

Planning

Growth & Development

Delegated officer report for planning application

Application no. 138157/VO/2023
Date registered valid: 21 September 2023
Proposal: City Council Development for installation of Solar PV Panels to roof
Address: Hammerstone Road Depot , 1 Hammerstone Road, Manchester, M18 8EQ
Ward(s): Gorton & Abbey Hey Ward

Applicant: Anna Lucas Manchester City Council
Agent (if any): Mr Andrew Thompson Fletcher-Rae
Case officer: Sue Wills
Tel: 0161 234 4524
Email: sue.wills@manchester.gov.uk

Recommendation: Approve
Date of recommendation: 01.11.2023

Application details

Type of application: Regulation 3 Consent

Development type: Minor Other

Date of site visit:

Standard consultations:

Printed: 26 September 2023

Expired: 17 October 2023

Neighbour notifications

Printed: 26 September 2023

Expired: 17 October 2023

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 site is bounded Hammerstone Road to the east, Gorton Lane to the south, Preston Street to the west and the Manchester to Glossop rail line to the north. The site is accessed from Hammerstone Road. The site is an operational Council depot, with the existing buildings currently providing accommodation for Council Services including Housing Compliance & Enforcement; Trading Standards; Environmental Protection; Food, Health & Safety; Compliance Support; Taxi Licensing; Environmental Crimes; Waste & Recycling; Biffa Waste; and Enterprise.

The site covers an area of 3.8 hectares and comprises a former loco shed a double height non designated heritage asset which forms the western boundary to Preston Street. There are other buildings on the site which are predominantly located along the eastern boundary, with other blocks to the south western corner of the site at the junction of Preston Street and Gorton Lane.

The main access is from Hammerstone Road in proximity to the existing gate house, with an existing egress slightly to the north of the main access, and with an existing secondary access from Hammerstone Road further to the north east.

Planning History

063307/VO/NORTH2/01 - CITY COUNCIL DEVELOPMENT Retrospective application for modular office accommodation for a temporary period of 3 years
Operational Services Depot, Hammerstone Road, Gorton
Approved 23.11.2001

076510/FO/2005/N2 - Erection of 22.5 metre high telecommunications monopole including 3 no. antennas, associated ancillary equipment, and 2.4 metre high palisade fencing
Hammerstone Road Depot Hammerstone Road
Approved 20.09.2005

080315/VO/2006/N2 - CITY COUNCIL DEVELOPMENT Erection of new entrance gates and

alteration to building to create disabled persons access ramp and creation of disabled persons parking spaces.

Manchester City Council , Hammerstone Road.

Approved 09.11.2006

128853/VO/2020 - CITY COUNCIL DEVELOPMENT Erection of two storey office and welfare accommodation (Class E) for a temporary period of 3 years

Hammerstone Road Depot .1 Hammerstone Road.

Approved 14.01.2021

130127 - CITY COUNCIL DEVELOPMENT: Refurbishment and reconfiguration of the existing loco shed to include office, storage, and workshop accommodation; demolition of existing ancillary buildings; erection of a new gatehouse; reconfiguration of existing parking areas; creation of a 'Winter Maintenance' area including a commercial vehicle parking garage with associated office & welfare accommodation and a grit/salt storage barn; creation of vehicle wash-down area; refurbishment of the existing vehicle refuelling area; and restoration and enhancement of the memorial garden.

1 Hammerstone Road, Manchester

Approved subject to conditions 01.12.2021

Listed building: Not applicable

Conservation area: Not applicable

Tree Preservation Order: Not applicable

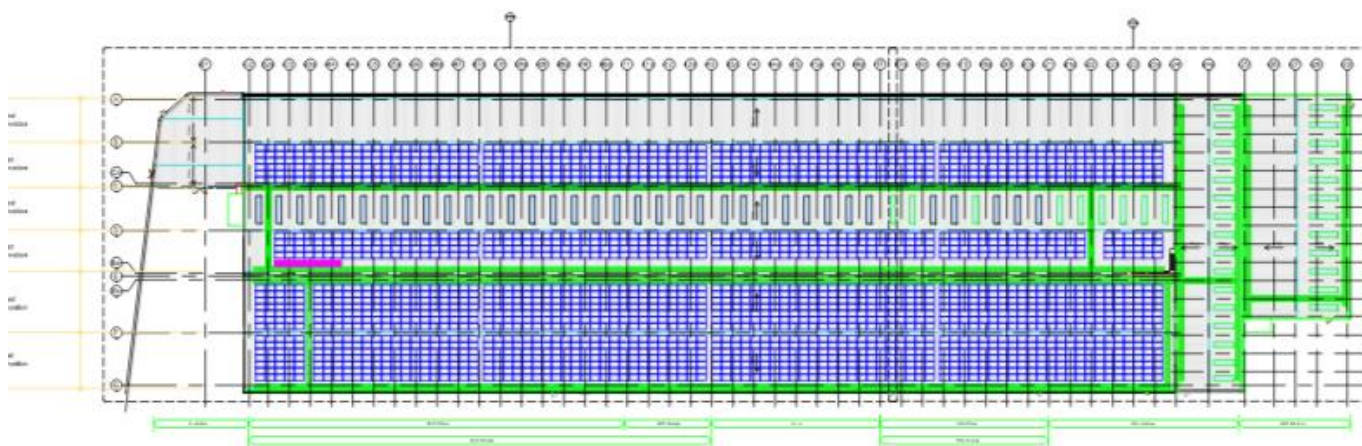
Description of area

The surrounding buildings are in warehousing/industrial use and vary in height and condition. The predominant use of the buildings across the surrounding area are Cemex Concrete plant to the west ,Iceland Food Manufacturing to the east , New Smithfield wholesale market beyond the rail line to the north, with taxi and car repair garages, and industrial and warehousing units further to the east. The south of Gorton Lane is predominantly residential in nature with a large care facility set in grounds lying opposite the site, and a large area of open space on Taylor Street to the southwest of the site.

Description of development

Planning permission is sought for a solar array comprising 2178 roof mounted solar PV panels a total output of 750,571kWh(per year) , together with solar inverters. The proposed development would involve the substantial coverage of the three pitched roof elements of the former loco shed building (i.e. the elements fronting within the Hammerstone Depot site and on one of the western facing roof slopes). The panels will be fixed to a mounting rail.

A new staircase is proposed to the northern elevation of the main section of the retained loco shed to provide access to main the roof, together with a steel roof access stair and railings to roof edges in connection with planning approval ref: 130127/FO/2021. This would facilitate access to enable the on-going maintenance of the proposed solar PV panels.



Consultations & Notification Responses

Environmental Health – Have no comments.

Informative:

Network Rail – 26.09.2023 .This proposal will require an interface with Network Rail due to the proximity of works to the existing operational railway boundary.

Pending initial review / site visit the documents will be assessed under a basic asset protection agreement (BAPA) and no works are to commence until agreed with Network Rail.

Formalised comments from Network Rail 01.11.2023 confirming on the basis of the comments from Asset Protection , there are no further comments from Network Rail.

The following policy and guidance is considered relevant to the consideration of this application:

- Saved policies DC19.1 and E3.3 of the Unitary Development Plan for the City of Manchester;
- The Guide to Development in Manchester (SPD);
- National Planning Policy Framework (NPPF September 2023).

Places for Everyone

The Places for Everyone Plan is a Joint Development Plan Document, providing a strategic plan and policies, for nine of the 10 boroughs which make up Greater Manchester. Once the Places for Everyone Plan is adopted it will form part of Manchester's development plan.

To date, five consultations have taken place in relation to the Plan. The Examination of the Plan, following its submission in February 2022, began in November 2022. Following the completion of the Examination of the Plan, main modifications have now been proposed which will now become the subject of further public consultation.

The City Council's Executive agreed the Main Modification on 4 October 2023 and endorsed an 8 week period of public consultation on the Main Modifications commencing no earlier than 9 October 2023.

Any representations will be forwarded to the Examination team managing the Plan. The Inspectors will consider all representations on the proposed Modifications before finalising the examination report.

Given the stage the Plan has reached, and level of public consultation and scrutiny it has received, the Plan and its policies are 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.

Issues

Principle

The proposed panels will meet an identified need for reducing CO2 emissions by enabling low and zero carbon development.

The NPPF outlines a presumption in favour of sustainable development which includes an environmental and economic component. In this case, both considerations are relevant as the installation has the benefit of reducing carbon emissions whilst lowering energy bills for occupants.

In addition, due to proposed design coupled with the surrounding context, there are no significant concerns surrounding visual amenity. The benefits of the proposal are considered to outweigh any such concerns in this regard and therefore the proposal complies with the aforementioned policy and guidance.

Specific planning issues are outlined further below.

Visual Amenity

The proposed solar PV's would be installed on the pitched roofs of the former Loco shed within the Hammerstone Road Depot site. These elements would predominantly be located on the eastern roof slopes which face onto the circulation spaces/parking area within the depot site, but would also include the installation of PV panels to the western roof slope furthest away from the Preston Street frontage. This effectively means that the PV installation would not be readily visible from the Preston Street frontage, but would be visible in long views from Gorton Lane due to the overall height of the former Loco shed. It is not, however, considered that the proposed solar panels would have any significant visibility or materially adversely affect the

appearance of the building , given the context of the site. On this basis it is confirmed that the proposal is acceptable from a design and visual impact perspective.

Glint and Glare

It is recognised that PV installations can sometimes be a source of glint and glare. Accordingly a 'Sola Photovoltaic Glint & Glare Study' prepared by Navitas Solar Installations Ltd has been submitted as part of the application.

This has assessed potential impact on aviation receptors and any identified receptor in reflector areas. The study predicted that there would be no significant impacts to aviation activity at Manchester Airport and no mitigation is required .

As such there are no safety concerns associated with the PV installation in this regard. Given the conclusion within the report, and observations from Manchester Airport, it is not considered that any glint and glare impacts would result in a significant adverse amenity impact. For the above reasons the proposal complies with provisions of the NPPF, NPPG, Core Strategy Policies SP 1 and DM1; and the Guide to Development in Manchester SPD.

Impact to Heritage

S.66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 states that:

'In considering whether to grant planning permission for development which affects a listed building or its setting, the local planning authority or, as the case may be, the Secretary of State shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses'.

Policy EN3 of the Core Strategy, likewise, refers to the need for the consideration to be given to the impact of new developments on heritage assets, whilst saved Policy DC19.1 of the UDP seeks to preserve and enhance the setting of listed buildings and specifically states that listed building consent will not be granted for external or internal alterations or additions to a listed building, were in its opinion, there would be an adverse effect on its architectural or historic character.

Section 16 of the NPPF relates to Conserving and Enhancing the Historic Environment is also relevant to this application,

Paragraph 195 states that in determining applications:

'Local planning authorities should identify and assess the particular significance of any heritage asset that may be affected by a proposal (including by development affecting the setting of a heritage asset) taking account of the available evidence and any necessary expertise. They should take this into account when considering the impact of a proposal on a heritage asset, to avoid or minimise any conflict between the heritage asset's conservation and any aspect of the proposal'.

Paragraph 199 states that:

'When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance'.

Paragraph 202 advises further that:

'Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use'

The proposed works in this case are believed to have a less than substantial impact when balanced against public benefit that the overall development will deliver in terms of delivering social benefits .

Whilst the former Loco Shed is not a listed building it is considered to be a non designated heritage asset. It is considered that the works will have caused a less than substantial harm to

the former Loco shed building. The proposed works will enable the provision of a sustainable energy source to meet the needs of the occupiers of the building and reduce carbon emissions in association with the site.

When weighed against the benefits that the proposal will deliver, the proposed development is considered acceptable and compliant with the aforementioned development plan policy and the National Planning Policy Framework.

Network Rail matters

The applicant confirmed that the PV panels would be installed over 35m away from the Northern Boundary fence line to the site, and the lifting of the panels would be carried out with the use of a telehandler a further 10m to 20m to a Roof walkway to be installed on the gutter line of the east elevation),

On this basis Network Rail are of the view that the works based on the installation information and location detailed above are feasible, and can be suitably managed under the existing BAPA which is already in place for the Hammerstone Road Development.

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

Article 35 Declaration

Officers have worked with the applicant / agent in a positive and proactive manner to guide the application through all stages of the planning process and resolve any issues that arose in dealing with the planning application. Following the resolution of matters relating to construction near to rail lines, there were no other issues to raise with the agent and the appropriate conditions have been attached.

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

1) The development must be begun not later than the expiration of three years beginning with the date of this permission.

Reason - Required to be imposed pursuant to Section 91 of the Town and Country Planning Act 1990.

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

PV Application Site Location Plan ref: HRD-FRA-00-XX-DR-A-91-0004-C01

Proposed Solar PV layout plan ref: NAV-MS-HS001 RevA

Clenergy Trapezoidal Roof Mounting System Datasheet_uk 18.09.2023

Solar PV – Clenergy Mounting Detail plan ref: NAV-MS-HS002 rev.0

Solar Photovoltaic Glint and Glare Study ref: 12638A September 2023

Navitas Generation Vs Consumption Forecast 18.09.23

JINKO Tiger Neo 420W JKM420N-54HL4-V PV Panel Datasheet 18.09.2023

Solis_datasheet_Solis-(80-110)K-5G-PRO

Received 21st September 2023

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 (2012).

Informatives

1. The applicant's attention is drawn to the procedures for crane and tall equipment notifications, please see: <https://www.caa.co.uk/Commercialindustry/Airspace/Event-and-obstacle-notification/Crane-notification/>

Appendix 1 – List of consultees & neighbours notified

Environmental Health
Network Rail
Manchester Airport Safeguarding Officer

Hales Waste Control Ltd, Preston Street, Manchester, M18 8DB
R M C (north West) Ltd, Preston Street, Manchester, M18 8DB
Delta Industrial Estate, Preston Street, Manchester, M18 8DB
247 - 249 Gorton Lane, Manchester, M18 8DA
247A Gorton Lane, Manchester, M18 8DA
Taxi Maintenance House, Hammerstone Road Depot, Hammerstone Road, Manchester, M18 8EQ
Direct Works Department, Hammerstone Road, Manchester, M18 8EF
B1 Coca Cola Building, Hammerstone Road Depot, Hammerstone Road, Manchester, M18 8EQ
New Adventures Ltd, 10 Preston Street, Manchester, M18 8DB
Mobile Library Service Units, Hammerstone Road Depot, Hammerstone Road, Manchester, M18 8EQ
Street Scene Workshops, Hammerstone Road Depot, Hammerstone Road, Manchester, M18 8EQ
B4 GM Waste, Hammerstone Road Depot, Hammerstone Road, Manchester, M18 8EQ
B3 Street Scene Building, Hammerstone Road Depot, Hammerstone Road, Manchester, M18 8EQ
B2 Factory Workshops, Hammerstone Road Depot, Hammerstone Road, Manchester, M18 8EQ
Unit B, Delta Industrial Estate, Preston Street, Manchester, M18 8DB
247B Gorton Lane, Manchester, M18 8DA

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
Flood Zones Type 2 (low to medium risk) -
Historic Landfill Site 250m Buffer -
Susceptible to Surf Water Flood (Less) -
Susceptible to Surf Water Flood (Middle) -
Susceptible to Surf Water Flood (More) -
Susceptible to Surf Water Flood (More) -
Area Team Boundary - Name: NORTH AREA