

Planning

Growth & Development

Delegated officer report for planning application

Application no. 128853/VO/2020

Date registered valid: 17 December 2020

Proposal: CITY COUNCIL DEVELOPMENT Erection of two storey office and welfare accommodation (Class E) for a temporary period of 3 years

Address: Hammerstone Road Depot , 1 Hammerstone Road, Manchester, M18 8EQ

Ward(s): Gorton & Abbey Hey Ward

Applicant: Mr Andy Partington Manchester City Council Po Box 532, Town Hall, Manchester, M60 2LA

Agent (if any): Mr Andrew Thompson Fletcher-Rae 5 Jordan Street, Manchester, M15 4PY

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

Recommendation: Temporary approval

Date of recommendation: 13 January 2021

Application details

Type of application: Regulation 3 Consent

Development type: Minor Office

Date of site visit:

Standard consultations:

Printed: 22 December 2020

Expired: 12 January 2021

Neighbour notifications

Printed: 22 December 2020

Expired: 12 January 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 site is located within the Hammerstone Road Depot site, lying to the north of the detached two storey Coca Cola building, and visible through the existing palisade boundary treatment to Hammerstone Road to the east of the site. The site covers a small element of a vast area within the wider depot site, which comprises hard surfacing, and is used by the occupiers of the site for parking and servicing.

Listed building: Not applicable

Conservation area:

Tree Preservation Order:

Description of area

The proposed development would be located within a large site known locally as Hammerstone Road Council depot. The site is occupied by Biffa who undertake waste collection services on behalf of the City Council, Libraries (mobile library services), Trading Standards and Environmental Health. The depot site is bounded by a railway line, GMP, and Smithfield Market to the north, commercial and industrial uses to the west and east, and a BUPA nursing home development to the south of Gorton Lane. The depot site is bounded by a high brick wall to the back of pavement with Gorton Lane, so there are no views into the depot site from this boundary, nor from the western boundary where the double height ground floor and first floor above traditional brick industrial/warehouse style building (former Bayer Peacock Locomotive works building) on the site forms the boundary.

Description of development

Consent is sought for the installation of two storey office and welfare accommodation (Class E)

in the form of modular cabin style accommodation (comprising double stacked cabins) for a temporary period of 3 years. The temporary office floorspace and welfare accommodation being proposed is to enable Biffa's commercial and operational teams to move out of the former Bayer Peacock locomotive works building within the depot site, whilst that accommodation is refurbished as part of separate planning application, which is expected to be submitted shortly. The modular cabin accommodation would provide 440sq.m of floorspace and would be white in colour with blue banding. Accommodation at ground level would include a canteen, offices and toilet facilities, with further office floorspace , a meeting room and ancillary kitchen and toilet facilities on the upper floor. Ramped access is provided to the ground floor and an accessible toilet facility is proposed.

The hours of use proposed are 24 hours on Mondays to Fridays and 6am to 2pm on Saturdays, Sundays and Bank Holidays

Consultations & Notification Responses

Local Businesses - No comments received.

Highway Services - It is anticipated that the proposals are unlikely to generate a significant increase in the level of vehicular trips given that the capacity is to remain unchanged, therefore they do not raise any network capacity concerns.

It is understood that the proposals would not have an impact on the approved pedestrian/vehicular access, circulation, car parking or the external highway network.

In terms of pedestrian access, any ramps should not exceed 1:12 and non-fire doors should open inwards.

The existing servicing and waste management arrangement for the site will continue as existing which is acceptable to Highways.

The applicant should be advised that any requirements for licensing, hoarding / scaffolding and any associated temporary traffic management arrangements will need discussion and agreement with the council's Highways Applications and Network Resilience teams.

Flood Risk Management - Based on the provided evidence, no drainage condition is recommended. They advise that the drainage of the site can be approved, but suggest the following informative to be included within the Decision Notice:

The applicant should design and construct a drainage system to prevent the increased risk of flooding, to improve and protect water quality and ensure future maintenance of the surface water drainage system pursuant to policy EN17 of the Core Strategy.

Environmental Health - recommend that conditions are attached to restrict construction hours , to require that externally mounted ancillary plant is acoustically treated so as to achieve a rating level of 5dB (LAeq) below the typical background (LA90) level at the nearest noise sensitive location, and requiring the submission of a scheme for the storage and disposal of refuse .

Arboricultural officers - Have confirm there are no existing trees within the site boundary and they have no comments from an arboricultural perspective. They advise there are trees on the extremity of the depot site screening the railway line.

Policy Context

National Planning Policy Framework (February 2019)

The revised NPPF was adopted in February 2019. 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 11 'Making effective use of land' states that 'planning decisions should promote an effective use of land in meeting the need for homes and other uses, while safeguarding and improving the environment and ensuring safe and healthy living conditions' (paragraph 117).

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 124).

Planning decisions should ensure that developments:

- a) 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;
- b) are visually attractive as a result of good architecture, layout and appropriate and effective landscaping.

The NPPF is clear that planning permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions, taking into account any local design standards or style guides in plans or supplementary planning documents. Conversely, where the design of a development accords with clear expectations in plan policies, design should not be used by the decision-maker as a valid reason to object to development. Local planning authorities should also seek to ensure that the quality of approved development is not materially diminished between permission and completion, as a result of changes being made to the permitted scheme (for example through changes to approved details such as the materials used). (paragraph 130).

Paragraphs 10, 11, and 12, 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.

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 was adopted in July 2012 and is the key document in the Local Development Framework. It replaces significant elements of the Unitary Development Plan (UDP) and sets out the long term strategic planning policies for Manchester's future development.

A number of UDP policies have been saved and 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.

The relevant policies within the Core Strategy are as follows:

Policy SP1 'Spatial Principles' ,Policy T1 'Sustainable Transport' , Policy ERC1 'Employment and Economic Growth', Policy EC2 'Existing Employment Space' , EN19 'Waste' and Policy DM1 'Development Management'

For the reasons given below, it is considered that the proposal is consistent with the policies listed above.

Issues

Principal - The principle for the provision of temporary office and ancillary floorspace on an existing industrial/commercial site is considered acceptable subject to further consideration of visual amenity impacts together with consideration of any impacts on highway safety.

Amenity -The depot is used by the City Council for several of their operational services including the storage and maintenance of waste disposal vehicles. The depot has several buildings of differing construction including the large steel & masonry former locomotive shed along with existing temporary accommodation housing Council services such as libraries, environmental health and trading standards. The proposed accommodation is in the form of a temporary modular building formed of double stacked cabins, and would be removed following the expiry of the temporary period. It is proposed that the hours of use proposed are 24 hours on Mondays to Fridays, and 6am to 2pm on Saturdays, Sundays and Bank Holidays. No concerns have been raised in connection with the proposed operational hours, but it is however, proposed to attach a condition to restrict the weekend and bank holiday hours to those being applied for.

The site is bounded by commercial and industrial uses , given the nature of the locality and the hours of uses currently operated at the wider depot site , this is considered to be an acceptable approach.

Visual Amenity - The temporary modular building formed of double stacked cabins is of a standard type and style seen elsewhere on other sites in the city, and has been sited towards the north of the existing 'Coca Cola' building within the depot site .The top of the cabins would be approximately 5.3m above external ground level and would be lower than the existing adjacent Coca-Cola Building. As such the proposed accommodation would be screened from the access into the depot site.

It is considered that the appearance and scale of the proposed temporary development is acceptable on an established industrial/commercial site.

Highways - The proposals would allow Biffa's commercial and operational teams to move out of the former Bayer Peacock locomotive works building within the depot site, whilst that accommodation is refurbished. As such the proposed accommodation should not lead to an increase in staff at the depot with associated parking requirements. Whilst it is acknowledged that some of the area within the depot which is used for parking would not be available for 3 years, the depot site currently has around 250 parking spaces, so the loss of this area of the wider site for a temporary period is not envisaged to give rise to parking issues at the site.

Siting - The office floorspace have been sited in a logical position away from the former locomotive works building within the depot site, which is to be subject extensive refurbishment works, and in proximity to the two storey 'Coca Cola' building which is to be retained, and would screen the proposed temporary accommodation from the access to the depot site. Given the proposed office accommodation is required for a temporary period it is considered that the siting of the temporary modular building formed of double stacked cabins is acceptable in this instance.

Security

The accommodation will be located within the existing depot site which is secured by perimeter fencing with access controlled by a manned gatehouse.

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: Temporary approval

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. Further work and discussions have taken place with the applicant through the course of the application, particularly in respect of matters arising from the consultation process. The proposal is considered to be acceptable and therefore determined within a timely manner.

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

1) The permission hereby granted is for a limited period only, expiring 3 years from the date of this permission; and the buildings, works and use comprising the development for which permission is hereby granted are required to be respectively removed and discontinued. The land shall be reinstated within 6 months of the date of removal of the temporary buildings and; in accordance with a scheme previously approved by the City Council as local planning authority before this permission expires.

Reason - In the interest of visual amenity as the proposals are for temporary buildings, and as the use hereby granted is for a temporary period only to help meet the construction requirements of a major development project in the local vicinity, which are part of a long term strategy for investment and regeneration in Gorton, pursuant to policies SP1 and DM1 of the Manchester Core Strategy.

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

Double storey CTX building floorplans plan ref: CAL 04031 rev.1G: Double storey CTX building elevation plan ref: CAL 04031 rev.3: Proposed Biffa Temporary Accommodation Site Plan ref: HRD -FRA-00 -XX-DR-A-90-0401-P2; Proposed Biffa Temporary Accommodation Site Location Plan ref: HRD -FRA-00 -XX-DR-A-90-0400-P2; Temporary Biffa Drainage Arrangement plan ref: 068065 CUR XX 00 DR C 92-530 P01; Design and Access Statement; received on 10th December 2020;

Email from planning agent dated 13th January 2021 confirming that no external plant is proposed to be installed to the modular cabins.

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

3) Prior to the occupation of the development hereby approved, a scheme for the storage and disposal of refuse shall be submitted to and approved in writing by the City Council as local planning authority. The details of the approved scheme shall be implemented as part of the development and shall remain in situ whilst the use or development is in operation. New developments shall have refuse storage space for segregated waste collection and recycling. Internal and external storage areas are required.

Reason - In the interests of amenity and public health, pursuant to policies SP1, EN19 and DM1 of the Manchester Core Strategy (2012).

4) The building hereby approved shall not be in use outside the following hours:-
- 0000 to 2400 on Mondays to Fridays ;
- 0600 to 1400 on Saturdays, Sundays and Bank Holidays

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 Manchester Core Strategy (2012).

Informatives

1) The applicant should be advised that any requirements for licensing, hoarding / scaffolding and any associated temporary traffic management arrangements will need discussion and agreement with the council's Highways Applications and Network Resilience teams via Contact Manchester (Tel. 0161 234 5004).

2) The applicant should design and construct a drainage system to prevent the increased risk of flooding, to improve and protect water quality and ensure future maintenance of the surface water drainage system pursuant to policy EN17 of the Core Strategy.

3) Construction works shall be confined to the following hours:

- Monday - Friday: 7.30am - 6pm
- Saturday: 8.30am - 2pm
- Sunday and Bank Holidays: No work

Appendix 1 – List of consultees & neighbours notified

Highway Services
Environmental Health
MCC Flood Risk Management
Greater Manchester Police

Unit 1 To 5, Tavistock Industrial Estate, Railway Street, Manchester, M18 8FE
Mobile Library Service Units, Hammerstone Road Depot, Hammerstone Road, Manchester, M18 8EQ
Taxi Maintenance House, Hammerstone Road Depot, Hammerstone Road, Manchester, M18 8EQ
ICELAND MANUFACTURING LIMITED, Hammerstone Road, Manchester, M18 8BW
Direct Works Department, Hammerstone Road, Manchester, M18 8EF

Appendix 2 – Planning constraints

Article 4 Direction - Removal Of PD Rights Change Of Use From Class C3 To Class C4
Article 4 Direction - North Manchester PD Restriction - Class B1(c) To C3
Aircraft Safeguarding Zone - Aircraft Safeguarding Zone - All Exceeding 90M
Coal Authority - Development Low Risk - Name: DEVELOPMENT_LOW_RISK_AREA
Susceptible to Surf Water Flood (Less) -
Susceptible to Surf Water Flood (Middle) -
Area Team Boundary - Name: NORTH2