

Planning

Growth & Development

Delegated officer report for planning application

Application no. 141928/NMC/2025

Date registered valid: 17 January 2025

Proposal: Non-material amendment to condition 2 (specified plans) attached to planning permission referenced 138100/JO/2023 to allow the addition of two bedrooms in place of plant areas, various minor external elevational changes to all buildings and changes to the bin/bike store enclosures.

Address: St Gabriels Hall, 1 Oxford Place, Manchester, M14 5RP

Ward(s): Ardwick Ward

Applicant: C/o Agent, McLaren Property Limited

Agent (if any): Mrs Louisa McCarthy, Ashton Hale

Case officer: Steven McCoombe
Tel: 0161 234 4607
Email: steven.mccoombe@manchester.gov.uk

Recommendation: Approve

Date of recommendation: 17 February 2025

Application details

Type of application: Non-Material Change Application

Development type: Notifications

Standard consultations:

No consultations have been printed and sent.

Neighbour notifications

No neighbour notifications have been printed and sent.

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 application relates to a vacant student hall of residence (St. Gabriel's Hall) – now a development site.

The site measures approximately 0.65 hectares and relates to a former student hall of residence associated with the University of Manchester. It is located in the Victoria Park Conservation Area and Oxford Road Corridor area. None of the buildings are statutorily listed.

St Gabriel's Hall is a large building formed of three main phases; the original c1850s villa called "The Lodge" to the centre, a 1922 residential accommodation block to the east, and a 1963 chapel to the west.

The area is mixed use in nature, comprising homes, with a concentration of student accommodation, retail, office, and educational uses. Rusholme district centre, a busy neighbourhood centre with a primary focus on food and drink uses, is situated just to the west.

Listed building: Not applicable

Conservation area: Victoria Park Conservation Area 1972

Tree Preservation Order: No

Description of area

The area is mixed use in nature, comprising homes, with a concentration of student accommodation, retail, office, and educational uses. Rusholme district centre, a busy neighbourhood centre with a primary focus on food and drink uses, is to the west. The site is situated within Victoria Park Conservation Area.

Description of development

Pursuant to S.96A of the Town and Country Planning Act 1990, a non-material amendment is sought to condition 2 (specified plans) attached to planning permission referenced 135278/FO/2022 which allowed for some demolition and the erection of part 4 storey, part 5 storey buildings and the refurbishment and restoration of existing buildings to form student accommodation (sui generis), with associated landscaping, cycle parking, car parking and associated works .

In this case, a summary of the proposed changes is provided below.

Increase in the number of bedrooms

The addition of 2 further bedrooms– one additional ground floor cluster bedroom in Building 3 and one additional ground floor studio bedroom in Building 4. This will take the overall total bedrooms from 319 to 321. In both cases, the additional bedrooms are in place of plant spaces, which, following detailed design development of the plant strategy by the M&E specialist subcontractor, can be reduced in size from that originally proposed.

St Gabriel's & Chapel

- Louvre size and height changes to west elevation (laundry room) and north elevation (private dining room).
- Glazing to plant room on south elevation change from clear to opaque.
- Escape door from double door set to single door.
- Door design to single door on inside east elevation and double door set on inside west elevation.
- Omission of single mullion to full glazed pane for windows on inside south elevation to private dining room.
- Window change from bottom hung, hinged opening to sash on windows on south and inside east elevations
- Addition of 3 no. air bricks to chapel north elevation (serving cleaner's store and amenity space WCs).
- Roof AOV to Stair 01 and library change from solid hatch to glazed hatch.
- External plant enclosure double door sets reduced from 2no. to 1no.
- Decorative perforated panels to west and East elevation changed to standard mesh panels on external plant enclosure. The main, north, elevation facing onto the pathway would retain the original decorative perforated panel design.

Woodthorpe

- Additional window AOVs that are side hung, outward opening. They were previously either bottom hung or fixed windows.
- Glazing in studio entrance doors change from clear to opaque glazing for privacy and change to door design.

Building 03 (West)

- Fire rated window to inside south elevation change to omit perforated panel over purge vent to achieve the fire performance.
- Louvre on north elevation serving plant room change to glazed window with perforated panel as a result of reduced plant room and an additional bedroom added.
- Addition of 2no. air bricks serving cleaner's store. One located on west elevation on the ground floor and one on inside south elevation on L03.

Building 04 (East)

- Louvre on inside south elevation serving plant room change to glazed window with perforated panel as a result of reduced plant room and an additional bedroom added.
- The addition of 2no. air brick serving cleaner's store. One located on east elevation on the ground floor and one on inside south elevation on L03.

Bin/Bike Enclosure

- 4 no. double door sets reduced to 2no double door sets.
- Roof to bin store omitted, roof to bike store remains.
- Decorative perforated panels to west and east elevations changed to standard mesh panels. The main, south, elevation facing onto the pathway retains the original decorative perforated panel design.
- The height of perforated/standard mesh panels to bin store reduced to match height of existing boundary wall.

Consultations & Notification Responses

None Required.

Policy

Local Development Framework

The principal document within the framework is the Manchester Core Strategy which sets out the spatial vision for the City and includes strategic policies for development during the period 2012 – 2027.

'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 also been saved until replaced by further development plan documents to accompany the Core Strategy. Planning applications in Manchester must therefore be decided in accordance with the Core Strategy, saved UDP policies and other Local Development Documents.'

The following policies within the Core Strategy are considered relevant:

Policy SP1 (Spatial Principle) refers to the key spatial principles which will guide the strategic development of Manchester together with core development principles. It is stated that developments in all parts of the city should create well designed places which enhance or create character, make a positive contribution to the health, safety and well-being of residents, consider the needs of all members of the community and protect and enhance the built environment. Further, development should seek to minimise emissions, ensure the efficient use of natural resources, reuse previously developed land wherever possible, improve access to jobs, services and open space and provide good access to sustainable transport provision.

Policy DM1 (Development Management) states that new development should have regard to more specific issues for which more detailed guidance may be given within supplementary planning documents. Issues include: the appropriate siting and appearance of development, the impact upon the surrounding area, the effects on amenity, accessibility, community safety

and crime prevention, health, the adequacy of internal accommodation and amenity space and refuse storage/collection.

Policy H12 (Purpose Built Student Accommodation) states that the provision of new purpose built student accommodation will be supported where the development satisfied the criteria below:

- 1. Sites should be in close proximity to the University campuses or to a high frequency public transport route;*
- 2. High density developments should be sited in locations where this is compatible with existing developments and initiatives, and where retail facilities are within walking distance. Proposals should not lead to an increase in on-street parking in the surrounding area;*
- 3. Proposals that can demonstrate a positive regeneration impact in their own right will be given preference over other schemes;*
- 4. Proposals should be designed to be safe and secure for their users, and avoid causing an increase in crime in the surrounding area;*
- 5. Consideration should be given to the design and layout of the student accommodation and siting of individual uses within the overall development in relation to adjacent neighbouring uses. The aim is to ensure that there is no unacceptable effect on residential amenity in the surrounding area;*
- 6. Where appropriate proposals should contribute to the re-use of Listed Buildings and other buildings with a particular heritage value;*
- 7. Consideration should be given to provision and management of waste disposal facilities;*
- 8. Developers will be required to demonstrate that there is a need for additional student accommodation or that they have entered into a formal agreement with a University, or another provider of higher education, for the supply of all or some of the bedspaces; and,*
- 9. Applicants/developers must demonstrate to the Council that their proposals for purpose built student accommodation are deliverable.*

Policy EC1 (Employment and Economic Growth in Manchester) looks to ensure priorities for economic growth, the Council will support significant contributors to economic growth and productivity including health, education, retailing, cultural and tourism facilities, and other employment generating uses.

Policy T2 (Accessible Areas of Opportunity and Need) 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, the Oxford Road Universities and Hospitals and the Airport and to ensure good national and international connections. Is easily accessible by walking, cycling and public transport; connecting residents to jobs, centres, health, leisure, open space and educational opportunities. Priority will be given to providing all residents access to strategic employment sites.

Policy EN1 'Design principles and strategic character areas' The proposal's considered to be a high-quality scheme in terms of its design and appearance that would enhance the regeneration of the area.

Policy EN3 (Heritage) – states that 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.

Policy EN4 (Reducing CO₂ Emissions by Enabling Low and Zero Carbon Development) concerns reducing CO₂ emissions and states that where possible, new development and retrofit projects must be located and designed in a manner that allows advantage to be taken of opportunities for low and zero carbon energy supplies. The use of building materials with low embodied carbon in new development and refurbishment schemes is also sought.

Policy EN9 (Green Infrastructure) - New development will be expected to maintain existing green infrastructure in terms of its quantity, quality and multiple function. Where the opportunity arises and in with current Green Infrastructure Strategies the Council will encourage developers to enhance the quality and quantity of green infrastructure, improve the performance of its functions and create and improve linkages to and between areas of green infrastructure. Where the benefits of a proposed development are considered to outweigh the loss of an existing element of green infrastructure, the developer will be required to demonstrate how this loss will be mitigated in terms of quantity, quality, function and future management.

Policy EN14 (Flood Risk) – refers to flood risk and amongst other issues states that all new development should minimise surface water run-off, including through Sustainable Drainage Systems (SUDS) and the appropriate use of green infrastructure.

Policy EN16 (Air Quality) – states that the Council will seek to improve the air quality within Manchester, and particularly within Air Quality Management Areas, located along Manchester's principal traffic routes. Developers will be expected to take measures to minimise and mitigate the local impact of emissions from traffic generated by the development, as well as emissions created by the use of the development itself.

Policy EN17 (Water Quality) states that developments should minimise surface water run-off and minimise ground contamination into the watercourse construction.

Policy EN18 (Contaminated Land and Ground Stability) - The Council will give priority for the remediation of contaminated land to strategic locations as identified within this document. Any proposal for development of contaminated land must be accompanied by a health risk assessment.

Policy 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.

In addition to the above, a number of UDP policies have also been saved until replaced by further development plan documents to accompany the Core Strategy.

Unitary Development Plan for the City of Manchester, 1995 (Saved Policies)

The below saved policies of the Unitary Development Plan are also considered relevant:

Policy DC18.1 (Conservation Areas) – relates to development proposals within conservation areas and seeks to preserve and enhance the character of its Conservation Areas by considering the relationship of new structures to neighbouring buildings and spaces, the effect of changes to existing buildings and the desirability of retaining existing features. Consent to demolish a building within a Conservation Area will be granted only where it can be shown that is beyond repair, incapable of beneficial use or where its replacement would benefit the appearance or character of the area.

Policy DC26 (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. Consideration will be given to the effect of new development proposals which are likely to be generators of noise.

The Guide to Development in Manchester (SPD) (2007)

The Guide to Development in Manchester is a supplementary planning document which contains core principles to guide developers. The document offers design advice and sets out the City Council's aspirations and vision for future development and contains core principles to guide developers to produce high quality and inclusive design. The principles that development should seek to achieve, include, character and context, continuity, and enclosure, ease of movement, quality of the public realm, diversity, legibility and adaptability.

Corridor Manchester Spatial Framework

Corridor Manchester is a strategically important economic contributor and a key growth area within the city. The Corridor Manchester Strategic Spatial Framework is a long term spatial plan for the Corridor which recognises that there is an inadequate pipeline of space for businesses and institutions within the Corridor to properly grow and realise its potential.

The Framework seeks to strengthen the Corridor as a place to live, visit and work for students and knowledge workers from across the world. The strategy recognises that for the area to continue to be successful there needs to be a focus on the development of a cohesive, inclusive area. The development programme plans to deliver over 4 million sq ft of high quality commercial, leisure, retail, and residential space.

Oxford Road Corridor SSF (March 2018)

The Framework intends to support the strategic themes and objectives for the Corridor and guide decision making on planning applications. The Framework recognises the need to accommodate further student accommodation; however, states that this should continue to be controlled in line with the City Council's Core Strategy Policy H12 and led by institutional partners with the wider city regeneration objectives in mind. It should be in line with evidenced demand and be in locations that are within a reasonable walking distance to the heart of the universities. This will include an upgrade of existing stock that is reaching the end of its life as well as additional provision.

Places for Everyone Greater Manchester Joint Development Plan (March 2024)

This document has been produced by Greater Manchester Combined Authority to provide a long-term plan for jobs, new homes, and sustainable growth for nine of Greater Manchester's districts. Once the Places for Everyone Plan is adopted it will form part of Manchester's development plan. As this plan is at an advanced stage it would now be considered as a material consideration for planning applications.

Manchester City Council Report for Resolution - Executive: Purpose Built Student Accommodation Manchester (December 2020)

This report acknowledges the significant economic contribution students make to Manchester whilst they live and study in the city. It also recognises the development of assets within the Oxford Road Corridor area is vital to capture the commercial potential of research and innovation and help to realise the economic potential of the Corridor.

The report states, a high-quality residential offer for students in appropriate locations, is critical for Manchester's Universities ability to attract and retain students in a global market and confirms that accommodation should be located in the areas immediately adjacent to the core university areas, principally the Oxford Road Corridor area.

National Planning Policy Framework

The central theme to the revised 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.

The Framework underlines 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.

Sections 4, 5, 11, 12 and 16 are considered relevant to the consideration of this application.

Other legislative requirements

-Section 72 of the Planning (Listed Building and Conservation Areas) Act 1990 (the "Listed Building Act").

Issues

Materiality

The proposed changes would not raise any new significant issues and would still allow the overall development to accord with the conclusions of the technical assessments approved as part of the host permission, whilst complying with all relevant, overarching policy and guidance, including that of the impact upon the character and appearance of the building/s within the conservation area.

As the property is located within the Victoria Park Conservation Area (CA). Under Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 (the LBCA Act) there is a statutory duty to pay special attention to the desirability of preserving or enhancing the character or appearance of the conservation area.

In this case, the proposed changes relate to secondary parts of the host buildings and do not affect primary views of the buildings or its setting. The use of materials for the proposed changes would reflect those originally approved and would be sympathetic to the appearance of the existing and proposed buildings.

In terms of the increase in the number of bedrooms, it is believed that the addition of 2 further bedrooms within the context of the size of the overall scheme (an increase from 319 to 321

bedrooms), is unlikely to have any material impact or raise any new issues not previously considered acceptable.

On this, basis, the proposed amendments are considered satisfactory and would have a neutral impact to the character of the conservation area. The effect of the changes is therefore considered to be non-material.

Other Legislative Requirements

Equality Act 2010

Section 149 (Public Sector Equality Duty) of the Equality Act 2010 requires due regard to the need to: Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Act and; Advance equality of opportunity between persons who share a protected characteristic and persons who do not share it. The Equality Duty does not impose a legal requirement to conduct an Equality Impact Assessment. Compliance with the Equality Duty involves consciously thinking about the aims of the Equality Duty as part of the process of decision-making.

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

The proposed amendments relate to the addition of 2 further bedrooms in place of plant rooms to increase the overall number of bedrooms from 319 to 321, minor elevational changes to all the buildings and changes to the design of the bin and bike stores.

Following an assessment of the details submitted, I can confirm that the proposed amendments are considered to be of a non-material nature and acceptable to the City Council as the Local Planning Authority. The City Council is satisfied that the proposed change will not result in any significant or material alterations to the host planning permission.

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

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

Drawings referenced 10349-SHP-Z1-A-B5D8-G200-EL-XX-001/P03, 10349-SHP-Z1-A-B5D8-G200-EL-XX-002/P03, 10349-SHP-Z1-A-B5D8-G200-EL-XX-003/P03, 10349-SHP-Z1-A-B5D8-

G200-EL-XX-004/P02, 10349-SHP-Z1-A-B5D8-G200-PL-00-001/P02, 10349-SHP-Z1-A-B5D8-G200-PL-01-001/P02, 10349-SHP-Z1-A-B5D8-G200-PL-02-001/P02, 10349-SHP-Z1-A-B5D8-G200-PL-LG-001/P02, 10349-SHP-Z1-A-B5D8-G200-PL-RF-001/P03, 10349-SHP-Z2-A-B5D8-G200-EL-XX-001/P03, 10349-SHP-Z2-A-B5D8-G200-EL-XX-002/P03, 10349-SHP-Z2-A-B5D8-G200-EL-XX-003/P03, 10349-SHP-Z2-A-B5D8-G200-PL-00-001/P02, 10349-SHP-Z3-A-B5D8-G200-EL-EE-001/P03, 10349-SHP-Z3-A-B5D8-G200-EL-EN-001/P03, 10349-SHP-Z3-A-B5D8-G200-EL-EN-002/P03, 10349-SHP-Z3-A-B5D8-G200-EL-ES-001/P03, 10349-SHP-Z3-A-B5D8-G200-EL-ES-002/P03, 10349-SHP-Z3-A-B5D8-G200-EL-EW001/P04, 10349-SHP-Z3-A-B5D8-G200-PL-00-001/P02, 10349-SHP-Z4-A-B5D8-G200-EL-EE-001/P04, 10349-SHP-Z4-A-B5D8-G200-EL-EN-001/P04, 10349-SHP-Z4-A-B5D8-G200-EL-EN-002/P04, 10349-SHP-Z4-A-B5D8-G200-EL-ES-001/P04, 10349-SHP-Z4-A-B5D8-G200-EL-ES-002/P04, 10349-SHP-Z4-A-B5D8-G200-EL-EW001/P04, 10349-SHP-Z4-A-B5D8-G200-PL-00-001/P02, received by the City Council as Local Planning Authority on 17 January 2025.

Drawings referenced 0919-RFMXX-00-DR-L-0001 Rev P04 received by the City Council, as Local Planning Authority on 1 March 2023.

Drawings referenced 10349-SHP-Z0-A-B5D8-Z462-XP-XX-001/P01, 0919-RFM-XX-00-DR-L-0003-S2-P03, 0919-RFM-XX-00-DR-L-0004-S2-P01 and 0919-RFM-XX-00-DR-L-0005-S2-P01 received by the City Council as Local Planning Authority on 25 October 2022.

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.

Appendix 1 – List of consultees & neighbours notified

Appendix 2 – Planning constraints

Article 4 Direction - Removal of PD Rights Change of Use from Class C3 to Class C4
Coal Authority - Development Low Risk - Name: DEVELOPMENT_LOW_RISK_AREA
Conservation Area - Victoria Park Conservation Area 1972
Susceptible to Surf Water Flood (Less) -
Susceptible to Surf Water Flood (Less) -
Susceptible to Surf Water Flood (Middle) -
Susceptible to Surf Water Flood (Middle) -
Area Team Boundary - Name: CENTRAL