitive to this property as is practical. Furthermore, and as mentioned above, Jactin House has the benefits of dual aspect windows providing light to the open plan office floor space along with the roof lanterns. As such, the loss of the available light to the western elevation does not outweigh the overall benefits of developing the site and the regeneration benefits for the local area.

Other properties in the immediate vicinity to the application site have also been subject to the daylight and sunlight assessment prepared by the applicant. In terms of any overshadowing impacts to other properties, there are a modest number of windows in the ground and upper floors of Paragon Mill, the northern elevation of 17-19 Jersey Street and a modest number of properties on the eastern elevation of the Fairbairn, which will experience the same level of impact as the western elevation of Jactin House in terms of daylight availability. Other windows in the same building have also been analysed and whilst there will be some impact, this has been categorised as being more negligible in nature. However, it should be noted that the other surrounding buildings are expected to satisfy recommended levels for sunlight.

In terms of the impact on the Ice Plant daylight availability, there will not be a significant impact on the windows in the upper floors. There will, however, be a shading effect on the recessed balconies.
In terms of sunlight hours, the ground floors of the Ice Plant, Murray Mills, Jersey Cottage and the Fairbairn Building are not predicted to experience any significant loss of sunlight. The upper floor windows of the Ice Plant will experience a reduction in sunlight hours based on current conditions, however, this is considered to be within a reasonable threshold.

In terms of the impact on Cutting Room Square, the report concludes that there will be an impact on the available sunlight within the square (which will be 80% of its former value in March 21st). In determining whether any harm will be caused, it is necessary to be mindful that the application site is vacant and therefore the square enjoys a higher degree of sunlight than would otherwise be the case had previous built form existed at the site. As such, any development at the site would therefore reduce the amount of natural light the square would receive which will mean it is more noticeable. However, it is not considered that the resulting amount of sunlight that the square will received once the development is complete is harmful and will remain naturally lit to an acceptable level.

Indeed, when the square is most likely to be in use in summer, the predicted values on the 21 June are predicted to be in excess of ten hours.

Overall, it is noted that the proposed building will mark a significant change in the streetscene. The proposal will have a positive benefit to the area in that it will remove a vacant site and will respond to Cutting Room Square with a building of scale which will complete its setting along with the other tall buildings in this area.

There is no doubt that due to the close proximity of the proposed development to Jactin House and Paragon Mills, there will be a change in outlook and a sense of overbearing and overshadowing of certain elevations and windows on these buildings.

However, as the Conservation Area is characterised by changes in scale, from modest buildings to the larger mill buildings which are often tightly packed together, this provides less space and light than would otherwise be found in less urban areas. As such, this arrangement is not considered to be unusual or exceptional in this context. In addition, the changes to the scale and massing of the building will help minimise any harmful impacts. As such, it is considered that the impact of the scale of the building is not unduly harmful and will in fact bring positive benefits to the Conservation Area in terms of removing this vacant site.

Appearance/visual amenity

Policy EN1 of the Core Strategy states that opportunities for good design, that enhance 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.

The applicant’s response to the appearance of the building has been to adopt many of the key characteristics of the surrounding area. A textured red brick will be used along with stone or pre-cast dressings for the sills and lintels. These materials have been chosen to provide a clear contextual link with the historical buildings in the Conservation Area.
The materials have been expressed in a way which also reflects the proportions of other facades in the local area. To Cutting Room Square/Hood Street, the textured red brick will form the general wall material of the building. The upper floor residential accommodation will consist of living room windows which will have full height, inward opening windows with a balustrade with bedroom windows having a smaller opening but finished with a ceramic unit to give a similar sense of proportion to the living room windows. Both the window arrangements are recessed to provide further interest to the elevation. The resulting impact is a regular and unified appearance to the elevation with a strong vertical and horizontal emphasis similar in nature to the surrounding mill buildings.

At the ground floor, the commercial unit, town houses and entrance for the upper floor apartments will have double height glazing. This will ensure that there are clear active frontages at the ground floor level which will enhance the street scene and the public space along with complementing the form of other developments in the area which are of a similar arrangement (e.g. Ice Plant) (see figure one).

![Figure one – view of the development from Cutting Room Square](image)

It is considered that the appearance of this elevation will be a high quality façade to the public square. The simple arrangements of the elevations along with the quality and use of materials, position of the building on the site and its scale, will enhance the setting of the Conservation Area and contribute to the ongoing regeneration of the area.

The appearance of the Jersey Street elevation reflects its more functional role in terms of providing the accommodation for the car parking (see figure two). At street level, a mixture of translucent glazing and metalwork panels will be used to provide the pedestrian and vehicular entrances to the car parking. The remainder of the elevation will be made up of brick work. In order to minimise the bulk and massing of this element of the building the brick work will be arranged in various ways to provide interest. Hit and miss brick work will be used on the Jersey Street façade to provide
ventilation to the car park but also provide interest. At the upper levels are the windows for the circulation cores for the upper floors apartments and these have been arranged in the same way as the Hood Street elevation to ensure a consistent approach. This will also ensure that there is no incident of overlooking to Paragon Mills given that this is not habitable space along with the substantial gap separating the two buildings.

**Figure – View of the development from Jersey Street (Jactin House on the left)**

There is no doubt that the footprint, scale and massing of the Jersey Street elevation creates a substantial addition to the street scene. In addition, the design provides a clear contrast with the style of the architecture on the Hood Street elevation and those of the older buildings in the Conservation Area. However, the change in scale, along with the interesting use of materials, will ensure that the building does not have an unduly harmful impact on the street scene. The continued use of high quality materials, which will be similar in type to the Hood Street elevation, along with their arrangements in a contemporary way, will provide a modern addition to the street scene. The applicant’s use of the hit and miss arrangement, along with providing an industrial feel to the car park and entrance with the use of metal work, minimises the impact of a predominately brick façade. It is considered that this arrangement will complement the Jersey Street frontage which has a different character and feel to other streets in the Conservation Area. In particular, the road is wide with limited active frontages. As such, the proposed elevation corresponds well to this context.

The west elevation to Cotton Street will provide additional windows to the apartments. However, there will be a reduction in the number and rhythm of windows along with the depth of the reveals.

This arrangement has been noted by Historic England who have expressed that a similar arrangement to Hood Street should be employed. The applicant has cited that this window arrangement is necessary due to the need to ensure that room sizes
internally are adequate along with requiring protection to kitchen and bedrooms. The absence of living room windows also means the larger window type, which is found of Hood Street, cannot be provided.

Although this arrangement is not ideal, it is not considered to be harmful to the overall appearance of the building and will not detract from the Conservation Area. This building is a new addition to the area, and whilst there is a clear contextual link with the surrounding buildings, this building has to be functional. The use of the same materials and length/width of opening will ensure a link and rhythm with Hood Street and other buildings in the area.

There will be a gap of 6.4 metres between the Cotton Street elevation and the west elevation of the Fairbairn Building. Whilst this gap is narrow, it is not considered that any overlooking is minimised by the limited number of windows, which principally provide windows to bedrooms and the kitchen areas of the apartments.

The remainder of the Cotton Street elevation, along with the elevation to Jactin House, will be treated with a mixture of glazing and panelling (as found on Jersey Street) at ground floor level along with panels of mixed colour bricks. This will help provide a degree of interest to these elevations particularly for the surrounding buildings which will have an outlook to these elevations.

The comments of the Conservation Panel are noted. The applicant’s rationale for not adopting a uniform building height is to respond to the immediate context and allowing for the façade to be subdivided providing an appropriate setting to Cutting Room Square. The materials and arrangement of the windows unifies the elevations and complements the surrounding context.

Overall it is considered that the proposal will be a high quality building that will provide excellent detailing and use of materials. There is a clear and regular rhythm to the window arrangement along with double height glazing and panel work at the street scene which will help produce interest to the elevations which is a characteristic of the Conservation Area. The building will enhance the setting of Cutting Room Square which is vitally important to the ongoing regeneration of the area. The Jersey Street elevation will provide a functional entrance to the car park, however, careful consideration has been given to its appearance in order to minimise any harm on the appearance of the area. It is recommended that a condition of the planning approval is that the final materials are agreed with the applicant to ensure they are suitable.

Impact on Heritage Assets/Conservation Area

Policy EN3 of the Core Strategy, along with section 12 of the NPPF, states that consideration must be given to the impact of new developments on heritage assets. In this instance, the application site is located within the Ancoats Conservation Area along with being adjacent to some key Listed Building – Paragon Mills (Grade II*), Murray Mills (Grade II*) and St Peters (Grade II).

The Ancoats Conservation Area lies just outside of the City Centre, immediately to the north of Great Ancoats Street.
As detailed elsewhere within this report, the area is dominated by the former cotton spinning mills, which are principally located adjacent to the Rochdale Canal and the nearby housing. Historically throughout the area, there have always been commercial and residential buildings. This juxtaposition, and interlinking of manufacturing, transport and residential uses meant that Ancoats functioned as the first industrial estate in the world.

Furthermore, the concentration of mill buildings within Ancoats has become an important landmark in the history of the Industrial Revolution. Murray Mills, McConnel and Kennedy Mill, along with others in the area, represent a clear chorology of development of cotton mill architecture from 1800 to the 1920s.

Although the area is dominated by the mill buildings, the Conservation Area also contains other Listed Buildings of differing character. The Victoria Square housing and St Peter’s Church represent some of these other key buildings. These buildings have a different style of architecture than the mill buildings in both form, scale and appearance. It is considered that these Listed Buildings, along with other older non listed buildings, provide a rich, often contrasting, mix of architectural styles along side the dominant mill buildings.

The requirement to preserve or enhance the Conservation Area, and the setting of the Listed Buildings, is a key requirement within policy EN3 of the Core Strategy, saved policies DC18 and DC19 of the UDP along with the objectives of the NPPF. As such, any new development must seek to retain the character of the area through careful detailing and, where appropriate, the use of compatible materials. In addition, the maintenance of road surfaces, kerbstones and street lighting, together with reuse of vacant sites will be a key objective.

The character of the area is also dominated by red brick buildings, between two and six storeys in height, with pitched roofs. Windows are generally arranged vertically and simply divided.

The Ancoats and New Islington Development Framework advises that there are a number of key sites within the Conservation Area which should be brought forward for residential development, as part of the continued growth and renewal of prosperity of the area and this includes the application site.

In terms of informing the character and form of new development in the area, it is considered that careful consideration should be given to the existing character of the area including the size, mass and appearance (including materials) of the older buildings. It is, however, considered that new buildings should be original and should not seek to replicate the older buildings in the area.

The applicant has provided a heritage statement as part of their application which specifically examines the impact and contribution the proposal will have on the Conservation Area along with important views within the area and the setting of nearby Listed Buildings.
As detailed above, the site is within the Ancoats Conservation Area along with being adjacent to a number of Grade II and Grade II* Listed Buildings and would affect the setting of a number of other Listed Buildings, which are Grade II, as well as the setting of non designated heritage assets of 17-19 Jersey Street and Jactin House.

The heritage statement details that the current vacant nature of the site is considered to have a neutral impact on the Conservation Area. Notwithstanding this, its vacant status is a clear contrast to the high quality architectural environment of surrounding Listed Buildings and non designated heritage assets. As such, the redevelopment of the site provides an opportunity to replace its vacant status with a development that maintains or enhances the character and appearance of the Ancoats Conservation Area.

Indeed, the site holds an important position in the heart of the Conservation Area and is bounded by some of its important roads in Hood Street, Cotton Street and Jersey Street. Furthermore, this site has historically contained buildings which formed part of the mixture character of the Conservation Area.

It is therefore considered that the proposal will be beneficial as it would remove a vacant site, along with its associated weldmesh fence, and reinstatement of a building of high quality at the site. This will redefine the sites frontages with the surrounding road network and provide a sense of enclosure to Cutting Room Square. In addition, this will create an active frontage to Cutting Room Square which will contribute to the vitality and vibrancy of the area.

Notwithstanding the above, it is noted that the site is located within a sensitive location in close proximity to some key Listed Building and non-designated heritage assets. These are:

- Cutting Room Square;
- Jactin House;
- Paragon Mill (Grade II*);
- Murray Mills (Grade II and Grade II*);
- St Peters Church (Grade II); and
- Views along Jersey Street, Hood Street and Cotton Street

The heritage statement concludes that, as a result of the proposal, there will be some localised instances of harm to the Conservation Area. However, it is concluded that the quality and design of the proposed building, and its contribution to Cutting Room Square and the surrounding street scene, would have a less than substantial harm to the identified heritages assets overall.

The applicants design has taken influence from the surrounding context in terms of use of red brick material, which forms the main component for the elevations, and a strong vertical and horizontal emphasis in the window arrangement (similar to the mill buildings). The scale and massing of the proposed building has also taken reference from the surrounding area with Cutting Room Square being the tallest element of the proposal with the height and massing reducing to Jersey Street where the development has had to be sensitive to the setting of key Listed Buildings and views in and out of the Conservation Area. The resulting effect is a new feature within the
heart of the Conservation Area defining the edge to Cutting Room Square and a presence along all of its road frontages.

It should be noted that Historic England have not raised any concerns in respect of the impact of the development on the surrounding heritage assets. They have concluded that the scale of the development will not encroach on the setting of the Listed Buildings and stated that the success of the building will be the execution of its design.

Detailed consideration will be given below to the impact of the proposal on the various heritage assets identified above.

**Cutting Room Square (Hood Street)**

Cutting Room Square has no historical significance and is a modern intervention in the Conservation Area having been completed in 2008 and extended in 2014. Indeed, the open nature of Cutting Room Square marks a contrast to the tight urban grid of the Conservation Area.

The square is currently defined on the northern side by the Ice Plant, St Peters Church to the east and the Fairbairn Building to the west. The addition of the proposed building to the south, along with Jactin House, helps to define and enclose the square fully.

The scale and height of the proposed northern elevation of the building to Cutting Room Square has been designed specifically to respond to the context of being located on a public square. In order to determine the appropriate height of the building, an analysis of the existing building heights in this location was undertaken by the applicant. This determined that not only was it appropriate to locate a building of scale to a public square, but that it should be significantly tall enough to complement the immediately surrounding buildings such as the Ice Plant and St Peters Church, in order to provide the appropriate impact to the square and setting of the area. The scale of the proposed building, whilst responding appropriately to the other buildings around the square, will mark a contrast to the height of the adjacent building – Jactin House. This will be considered in more detail below.

The applicant has also given careful consideration to the composition of the Cutting Room Square/Hood Street elevation to ensure that it is appropriate in visual amenity and enlivens the public square. The rhythm and expression of this elevation, particularly in respect of its window arrangement and use of materials, seeks to provide a contextual link with the mill buildings and other older buildings in the area.

Although the building will mark an increase scale and height to Cutting Room Square, it is not considered that the proposal would have a detrimental impact on the Conservation Area. The setting of the square will be enhanced by the provision of a building of this scale and along with the high quality design features, use of materials and the manner in which they are arranged on this elevation, will create a high quality modern building which has a positive impact on the visual amenity and heritage value of the area.
Jactin House

The proposed development will sit taller than Jactin House (by 12.2 metres when viewed from Hood Street and 1 metre when viewed from Jersey Street). This will alter the setting of Jactin House and the way it is viewed in the Conservation Area (see figure three).

Figure three – Relationship between the proposed development and Jactin House

The west elevation of Jactin House, in particular, will be obscured from view due to the siting of the proposed building approximately 1.7-2.4 metres from the western elevation of Jactin House. As a result, the 23 windows which are arrangement on this elevation, along with its distinctive shaped roof, will largely be obscured from view.

It is considered that a minor degree of harm will arise as a result of the proposal due to the formation of a building which sits taller than Jactin House, particularly when viewed from Hood Street. However, the applicant has attempted to minimise such harm by reducing the scale of the building to 5 storeys for a length 24 metres along the western elevation (the remaining 8.8 metres will be 8 storeys). This will seek to preserve a sense of space around Jactin House when viewing the building from Jersey Street.

It should be noted that the owner of Jactin House is currently extending the property along Jersey Street. As a result, the setting of Jactin House has already been altered to some degree in order to ensure the viability of the building. In addition, due to oblique views, the extension to Jactin House will already limit views, particularly of the sloping roof to the Jersey Street elevation when viewed from Murray Street. Whilst it is noted that the views from Cotton Street will minimise views of the Jersey Street elevation, it is considered that when moving between the two points the elevation can still be experienced due to the scale of the building reducing.
Furthermore, and irrespective of any height differences, the proposed development has been built to the plot edges which assist in the development defining the street corners. Failure to do this would have resulted in a development which would not follow the grid street structure of the Conservation Area.

Whilst it is clear that the scale and massing of the proposed building will impact on the character and setting of Jactin House in the Conservation Area, it is considered that any minor harm which arises is outweighed by the quality of the development being proposed and the overriding benefits of the scheme to the visual amenity of the Conservation Area. As directed by the NPPF, as it is considered that no substantial harm will arise as a result of the development, and given the proposal will ensure that a viable use for the site is found along with bringing positive benefits to the setting of the Conservation Area, these outweigh the associated impacts on Jactin House.

*Paragon Mill (Grade II*)

The north elevation Paragon Mills (part of the Royal Mills complex) will sit directly opposite the southern aspect of the application site and will be separated by Jersey Street. The proposed building has been sited directly back of the footpath along Jersey Street (i.e. the position of the weldmesh fence currently at the site) which will leave a gap of 11.5 metres between the two buildings. It is considered that this spacious gap will ensure that there is no encroachment on the setting of the Listed Building.

Furthermore, the proposed Jersey Street elevation will be set lower than the overall height of the Paragon Mill (by 7.8 metres) which will ensure that the proposed building does not have an overbearing impact on the setting of the Listed Building which will also ensure that the building can still be appreciated by those at street level thereby preserving its setting in the Conservation Area.

*Murray Mills (Grade II and Grade II*)

Murray Mills complex is positioned 60 metres from the application site in a south westerly direction along Jersey Street. New Mill, a grade II Listed Building is positioned along Jersey Street and whilst there is no direct encroachment on its setting, there will be a view of the proposed development and the Listed Building when looking in a westerly direction towards Great Ancoats Street.

The setting of the Listed Building is, however, preserved by the large distance between the two sites, coupled with the width of Jersey Street. As a result, there will only be long ranging views where the two sites will be seen in the same context.

*St Peters Church (Grade II)*

St Peters Church is positioned approximately 20 metres from the application site in a north easterly direction and anchors the eastern part of Cutting Room Square. Whilst it is considered that there is no direct encroachment on the setting of the Listed Building, it is considered that the two sites will be viewed in the same context particularly when looking east wards across Cutting Room Square.
The applicant has therefore given careful consideration to the setting of St Peters Church by ensuring that the proposed building does not exceed the highest part of the church. As such, the separation of the church from the application site, along with setting the overall height of the building lower than the gable and tower of the church, will ensure that no harm will arise to the setting of the Listed Building or the way the building is viewed within the Conservation Area.

Views within the Conservation Area along Jersey Street, Hood Street and Cotton Street

As detailed above, the setting of the Conservation Area is largely preserved, and from some vantage points enhanced, as a result of the proposed development. The elimination of the vacant site will result in a positive visual impact to the road frontages. Views along Hood Street and across Cutting Room Square will be enhanced as a result of the high quality appearance of the development. In addition, the proposed building will provide a defined edge to the public space along with being the main focal point for activity an interest.

The views within the Conservation Area along Jersey Street and Cotton Street will also be enhanced by the removal of the vacant site. A clear line of sight will be maintained along these key road routes thus preserving the views within the Conservation Area.

The use of red bricks, and other complementary materials, ensures that the building emulates the character of the area in complementary materials, form, massing and scale. This will preserve the setting of the Conservation Area.

Overall, the development proposed is considered to be beneficial as it would remove a vacant site with a high quality building which has a clear contextual link with the character of the Conservation Area in form, scale and materiality. As detailed above, this will enhance the setting of the Conservation Area along with the building responding to its context in order to preserve the setting of key Listed Buildings and other important views in the Conservation Area.

Providing a defined edge to Cutting Room Square, along with the activity and vitality this will bring, will enhance the space. The reduction in the scale of the building along Jersey Street maintains the setting of Paragon Mills and the southern elevation of Jactin House.

There will be some minor harm to the Hood Street and western elevation of Jactin House as a result of the proposed building being much taller, and therefore encroaching on its setting, along with obscuring the view of the roof and windows to the western elevation. The harm caused to this non designated heritage asset has been considered against the significant public benefits that would be delivered as a result of the development (as directed by the NPPF). The proposal will contribute to the ongoing regeneration of the Ancoats area and would re-use a vacant site which will provide new homes (which is an important part of the housing and economic growth strategy) as well as providing a permanent car parking solution for the Murray Mills complex which will ensure the sustainable future of this important heritage asset.
It is therefore considered that notwithstanding the weight that must be given to preserving the setting of the non designated heritage asset, the harm caused would be less than substantial and would be outweighed by the public benefits of the scheme. The proposal therefore complies with policy EN3 of the Core Strategy, saved policies DC18 and DC19 of the UDP and the NPPF.

Archaeology

An archaeology statement has been prepared in support of this planning application. This found that the site had been historically used for workers housing for which the site has potential to reveal once excavation starts to take place. Whilst these remains are not considered to be of national significance, they are worth recording before they are destroyed. Greater Manchester Archaeology Advisory Service concur with the findings of the report.

Policies EN3 and DM1 of the Core Strategy requires that the new developments should take account of heritage assets and possible preservation. Extant policy DC20 of the UDP states that where remains cannot be kept in place proper recording shall be made. On the basis, that any archaeological remains are worthy of recording, it is recommended that a condition of the planning approval is that a written scheme of investigation is agreed prior to the excavation works taking place and accordingly any remains found are recorded.

Noise

A noise assessment has been provided in support of this application which principally considers the noise insulation requirements for the residential and commercial accommodation proposed along with any associated plant equipment. The consideration of such matters is a key requirement for policy DM1 of the Core Strategy along with saved policy DC26 of the UDP. This approach is also outlined within the NPPF which seeks to avoid noise giving rise to significant adverse impacts on health and quality of life as a result of new developments.

The main sources of noise from the development are as follows:

- noise emissions from plant and construction activities associated with the development;
- plant;
- acoustic specification of the building to limit noise ingress from external noise; and
- acoustic specification for the commercial elements (including noise from the operations of the car park) of the scheme to limit noise affecting the residential elements.

In terms of noise and disturbance from the construction process, the applicant has indicated that the construction process will take place on weekdays with some operations at weekends. This will comply with standard operating hours in agreement with Environmental Health.
Provided that operating and delivery hours are adhered to along with the erection of the hoarding line around the perimeter of the site (which will have acoustic properties), silencers from equipment along with regular communication with nearby residents, this will minimise any noise impacts on nearby properties which will also be temporary for the duration of the build. It is recommended that such details are secured by a planning condition.

The proposed development may require some additional plant. It is unclear at this stage what will be required and its specification. Such details are therefore required prior to the first use of the development and it is recommended that this is included as a condition of the planning approval.

The acoustic report also considers external noise sources on the proposed residential accommodation. The main sources of noise will be from road traffic, close proximity to the activities of the Cutting Room Square (any other uses in the surrounding area) and noise transfer from the adjoining car park. As such, it is necessary that the residential apartments are acoustically insulated to mitigate against any undue harm as a consequence of these noise sources.

The applicant’s acoustic report, along with the recommendations of Environmental Health, states that the preferred solution is for the apartments to include mechanical heat recovery ventilation. Further details are required to ensure that all relevant noise criteria can be met with this system, including any relevant glazing specification.

The car parking area has been separated from the residential accommodation in order to minimise any noise transfer between the car park and residential uses. Final specification of materials to be used is necessary to ensure that the floors, and internal risers, separating all the different types of accommodation perform suitably. It is recommended that the above forms part of the conditions of the planning approval.

The specification of the commercial accommodation also requires consideration in order to prevent any outbreak from this accommodation to the residential above. Environmental Health has stated that there should be no amplified equipment within the commercial unit and it is recommended that this forms a condition of the planning approval.

The operating hours of the commercial unit should be restricted to Monday to Saturday 08:00 to 23:00 and Sunday 09:00 to 23:00 in line with other commercial premises in the area along with details of any dispersal policy to ensure that there are no unacceptable impacts when large amount of people are leaving at night on the nearby residential accommodation. It is also recommended that servicing is restricted in line with the City Councils standard operating hours (Monday to Saturday 07:30 to 20:00 Sundays (and Bank Holidays): No deliveries/waste collections).

On that basis, provided that construction activities are carefully controlled and the plant equipment and residential and commercial accommodation are appropriately
insulated the proposed development is considered to be in accordance with policy DM1 of the Core Strategy, extant policy DC26 of the UDP and the NPPF.

Ecology

The planning application has been accompanied by an ecological appraisal which assesses the potential impact of the development on local ecology and nature conservation. This is a key requirement of policies EN15 and DM1 which seeks to ensure that applicants identify, enhance and restore impacts from developments on local habitats.

Given the current use of the site as a car park, the assessment has confirmed that there are no constraints associated with redevelopment of the site. Greater Manchester Ecology Unit concurs with the findings of the report. Whilst the ecology unit have recommended that an updated ecology report be prepared if the site is not developed by 2020, it is not considered that such a condition is necessary as the start date for the planning permission to be implemented will only run until 2018.

During the construction phase, common construction methods and working practices will be utilised to minimise impacts.

Landscaping and amenity space /boundary treatment/public realm

Due to the proposed building covering the majority of the site area, there is limited opportunity for new hard and soft landscaping other than the defensible space to the Hood Street elevation. In addition, there is limited opportunity for private amenity space for the development with only one apartment having access to a terrace area. Apartments will be provided with Juliet balcony areas which provide a sense of openness and access to outside space.

Notwithstanding the lack of private amenity space, it is considered that this does not outweigh the overall benefits of developing the site, particularly given that residents will have access to Cutting Room Square and the enjoy the outdoor space around the Marina area which is a short walk from the site.

Public art will be provided to the roof of the 5 storey car park. This will provide an interesting feature to the roof. Residents have expressed concern about this element and have stated that this should be a green roof. The applicant has considered this approach but concluded that art work provided the all year round visual benefits for the residents at the application site, and those in the surrounding area, who will look down at the space.

It is recommended that a condition of the planning approval shall be that details of the art work should be submitted for approval.

Highways/car parking

Policy T1 and T2 of the Core Strategy seeks to encourage modal shifts away from the car and locate new development that is accessible by walking, cycling and public
transport. Policy DM1 goes on to state that traffic generation and road safety must be considered as part of new developments.

A transport statement has been prepared in respect of this planning application which acknowledges the sustainable location of the application site particularly that the site is accessible to a range of transport modes along with close proximity to the City Centre and a range of amenities and services.

In terms of car parking, a total of 115 on site car parking spaces will be provided. These will be split between the Murray Mill Development (which will have 80 spaces) and the new residential units at this site (20 spaces) with the remainder 15 spaces being available for residents of Murrays Mills and this development to buy and will be allocated based on demand. This equates to 65% provision for the Murray development and 65% for the residential units at this development.

As detailed above, the 80 spaces for the Murray Mills development is a key component of this scheme. Due to the sensitive nature of the Murray Mill buildings, and the need to deliver a high quality development, it was not possible to provide any on site car parking. A condition of the planning approval for Murray Mill is to devise a car parking strategy in order to provide a long term, permanent parking solution for the development.

The applicant has considered all the options available to deliver suitable parking for the Murray Mills development, this included consideration of other sites within the applicants ownership.

The application site was considered the most suitable as it is close to the Murray Mills site which will allow for easy access by residents of that building and, due to the small scale nature of this scheme, can be delivered (subject to planning permission) prior to the occupation of Murray Mills.

Other sites were discounted due to their inability to provide the level of car parking required for the Murray Mills development without compromising the number of residential units that would reasonably need to be provided on these sites.

When balanced against the need for residential growth within the Ancoats area, which is a key consideration within the Core Strategy, the inclusion of car parking for Murray Mills on other sites within the applicant’s portfolio would compromise the number of residential units which could be reasonably brought forward which would therefore fail to meet residential and economic growth objectives.

Highway Services believe that the car parking ratios for this development are appropriate for this location. The dimensions of the car parking spaces meet the standards required by Highway Services and there is a 6 metre manoeuvring area between the spaces. A swept path analysis has also been provided demonstrating that vehicles can access and egress the site safely.

In terms of the impact on the local highway network, an assessment of the trip generation from the proposed development has been considered. It should be noted that the trip generation for Murray Mills has already been considered to be
acceptable as part of planning application 108566/FO/2015/N2 and therefore the trip generation is for the residential/commercial element of this development only.

The development is likely to generate an additional 6 two way trips during the AM/PM peak trips. With such low levels of trips, it is concluded that the impact on the local highway network will be minimal and will comfortably be accommodated within the existing highway network without any further intervention. In addition, it is expected that occupants of the development will use no car modes with approximately 30% using public transport and 33% walking. This result is not unexpected due to the excellent public transport facilities in close proximity to the application site.

Highway Services concur with the findings of the transport statement in that the impact on the local highway network as a consequence of the development are likely to minimal due to the sustainable location.

The vehicular access to the site will be provided off Jersey Street. This access will have a roller shuttered controlled access ramp leading from Jersey Street. Highway Services had requested further details about the position of the system to ensure that the waiting vehicles can do so without blocking the highway network. It is recommended that this forms part of the conditions of the planning approval.

In addition, Highway Services have commented about the changes that will be required to the pedestrian and vehicular environment around the application site, particularly work that will be required to Cotton Street and Jersey Street. In order that the area remains safe for pedestrians and traffic movements, it is recommended that a condition of the planning approval are that such highways works are agreed and are put in place prior to the first occupation of the development.

A total of 18 secured cycle spaces are to be provided at the application site which is acceptable to Highway Services. These will principally be provided at the lower levels of the car park.

It should be noted that the cycle parking at the Murray Mills development was lower than would normally be expected for a residential scheme of that nature. A condition of the planning approval was that consideration should be given to the providing additional cycle parking at this development along side the off site car parking. It is recommended that a condition of the planning approval shall be that further consideration should be given to improving the cycle provision at the application site.

Both the car parking and cycle store should be in place prior to the first occupation of the development and this should form part of the conditions of the approval.

A draft travel plan framework has been provided in support of this application. Highway Services have recommended that this document is approved as part of the application to allow detailed monitoring to take place in order to develop the initiatives further. It is recommended that this forms part of a condition of the planning approval.

The transport assessment has also considered the servicing of the development for both the residential and commercial elements. Servicing and refuse collection will
take place from Hood Street. This arrangement is considered to be satisfactory given the frequency of such events occurring. In addition, the swept path analysis has been undertaken to demonstrate that a City Council refuse vehicle (circa 11 metres) can manoeuvre along the highway.

In terms of construction, a management plan has been submitted as part of the application. Highway Services have requested that prior to the commencement of the construction process it will be necessary to demonstrate that the size and frequency of vehicles accessing the site is acceptable and there will be no highway and pedestrian safety implications. This should include details of swept path analysis.

Overall, it is considered that the development will have a minimal impact on the local highway network transport and there will be adequate car and cycle provision to serve the needs of the development. Travel planning will help take advantage of the sustainable location of the application site in order to further reduce the reliance on the car to the site. Servicing and construction requirements can also adequately met at the site. The proposal therefore accords with policies SP1, T1, T2 and DM1 of the Core Strategy

**Flood Risk/surface drainage**

The application site is located in flood zone 1 ‘low probability of flooding’. However, the site lies within a critical drainage area (an area where there are complex surface water flooding problems from ordinary watercourses, culverts and flooding from the sewer network). These areas are particularly sensitive to an increase in rate of surface water run off and/or volume from new developments which may exasperate local flooding problems. As such, policy EN14 states that developments should seek to minimise the impact on surface water run off in a critical drainage area.

The applicant has prepared a drainage statement in support of their planning application. This has been considered by the City Council’s flood risk management team who consider that further consideration should be given to how the drainage systems at the site will work in order to prevent surface water run off along with examination of the implementation of sustainable urban drainage principles at the site along with their future management.

It is recommended that conditions of the planning approval are that such details are considered prior to the commencement of the development and that the system that is put in place is managed and maintained thereafter.

**Sustainability and energy efficiency**

Policy DM1 states that residential developments will be expected satisfy the Code for Sustainable Homes standards. Policies SP1 and EN4 to EN6 of the Core Strategy focus on reducing emissions and achieving low and zero carbon developments. As the application site is located in the regional centre, the development is expected to demonstrate its contribution to this objective (policy EN5).
Policy EN4 in particular, requires the application of the energy hierarchy to ensure that passive measures, energy efficiency and low and zero carbon generation options are considered. This includes:

- minimising energy demands – consider passive design measures and optimise building envelope in terms of orientation, air tightness and insulation; and
- meet demands efficiency – specify energy efficient plant, heating, ventilation, lighting and system controls to facilitate efficient operation.

The applicants supporting energy statement outlines that the design of the building incorporates passive design principles in order to achieve a highly efficient thermal envelope and reduce primary energy requirements. This will ensure that the buildings achieve a high level of thermal efficiency/air tightness and reducing heating demands beyond Building Regulations requirements.

Having a passive design solution to maximise thermal efficiency means that electric heating is a cost effective solution to provide supplementary heating to each apartment. In addition, water efficient fittings will also help to reduce electrical loads for water heating.

In terms of ventilation, there will be a mix of operable windows and mechanical ventilation with heat recovery (and are approximately 90% efficient). Furthermore, the orientation of the buildings and the subsequent placement if windows will facility passive solar gains in the winter but will not over heat in the warm months.

Policy EN6 of the Core Strategy requires developments of this nature to achieve at least a 15% improvement over the target emissions required by Part L of the Building Regulations. This equates to a 9% reduction over part L.

It is noted that policy DM1 of the Core Strategy requires that Code Level of the Code for Sustainable Homes rating criteria is achieved. However, on the 26 March 2015 the Code assessment criteria was revoked by Royal Assent. Whilst the assessment criteria has been revoked, it is still important to understand how a development performs, particularly in respect of waster efficiency and energy standards.

The applicant has provided details of the energy efficiency, particularly how the development incorporates water management and water resilience measures, waste and construction management and biodiversity. In terms of energy efficiency, the proposed development will maximise energy efficiency and will incorporate low zero carbon generating technologies which will seek to minimise energy use and associated CO2 emissions. This development will aim to achieve 19% less than Building Regulations.

In terms of the measures identified, and there contribution to the objectives of policy EN6, the overall energy performance of the development is satisfactory. There is an overall reduction in emissions as prescribed by policy EN6 of the Core Strategy. The development performs well, and on balance, broadly complies with the spirit of the Core Strategy policies given the high quality building fabric and systems that that are
being incorporated into the buildings. It is recommended that the energy standards form part of the conditions of the planning approval.

**Designing out crime**

Policy DM1 of the Core Strategy requires that consideration be given to community safety and crime prevention. The planning application is supported by a Crime Impact Statement (CIS), prepared by Design for Security at Greater Manchester Police, which assess the proposal in terms of crime prevention and safety.

The CIS recognises that the development will bring activity to the area which will enliven the street scene and additional natural surveillance to Cutting Room Square. In addition, the footprint of the building is free from recesses and defensible space is provided to the town houses.

The report does consider a number of points relating to potential to tailgate in the entrance lobby, securing the gap to Jactin House and need to provide CCTV and security measures to the building.

The applicant has responded to these comments by showing appropriate boundary treatment to the gap to Jactin House along with providing CCTV and providing a double door in the lobby area.

It is recommended that a condition of the planning approval is that the CIS is implemented in full as part of the development in order to achieve Secured by Design Accreditation.

**Ground conditions**

Policy EN18 of the Core Strategy requires that consideration should be given to potential sources of ground contamination and the effect on new developments. Initial site investigation work has been carried out by the applicant. This found a large amount of made ground at the site.

The initial site investigation report has been considered by Environmental Health and the Environment Agency. They have recommended that further investigation works are required, particularly in respect of gas monitoring, and appropriate remediation devised where necessary.

It is recommended that a condition of the planning approval is that these further details should be submitted. Once the remediation strategy has been approved this shall be implemented and a verification report submitted on completion of the development to verify that all the agreed remediation has been carried out. This approach should form a condition of the planning approval in order to comply with policy EN18 of the Core Strategy.

**Waste**

A major mixed use development of this nature will generate a significant amount of waste which will need to be managed on a daily basis. Policies EN19 and DM1 of
the Core Strategy require that applicants show consistency with the waste hierarchy which principally seeks applicant to re-use and recycle their waste.

The waste for the building has been carefully considered. A central recycling and waste storage facility will be provided for the development at the ground floor level. General waste and recycling will be brought to this area by individual residents who will access the room via the reception area. All recycling and waste will be segregated in this location into 2 x 1100 litres dry recycling, 2 x 1100 litres paper and card, 1 x 240 litres organic and 4 x 1100 litres general waste.

Recyclables and general waste will be transferred to a dedicated waste transfer area on Hood Street where servicing vehicles will remove the waste from site.

For the commercial development, it is the intention that the occupiers of the unit will have to provide a segregated waste area for the unit and organise a commercial waste contractor.

Environmental Health is satisfied with the waste arrangements for the residential element of the scheme and these details should now be implemented. In respect of the commercial element, further details will need to be submitted once an occupier is found. This will also need to form part of the conditions of the approval.

Overall it is considered that the waste management arrangements are well considered part of the development. The arrangements ensure maximum ease and efficiently for residents and ensure that waste is contained within a specified area. There is also a clear commitment and drive to ensure that residents and commercial operators recycle and the measures that will be put in place to do this are acceptable. The proposal therefore accords with policies DM1 and EN19 of the Core Strategy in this regard.

Residential amenity

The applicant has undertaken their own pre-consultation exercise with local residents and interested parties prior to the submission of their planning application. This took the form of a public exhibition outlining the proposals. In addition, an information leaflet was sent to local residents which provided details on the proposal and also provide details of the public exhibition and drop in sessions. A total of 40 residents/interested parties attended the public exhibition (with 30 attendees signing the attendance sheet) and 20 feedback sheets were completed plus 24 emails received via email.

A wide variety of comments have been received on the proposal including positive commentary of the design of the scheme and the removal of the vacant site. However, concerns were raised about the inclusion of the multi storey car park, the impact of the development of sun and day light along with the height of the building and the impact on the adjacent heritage assets. There were also comments on the commercial element of the scheme and the prevision of late night uses, the impact of the construction process and how the development will complement Cutting Room Square.
Similar concerns have been raised by local residents, and other interested parties, during the statutory consultation process. The residents of Paragon Mills, along with the owner of Jactin House, believe that the building is too tall and will negatively impact on the availability of day light and sun light.

Detailed consideration has been given to these issues within this report. Indeed, it is acknowledged that there will be a loss of outlook and an overbearing and overshadowing impact (to varying degrees) on these properties. However, it has been considered that such impacts are not unduly harmful to outweigh the redevelopment of the site (which is a key priority for the development framework) and the contribution this proposal can make to the ongoing regeneration of Ancoats and the City’s housing growth.

There is no doubt that this building is of a scale and height that will make it a substantial addition to the Conservation Area. That said, the frontage to Cutting Room Square/Hood Street is of a high quality design and will provide active frontages and natural surveillance. The completion of the setting of the square will also make it a more inviting public space to use.

The reduction in the scale of the building to Jersey Street is a direct response to protecting the setting of the nearby Listed Buildings and protecting the amenity of the surrounding properties.Whilst this does create a substantial addition to the street scene, the careful use of materials helps break up the elevation.

The addition of car parking for the Murray Mills development at this site is a direct response to protect the setting of the Listed Building which would have been unduly harmful if provided on site. The applicant has cited that this site represents the most logical (both commercially and geographically) solution to providing car parking for the Murray site. Indeed, providing car parking at alternative sites, other than this one, could comprise their viability to come forward as they would not be able to meet their own parking needs. There will be no undue pressure on the highway network as a response to this and will be well managed by the applicant.

Basement car parking has also been discounted by the applicant due to the nature of the site conditions, including the level of archaeological remains and made ground from previous uses, which makes a basement parking solution very challenging to provide in a practical way. The applicant has sought to use as much ‘below ground’ spaces as possible by reducing the ground floor level of the car park. To achieve the same amount of space below ground, at least dour or five levels of car parking would be required and would require digging more than 15 metres below ground. This makes the scheme becoming unviable as a full mechanical ventilated scheme would be required that needs overheard ductwork.

In addition, of the main difficulties would be undermining the basement of Jactin House and the services at the perimeter of the site during the works. Sheet piling or a contiguous piled wall would be needed, which may cause disruption and noise, significantly extending the construction period.

As detailed above, it is not possible to reduce the spaces for residents of Murray Mills within the overall car parking provision for this development due to previously agreed
commitment to deliver sufficient car parking provision. This is necessary to ensure that the development provides an acceptable level of car parking provision despite the restrictive placed upon it by the historic nature of the building and to avoid the need for residents to rely on on street car parking.

In summary, the proposal does represent a dense form of development for the area. The result effect is a tall building that provides a key frontage to Cutting Room Square which is of the highest quality. This complies with the spirit of policies EC2, H1 and H4 of the Core Strategy along with the Ancoats and New Islington Framework, has identified the area to deliver high density developments. In addition, there is a well reasoned and sound consideration of how the proposed building has responded to the local context, in particular the use of materials, their arrangement on the elevations and building height in order to protect amenity and the surrounding heritage assets.

Construction

A construction logistics plan has been submitted in respect of this planning application. This details how the construction process will be managed at the site, particularly in respect of the operating hours, dust suppression, security and waste.

The applicant has indicated that, subject to planning permission being granted, works will commence at the site in early 2016 with completion expected in early 2017. Whilst it is noted that works will take place in close proximity to residential properties, and they will notice the comings and goings from the site, it is considered that the impacts associated with the development are short in duration and predictable.

The applicant’s contractor has also indicated that they adhered to the consideration constructor’s scheme. This will help minimise the impact of the development on local residents. In particular, dust suppression measures will be used along with minimising stock pilling and use of screenings to cover materials. Plant will also be turned off when no needed and no waste or material will be burned on site.

Working hours will be in line with appropriate standards and the site will be secured with an appropriate hoarding to prevent any unauthorised access thus allowing construction to take place safely. Due to the size of the site, it will not be possible to site compound/welfare facilities within the site boundaries. This will need to be created in the local vicinity.

Deliveries to the site will be via the existing road network. Once the final access position in agreed, it will be necessary to ensure appropriate wheel washing is put in place to prevent any dirt and debris along the road and beyond.

Limited information has been provided in terms of routing strategy, however, given the close proximity to Great Ancoats Street, it is anticipated servicing vehicles will access the site from this road which should minimise any disruption along the local highway network.

There is unlikely to be any cumulative impact from the construction elements of the development. Whilst there is a large amount of activity in the local area, the close
proximity to major roads such as Great Ancoats Street will ensure such activities should not have a detrimental impact on the surrounding area.

Provided the initiatives outlined above are adhered to, it is considered that the construction activities are in accordance with policies SP1 and DM1 of the Core Strategy and extant policy DC26 of the Unitary Development Plan.

**Permitted development**

The National Planning Policy Guidance states that only in exceptional circumstances should conditions be imposed which restrict permitted development rights otherwise such conditions are deemed to be unreasonable.

It is recommended that a condition of the approval should clearly define the approved residential units under the C3(a) use and to remove the permitted development rights that would normally allow the change of use of a property to a House of Multiple Occupation (HMO) falling within use classes C3(b) and C3(c) without the requirement for formal planning permission. This is to protect this development and its future residents from the problems associated with the change of use of properties to HMO’s and to promote family accommodation and sustainability within this neighbourhood.

**TV reception**

A TV reception survey has been carried by the applicant to determine the impact of the development on the local TV reception. As the site is currently cleared of any buildings, any development at the site will have an impact on reception in the area.

There should be no impacts on satellite reception in the area. In terms of terrestrial reception, given the scale of the building, there is potential for nearby buildings to be impacted upon. In mitigation of these affects, it is recommended that a change in aerial type and position, along with increasing the height of any aerial, should improve the strength in signal received.

It is recommended that a condition of the planning approval shall be that the signal strength in the area is assessed before the commencement of the development along with devising appropriate mitigation should a post completion study identify that such measures are necessary.

**Conclusion**

The proposal will see the redevelopment of a vacant brownfield site within the heart of one of Manchester’s key regeneration and Conservation Areas. A total of 31 residential units will be created which will contribute to the City’s residential growth strategy and help support neighbourhoods of choice by introducing private sale accommodation. The applicant will support local labour and has set up an apprenticeship scheme which will help recruit local people. Careful consideration has been given to the siting, scale and appearance of the development to ensure it provide a high quality development along with minimising the impact on existing residents.
Matters of car parking, highways, noise, ecology, flood risk and sustainability have all been considered along with ground conditions, designing out crime and waste management.

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

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

**Recommendation**  
**APPROVE**

**Article 35 Declaration**

Officers have worked with the applicant in a positive and proactive manner based on seeking solutions to problems arising in relation to dealing with the planning application. Pre application advice has been sought in respect of this matter where early discussions took place regarding the siting/layout, scale, design and appearance of the development along with noise and traffic impacts. Further work and discussion shave taken place with the applicant through the course of the application, particularly in respect of the appearance of the building and its height along with other matters arising from the consultation and notification process. The proposal is considered to be acceptable and therefore determined within a timely manner.

**Reason for recommendation**

**Conditions to be attached to the decision**

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

Reason - Required to be imposed pursuant to Section 91 of the Town and Country Planning Act 1990.
2) The development hereby approved shall be carried out in accordance with the following drawings and documents:

**Drawings**

1794-P-001 Rev A, 1794-P-002, 1794-P-011, 1794-P-012, 1794-P-013, 1794-P-014, 1794-P-015, 1794-P-016, 1794-P-017, 1794-P-018, 1794-P-019, 1794-P-020, 1794-P-021, 1794-P-022, 1794-P-025, 1794-P-026, 1794-P-030, 1794-P-031, 1794-P-032 and 1794-P-033 stamped as received by the City Council, as Local Planning Authority, on the 27 July 2015.

1794-P-010 Rev B stamped as received by the City Council, as Local Planning Authority, on the 1 October 2015.

**Supporting Information**

Planning statement, Design and Access statement prepared by Feilden, Clegg, Bradley, Crime Impact Statement prepared by Design for Security at Greater Manchester Police (version A 21.07.2015), Daylight and sunlight assessment prepared by Arup (235055-15), statement of community involvement, Heritage statement, Energy and Environmental Standards Statement prepared by Arup (235055-00), Travel Plan prepared by Arup (235055), Archaeological statement prepared by Arup (235055-62), ventilation statement prepared by Arup (235055), TV reception survey prepared by Taylor electronic systems engineers, management statement, ecological appraisal prepared by Arup (235055-00) and operational recycling and waste strategy prepared by Arup (235055) stamped as received by the City Council, as Local Planning Authority, on the 27 July 2015.

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) Notwithstanding the drainage strategy prepared by Arup stamped as received by the City Council, as Local Planning Authority on the 27 July 2015, prior to the commencement of the development, a scheme for the drainage of surface water from the new development shall be submitted for approval in writing by the City Council as the Local Planning Authority.

The development shall then be constructed in accordance with the approved details, within a previously agreed timescale. Prior to the first occupation of the development a verification report shall be submitted, including relevant photographic evidence, that the scheme has been implemented in accordance with the previously approved details.

Reason – The application site is located within a critical drainage area and in line with the requirements in relation to sustainable urban drainage systems, further consideration should be given to the control of surface water at the site in order to minimise localised flood risk pursuant to policies SP1, EN14 and DM1 of the Manchester Core Strategy (2012).

4) Notwithstanding the preliminary geotechnical report prepared by Arup (ref. 235055-00) stamped as received by the City Council, as Local Planning Authority, on
the 27 July 2015, a) before the development hereby approved commences, a report (the Preliminary Risk Assessment) to identify and evaluate all potential sources and impacts of any ground contamination, groundwater contamination and/or ground gas relevant to the site shall be submitted to and approved in writing by the City Council as local planning authority. The Preliminary Risk Assessment shall conform to City Council's current guidance document (Planning Guidance in Relation to Ground Contamination).

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

The measures for investigating the site identified in the Site Investigation Proposal shall be carried out, before 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.

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

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

Reason – There is evidence of site contamination at the application site which requires further consideration and examination. In particular, details of outstanding gas monitoring is required to be submitted for consideration and an appropriate remediation strategy prepared. This is pursuant to policy EN18 of the Manchester Core Strategy (2012).

5) Notwithstanding the construction management plan prepared by Mace and the construction management plan update prepared by Mace stamped as received by the City Council, as Local Planning Authority on the 27 July 2015, prior to the commencement of the development a detailed construction management plan outlining working practices during development shall be submitted to and approved in writing by the local planning authority, which for the avoidance of doubt should include;

- Display of an emergency contact number;
- Hours of working;
• Details of Wheel Washing;
• Dust suppression measures;
• Compound locations where relevant;
• Location, removal and recycling of waste;
• Routing strategy and swept path analysis;
• Parking of construction vehicles and staff; and
• Sheet over of construction vehicles.

Development shall be carried out in accordance with the approved construction management plan.

Reason - To safeguard the amenities of nearby residents and highway safety, pursuant to policies SP1, EN9, EN19 and DM1 of the Manchester Core Strategy (July 2012).

6) No development shall take place until a scheme has been submitted for approval in writing by the City Council, as Local Planning Authority, for the implementation of a programme of archaeological works. The works shall then be undertaken in accordance with a Written Scheme of Investigation (WSI) submitted to and approved in writing by Manchester Planning Authority. The WSI shall cover the following:

1. A phased programme and methodology of investigation and recording to include:
   - targeted archaeological excavation and recording
   - a targeted historic building survey
   - a targeted archaeological watching brief

2. A programme for post investigation assessment to include:
   - analysis of the site investigation records and finds
   - production of a final report on the significance of the archaeological and historical interest represented.

3. Deposition of the final report with the Greater Manchester Historic Environment Record and dissemination of the results commensurate with their significance.

4. Provision for archive deposition of the report and records of the site investigation.

5. Nomination of a competent person or persons/organisation to undertake the works set out within the approved WSI.

Reason - To record and advance understanding of heritage assets impacted on by the development and to make information about the archaeological heritage interest publicly accessible pursuant to policy EN3 and DM1 of the Manchester Core Strategy (2012) and saved policy DC20 of the Unitary Development Plan for the City of Manchester (1995) and in accordance with NPPF Section 12, Paragraph 141.

7) Final samples and specifications of all materials (including appropriate sections to the windows) to be used on the external elevations of the development hereby permitted shall be submitted for approval in writing by the City Council, as Local
Planning Authority prior to the erection of the above ground structure. The approved materials shall then be used in the construction of the development.

Reason - To ensure that the appearance of the development is acceptable to the City Council as local planning authority in the interests of the visual amenity of the area within which the site is located, as specified in policies SP1, EN1, H1 and DM1 of the Manchester Core Strategy.

8) Prior to the first occupation of the development hereby approved, details of the implementation, maintenance and management of the sustainable drainage scheme have been submitted for approval in writing by the City Council, as Local Planning Authority.

For the avoidance of doubt the scheme shall include the following:

- 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.

The approved scheme shall then be implemented in accordance with the details and thereafter managed and maintained for as long as the development remains in use.

Reason – The application site is located within a critical drainage area and in line with the requirements in relation to sustainable urban drainage systems, details are to be provided that further consideration should be given to the control of surface water at the site in order to minimise localised flood risk pursuant to policies SP1, EN14 and DM1 of the Manchester Core Strategy (2012).

9) Notwithstanding drawing 1794-P-010 Rev B stamped as received by the City Council, as Local Planning Authority, on the 1 October 2015, prior to the first occupation of the development details of a hard landscaping treatment shall be submitted to and approved in writing by the City Council as local planning authority.

The approved scheme shall be implemented not later than 12 months from the date the buildings are first occupied.

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.

10) Notwithstanding drawing 1794-P-010 Rev B stamped as received by the City Council, as Local Planning Authority, on the 1 October 2015, prior to the first use of the development hereby approved details of the siting, scale and design of the boundary treatment separating Jactin House from the site shall be submitted for approval in writing by the City Council, as Local Planning Authority. The approved details shall then be implemented prior to the first use of the development hereby approved and shall thereafter be retained and maintained in accordance with these details.

Reason - To ensure that the gap between the two development sites is secure and the boundary treatment is of an appropriate appearance for the Conservation Area in
the interests of the visual amenity of the area within which the site is located in order to comply policies SP1, EN1, EN3 and DM1 of the Manchester Core Strategy.

11) The development hereby approved shall be carried out in accordance with the Environmental Standards statement prepared by Arup stamped as received by the City Council, as Local Planning Authority, on the 27 July 2015. A post construction review certificate/statement shall be submitted for approval, within a timescale that has been previously agreed in writing, to the City Council as Local Planning Authority.

Reason - In order to minimise the environmental impact of the development pursuant to policies SP1, T1-T3, EN4-EN7 and DM1 of the Core Strategy and the principles contained within The Guide to Development in Manchester SPD (2007) and the National Planning Policy Framework.

12) Prior to the first occupation of the development hereby approved, details of any externally mounted ancillary plant, equipment and servicing shall be submitted for approval. For the avoidance of doubt the plan shall be designed so as to achieve a noise level of 5dB below the existing background (L_{A90}) in each octave band at the nearest noise sensitive location. The approved scheme shall be implemented prior to the first occupation of the development and thereafter retained and maintained in situ.

Reason - To minimise the impact of plan on the occupants of the development pursuant to policies SP1 and DM1 of the Manchester Core Strategy (2012) and saved policy DC26 of the Unitary Development Plan for the City of Manchester (1995).

13) Prior to the first use of the commercial unit as indicated on drawing 1794-P-010 Rev B stamped as received by the City Council, as Local Planning Authority, on the 1 October 2015, should fume extraction be required details of how the fumes, vapours and odours shall be extracted and discharged from the premises shall be submitted for approval in writing by the City Council, as Local Planning Authority. The approved details shall be implemented prior to the first use of the commercial premises and thereafter retained and maintained in situ.

Reason - To safeguard the amenities of the occupiers of the building and occupiers of nearby properties pursuant to policies SP1 and DM1 of the Manchester Core Strategy (2012).

14) Notwithstanding noise assessment prepared by Arup (ref. 235055-25) and the note from Deloitte stamped as received by the City Council, as Local Planning Authority, on the 27 July 2015 and 29 September 2015 respectively, prior to the first occupation of the commercial unit, as indicated on drawing 1794-P-010 Rev B stamped as received by the City Council, as Local Planning Authority, on the 1 October 2015, a scheme of acoustic treatment along with a noise study shall be submitted for approval in writing by the City Council, as Local Planning Authority. The approved scheme shall then be implemented prior to the first use of the premises.
Reason – In order to limit the outbreak of noise from the commercial premises pursuant to policies SP1 and DM1 of the Core Strategy (2007) and saved policy DC26 of the Unitary Development Plan for the City of Manchester (1995).

15) Notwithstanding noise assessment prepared by Arup (ref. 235055-25) and the note from Deloitte stamped as received by the City Council, as Local Planning Authority, on the 27 July 2015 and 29 September 2015 respectively, prior to the first occupation of the development a scheme for acoustically insulating the proposed residential accommodation against noise from the local road network, surrounding area, noise transfer between the car park and residential units and internal risers shall be submitted for approval in writing by the City Council, as Local Planning Authority. The approved noise insulation scheme shall be completed before the first occupation of the development and thereafter retained and maintained in situ.

Reason: To secure a reduction in noise from traffic or other sources in order to protect future residents from noise disturbance pursuant to policies SP1, H1 and DM1 of the Core Strategy (2007) and saved policy DC26 of the Unitary Development Plan for the City of Manchester (1995).

16) Notwithstanding the operational recycling and waste strategy prepared by Arup (235055) stamped as received by the City Council, as Local Planning Authority, on the 27 July 2015, prior to the first use of the commercial unit hereby approved, details of the location and waste management arrangement for the commercial unit (as indicated on drawing 1794-P-010 Rev B stamped as received by the City Council, as Local Planning Authority, on the 1 October 2015) shall be submitted for approval in writing by the City Council, as Local Planning Authority. The refuse arrangements shall be put in place prior to the first use of the commercial unit and remain in situ for as long as the development is in use.

Reason - To ensure adequate refuse arrangement are put in place for the commercial unit pursuant to policies EN19 and DM1 of the Manchester Core Strategy.

17) The residential element of the development hereby approved shall be carried out in accordance with the operational recycling and waste strategy prepared by Arup (235055) stamped as received by the City Council, as Local Planning Authority, on the 27 July 2015. The arrangement shall be put in place prior to the first occupation of the development and thereafter retained and maintained for as long as the development is in use.

Reason - To ensure adequate refuse arrangement are put in place for the residential use pursuant to policies EN19 and DM1 of the Manchester Core Strategy.

18) Prior to the first occupation the commercial unit as indicated on drawing 1794-P-010 Rev B stamped as received by the City Council, as Local Planning Authority, on the 1 October 2015, details of any roller shutters to the ground floor of the premises shall be submitted for approval in writing by the City Council, as Local Planning Authority. For the avoidance of doubt the shutters shall be fitted internally to the premises. The approved details shall be implemented prior to the first occupation of the development and thereafter retained and maintained in situ.
Reason – To ensure that the roller shutters are appropriate in visual amenity terms pursuant to policies SP1, EN1 and DM1 of the Manchester Core Strategy (2012).

19) The development hereby approved shall include a building and site lighting scheme and a scheme for the illumination of external areas during the period between dusk and dawn, or as may be otherwise agreed in writing by the City Council as local planning authority. Full details of such a scheme shall be submitted for approval in writing by the City Council, as Local Planning Authority before the first occupation of the development hereby approved. The approved scheme shall be implemented in full prior to the first use of the development and shall remain in operation for so long as the development is occupied.

Reason - In the interests of amenity, crime reduction and the personal safety of those using the proposed development in order to comply with the requirements of policies SP1 and DM1 of the Core Strategy.

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

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

21) Deliveries, servicing and collections including waste collections shall not take place outside the following hours:

Monday to Saturday 07:30 to 20:00
Sundays (and Bank Holidays): No deliveries/waste collections

Reason – In the interest of residential amenity pursuant to policies SP1 and DM1 of the Manchester Core Strategy (2012).

22) The commercial unit hereby approved, as indicated on drawing 1794-P-010 Rev B stamped as received by the City Council, as Local Planning Authority, on the 1 October 2015, shall not be open outside the following hours:-

Monday to Saturday 08.00hrs – 23.00hrs
Sundays 09.00hrs – 23.00hrs

There shall be no amplified sound or any music at any time within the unit.

Reason - In interests of residential amenity in order to reduce noise and general disturbance in accordance with saved policy DC26 of the Unitary Development Plan for the City of Manchester and policies SP1 and DM1 of the Core Strategy.
23) The commercial unit as shown on drawing 1794-P-010 Rev B stamped as received by the City Council, as Local Planning Authority, on the 1 October 2015 shall remain as one unit and shall not be sub divided without the benefit of planning permission being secured.

Reason - In the interests of residential amenity and to ensure the future viability and vitality of the commercial units pursuant to saved policy DC26 of the Unitary Development Plan for the City of Manchester and policies DM1, C5 and SP1 of the Manchester Core Strategy.

24) The commercial unit, as indicated on drawing 1794-P-010 Rev B stamped as received by the City Council, as Local Planning Authority, on the 1 October 2015 can be occupied as A1, A2, A3, B1 or D1 (with the exception of a place of worship). The first use of the commercial unit to be implemented shall thereafter be the permitted use of that unit and any further change of use may be the subject of the requirement of a new application for planning permission subject to the requirements of the Town and Country Planning (General Permitted Development) Order 1995.

Reason - For the avoidance of doubt and in order to secure a satisfactory form of development due to the particular circumstance of the application site, ensuring the vitality of the units and in the interest of residential amenity, pursuant policy DM1 of the Core Strategy for Manchester.

25) In the event that the commercial units are occupied as an A3 use, prior to the first use the following details must be submitted and agreed in writing by the City Council, as Local Planning Authority. These details are as follows:

- Management of patrons and control of external areas. For the avoidance of doubt this shall include:
  - Dispersal policy;
  - Mechanism for ensuring windows and doors remain closed after 9pm

The approved scheme shall be implemented upon first use of the premises and thereafter retained and maintained.

Reason - To safeguard the amenities of nearby residential occupiers as the site is located in a residential area, pursuant to policies SP1, DM1 and C10 of the Manchester Core Strategy and to saved policy DC26 of the Unitary Development Plan for Manchester.

26) In the event that the commercial units are occupied as a D1 use, prior to the first use the following details must be submitted and agreed in writing by the City Council, as Local Planning Authority. These details are as follows:

- Details of outdoor play spaces;
- A management plan for 'pick up' and 'drop off', car parking and servicing.

The approved details shall then be implemented and remain in place for as long as the development is in use for D1 purposes.
Reason - To ensure satisfactory amenity space and management plan for pick up and drop off is put in place for a nursery, pursuant to policies SP1 and DM1 of the Manchester Core Strategy (2012).

27) Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 1995 as amended by The Town and Country Planning (General Permitted Development) (Amendment) (England) Order 2010 (or any order revoking and re-enacting that Order with or without modification) no part of the development shall be used for any other purpose (including any other purpose in Class C3 of the Schedule to the Town and Country Planning (Use Classes) Order 1987 as amended by The Town and Country Planning (Use Classes) (Amendment) (England) Order 2010, or in any provision equivalent to that Class in any statutory instrument revoking and re-enacting that Order with or without modification) other than the purpose(s) of C3(a). For the avoidance of doubt, this does not preclude two unrelated people sharing a property.

Reason - In the interests of residential amenity, to safeguard the character of the area and to maintain the sustainability of the local community through provision of accommodation that is suitable for people living as families pursuant to policies DM1 and H11 of the Core Strategy for Manchester and the guidance contained within the National Planning Policy Framework.

28) The development shall be carried out in accordance with the Crime Impact Statement (Version A) prepared by Design for Security at Greater Manchester Police stamped as received by the City Council, as Local Planning Authority, on the 27 July 2015. The development shall only be carried out in accordance with these approved details. The development hereby approved shall not be occupied or used until the Council as local planning authority has acknowledged in writing that it has received written confirmation of a Secured by Design accreditation.

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

29) The development hereby approved shall be carried out in accordance with the Travel plan framework prepared by Arup (ref. 235055) stamped as received by the City Council, as Local Planning Authority, on the 27 July 2015.

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

i) the measures proposed to be taken to reduce dependency on the private car by those living at the development;
ii) a commitment to surveying the travel patterns of residents/staff during the first three months of the first use of the building and thereafter from time to time
iii) mechanisms for the implementation of the measures to reduce dependency on the private car
iv) measures for the delivery of specified travel plan services
v) measures to monitor and review the effectiveness of the Travel Plan in achieving the objective of reducing dependency on the private car
Within six months of the first use of the building, a Travel Plan which takes into account the information about travel patterns gathered pursuant to item (ii) above shall be submitted for approval in writing by the City Council as Local Planning Authority. Any Travel Plan which has been approved by the City Council as Local Planning Authority shall be implemented in full at all times when the development hereby approved is in use.

Reason - To assist promoting the use of sustainable forms of travel for residents, pursuant to policies T1, T2 and DM1 of the Manchester Core Strategy (2012).

30) Prior to the first use of the building, details of the level of cycle provision, including location within the building for the development and Murray Mill residents, shall be submitted for approval in writing by the City Council, as Local Planning Authority. The cycle stands shall be implemented prior to the first use of the development and retained and maintained in situ for as long as the development remains in use.

Reason – To ensure there is sufficient cycle stand provision at the development and the residents of Murray Mills in order to support modal shift measures pursuant to policies SP1, T1, T2 and DM1 of the Manchester Core Strategy (2012).

31) Prior to the first use of the development hereby approved, the car parking layout, as indicated on drawing 1794-P-010 Rev B stamped as received by the City Council, as Local Planning Authority, on the 1 October 2015 and drawings 1794-P-011, 1794-P-012, 1794-P-013 and 1794-P-014 stamped as received by the City Council, as Local Planning Authority, on the 27 July 2015 shall be laid out, demarcated and made available. The car parking layout shall be retain and maintained for as long as the development remains in use.

Reason – To ensure sufficient car parking is available for the development pursuant to policies SP1, T1, and DM1 of the Manchester Core Strategy (2012).

32) The development hereby approved shall be carried out in accordance with the section 5.22 – 5.34 of the planning statement prepared by Deloitte stamped as received by the City Council, as Local Planning Authority, on the 27 July 2105 in respect of the commitment to recruit local labour and local apprenticeships. Within six months of the first occupation of the development details of the results of the scheme shall be submitted for consideration.

Reason – The applicant has demonstrated a commitment to recruiting local labour pursuant to policies SP1 of the Manchester Core Strategy (2012).

33) Prior to the commencement of works in connection with the car parking entrance, as indicated on drawing 1794-P-010 Rev B stamped as received by the City Council, as Local Planning Authority, on the 1 October 2015, details of the vehicle access ramp and roller shutter shall be submitted for approval in writing by the City Council, as Local Planning Authority. The approved details shall be implemented as part of the scheme and thereafter retained and maintained for as long as the development remains in use.
Reason – In the interest of highway safety pursuant to policy DM1 of the Manchester Core Strategy (2012).

34) Prior to the first use of the development, a scheme of highway works in relation to Cotton Street and Jersey Street in order to provide adequate pedestrian and vehicular environment at the application site, shall be submitted for approval in writing by the City Council, as Local Planning Authority.

The approved scheme shall be implemented and be in place prior to the first occupation of the development 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).

35) Before the development commences, studies containing the following with regard to television reception in the area containing the site shall be submitted to and approved in writing by the City Council as local planning authority:

a) Measure the existing television signal reception within the potential impact area, before development commences. The work shall be undertaken either by an aerial installer registered with the Confederation of Aerial Industries or by a body approved by the Office of Communications, and shall include an assessment of the survey results obtained.

b) Assess the impact of the development on television signal reception within the potential impact area identified in (a) above 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 in (a) above. The measures identified must be carried out either before the building is first occupied or within one month of the study being submitted to the City Council as local planning authority, whichever is the earlier.

Reason - To provide an indication of the area of television signal reception likely to be affected by the development to provide a basis on which to assess the extent to which the development during construction and once built, will affect television reception and to ensure that the development at least maintains the existing level and quality of television signal reception - In the interest of residential amenity, as specified in policy DM1 of Core Strategy.

36) Prior to the first occupation of the development hereby approved, details of the public art work to the roof of the car parking area shall be submitted for approval in writing by the City Council, as Local Planning Authority. The approved details shall be implemented within a timescale to be agreed with the City Council and thereafter retained and maintained in situ.
Reason – To ensure the appropriate appearance of the art work and interest of visual
amenity pursuant to policies SP1, EN1, EN3 and DM1 of the Manchester Core
Strategy (2012).

Informative

Any signage, wayfinding, banners or any other advertisements to be installed in and
around the application site for the purpose of the promotion of the developments and
routes to it may require consent under the Town and Country Planning (Control of

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: 109593/FO/2015/N1 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:

Greater Manchester Police
Historic England (North West)
Environment Agency
Transport For Greater Manchester
Greater Manchester Archaeological Advisory Service
United Utilities Water PLC
Greater Manchester Ecology Unit

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

Representations were received from the following third parties:

Unknown
Unknown
Unknown
104 Paragon Mill Cotton Street Manchester
105 Paragon Mill Cotton Street Manchester
106 Paragon Mill Cotton Street Manchester
202 Paragon Mill Cotton Street Manchester
205 Paragon Mill Cotton Street Manchester
304 Paragon Mill Cotton Street Manchester
305 Paragon Mill Cotton Street Manchester
402 Paragon Mill Cotton Street Manchester
405 Paragon Mill Cotton Street Manchester
404 Paragon Mill Cotton Street Manchester
406 Paragon Mill Cotton Street Manchester
502 Paragon Mill Cotton Street Manchester
504 Paragon Mill Cotton Street Manchester
505 Paragon Mill Cotton Street Manchester
508 Paragon Mill Cotton Street Manchester
602 Paragon Mill Cotton Street Manchester
801 16 Jersey Street Royal Mills Manchester
203 Royal Mills 16 Jersey Street Manchester
309 Royal Mills 2 Cotton Street Manchester
512 Royal Mills 2 Cotton Street Manchester
506 Royal Mills 16 Jersey Street Manchester
14 1 Jersey Street Manchester
507 2 Cotton Street Manchester
205 Royal Mills 2 Cotton Street Manchester
414 Flint Glass Wharf 35 Radium Street Manchester
The Chancery 58 Spring Gardens Manchester
Old Sedgwick Mill Royal Mill 2 Cotton Street Manchester
FB409 55 Henry Street Manchester
FB413 55 Henry Street Manchester
20 Fenton Avenue Hazel Grove Stockport

Greater Manchester Police
Historic England (North West)
Environment Agency
Transport For Greater Manchester
Greater Manchester Archaeological Advisory Service
United Utilities Water PLC
Greater Manchester Ecology Unit

Royal Mills Residents Association
Northern Property Group – interests of Jactin House

**Relevant Contact Officer**: Jennifer Atkinson
**Telephone number**: 0161 234 4517
**Email**: j.atkinson@manchester.gov.uk