Application Number	Date of Appln	Committee Date	Ward
086469/FO/2008/S2	18th Apr 2008	21st Aug 2008	Northenden Ward

Proposal Retrospective Application for the creation of car park to front of hotel comprising 38 spaces

Location Britannia Airport Hotel, Palatine Road, Northenden, Manchester, M22 4RH

Applicant Britannia Hotels Ltd, C/o Agent

Agent Mr David Tschelebinski Prestwich Design Group, 253 Halecroft, Hale Road, Hale, Altrincham, Cheshire, WA15 8RE

Description

The application was reported to the Wythenshawe Area Committee on the 24th July 2008 where it was recommended that the application be '*Refused and Enforced'* due to the applicant inability to mitigate against the severe crime issues present at the application site.

The application had previously been reported to the Wythenshawe Area Committee on the 26th June 2008 where it was recommended that the application be deferred to allow the applicant time to submit further details to alleviate concerns raised by the City Council.

When the application was reported back to the Wythenshawe Area Committee on the 24th July 2008, the Hotel had put forward the following comments in support of their application:

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- There is a maintenance program in place which ensures that all site boundaries to the side and rear of the hotel are secure at all times. If the security is breached this is remedied immediately;
- There is on site security which patrols the car park areas between the hours of 4pm – 2am, 7 days a week;
- The hotel management has been in contact with Greater Manchester Police to obtain additional advice and guidance on all matters of security;
- Following design guidance from a specialist security company, it is the hotels intention to provide 2 additional high-resolution cameras which will complement the existing cameras located at the hotel. This will mean that not only will the entire application site be covered by CCTV, the entire hotel site will have CCTV coverage;
- The existing control system and recording facilities located within the hotel are to be upgraded. This will achieve a better quality of recording and monitoring of areas;
- The existing camera system to the hotel shall be serviced to ensure full converge of the existing areas of the hotel site.

A further point to note is that the existing trees to the side/rear of the site, are on Council controlled land. These have been used as natural ladders to gain

access to the car parks. Security would be vastly improved if these trees were to be pruned back.

Britannia Hotel has further shown its commitment in reducing crime in and around the Airport Hotel. Not only is this demonstrated in terms of manpower, but also financial outlay. The CCTV improvement proposals, as recommended by our security consultant, will run to several thousand pounds of expenditure. "

Further to these supplementary comments made for the Wythenshawe Area Committee, Britannia Airport Hotel wishes to make the following additional comments in support of their application to the Planning and Highways Committee:

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- The hotel is still committed to providing its own improvements to CCTV provision;
- As a 24-hour commercial operation it is impractical to have vehicular security gates to the main entrance of the hotel and it would curtail business. In the majority of cases the crime is committed on foot and therefore not possible to have anti-personnel gates fitted;
- The hotel is committed to improving the security between the car park and the motorway slip road and have a maintenance programme for the inspection of and repair of all the boundary fences, walls etc;
- The site also has two security guards with varying hours;
- This planning application was simply to regularise the use of the site which has been going for may years and are in no way worsening the situation by resurfacing the car parking and it cannot be argued that Britannia Hotels has not shown commitment both financially and in company resources in response to security at the site;
- The hotel would not be able to consider funding CCTV for the wider Northenden area for this application"

The comments made by the hotel will be analysed within the committee report.

The application site is a car park at the front of the Britannia Airport Hotel on Palatine Road. The site sits on the edge of the motorway junction which leads onto the Princess Parkway. The front of the car park has low level planting with a green fence as boundary treatment. To the west of the car park is a metal fence and padlock which is vulnerable and not secure. Access to the car park, off Palatine Road, is open and not secure with no gates or barriers.

There is also a car park at the rear of the site and at the upper levels near the first level of rooms. There is limited CCTV coverage at the site with only one CCTV camera observed on the upper level car park.

The application seeks retrospective planning permission for the creation of a car park to the front of the hotel comprising of 38 spaces.

Consultations

Local Residents/ Businesses – No letters of objection or support have been received in respect of this planning application.

Head of Environmental Health – No adverse comments/no objection in principle to the application.

Head of Engineering – The formalisation of spaces is likely to reduce over parking whilst proper drainage and surfacing will prevent ponding of surface water. This will improve the facility. There are no objections from a highways perspective.

Greater Manchester Police (Northenden Area Policing Team) –

The Britannia Airport Hotel has been a problematic location for vehicle crime for the South Manchester Division for the past three years. The largest impact is theft from motor vehicle offences (TFMV) and property routinely targeted are Satellite navigation systems, CD Radios and laptops from vehicles parked on the car parks.

For the period 01/04/05 to 31/03/2008 shows that the hotel accounted for 18% of Northenden Ward TFMV crimes and for the specific part of the local neighbourhood, which the application falls within, the hotel accounts for 30% of all TFMV offences.

Greater Manchester Police Architectural Liaison Officer – Automatic gates linked to reception would help reduce crime at the hotel. CCTV would also help as well as an improvement to existing provision.

Greater Manchester Police Crime Reduction Officer – The hotel stated that they would erect 2.2 metre high close wire weld mesh fencing running round the front of this car park to prevent access and egress of offenders. However, they have not included it within the plans. Without the fence restricting access the car crime at the location will rise.

Wythenshawe Regeneration Team – In principle there is not objection to the proposed development. it will improve the current situation on what is a prominent frontage to Palatine Road. However, it will be important the boundary treatment is of a high quality and commensurate with its location on a major radial route through the centre of Northenden Village.

The current car park suffers from high incidences of vehicle crime and in order to mitigate any further potential problems it will be important to ensure that the area remains secure via boundary treatments and surveillance eg CCTV. If CCTV were to be provided it should be designed in a way that either links to the exiisntg CCTV coverage along Palatine Road or compliments it. Consideration should also be given to the applicant obtaining 'Park Mark' status.

Northenden Civic Society - We object to the proposal and the loss of the bushes and shrubs as a result of the development.

Councillor Cowell Ward Member – The hotel has in the past been targeted by car thieves and the figures have had significant impact on crime along Palatine Road. The extra cars will act as a magnet to car thieves in the future whilst also increasing traffic flows. It would be a fair mitigation for the hotel to make a contribution to the CCTV camera scheme that exists along Palatine Road in the

village. The scheme offers 24/7 365 days a year monitoring and would also be in the interest of the hotel.

Issues

Unitary Development Plan for the City of Manchester (Adopted 1995)- The site is unallocated within the Unitary Development Plan for the City of Manchester (1995). In terms of the policies contained within the development policy E3.5 and EW1 is applicable.

Policy E3.5 states that the City Council will promote measures which will lead of a safer environment for all people living in and using the City. These measures will include:

a) Ensuring the layout if new development is designed with safety in mind and does not lead of the creation of isolated areas;
b) Designing landscaping scheme so as to minimise risk of attack;
c) Improving road safety.

Area policy EW1 states that in deciding the attitudes to proposals in East Wythenshawe the Council will:

a) Achieve the right balance between protecting its character as an attractive area in which to live and realising its potential in terms of its location of commercial development;
b) Protect and improve the quality of both built and the open environment.

Other Relevant Policies and Guidance - In considering development proposals, reference is not only made to the UDP, but also other policies and supplementary planning guidance. In this case, Regional Spatial Strategy for the North West (Formerly RPG13), Planning Policy Statement One, The Guide to Development in Manchester (2007), Safer Places 'The Planning System and Crime Prevention' and Wythenshawe Strategic Regeneration Framework.

Regional Spatial Strategy (RPG13) – Policy DP3 seeks to ensure that developments 'design out crime'.

Draft Regional Spatial Strategy for the North West - Policy DP1 Proposals must demonstrate a high quality of design and respect their physical and natural setting.

Planning Policy Statement One (Published 2005)- In order that sustainable communities are delivered, paragraph 27 states that high quality and safe developments must be created.

Safer Places – 'The Planning System and Crime Prevention' (Published 2004)- The guidance contained within this document is a companion guide to PPS1 and sets out the attributes for creating safer and sustainable communities.

Crime prevention can be a material consideration in the determination of planning applications. Where development would undermine crime prevention or the promotion of community safety the application could be refused planning

permission. Crime prevention considerations should be given weight where the potential crime risk is shown to be high.

One of the attributes identified within the guide is surveillance. With particular reference to CCTV, the guide states that CCTV can have a positive impact on crime, especially when implemented as part of a wider package and can be used retrospectively to compensate for poor design.

Other well designed security features e.g. fencing and boundary treatment should also be used for crime reduction, prevention and community safety.

The Guide to Development in Manchester Supplementary Planning Document (SPD) (Adopted 2007) – Section 8 of the SPD provides guidance on the promotion of a safer environment including community safety and crime prevention.

Paragraph 8.5 states that crime prevention measures should be included in designs with entry and exists to sites either monitored by person or by use of CCTV.

Paragraph 8.7 states that vehicle parking areas should be safety designed. Cars should be parked in properly secured private areas and should be fitted with robust gates.

Wythenshawe Strategic Regeneration Framework (Published 2004) – One of the prime objectives of the SRF is to reduce crime in Wythenshawe and take effective action to tackle issues.

Policy CSS1.4 seeks to accentuate the positives and encourage businesses to more proactive.

CSS3 seeks to reduce crime in Wythenshawe now and in the future. A proactive approach to crime needs to address factors which cause or contribute to crime and invest now to reduce crime in the future.

CSS3.2 seeks to make crime more difficult to commit. Business need to be aware of how to improve their safety and supported to improve security.

Policy CSS3.3 seeks to provide a more secure environment. Enhancing he quality of the built environment can contribute to improved safety and security.

Principle – The application seeks to regularise the creation of a car parking area at the front the Britannia Airport Hotel. The area was previously a gravel area that was used informally for car parking. The applicants, Britannia Hotels Ltd, undertook an engineering operation by laying and demarcating car parking spaces. The provision of these car parking spaces within the curtilage of the hotel is considered to be appropriate in principle.

However, in line with the Guide to Development in Manchester, car parks should be safe and secure. Consideration should be given as to whether the siting of the car parking spaces and the resulting appearance on the surrounding area is appropriate. In addition consideration will be given to

highway/traffic issues, boundary treatment and designing out crime considerations.

Siting – A total of 38 car parking spaces have been created at the front of the hotel abutting Palatine Road. The site is a large area and given the proximity to the front of the hotel, is the ideal location to create additional car parking in order that customers of the hotel area within walking distance to premises.

Appearance - The car parking is clearly visible when viewed from Palatine Road and from within the site. It is considered that the demarcation of the spaces is appropriate and the tarmac area is an improvement to the surface.

Whilst car parking to the front of commercial premises is not ideal, due to the visual impacts, it is considered that with appropriate boundary treatment, the appearance of the car parking area could be improved.

No such detailing of boundary treatment has been submitted with the application which means the appearance of the car park from the front elevation is highly visible. This also has an impact on the security of the site which is discussed later on in this report.

Highway/traffic implications – The Head of Engineering has assessed the proposal from a highways perspective and has concluded that the layout of the car parking is appropriate and will not impact negatively on traffic generation in the area.

Crime – Several of the statutory consultees, a ward Member and Northenden Civic society have raised concern about the impact of proposal on crime generation in the local area. In addition, that there is insufficient on site crime prevention measures.

Section 17 of the Crime and Disorder Act 1998 requires all local authorities to exercise their functions with due regard to the likely effect on crime and disorder and to do all that is reasonably possible to prevent crime. In addition, the guidance contained within 'Safer Places' states that applications should not be accepted where crime risk is shown to be high and there is no appropriate mitigation.

The compelling evidence put forward by the Northenden Area Police Team states that the application site is the second highest location for incidences of theft from a motor vehicle. There are therefore issues of crime prevention and crime reduction at the site that clearly need to be addressed.

Existing crime prevention measures are poor. The side and front boundaries of the application site are vulnerable and can be easy broken down. To the west of the car park is temporary fencing which is secured by a chain and padlock. This fencing is weak and could be easily broken by criminals. Access into the site from the front is also weak and there is no barriers or gates to monitor and control access. Furthermore, existing CCTV provision covering the application site is poor.

In order to prevent and reduce crime at the site, the architectural liaison officer considers that two methods would be appropriate in terms of mitigation which

would not only help prevent and reduce the incident of crime. These measures will include installation of appropriate boundary treatment, to prevent unlawful entry and associated criminal activity, and CCTV provision to monitor on site activity, record any inappropriate activity and improve public safety perceptions.

In line with policy CSS1.4 of the SRF for Wythenshawe, the applicants have been encouraged to take a proactive approach to crime reduction and prevention at their site. Discussions have been held with the applicant over appropriate mitigation and improvement of the poor security of the site and resulting impact on the wider community.

The concerns and observations outlined above have been expressed to the applicant. Firstly it was considered that the applicants should enter into a section 106 to provide a contribution to fund a new camera at the site which would link into the new CCTV cameras being installed in the centre of Northenden. The hotel has not been asked to fund CCTV for the wider Northenden area but instead a camera that would be on site that would link to wider facilities. This would help monitor those committing a crime at the site as the escape to other parts of the ward. Given that the hotel is one of the highest generators of crime in the ward this would be a beneficial system to implement. In addition, improvements to the boundary treatment and gate provision was also considered to be required.

CCTV in itself should not be used solely to resolve the incident of crime, with efforts made as well to stop crime happening in the first instance. However, given the abnormally high incidents of crime at the site, monitoring and recording of criminal activity will assist in catching those who commit crimes.

The applicants have put forward their proposals for making the site more secure. This primarily involves the installation of 2 new CCTV cameras on the corner of the main building as you enter the site from Palatine Road. In addition, recording facilities will also be upgraded as part of these works. The hotel also state that they have on site security patrolling the site.

Whilst the installation of the two additional cameras is welcomed it is considered that the opportunity to provide a camera that links into other cameras within Northenden District Centre is vital and this opportunity should not be lost.

In addition, the comments relating to the trees is not an acceptable reason not to improve the boundary treatment. The existing fencing is weak and there are no entrance gates. If trees are an issue, and they are within City Council ownership, then the applicants should consult the City arborist and apply for tree works. New boundary treatment is vital to securing the application site and reduce crime at the hotel overall.

The fact that the hotel wishes to upgrade the boundary between the application site and the slip road is welcomed. However, no details have been submitted in order to examine the effectiveness of their proposal. In addition, the hotel have not proposed any additional boundary treatment to the front of the site nor a security gate which is at the specific request of the architectural liaison officer and the crime reduction officer. This is unacceptable and details needs to be submitted for improvements to the boundary treatment around all of the application not just the slip road.

The Head of Planning believes the proposals put forward by the hotel are a step forward in improving securing at the application site and the hotel in general. However, it is considered that given the high incident of crime at the site and the failure to consider the integrated CCTV system and improvements to the boundary treatment, crime will continue to remain high.

Without such appropriate mitigation measures the scheme is unacceptable to the City Council. The proposal therefore falls short of improving the quality of the environment with safety in mind as prescribed by policies E3.5 and EW1, the Guide to Development in Manchester (SPD) and wider guidance at a national and regional level.

Conclusion – The Head of Planning contends the principle of additional car parking at the site is not considered to be inappropriate. However, there are abnormally high incidents of crime at the site which impacts greatly on the safety and security of the users of the car park and the wider community. The application provides insufficient details on how to improve on site security and improve the monitoring and recording of those who enter the site. Without entering to some form of agreement with the City Council, on improvements to the security of the site, the proposal cannot be support.

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 Unitary Development Plan, the Head of Planning 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. He believes that any restriction on these rights posed by the refusal of the application is proportionate to the wider benefits of refusal and that such a decision falls within the margin of discretion afforded to the Council under the Town and country Planning Acts.

Recommendation REFUSE AND ENFORCE

The application site suffers from high levels of crime and anti-social behaviour due to the poor quality security measures at the site. Without improvements to reduce the incident of crime and security on site the proposal will continue to compound the already high crime rates and cause disamenity and security issues for the wider community.

The proposal is therefore contrary to the provision of policies E3.5 and EW1 of the Unitary Development

Plan for the City of Manchester (1995), The Guide to Development in Manchester SPD (2007), RSS for the North West (RPG 13) Policy DP3 (Quality in new development'), Draft RSS for the North West Policy DP1, the guidance contained in PPS1 'Delivering Sustainable Development' 'Safer Places - The Planning System & Crime Prevention', and Wythenshawe Strategic Regeneration Framework.

Wythenshawe Area Committee **Refuse and Enforce**

Conditions and/or Reasons

The City Council has a duty under Section 17 of the Crime & Disorder Act 1998 to consider crime and disorder implications in exercising its planning function and to promote the well being of the area under Section 2 of the Local Government Act 2000.

The car park fails to incorporate adequate measures to design out crime in that there are no measures to prevent or reduce the incident of crime at the site. The development is therefore highly vulnerable to criminal and anti-social activity which is contrary to the provision of policies E3.5 and EW1 of the Unitary Development Plan for the City of Manchester (1995), The Guide to Development in Manchester SPD (2007), RSS for the North West (RPG 13) Policy DP3 (Quality in new development'), Draft RSS for the North West Policy DP1, the guidance contained in PPS1 'Delivering Sustainable Development' 'Safer Places - The Planning System & Crime Prevention' and Wythenshawe Strategic Regeneration Framework.

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: 086469/FO/2008/S2 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:

Environmental Health
Northenden Ward Co-ordinator
Greater Manchester Police
Steve Hobson, Crime Reduction Officer
Northenden Civic Society
Engineering Services
2 Gibwood Road, Manchester, M22 4BT
495 Palatine Road, Manchester, M22 4DH
497 Palatine Road, Manchester, M22 4DH

Mancunian Community Health N H S Trust, Northenden Health Centre, 489 Palatine Road, Manchester, M22 4DH
Co-op Pharmacy, 491 Palatine Road, Manchester, M22 4DH
Britannia Airport Hotel, Palatine Road, Manchester, M22 4FH
N I S Europe Ltd, Navigant House 462-464, Palatine Road, Manchester, M22 4DJ
Kingdom Hall Of Jehovahs Witnesses, Moor End, Manchester, M22 4JQ
Manchester Assembly Hall Of Jehovahs Witnesses, 456 Palatine Road, Manchester, M22 4DJ
Parkway Green Housing, Parkway Green House, Palatine Road, Manchester, M22 4DJ

Representations were received from the following third parties:

Relevant Contact Officer : Jennifer Atkinson
Telephone number : 0161 234 4517
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