

Planning

Growth & Development

Delegated officer report for planning application

Application no. 131943/FO/2021

Date registered valid: 18 October 2021

Proposal: Installation of 5 no. air source heat pumps at ground level to rear elevation of the Beacon Centre

Address: 127-145 Barrington Street, Manchester, M11 4FB

Ward(s): Clayton & Openshaw Ward

Applicant: Christopher Moore 127-145, Barrington Street 127-145 Barrington Street, Manchester, M11 4FB

Agent (if any): Neil Shepherd Shepherd Architecture and Surveying Phoenix Business Centre, Phoenix Road, Barrow-in-Furness, LA14 2UA

Case officer: Sue Wills
Tel: 0161 234 4524
Email: sue.wills@manchester.gov.uk

Recommendation: Approve

Date of recommendation: 18 December 2021

Application details

Type of application: Full Application Consent

Development type: Minor Industry

Date of site visit:

Standard consultations:

Printed: 28 October 2021 Expired: 18 November 2021

Neighbour notifications

Printed: 28 October 2021 Expired: 18 November 2021

Site notice

No site notice has been produced

Press advert

No press advert had been published

Departure from Development Plan: No

Environmental Statement: Not required

Description of site/building

The building is single storey comprising buff brickwork with a pitched tiled roof. The property benefits from an existing ramped access to the front entrance.

The building is set back from the street by a narrow grassed verge. The building is set at a lower level than the street, with the verge at the back of pavement forming part of the change in levels between back of pavement and the front facade of the building.

The alleyway to the rear of the property is gated. The area of hardstanding / soft landscaping to the rear of the building is separate from the alleyway by a close boarded wooden fence. The rear of the property can only be accessed by the gates to the alleyway, other than through the building.

There is an existing hard surfaced car parking area to the side elevation of the building, which is currently secured by a knee high wooden kick rail to prevent unauthorised access, whilst the property has not been in use.

To the north of the car park is a small detached brick structure used for storage.

Listed building: Not applicable

Conservation area: Not applicable

Tree Preservation Order: Not applicable

Description of area

The property is located within a predominantly residential area, with terraced houses to all boundary of the site. Further to the south east at the junction of Clayton Street and North Road, is the Wells Centre and a Children's Centre.

Planning History

130659/FO/2021 - Use of part of existing floorspace for community grocery store (Class F2(a)) within existing community centre (Class F2(b)), together with the elevational alterations and the installation of an access ramp.

127-145 Barrington Street

Approved subject to conditions 23.08.2021

Description of development

Consent is sought for the installation of 5 no. air source heat pumps (5no. Samsung AC035RXADKG/EU Units) at ground level to rear elevation of the Beacon Centre. Each unit measures 790mm in width; 548mm in height and 285mm in depth

It is understood that the proposed 5No. units are to operate between 07:30 to 21:00 hours.

Consultations & Notification Responses

Local residents/adjoining occupiers – No comments received.

Environmental Health - 02.11.2021 recommended any approval have a condition attached to require noise levels from the external plant to be managed.

15.12.2021 - The document submitted is a proposal by Lighthouse Acoustics for a Noise Survey & Noise Impact Assessment; the proposed scope and methodology are acceptable but this does not fully satisfy the relevant condition. They would be happy to review the assessment when completed. They advise that no part of the recommended condition could be currently discharged.

17.12.2021 - The report is acceptable, and they agree that just part b of the external plant condition is now required.

Issues

Policy Context

National Planning Policy Framework (July 2021)

The revised NPPF was adopted in July 2021. The document states that the 'purpose of the planning system is to contribute to the achievement of sustainable development. The document clarifies that the 'objective of sustainable development can be summarised as meeting the needs of the present without compromising the ability of future generations to meet their own needs' (paragraph 7).

In order to achieve sustainable development, the NPPF states that the planning system has three overarching objectives - economic, social and environmental (paragraph 8).

Section 12 'Achieving Well Designed Places' states that 'the creation of high quality buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities. Being clear about design expectations, and how these will be tested, is essential for achieving this' (paragraph 126).

Section 14. Meeting the challenge of climate change, flooding and coastal change
Paragraph 152 advise that the planning system should support the transition to a low carbon future in a changing climate, taking full account of flood risk and coastal change.

Paragraph 158 advises that when determining planning applications for renewable and low carbon development local authorities should approve the application if these impacts are (or can be made) acceptable.

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

A number of UDP policies have 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.

Policy EN 4 - Reducing CO2 Emissions by Enabling Low and Zero Carbon Development

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 principle of the Energy Hierarchy, being designed:

- o to reduce the need for energy through design features that provide passive heating, natural lighting and cooling
- o 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
- o Where possible new development and retrofit projects will be used as a mechanism to help improve energy efficiency and provide low and zero carbon energy supplies to existing buildings.

Policy EN 8 - Adaptation to Climate Change

All new development will be expected to be adaptable to climate change in terms of the design, layout, siting and function of both buildings and associated external spaces. In achieving developments which are adaptable to climate change.

Policy SP1 identifies the City Council's Core Development Principles and states that development in all parts of the City should:-

Make a positive contribution to neighbourhoods of choice including:-
- Creating well designed places that enhance or create character

- Making a positive contribution to the health, safety and wellbeing of residents
- Considering the needs of all members of the community regardless of age, gender, disability, sexuality, religion, culture, ethnicity or income.
- 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.

Policy EN1 relates to design principles and strategic character areas and states that all development in Manchester will be expected to follow the seven principles of urban design listed below:

- Character: a place with its own identity
- Continuity and enclosure: a place where public and private places are clearly distinguished
- Quality of the public realm: a place with attractive, and successful outdoor areas
- Ease of movement: a place that is easy to get to and move through
- Legibility: a place that has a clear image and is easy to understand
- Adaptability: a place that can change easily
- Diversity: a place with variety and choice

Policy DM 1 states that all development should have regard to the following specific issues for which more detailed

guidance may be given within a supplementary planning document:-

- 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 and road safety and traffic generation. This could also include proposals which would be sensitive to existing environmental conditions, such as noise.
- Accessibility: buildings and neighbourhoods fully accessible to disabled people, access to new development by sustainable transport modes.
- 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.
- Effects relating to biodiversity, landscape, archaeological or built heritage.
- Green Infrastructure including open space, both public and private.
- Flood risk and drainage.
- Existing or proposed hazardous installations.

Unitary Development Plan - The site is unallocated in the plan.

Policy DC26.1 states that the Council intends to use the development control process to reduce the impact of noise on people living and working in, or visiting, the City. In giving effect to this intention, the Council will consider both:

- a. The effect of new development proposals which are likely to be generators of noise and
- b. The implications of new development being exposed to existing noise sources which are effectively outside planning control.

Issues

Sustainability

Pursuant to policies EN4 and EN8, an air source heat pump system can help to lower carbon footprint as it uses a renewable, natural source of heat - air. A heat pump also requires a supplementary source of power, usually electricity, to power the heat pump, so there will still be some resulting CO2 emissions, however overall the proposed method would be better long term solution than the existing heating systems.

Air source heat pumps absorb heat from the outside air, this heat can then be used to heat radiators, underfloor heating systems, or warm air convectors and hot water in the premises

The proposed ASHP are efficient electric systems and will help to see the reduction in CO2 emissions by the community facility having individual control of the system, allowing no heat loss and long term financial gain.

Visual impact of works

The development would involve the installation of 5 no. air source heat pumps on the rear elevation of the Beacon Centre at ground floor level. The air source heat pumps would be screened by high fencing which forms the northern boundary of the Beacon Centre with the alleyway to the north.

The proposed scheme would not detract from the character and appearance of the overall street scene, in accordance with policy DM1, due to the appearance and siting of the units, and the context, being not readily viewed from outside the site. In visual terms, the impact of the development is therefore considered to be minimal.

Full details of the units have been provided, including appearance and technical specification.

According to the technical specification; each unit would measure 790mm in width; 548mm in height and 285mm in depth. The units to be installed are Samsung AC035RXADKG/EU Units)

Residential amenity (noise)

The works are proposed at ground floor level with a row of terraced houses to the rear in close proximity to the proposed installation.

It is understood that the proposed 5No. air source heat pumps are to operate between 07:30 to 21:00 hours. The dominant sound sources during the morning, afternoon and evening survey periods were occasional road traffic along Barrington Street and distant road traffic from the surrounding road network.

The assessment indicates that LAr rating level is likely to achieve the proposed LAeq cumulative atmospheric plant sound emission limit at the nearest noise sensitive receptor. As such, atmospheric plant sound emissions from the proposed 5 No. units are likely to have a low impact at the nearest noise sensitive receptor.

Initially concerns were raised by Environmental Health officers in relation to noise and the cumulative effect of all new plant and its effect on the nearest noise sensitive receptors with the recommendation of a condition to require:-

a) Externally mounted ancillary plant, equipment and servicing shall be selected and/or acoustically treated in accordance with a scheme designed so as to achieve a rating level of 5dB (LAeq) below the typical background (LA90) level at the nearest noise sensitive location. a) Prior to use of the air source heat pumps hereby approved, a scheme shall be submitted to and approved in writing by the City Council as local planning authority in order to secure a reduction in the level of noise emanating from the ancillary plant. The scheme shall be implemented in full before the air source heat pumps are operational.

b) Prior to the operation of the scheme a verification report shall be submitted to and approved in writing by the City Council as local planning authority to validate that the work undertaken throughout the development conforms to the recommendations and requirements in the approved acoustic report. The report shall also undertake post completion testing to confirm that the noise criteria have been met. Any instances of non-conformity with the recommendations in the report shall be detailed along with any measures required to ensure compliance with the agreed noise criteria.

Concerns related to the noise which would potentially emanate from the proposed units against the level of background noise levels and in turn would possibly impact upon residential amenity to occupiers of the terraced houses to the north.

The agent was made aware of these issues and took on board the comments and forwarded a Plant Sound Assessment Report ref: 0909/PSA1 for consideration.

EH officers have assessed the noise report and that they are satisfied with the content, as the acousticians have demonstrated that the noise requirements would be complied with. However, the applicant would still need a verification report once the heating systems have been commissioned to prove that they are operating at the agreed level, and are in compliance with the 5dB(A) below background level criteria. It is therefore proposed to attach an appropriately worded noise condition to any approval.

Furthermore, as the noise survey has been based on the units being operational between 07:30 to 21:00 hours, it is proposed that the use of the air source heat pumps is limited to those hours.

On the basis of the conditions proposed, it is not considered that the air source heat pumps would present a significant noise disturbance to residents.

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 a right to a fair hearing and to this end the local planning authority must give full consideration to their comments.

Protocol 1 Article 1, and Article 8 where appropriate, confer(s) a right of respect for a person's home, other land and business assets. In taking account of all material considerations, including

Council policy as set out in the Core Strategy and saved policies of the Unitary Development Plan, the Director of Planning, Building Control & Licensing has concluded that some rights conferred by these articles on the applicant(s)/objector(s)/resident(s) and other occupiers and owners of nearby land that might be affected may be interfered with but that that interference is in accordance with the law and justified by being in the public interest and on the basis of the planning merits of the development proposal. She believes that any restriction on these rights posed by the recommendation given is proportionate to the wider benefits of and that such a decision falls within the margin of discretion afforded to the Council under the Town and Country Planning Acts.

Recommendation: Approve

Article 35 Declaration

Officers have worked with the applicant / agent in a positive and proactive manner to guide the application through the stages of the planning process and resolve any issues that arose in dealing with the planning application. The original submission raised initial concerns about the levels of noise from the proposed equipment, and following the receipt of further information these matters have been satisfactorily resolved and the appropriate conditions have been attached.

Condition(s) to be attached to decision for approval OR Reasons for recommendation to refuse

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

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

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

Location Plan/ Site Plan ref: BCC01A /PA/000; and Proposed floor plan and rear elevation ref: BCC01A/TD/002 ; Samsung WindFree™ Mini 4-Way Cassette manufacturers specifications received 18th October 2021;

Correspondence dated 19th November 2021 from Lighthouse Acoustics to the planning agent detailing the scope of the Noise Survey and Noise Impact Assessment, received 7th December 2021;

Plant Sound Assessment Report ref: 0909/PSA1 Dated 6 December 2021 by Lighthouse Acoustics received 17th December 2021;

Reason - To ensure that the development is carried out in accordance with the approved plans, pursuant to policies SP1 and DM1 of the Manchester Core Strategy (2012).

3. a) The development hereby approved shall be carried out in accordance with the Plant Sound Assessment Report ref: 0909/PSA1 Dated 6 December 2021 by Lighthouse Acoustics received 17th December 2021, in particular that the air source heat pumps hereby approved would be only operational between 07:30 to 21:00 hours.

b) Prior to the operation of the air source heat pumps hereby approved, a verification report shall be submitted to and approved in writing by the City Council as local planning authority to validate that the work undertaken throughout the development conforms to the recommendations and requirements in the approved acoustic report. The report shall also undertake post completion testing to confirm that the noise criteria have been met. Any instances of non-conformity with the recommendations in the report shall be detailed along with any measures required to ensure compliance with the agreed noise criteria.

Reason - To minimise the impact of the development and to prevent a general increase in pre-existing background noise levels around the site, pursuant to policy DM1 of the Manchester Core Strategy (2012), and saved policy DC26.1 of the Unitary Development Plan for the City of Manchester.

Appendix 1 – List of consultees & neighbours notified

Environmental Health

30 Whiteley Street, Manchester, M11 4HD
12 Whiteley Street, Manchester, M11 4HD
8 Whiteley Street, Manchester, M11 4HD
10 Whiteley Street, Manchester, M11 4HD
38 Whiteley Street, Manchester, M11 4HD
36 Whiteley Street, Manchester, M11 4HD
34 Whiteley Street, Manchester, M11 4HD
26 Whiteley Street, Manchester, M11 4HD
24 Whiteley Street, Manchester, M11 4HD
22 Whiteley Street, Manchester, M11 4HD
18 Whiteley Street, Manchester, M11 4HD
16 Whiteley Street, Manchester, M11 4HD
14 Whiteley Street, Manchester, M11 4HD
149 Barrington Street, Manchester, M11 4FB
147 Barrington Street, Manchester, M11 4FB
123 Barrington Street, Manchester, M11 4FB
32 Whiteley Street, Manchester, M11 4HD
130 Barrington Street, Manchester, M11 4ED
112 Barrington Street, Manchester, M11 4ED
28 Whiteley Street, Manchester, M11 4HD
20 Whiteley Street, Manchester, M11 4HD
151 Barrington Street, Manchester, M11 4FB
125 Barrington Street, Manchester, M11 4FB
121 Barrington Street, Manchester, M11 4FB
132 Barrington Street, Manchester, M11 4ED
128 Barrington Street, Manchester, M11 4ED
126 Barrington Street, Manchester, M11 4ED
110 Barrington Street, Manchester, M11 4ED

Appendix 2 – Planning constraints

Article 4 Direction - Removal Of PD Rights Change Of Use From Class C3 To Class C4
Aircraft Safeguarding Zone - Aircraft Safeguarding - Not Affected
Coal Authority - Development Low Risk - Name: DEVELOPMENT_LOW_RISK_AREA
Area Team Boundary - Name: NORTH2