MANCHESTER CITY COUNCIL

Planning

Growth & Development

Delegated officer report for planning application

Application no.	137601/FO/2023
Date registered valid:	25 October 2023
Proposal:	Creation of 12no residential apartments (Class C3a) together with elevational alterations including the installation of windows.
Address:	3A Park Place, Manchester, M4 4EZ
Ward(s):	Cheetham Ward
Applicant:	Mr T Muir APG Park Place Ltd
Agent (if any):	Ms Linda Wright Katana Planning Limited
Case officer:	Max Gibson Tel: 0161 219 6359 Email: maximillian.gibson@manchester.gov.uk
Recommendation:	Refuse
Date of recommendation:	22 January 2024

Application details

Type of application: Full Application Consent

Development type: Major Dwellings

Date of site visit: 30/10/2023 & 16/11/2023

Standard consultations:
Printed: 27 October 2023 Expired: 17 November 2023

Neighbour notifications
Printed: 27 October 2023 Expired: 17 November 2023

Site notice
Posted: 30/10/2023 Expired: 20/11/2023

Press advert
Published: 7 November 2023 Expired: 21 November 2023

Departure from Development Plan: No

Environmental Statement: Not required

Description of site/building

The site relates to 3a Park Place, a three storey, red-brick building that was originally constructed as a hospital. The building has been used as a warehousing for a number of years. The site is adjacent to a Grade II-listed former synagogue. Otherwise, the surrounding buildings comprise mainly low-quality light industrial/ warehousing employment space and vacant lots currently used as carparks. The site is not covered by a conservation area, but it does fall within the Great Ducie Street Strategic Regeneration Framework Area.

Listed building: Not applicable

Conservation area: n/a

Tree Preservation Order: **n/a**

Description of area

Park Place is very close to the city centre as it is located off the very southern end of Cheetham Hill Road that is a major route out of the city centre. The building has three storeys in total and used to be used as a warehouse but is currently vacant. There are no residential properties in the immediate vicinity as the surrounding buildings are all in commercial/industrial use.

Description of development

The development relates to the creation of 12no. residential dwellings (Class C3a) together with associated elevational alterations. The dwellings would comprise one person, one-bedroom apartments. The application also seeks the creation of a bike store and the installation of windows to the southern side elevation together with windows to the west and east gable walls.

Consultations & Notification Responses
Publicity - a notice was displayed on site informing passers-by of the development. An advert was placed in the local press, advertising the development as one affecting a listed building and departing from a development plan. Letters were sent to surrounding occupiers notifying them of the development. One representation has been received as a result of this publicity, a summary of which is below:

- The development does not contribute to a well-balanced housing supply, high-quality place-making or sustainable development
- That the proposal does not have any regard to the Great Ducie Street SRF
- Would impact the deliverability of adjacent sites and hence preclude the regeneration of the surrounding area
- The development does not provide suitable family accommodation
- There are no accessible or DDA compliant units
- There is not an adequate level of bicycle storage
- There is not adequate parking provision
- That bin storage is inadequate
- The units do not comply with Nationally Described Space Standards
- There has no proper consideration of sunlight/daylight
- There would be an overlooking issue
- Not sufficient evidence to assess noise and other environmental impacts

Environmental Health - conditions requested (noise, refuse strategy, construction management plan, air quality)
MCC Highways – no objections in principle but concerns regarding refuse strategy, parking provisions and trip generation. Conditions requested (EV charging, CMP, cycle storage, off-site highways works)
Design for Security at Greater Manchester Police - no comments
GM Ecology Unit – no comments

Issues

Policy
The main policies that relate to this application are SP1 (Spatial Principle), DM1 (Development Management), H1 (Overall Housing Provision), H3 (North Manchester), CC3 (Housing) and CC5 (Transport) of the Manchester Core Strategy (2012), saved policy DC5 of the Unitary Development Plan for Manchester (1995), Policy JP-Strat2: City Centre of Places for Everyone (2023) and the NPPF, as well as the guidance contained within Manchester's Residential Quality Guidance (2017).

Principle

The principle of the development is unacceptable. The proposal would result in the overdevelopment of the property with a poor standard of accommodation which would be dominated by one bedroom, one person accommodation. The proposal would fail to contribute to a high-quality sustainable community nor would it positively to the ongoing regeneration activity as part of the Great Ducie Street Regeneration Area.

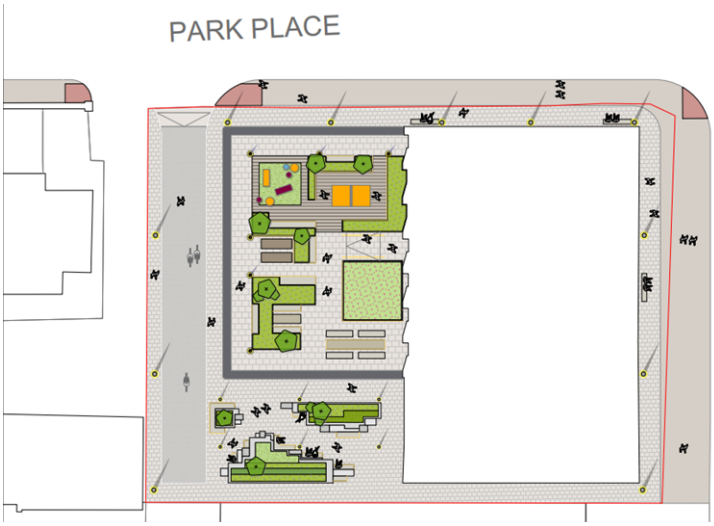
Visual amenity

The greatest material alteration to the appearance of the building relates to the installation of new windows to the south facing elevation and east and west facing gable walls. The design and access statement notes that the windows have been sited to create an impression of symmetry across the elevation. It is considered that the placement of windows has been guided by need to provide natural light into habitable rooms of each apartment and hence the siting of

the windows, on the contrary, appears ad hoc and does not respect the form of the building, which is conflicts with policy DM1 of the Manchester Core Strategy (2012), which requires new development to be appropriate siting, layout, scale, form, massing, materials and detail.

The proposal would see the use of the shared courtyard as an external bin store. Large refuse containers are by their nature unsightly and have a negative impact on the appearance of building when stored outside. The courtyard outside 3A Park Place, which is a low-quality, poorly cared-for area which the application does not provide any plan for improvement. On the contrary, the proposal would further degrade the appearance of the courtyard.

There are no proposals for landscaping or amenity space as part of the development. Consequently, the development would not contribute to the visual uplift of the area, merely maintaining the poor-quality status quo that characterises the appearance of the surrounding area. This is contrary to the provisions of policy SP1 of the Manchester Core Strategy (2012), which requires development to have a positive impact on visual amenity and the character of Strategic Regeneration Areas and Policy JP-Strat2: City Centre of Place for Everyone (2023), which supports development which entails improvements to public realm in the City Centre.



The store would be highly visible from all the apartments with windows facing down on to the courtyard, as well as those to be constructed on the site at 1 Park Place approved under app. ref. 138302/FO/2023. The scheme approved under app. ref. 138302/FO/2023 includes provision for a new area of high-quality amenity space, allocated under section 7.62 of the GDSSRF, which would directly abut the courtyard (see photo). The City Council considers that the bin store would, therefore, directly undermine the visual uplift that is being sought at this location.

Space standards/ over development

The proposed apartments are at the low end of Manchester's emerging space standards outlined in the Manchester's Residential Quality Guide (2017) for a one bed, one person dwelling. Hence, the proposed development would deliver a single type of dwelling. This conflicts with the aims of policies CC3, H1 and H3 of the Manchester Core Strategy and Great Ducie Street SRF to deliver high quality residential-led areas with a diversity of accommodation types, including those that would be suitable as family homes.

It is considered that, by virtue its design, the development would constitute overdevelopment. The proposal seeks to incorporate the maximum number of dwellings within the available space, to the detriment of residential amenity. The City Council has concerns that a number of the proposed apartments would have a large portion of their floorplate given over to a corridor merely to facilitate this overdevelopment, leaving an unacceptably minimal portion of the GIA as usable, habitable space. Furthermore, the minimum provision of internal storage required by Manchester's emerging space standards does not appear to have been incorporated within each apartment.

It should be noted that as the plans cannot be accurately scaled from, the exact measurements cannot be confirmed. Annotations provided by the applicant conflict with one another and hence the City Council has concerns that the true size of the apartments is smaller than stated.

Access

There is level access to the ground floor via a ramp from the courtyard at street level to the front door. It has not been confirmed if the gradient of the ramp is DDA compliant. The applicant has stated through annotations, that the doorways would provide adequate clearance through the ground floor. All other access would be via narrow stairwells. Therefore, it is considered that the development would undermine the City Council's commitment to high quality accessibility.

Transport

The development site is in a highly accessible location, with a range of bus and tram services, together with national rail services, within a 10-minute walk of the site.

There is provision for cycle storage on site, although the plans suggest 5no. Sheffield stands which conflicts with 12no. spaces stated in the transport statement submitted by the applicant. The proposal therefore fails to deliver to 1no. space per apartment minimum required by the City Council, contrary to policy CC5 of the Manchester Core Strategy (2012) which requires new development to comply with Manchester's parking standards. The stands would be located on an external landing, placing them outside of the envelope of the building and hence conflicting with the key requirements for making residential development practical stated in Manchester's Residential Quality Guide (2017).

There are no concerns regarding highways safety. The road is a cul-de-sac which sees minimal traffic. There has been a lol-level of collisions in the past five years. The bin store is located off highway and hence would not cause an obstruction.

Refuse/servicing

Saved Policy DC5.1 (g) of the Unitary Development Plan for Manchester (1995) states that flat conversion development must include the satisfactory provision of refuse storage and collection facilities, whilst policy DM1 of the Manchester Core Strategy (2012) requires all new development to have regard to waste management arrangements. Expanding on this, the Manchester's Residential Quality Guide (2017) states that:

> 'Bin storage should be carefully considered so that it is easy to understand and integrated into the design without having a negative impact on the surrounding environment and yet remains easy to collect.'

The City Council contends that the proposed waste storage fails to meet any of these criteria. The proposal seeks the use of an external area, a shared courtyard, to store large refuse containers. As previously discussed in this report, this would create an unsightly element visible from a number of the proposed apartments, as well as those to be constructed on the adjacent plot under app. ref. 138302/FO/2023. The use of this external area as a bin store makes clear that there has been no attempt to integrate the waste storage into the design of the building.

The waste storage would be inconvenient. External bin store, by virtue of their exposure to the elements and inclement weather, are not convenient for residents. This specific store is some distance from the main entrance to the building, creating a significant journey for potential residents. The residential quality guide is clear that bin store should not dominate entrances.

Any person entering the development would have to pass by the bin store to gain access to the building.

As identified by Highways, the proposed bin store is located c40m from the proposed pick-up point on Park Street. This is not a suitable drag distance - maximum 10m - and therefore the refuse strategy is not considered practical nor safe. By virtue of the design/layout of the rest of the development, there is no internal or external area that could house a bin store adequately nearby to the stated pick-up point.

Given the above, the development is considered to be in conflict with the provisions of policy DM1, saved policy DC5.1 and the guidance found within Manchester's Residential Quality Guide.

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 polices 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. In this instance, it is considered that there are no amendments that would make the proposal acceptable.

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

1) The creation of 12no. one-bedroom apartments would result in an overdevelopment of the building resulting in a poor standard of living accommodation, an over concentration of one bedroom, one person homes and a lack of private amenity space for the development. This

would fail to have a positive impact on the supply of high-quality homes in this part of the city and would fail to offer a range of housing of different sizes including those which would be attractive to families. This would undermine the aspiration to create a sustainable neighbourhood as part of the transformation of the Great Ducie Street Regeneration Area. The proposal therefore conflicts with policies SP1, CC3, H3 and DM1 of the Manchester Core Strategy (2012), saved policy DC5 of the Unitary Development Plan for the City of Manchester (1995), the Great Ducie Street Strategic Regeneration Framework, the Residential Quality Guide (2019) and the National Planning Policy Framework.

2) The siting of the windows on the south facing elevation of 3A Park Place, to facilitate the development, would preclude redevelopment of the adjacent vacant plot which is identified for development with the Great Ducie Street SRF. The proposal would therefore undermine the regeneration and proper planning of the area, as desired by the framework, which is contrary to the provisions of policies SP1 and DM1 of the Manchester Core Strategy (July 2012), the Great Ducie Street Strategic Regeneration Framework and the National Planning Policy Framework.

3) The proposed waste storage, by virtue of its siting with the external courtyard, would fail to create a secure, practical refuse store for the development and conflict with other usages within this space. This would create an unsightly element, visible from many of the proposed apartments, and would create clutter within the courtyard which would be have an unduly harmful impact on visual amenity. The waste storage area is also a significant distance from the building entrance and the stated pick-up location. The development would therefore be contrary to the provisions of policy DM1 of the Manchester Core Strategy (2012), saved policy DC5 of the Unitary Development Plan for Manchester (1995) and the guidance contained within Manchester's Residential Quality Guide (2017).

Appendix 1 – List of consultees & neighbours notified

Highway Services
Greater Manchester Police
Greater Manchester Ecology Unit
Environmental Health

Car Parking Spaces, 1 Park Place, Manchester, M4 4EZ
Christhouse Bible Church, 3 Park Place, Manchester, M4 4EZ
1 Park Place, Manchester, M4 4EZ
CURTIS FARADAY LIMITED, First Floor, 7 Park Street, Manchester, M3 1EU
Ground Floor, 7 Park Street, Manchester, M3 1EU
6 Park Place, Manchester, M4 4EY
Basement, 3 Cowburn Street, Manchester, M3 1FS
9 - 11 Park Street, Manchester, M3 1EU
First Floor, 3 Cowburn Street, Manchester, M3 1FS
Flat 5, 4 Park Place, Manchester, M4 4EY
Flat 4, 4 Park Place, Manchester, M4 4EY
Flat 3, 4 Park Place, Manchester, M4 4EY
Flat 2, 4 Park Place, Manchester, M4 4EY
Flat 1, 4 Park Place, Manchester, M4 4EY
5 Cheetham Hill Road, Manchester, M4 4FY
19 Cheetham Hill Road, Manchester, M4 4FY
10 - 12 Park Place, Manchester, M4 4EY
12 Park Place, Manchester, M4 4EY
3 Cowburn Street, Manchester, M3 1FS
7 Park Street, Manchester, M3 1EU
8 Park Place, Manchester, M4 4EY
Ground Floor, 12 Park Place, Manchester, M4 4EY
Second Floor, 7 Park Street, Manchester, M3 1EU
Ground Floor, 3 Cowburn Street, Manchester, M3 1FS
25 Cheetham Hill Road, Manchester, M4 4FY
21 Cheetham Hill Road, Manchester, M4 4FY
12 Park Street, Manchester, M3 1ES

Appendix 2 – Planning constraints

Article 4 Direction - City Centre PD Restriction - Class B1(c) To C3
Article 4 Direction - City Centre PD Restriction - Class B1(a) To C3
Article 4 Direction - Removal Of PD Rights Change Of Use From Class C3 To Class C4
Aircraft Safeguarding Zone - Aircraft Safeguarding - Not Affected
Coal Authority - Development Low Risk - Name: DEVELOPMENT_LOW_RISK_AREA
Susceptible to Surf Water Flood (Less) -
Area Team Boundary - Name: CENTRAL