

Planning

Growth & Development

Delegated officer report for planning application

Application no. 139028/FO/2024

Date registered valid: 9 February 2024

Proposal: Creation of HGV lorry park (sui generis) and storage (B8) along with boundary treatments, access gates, low level external flood lighting and associated works

Address: Land At Rondin Road, Manchester

Ward(s): Ardwick Ward

Applicant: The Arch Company

Agent (if any): Mr Abraham Laker, Rapleys LLP

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

Recommendation: Refuse

Date of recommendation: 4th April 2024

Application details

Type of application: Full Application Consent

Development type: Minor Other

Standard consultations:

Printed: 21 February 2024 Expired: 13 March 2024

Neighbour notifications

Printed: 21 February 2024 Expired: 13 March 2024

Site Visit – no need for site notice

20.03.2024

Press advert

No press advert had been published

Departure from Development Plan: No

Environmental Statement: Not required

Description of site/building

The site fronts onto the corner of Rondin Road, and measures approximately 0.7 hectares with an area of hardstanding, scrub land, and a small pond. The central area of the site has been covered in gravel in the past and has become vegetated. The perimeter of the site has soft landscaping which partially screens the site from view. The site is elevated from the Rondin Road frontage.

Planning History

040610 -CITY COUNCIL DEVELOPMENT- Reclamation of derelict site for use for surface and open storage purposes including regrading and construction of new spine road, perimeter fencing and associated landscaping.

Ardwick West Goods yard, Rondin Close, Ardwick

Approved subject to conditions 05.03.1992

059171/FU/NORTH2/00 - Use of vacant land as a salvage & breakers yard

Land at Blind Lane

Refused 09.06.2000

The application and submitted plans contains insufficient information to enable them to be properly assessed.

073660/FO/2004/N2 -Site compound in connection with construction of proposed train care facility including erection of temporary buildings and parking.

Land at corner of Rondin Road and Rondin Close Ardwick

Approved until 31.05.2006. on 14.12.2004.

Listed building: Not applicable

Conservation area: Not applicable

Tree Preservation Order: Not applicable

Description of area

The site lies in an industrial/commercial area, with a demolition company based to the east, a Class B2/B8 building which has been subdivided into three units further to the east; a train care facility to the southeast, a metal processing business to the south Manchester Vehicle Pound to the south west, an open storage yard and car hire company to the west and industrial/distribution premises to the north.

Description of development

Consent is sought for the creation of HGV lorry park (sui generis) and open storage (B8) (unmanned) along with boundary treatments, access gates, low level external flood lighting and associated works. The planning agent has indicated that an end user is not known at this stage.

The proposal would involve clearing shrub to the central hardstanding area which is proposed to be utilised as the HGV lorry park and outdoor unmanned storage. As part of the proposed scheme the refurbishment the existing hardstanding with MOT type 1 material would be undertaken.

Plans accompanying the application have been provided in order to demonstrate that 21 HGV's could be stored within the western area of the site, but the documentation states that it is not intended to demarcate these as formal parking bays.

The existing vehicular access to the western boundary and the pedestrian access to the southern boundary (with associated steps within the curtilage of the site) would be retained in regard to their location. However, new site entrance access gates are proposed at the existing vehicle access and pedestrian access. A full bellmouth access reconstruction is proposed in connection with the proposed development to facilitate appropriate vehicular access.

The submitted documentation references the retention of the existing 2.4m boundary treatment and repair where required.

Pre-cast retaining wall proposed to the south-eastern corner of the site fronting onto Rondin Road and the demolition operators' site to the east.

The scheme proposes to retain the surrounding perimeter shrubs and trees to act as natural screening and maintain the natural boundary.

Consultations & Notification Responses

Local Businesses - Their maintenance depot is at the end of Rondin Road and they have concerns in regard to an HGV lorry park in close proximity to their site. They advise their depot falls within the scope of the National Railway Security programme (NRSP) and as such their concerns are in regard to the type of security which will be established at the proposed development.

They further advise that they have had hardly any breaches of their depot perimeter but have some concerns having a visible lorry car park next to their depot.

Environmental Health – Recommend an Air Quality condition be attached to any approval as set out below;

a) Prior to commencement of the development, an air quality impact assessment together with any mitigation measures to safeguard local air quality shall be submitted to and approved in writing by the City Council as local planning authority.

b) Prior to occupation of the development any agreed mitigation measures shall be implemented and verified as such in writing by the City Council as local planning authority and shall remain in situ whilst the use or development is in operation.

Reason: To secure a reduction in air pollution from traffic or other sources in order to protect existing and future residents from air pollution, pursuant to policies EN16, SP1 and DM1 of the Core Strategy.

LLFA Flood Risk Management Comments (27/02/2024)

The comments below are based on the information uploaded to the Planning Portal from 17 Jan – 09 Feb 2024.

LLFA review:

- Drainage layout showing all components has not been provided.
- As stated in the National Planning Practice Guidance, the aim should be to discharge surface water run-off as high up the drainage hierarchy, as reasonably practicable:
 1. Into the ground (infiltration);
 2. To a surface water body;
 3. To a surface water sewer
 4. To a combined sewer
- Applicant to provide infiltration results.
- An agreement in principle with UU is required if public sewer is to be the proposed outfall strategy.

They recommend that any approval has conditions attached relating to the submission of a surface water drainage scheme, together with details of the implementation, maintenance and management of the subsequently approved sustainable drainage scheme.

Detailed advice is provided in regard to information and measures required in order to lead to the creation of an acceptable surface water drainage scheme at this site.

United Utilities - request that the applicant provides a detailed drainage plan, and that United Utilities has the opportunity to review and comment on this plan prior to the determination of this application. Should planning permission be granted without the provision of this information they request the following condition is attached to any subsequent Decision Notice:

Prior to the commencement of development, details of a sustainable surface water drainage scheme and a foul water drainage scheme shall be submitted to and approved in writing by the Local Planning Authority. The drainage schemes must include:

- (i) An investigation of the hierarchy of drainage options in the National Planning Practice Guidance (or any subsequent amendment thereof). This investigation shall include evidence of an assessment of ground conditions and the potential for infiltration of surface water in accordance with BRE365;*
- (ii) A restricted rate of discharge of surface water agreed with the local planning authority (if*

it is agreed that infiltration is discounted by the investigations);

(iii) Levels of the proposed drainage systems including proposed ground and finished floor levels in AOD;

(iv) Incorporate mitigation measures to manage the risk of sewer surcharge where applicable; and

(v) Foul and surface water shall drain on separate systems.

The approved schemes shall also be in accordance with the Non-Statutory Technical Standards for Sustainable Drainage Systems (March 2015) or any subsequent replacement national standards.

Prior to occupation of the proposed development, the drainage schemes shall be completed in accordance with the approved details and retained thereafter for the lifetime of the development.

Reason: To promote sustainable development, secure proper drainage and to manage the risk of flooding and pollution.

United Utilities also provided advice to be shared with the planning agent in regard to Management and maintenance of Sustainable Drainage Systems (SuDS), and recommended a suitably worded condition in this regard, together with advice on United Utilities' Property, Assets and Infrastructure, drainage design, water and waste water pipelines and services.

Highway Services 28.02.2024- The description states 'Creation of HGV lorry park (sui generis) and storage (B8) along with boundary treatments, access gates, low level external flood lighting and associated works.'

The Transport Statement however states that 'Firstly, it is important to note that the end user of the proposed HGV car park is currently not known. It is anticipated that the car park will either be utilised by one or more companies in order to securely park HGVs when not in use, or potentially as a truck stop, to facilitate breaks for HGV drivers to accord with tachograph rules.'

They state they are conscious that a 'truck stop' would likely raise a number of Highways issues, and are of the view that this would not be the ideal location for a truck stop and would likely bring HGVs into the city off the strategic road network.

Further comments 06.03.2024- have the following queries/notes:

-Proposed uses are unclear. The Transport Statement (TS) makes reference to HGV fleet storage or Truck Stop. The latter would require additional on-site facilities and would likely attract HGVs into the city from the Strategic Road Network.

-Location of both parked HGVs and storage areas are required to ensure adequate vehicle operations can be achieved.

-Trip generation should also consider any movements associated with storage areas with further details on operations.

- Request additional information re. access/barrier controls. If at the bellmouth location they are expecting HGV's to be stationary for short periods when gaining access, and therefore there is a persistent 'point load' on the carriageway, or the surface gets dragged at times by large vehicles turning sharply in and out, they would request the access is built in a higher specification to bolster the carriageway at this point. Also note any S278 highways works associated with the site access would need to be subject to Stage 1 RSA (to be submitted as part of the application) and will require appropriate dropped-kerb/tactile pedestrian crossing facilities.

-Stable surfacing would be required internally at a suitable level upon approach to the site access to limit potential overspill of loose hardcore materials on to the highway.

- Request additional information re. on-site support management. They note the TS states that HGVs will be guided into appropriate parking locations by on-site parking manager although the document also states the site will be unmanned.
- Visibility splays appear to cross a considerable level of existing trees/shrubbery located within the site boundary.

Arboricultural officer - has had a look through the documents and was unable to locate a tree survey or AIA and has assumed that is because there are no trees on the site large enough to be listed. On this basis they would have no further comments to make regarding this application.

If this is not the case, further information is required to be submitted for consideration.

HS2 - whilst no reference is made in the submission to interfaces with the high-speed rail project in this location, the application site falls entirely within land currently safeguarded for Phase 2b of HS2.

However, on 4 October 2023 the Prime Minister announced the cancellation of this section of high-speed rail between Crewe – Manchester and The Network North: Transforming British Transport Command Paper also states that safeguarding throughout Phase 2b is to be amended by Summer 2024 to allow for safeguarding needed for Northern Powerhouse Rail (NPR), and whilst work is underway at this time it is not fully understood what land will remain in safeguarding. Further information and progress of the Network North programme is available at: <https://www.gov.uk/government/publications/network-north>.

Given nature of the proposed development, (i.e. permanent change of use to HGV lorry parking and B8 storage) an internal review of the application has taken place with engineering and hybrid Bill teams who confirmed the land sits wholly within the area required for the construction of the former HS2 Phase 2b line which is expected to form part of the NPR Scheme, and has been earmarked as the Manchester Tunnel North Portal Satellite Compound.

Based on HS2 Ltd.'s current understanding of NPR programme, the duration of the compound use should be as shown in the Supplementary Environmental Statement 2 and Additional Provision 2 to the original Bill scheme i.e. between Q2 2026 – Q1 2035. See Figure 4 "Indicative construction programme for the SES2 and AP2 ES compared to the main ES" on page 138 of the associated report which is available to view here: SES2 and AP2 ES - Volume 2, Community Area report: MA07 Davenport Green to Ardwick (publishing.service.gov.uk). Please note that this timescale could be subject to change following further development work on the potential NPR connection towards West Yorkshire.

In light of the above and unless/until it is confirmed that the site is not to be retained in future safeguarding required for NPR delivery purposes, acting as an agent on behalf of the Department for Transport, HS2 Ltd lodges a procedural holding objection to planning consent being granted for the application in its current form.

However, in the event the local planning authority was ultimately minded to grant permission for the proposed development, as an alternative proposition HS2 Ltd would be prepared to consider a temporary consent in line with indicative timeframe for the tunnel portal compound for the repurposed bill as indicated above. In that context, due to facts that further development work on the NPR is required and the aforementioned timescales in the AP2 SES are subject to change they confirm that a 5-year temporary permission could be supported in planning terms.

Policy

Places for Everyone

The Inspectors' Report on the examination of the Places for Everyone plan was published on 15 February 2024. The Inspectors' Report sets out and justifies their recommendations in relation to the plan, and they have concluded that all legal requirements have been met and that with the recommended main modifications set out in the appendix to their report, the Places for Everyone plan is 'sound'.

The nine constituent local authorities have considered the Inspectors' Report and the adoption of Places for Everyone, with the plan going to the Full Council meeting in Manchester on 20 March 2024. The first Council meetings to approve the plan will be Salford and Wigan (28 February). The Places for Everyone plan was adopted on 21st March 2024.

There will be a period of six-week post adoption (i.e. from 21 March) when a judicial review challenge may be made. This will trigger a process of consideration by the Courts as to whether a Judicial Review is sufficient grounds to be heard (there is a one-step oral hearing appeal process if a Judge decides to reject the ground for a Judicial Review from the outset).

Given the stage the Plan has reached, the Plan and its policies is now a material planning consideration in the determination of planning applications. The Plan and its policies must therefore be given significant weight in the planning balance.

Paragraph 1.43 states that the plan has adopted a 'brownfield preference' through its policies. Policy JP-S1 relating to sustainable development reflects this, stating that 'preference will be given to using previously developed land and vacant buildings to meet development needs'.

Paragraph 1.52 highlights that the Places for Everyone plan supports Greater Manchester's drive to be carbon neutral by 2038. To meet this carbon commitment, Policy JP-S2 encourages the delivery of nature-based solutions and biodiversity net gain.

Policy JP-J2 writes that existing employment areas, including local employment sites, are vital to maintain a strong and diverse supply of sites. These will be protected from redevelopment to other uses and nurtured to ensure they remain competitive.

National Planning Policy Framework

The National Planning Policy Framework (NPPF) was published in July 2021 and subsequently revised September and December 2023 and sets out the government's objectives for achieving sustainable development. At the heart of the NPPF is a presumption in favour of sustainable development which ensures that sustainable development is pursued in a positive way.

Development proposals that accord with an up-to-date Development Plan should be approved without delay. Where there are no relevant development plan policies, or the policies which are most important for determining the application are out of date, permission should be granted unless: - The application of policies in the Framework that protect areas or assets of particular importance provides a clear reason for refusing the proposed development; or - Any adverse impact of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the Framework taken as a whole.

Paragraph 8 confirms that there are three dimensions to sustainable development; economic, social and environmental. To achieve sustainable development, economic, social and environmental gains should be pursued in mutually supportive ways through the planning system. Delivering Sustainable Development. The NPPF explains that the purpose of the planning system is to contribute to the achievement of sustainable development. Planning policies and decisions should play an active role in guiding development towards sustainable solutions, but in doing so should take local circumstances into account to reflect the character, needs and opportunities of each area. These sustainable objectives should be delivered

through the preparation and implementation of plans and the application of the policies in the framework. The NPPF is split into 17 chapters, the chapters of relevance to this development are discussed below.

Building a strong, competitive economy (Chapter 6) – emphasises that the government is committed to ensuring that the planning system should help create conditions in which businesses can invest, expand and adapt. Significant weight is to be given to the need to support economic growth and productivity, considering both local business needs and wider opportunities for development.

Promoting healthy communities (Chapter 8) – the planning system can play an important role in facilitating social interaction and creating healthy, inclusive and safe communities. Planning decisions should aim to achieve places which promote, amongst other things, safe and accessible developments, where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion.

Promoting sustainable transport (Chapter 9) – to protect and exploit opportunities for the use of sustainable transport modes, development should be located and designed to give priority to pedestrian and cycle movements and have access to high quality public transport facilities; address the needs of people with disabilities by all modes of transport; create safe and secure places minimising conflicts between traffic and pedestrians; allow for the efficient delivery of goods and access by service and emergency vehicles; and be designed to enable the charging of plug in and other ultra-low emission vehicles in safe, accessible and convenient locations.

Making effective use of land (Chapter 11) - the NPPF recognises the need for the planning system to promote an effective use of land in meeting the need for homes and other uses. Paragraph 124, (c) sets out that planning policies and decisions should give substantial weight to the value of using suitable brownfield land within settlements for homes and other identified needs, and support appropriate opportunities to remediate despoiled, degraded, derelict, contaminated or unstable land.

Achieving well designed places (Chapter 12) – this chapter sets out at paragraph 135 that planning policies and decisions should aim to 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 and appropriate landscaping; C) Are sympathetic to local character and history including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation; D) Establish a strong sense of place, using streetscapes and buildings to create attractive and comfortable places to live, work and visit; E) Optimise the potential of the Site to accommodate and sustain an appropriate amount and mix of development and support local facilities and transport networks; and F) Create places that are safe, inclusive and accessible and which promote health and well-being.

Meeting the challenge of climate change, flooding and coastal change (Chapter 14) - paragraph 157 sets out 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.

National Planning Policy Guidance (NPPG)

The relevant sections of the NPPG are as follows:

Noise : states that 'Local planning authorities' should take account of the acoustic environment and in doing so consider: - whether or not a significant adverse effect is occurring or likely to occur; - whether or not an adverse effect is occurring or likely to occur; and - whether or not a good standard of amenity can be achieved.

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

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

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

- layout
- the way in which buildings and spaces relate to each other
 - form - the shape of buildings
 - scale - the size of buildings
- detailing
- the important smaller elements of building and spaces
- materials
- what a building is made from.

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

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

These largely relate to detailed aspects of a planning submission which are addressed in the following section of the report; the conclusions of the necessary assessments is that the proposal accords with the general principles of the NPPG.

Manchester's Local Development Framework: Core Strategy

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 EC 1 'Employment and Economic Growth in Manchester' - the policy outlines the key locations for major employment growth which include the Regional Centre, Manchester City Centre and the City Centre fringe (partly superseded by policies JP-J3 Office developments and JP-J4 Industry and Warehousing development in the Places for Everyone Plan)

Policy EC2 'Existing' Employment Space'- this policy states that the Council will seek to retain and enhance existing employment spaces and sites.

Policy EC 8 Central Manchester' – Central Manchester is expected to provide approximately 14ha of employment land. The majority of this provision will be provided within:

1. The Corridor (Manchester) within the Central Manchester Regeneration Area is suitable for office, research and development, light industrial, general industrial, education and health. This area overlaps with the City Centre boundary and should be in line with CC1 and C1.
2. Existing employment and economic development areas:
 - Princess Parkway suitable for office development adjacent to the City Centre;
 - Along Stockport Road and Hyde Road suitable for employment as part of a mix of uses;
3. District centres of Hulme, Rusholme and Longsight all located on major radial routes through Central Manchester. These will be suitable for mixed use development providing local employment.

The Council will promote development which has had regard to:

- Ensuring employment within Central Manchester complements those uses within the City Centre;
- Design opportunities offered by the key transport infrastructure such as the arterial roads Princess Parkway, Oxford Road, Stockport Road and Hyde Road

Policy T 1 'Sustainable Transport' - states that the Council will support proposals that deliver a sustainable, high quality, integrated transport system to encourage a modal shift away from car travel to public transport, cycling and walking, to support the needs of residents and businesses and to prepare for carbon free modes of transport (partly superseded by policy JP-C1 in the Places for Everyone Plan).

Policy T2 'Accessible areas of opportunity and need' - new development will be actively managed to ensure that new development is easily accessible to the city's main economic drivers and is easily accessible by walking, cycling and public transport.

Policy EN1 'Design Principles and Strategic Character Areas' - sets out that opportunities for good design to enhance the overall image of the City should be fully realised, particularly on major radial road routes.

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 developers should have regard to the following, although this is not an exhaustive list:

- Minimisation of flood risk by appropriate siting, drainage, and treatment of surface areas to ensure rain water permeability.
- Reduction in urban heat island effect through the use of Green Infrastructure such as green roofs, green walls, increased tree cover and waterways.
- The need to control overheating of buildings through passive design.
- The opportunity to provide linked and diverse green space to enhance natural habitats which will assist species adaptation (partially superseded by Policies JP-S2 JP-S4 and JP-G8 in the Places for Everyone Plan).

Policy EN 9 '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 accordance 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' - the policy reiterates the sequential risk-based approach to the location of new development required by national planning policy and expects all new development to minimise surface water run-off, including through the provision of Sustainable Drainage Systems and the appropriate use of green infrastructure (partially superseded by Policies JP-S4 in the Places for Everyone Plan).

Policy EN16 'Air Quality' the policy seeks 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. When assessing the appropriateness of locations for new development the Council will consider the impacts on air quality, alongside other plan objectives. This includes cumulative impacts, particularly in Air Quality Management Areas. (partially superseded by Policies JP-S5 in the Places for Everyone Plan).

Policy EN 18 'Contaminated Land and Ground Sustainability' - states that the Council will give priority for the remediation of contaminated land to strategic locations.

Policy EN 19 'Waste' states that developers will be required to submit a waste management plan to demonstrate how the waste management needs of the end user will be met.

Policy DM 1 'Development Management' - sets out various issues that development should have regard to, including: appropriate siting, layout, scale, form, massing, materials and detail; impact on the surrounding areas; effects on amenity; accessibility; community safety and crime prevention; refuse storage and collection; and effects relating to archaeological or built heritage.

The Guide to Development in Manchester Supplementary Planning Document and Planning Guidance (2007)

In the City of Manchester, the relevant design tool is the Guide to Development in Manchester Supplementary Planning Document and Planning Guidance. The Guide states the importance of creating a sense of place, high quality designs, and respecting the character and context of an area. The Guide to Development in Manchester Supplementary Planning Document and Planning Guidance provides a framework for all development in the City and requires that the design of new development incorporates a cohesive relationship with the street scene, aids natural surveillance through the demarcation of public and private spaces and the retention of strong building lines.

Guidance within Chapter 3 requires developments to be fully inclusive and accessible for all and take into consideration the requirements of disabled people. Chapter 4 seeks the adoption of energy efficient design. In respect to non-residential developments the guidance identifies that the City Council will encourage developers to use the BREEAM standards to assess the environmental performance of buildings and that development should achieve a post construction rating of 'very good'. However, the guidance indicates that alternative modelling tools that enable the developer to exceed the requirements of BREEAM are also encouraged. Chapter 8 promotes consultation with Greater Manchester Police, to incorporate measures to help crime prevention through design.

Manchester Climate Change Framework: 2020-2025 and Manchester Zero Carbon Framework (2020)

In November 2018, Manchester City Council made a series of commitments, informed by the Manchester Climate Change Agency's (MCCA) work with the world renowned Tyndall Centre for Climate Research based at University of Manchester. The key commitments are well documented and work towards the city becoming zero carbon by 2038, significantly accelerated from the original target of 2050. A draft Manchester Zero Carbon Framework has been developed which sets out the City's overarching approach to meeting its science-based climate change targets over the period 2020-38 and draft action plans for the period 2020-22 are being developed by the Council and other strategic organisations and sectors. On 10 July 2019, a motion asking Manchester City Council to formally declare a climate emergency was unanimously agreed. In March 2020 the Executive adopted the Manchester Climate Change Framework 2020-2025. The five-year framework sets out measures that MCC will take in order to reduce carbon emissions from its buildings, energy use and transport.

Issues

Principle of Development

Policies EC2 and EC8 is also of relevance, as EC2 seeks to protect existing employment and economic development areas and EC8 identifies the provision of employment land in Central Manchester.

The proposed development is set within an existing industrial/ commercial area with similar uses located adjacent to the site. Whilst the proposed open storage use is considered acceptable in principle, it is not clear from the planning submission how the proposed lorry park (sui generis use) would function , as the supporting documentation states 'it is anticipated that the car park will either be utilised by one or more companies in order to securely park HGVs when not in use, or potentially as a truck stop, to facilitate breaks for HGV drivers to accord with tachograph rules'. The use of the site as a truck stop, rather than simply the storage of HGV's at the site would, it is considered, give rise to significantly different impacts which would need to be fully considered. Furthermore, the covering letter accompanying the submission suggests the presence of an onsite manager; however, no accommodation is proposed at the site for this manager. As such at this time, it is not considered that sufficient information has been provided to enable the proposed development to be evaluated in terms of impacts to the locality due to visual impacts and impacts to the local highway network.

Access and Parking

A Transport Statement accompanies the application. Vehicular access to the site would be created in a similar location to the existing on Rondin Road in the location of a historic gated access in the northwestern corner of the site. This access would be set back into the site with an associated bellmouth measuring 7.3m wide with 6.0m radii to Rondin Road. A visibility splay 4m x 43m is shown in both directions from the access.

The Transport Statement also states that there would be capacity on-site for a maximum of 21 HGVs at any one time, but that parking bays would not be delineated and all HGVs would be guided to the northern or southern side of the site by an on-site manager when parking, to avoid obstructing other HGVs when arriving or departing. As advised earlier, whilst the presence of an onsite manager is stated, no accommodation is proposed at the site for this manager.

A vehicle tracking assessment of a 16.5m articulated vehicle forms part of the Transport Statement. The report's authors suggest that this the largest vehicle expected to access the site. Whilst it is acknowledged that this would be likely to be the case, following changes to legislation which came into effect in May 2023, the maximum length of an articulated truck and trailer has increased to 18.55m.

The report goes on to state that an end user is not known, but in the author's view a reasonable worst-case scenario being that there would be 21 vehicle trips (arrivals and/or departures) anticipated within a given hour. Furthermore, within the report it is stated that it is anticipated that each HGV would reasonably arrive and remain on site for at least several hours before departing again.

It would appear therefore that the level of vehicle movements (worst-case scenario basis) are on the basis that the western end of the site would function on the basis of a truck stop, rather than HGV storage, but with no supporting facilities, such as toilets being proposed, there is not sufficient information to give a full understanding how this element of the site would function.

In addition, whilst the submitted information suggests that on a daily basis the outdoor storage is not anticipated to generate any trips, as no detail of the quantity or precise nature of materials to be stored (on an unmanned basis) has been provided for consideration, it is considered that no weight can be given in respect of the statement provided at this time.

Layout

Whilst the submitted plans show there could be capacity for a maximum of 21 HGVs on-site at any one time, the submitted information indicates that these parking bays would not be demarcated. Furthermore, the submitted documentation also suggests that the outdoor unmanned storage would also be located on vacant parts of the hardstanding when not being utilised for HGV lorry parking. The level of fluidity in regard to how the site would be used, (for which consent is sought) means that the impacts of the proposed development cannot be fully assessed.

Scale and Appearance

The proposal is for a surface level HGV lorry park which would be partially screened from the surrounding areas by the retained perimeter shrubs and trees. It is also noted that the hardstanding would be refurbished with MOT type 1 material. Whilst the supporting information suggests that the existing boundary treatment would be repaired where required and where necessary be replaced, the Crime Impact Statement accompanying the application states that boundaries to the site are of poor quality. Therefore, it is recommended that a condition would be needed to be attached to any approval in relation to any future development at the site which includes the open storage of materials, to require the submission of boundary treatment details which would improve perimeter security at the site. This would also allow for any impacts due to the visual appearance of to be fully assessed, prior to any changes to the existing boundary treatment.

In regard to the unmanned open storage element of the proposed development, no details have been provided in relation to the proposed open storage, other than no volatile or hazardous chemicals would be stored, and the storage would not be significant in height. No information has been submitted for consideration terms of the design of any structures at the site to store the materials, other than that the open storage area appearing on the submitted plans to be delineated by a knee rail fence.

In relation to materials to be stored, further information is needed in order to make a judgement in regard to the acceptability of this element of the scheme, in particular the type of materials, e.g. building materials, metals etc and whether they would include friable elements which could give rise to dust, so that impacts to air quality can be fully reviewed and explored.

Whilst the submitted statement advises that materials would not be stored at significant height, 'significant height' is not defined. Whilst it is noted that this aspect of the scheme could be conditioned, a significant proportion of the site is elevated in relation to Rondin Road, and as

such the retained perimeter planting would not necessarily provide significant screening to the site.

It is not clear if the open storage would be subdivided into bays or simply comprise one heap/mound of stored material. As such it is considered necessary to have a full understanding of the visual impact of materials to be stored and the height and type of any receptacles to be installed in connection to the open storage element of the proposed development, before any appropriate height could be conditioned.

Without information in respect of the receptacles used to curtail the spread of materials across the site, and the nature of the materials to be stored a detailed assessment of visual impacts cannot be made.

Air Quality

The request for an air quality report submission to be conditioned has been noted, but is considered to be onerous, on the basis that any future development at this site would have a time limited approval, due to site falling entirely within land currently safeguarded for Phase 2b of HS2. However, a condition to require electric charging points to be installed would be required for any proposed development where vehicle parking is proposed.

Ecology

A Preliminary Ecological Appraisal accompanies this application. This concludes that there are very limited habitats to support protected species at this site. The proposal would involve the clearance vegetation to the central hardstanding area to be utilised as the HGV park and outdoor unmanned storage, but seeks to maintain the surrounding overgrown shrubs and trees around the perimeter of the site to maintain natural screening.

It is noted that on the western boundary of the site is a small (11m x 4m) waterbody, which has been formed through a previously dug trench, to deter unauthorised access to the unoccupied land. Typha is present throughout the pond, covering approximately 85% of the total area. The depth of the waterbody is around 15-20cm, with an extremely silty substrate.

It is further noted that no badgers or reptiles were present, but that the willow scrub could provide limited opportunities for foraging and shelter and the suburban mosaic of developed and natural surface could be used for basking by reptiles. In regard to bats the habitats on site are likely to provide some suitable foraging and commuting habitat for bats, but there are no trees or built structures which could provide roosting habitat for bats.

Given the presence of adjacent main roads and site boundary fencing as well as limited opportunities for foraging and shelter it is considered that hedgehogs are likely absent from the site.

No evidence of nesting bird was noted during the site surveys however the scrub on site is likely to provide suitable nesting habitat. The site is considered to be unsuitable for Schedule 1 species or significant populations of breeding or wintering birds.

In view of the Preliminary Ecological Appraisal any scheme which is brought forward at this site would need to be subject to a condition to require that any works impacting suitable bird nesting habitat should be undertaken outside the period 1st March to 31st August. If this timeframe cannot be avoided, a close inspection of the vegetation should be undertaken immediately, by qualified ecologist, prior to the commencement of work. All active nests will need to be retained until the young have fledged.

Invasive Species

The Preliminary Ecological Appraisal makes reference to the need for a strategy for the removal of wall cotoneaster should be developed, in line with best practice guidelines on controlled waste measures.

Any scheme which is brought forward at this site would need to be subject to a condition to secure the removal of the invasive species.

Trees

The scheme proposes to maintain the surrounding perimeter shrubs and trees to act as natural screening and maintain the natural boundary.

An email dated 09.02.2024 from the planning agent states that there is Willow Shrub on the site and that this is not defined as a tree. The scrub varies in structure, ranging from 1 to 4m in height, with more mature specimens found on the eastern boundary.

There are no defined trees on the site as referenced in the Preliminary Ecological Appraisal.

Flood Risk/Drainage

The site lies within Flood Zone 1 which translates to a low probability of flooding from rivers, seas and surface water. The proposal is for the creation of a HGV lorry park and outdoor unmanned storage with a new MOT 1 surfacing. On the basis that the site lies within Flood zone 1 and the proposed surfacing would enable infiltration of water within the site, it is not expected that there would be any significant impact to flood risk within the surrounding area.

The proposed retaining wall incorporates holes close to the base (above ground) to allow the free flow of surface water from the gravelled surface of the site. Any scheme which is brought forward at this site would need to be subject to a condition to require the submission of detailed designs of measures to prevent the flow of water from the holes on the base of the retaining wall running over the Rondin Road footpath.

Security

The application is accompanied by a Crime Impact Statement, which states that the layout of the proposed scheme is acceptable, on the basis that the matters in section 3.3 of the CIS are addressed, namely external lighting, site wide CCTV coverage and a management and maintenance regime. Any scheme which is brought forward at this site would need to be subject to a condition relating to the implementation of the measures within section 3.3 of the CIS, together with conditions relating to the design, location and height of columns, lanterns and CCTV cameras, and that they are required to be installed prior to the site being brought into use.

The proposal relates to the creation of a HGV lorry park and outdoor unmanned storage which would incorporate a new secured site entrance access gates. Whilst the supporting information suggests that the existing boundary treatment would be repaired where required and where necessary be replaced, as advised earlier the Crime Impact Statement states that boundaries to the site are of poor quality. Therefore, a condition would be needed to be attached to any approval in relation to any future development at the site which includes the open storage of materials, to require the submission of boundary treatment details which would improve perimeter security at the site.

Other issues

A local business has raised security concerns. The site, however, would not abut their depot. It is considered that if the conditions referenced in the paragraph above were attached to any approval this would improve security at the site.

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: Refuse

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. Officers have communicated their concerns about lack of sufficient information to the applicant during the course of the planning application, but additional information has not been provided for consideration before the timeframe for the determination of the application.

The proposal is considered to be contrary to the development plan and therefore refused in a timely manner.

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

Reason for refusal

1. There is insufficient information to enable an accurate and robust assessment of the proposed development. Additional information has been sought, but not submitted; therefore, given the submitted information, and the uncertainty and extent of how the proposal may affect the amenities of neighbouring businesses and locality, and impacts to the local highway network, the City Council is unable to support this application, which is contrary to policies EN1, SP1 and DM1 of the Manchester Core Strategy.

Appendix 1 – List of consultees & neighbours notified

Highway Services
Environmental Health
Neighbourhood Team Leader (Arboriculture)
Corporate Property
MCC Flood Risk Management
Greater Manchester Police
Greater Manchester Ecology Unit
Network Rail
High Speed Two (HS2) Limited

Waste Transfer Station, Rondin Road, Manchester, M12 6LL
786 Autos, Unit 3, 48 Ashton Old Road, Manchester, M12 6LP
786 Autos, Unit 2, 48 Ashton Old Road, Manchester, M12 6LP
Unit 1, 48 Ashton Old Road, Manchester, M12 6LP
786 Autos, 48 Ashton Old Road, Manchester, M12 6LP
2A Rondin Road, Manchester, M12 6LL
20 Rondin Road, Manchester, M12 6BF
Rondin House, Rondin Road, Manchester, M12 6BF
21 Rondin Road, Manchester, M12 6BF
17 - 19 Rondin Road, Manchester, M12 6BF
Unit 21, Rondin Road, Manchester, M12 6BF
Howarth Metals, 22 Rondin Road, Manchester, M12 6BF
Ardwick Train Maintenance Depot, Rondin Road, Manchester, M12 6BF
MGM Motors, 139 Ashton Old Road, Manchester, M12 6LE
P McGuinness And Co, Rondin Road, Manchester, M12 6BF
131 Ashton Old Road, Manchester, M12 6LE

Appendix 2 – Planning constraints

Article 4 Direction - North Manchester PD Restriction - Class B1(c) To C3
Article 4 Direction - Removal Of PD Rights Change Of Use From Class C3 To Class C4
Aircraft Safeguarding Zone - Aircraft Safeguarding Zone - All Exceeding 90M
Coal Authority - Development Low Risk - Name: DEVELOPMENT_LOW_RISK_AREA
HS2 Phase 2b Safeguarding Zones - HS2 Safeguarding Zones (June 2022)
HS2 Phase 2b Safeguarding Zones - HS2 Safeguarding Zones (October 2020)
Susceptible to Surf Water Flood (Less) -
Susceptible to Surf Water Flood (Middle) -
Area Team Boundary - Name: NORTH AREA