

Planning

Growth & Development

Delegated officer report for planning application

Application no. 133748/FO/2022

Date registered valid: 11 May 2022

Proposal: Development of a residential accommodation block, comprising 42 no. residential units (Use Class C3) with ground floor commercial restaurant / cafe and retail units (Use Class E and sui generis), car parking, cycle parking and associated infrastructure.

Address: 98 Wilmslow Road, Manchester, M14 5AL

Ward(s): Moss Side Ward

Applicant: Mr Patrick Sheridan Views Holdings Limited Suite 1 First Floor, Blenheim Court, Carrs Road, SK8 2JY

Agent (if any): Mr Joseph Smith Avison Young 7 Norfolk Street, Norfolk House, Manchester, M2 1DW

Case officer: Robert Griffin
Tel: 0161 234 4527
Email: robert.griffin@manchester.gov.uk

Recommendation: REFUSE

Date of recommendation: 01.12.2022

Application details

Type of application: Full Application Consent

Development type: Smallscale Major Dwellings

Date of site visit: 09 June 2022

Standard consultations:

Printed: 8 June 2022 Expired: 29 June 2022

Neighbour notifications

Printed: 8 June 2022 Expired: 29 June 2022

Site notice

Posted: 9 June 2022 Expired: 30 June 2022

Press advert

Published: 14 June 2022 Expired: 5 July 2022

Departure from Development Plan: No

Environmental Statement: Not required

Description of site/building

Listed building: Not applicable

Conservation area: Not applicable

Tree Preservation Order: Not applicable

Description of area

The application site contains a former MOT single storey industrial building with metal clad pitched roof and area of hardstanding to the front accessed from Wilmslow Road with it's side gable wall extending the length of Grandale Street, the site and building have been converted to a café use with outdoor seating areas to the front. The site is located centrally within Rusholme District Centre a linear ribbon of commercial uses that has some of the most distinctive characteristics of all the centres across Manchester and especially notable is the strong influence of Asian trade and the lively evening economy. It is a centre which attracts visitors from a wide catchment (beyond Manchester), and is a valuable aspect of the City's identity giving it is unofficial name as the 'Curry Mile'. A segregated cycle lane runs north and south along Wilmslow Road connecting the City Centre with areas to the south, limited waiting on street car parking bays are also located within the highway serving the District Centre.

The existing building on the site is set back from the Wilmslow Road frontage and the predominant building line along it which is at back of pavement through the centre with three storey Victorian terraced properties in commercial uses with later 20th Century infill developments to the north of the application site again predominantly three storeys in height with commercial uses at ground and upper floor levels. Some residential provision is also present on upper floors. The northern edge of the district centre has witnessed more redevelopment schemes than elsewhere in the centre, these have been multi storey mixed use developments with residential provision on upper floors.

Residential areas comprising of two storey Victorian terraced streets and post war two storey residential estates are located to the west, south and north west of the site.

Description of development

The application proposals are for the demolition of the existing building on site and the development of a 4 storey building to comprise 42 no. residential units (Use Class C3) with ground floor commercial restaurant / cafe and retail units (Use Class E and sui generis), car parking, cycle parking and associated infrastructure. The proposed building would encompass the whole of the application site being built up to the party wall of a single storey commercial property to its rear (west) and the three storey building to the immediate north in use as a Job Centre plus.

The four storey element of the building would be confined to the Wilmslow Road frontage and would turn the corner onto the Grandale Street elevation before dropping in height along the majority of the Grandale Street elevation where fourth floor residential accommodation is located within the roof space. The building would sit forward of the adjacent three storey job centre building taking in the full extent of the site with a limited set back (2 metres) above ground floor for that part of the building closest to the northern boundary with the job centre

The ground floor car and cycle parking area, resident access, bin store accesses and two proposed retail units would all be accessed from the Grandale Street elevation. Whilst access to the other retail units would be from the Wilmslow Road frontage. A new dropped crossing would be provided to the car park access on Grandale Street and the submitted plans identify provision in the highway of a loading bay on Grandale Street.

Consultations & Notification Responses

The application was subject to advertisement in the Manchester Evening News, site notice and notification letters to 224 addresses in the locality. In response 9 objections were received to the proposals together with representations from local ward members and other statutory consultees. A summary of the points raised is set out below:

Moss Side Ward Members (Cllr Rowles, Cllr Mahadi Mahamed and Cllr Bell) - We are concerned about the density of the proposal and the implications for the current residents of such a high density development in the space.

We are concerned about the size and scale of the proposed building in relation to the current buildings in the area and the impact that the proposed development would have on them.

We have concerns about the lack of provision in the development for cars and traffic that will be brought to the area, which is already significantly overcrowded in this regard.

We're also concerned about the noise, street litter, and increased disturbances that a development with this density will bring to the current residents.

Given the significant measures we're having to take to improve this area, including bringing in a residents parking scheme and the implementation of the Safer Streets initiative, we cannot support a development that will exacerbate the issues we're fighting on behalf of residents in this locality.

Residents comments –

- The proposals represent an over development of the site which doesn't respect the building line of the adjacent property:
- The highway junctions are already heavily dense with bad traffic flows, this would only create more traffic and cause more safety issues;
- There should be a greater set back at the front with more car parking provision;
- Car parking in the area is already bad due to businesses on Wilmslow Road
- This area has enough residential places and retail outlets. It has too much pollution and over populated.
- It's shocking how many different planning applications have been rejected on this site yet its still a shisha place open till 3am.

MCC Environmental Health – EH have reviewed the submitted information.

The glazing specifications are accepted; however further information is needed on the mechanical ventilation. Also if the bedroom furnishing differs from the report assumptions, (carpet and curtains) then another report would need to be undertaken. EH also require an overheating assessment to be carried out on the rooms that require mechanical ventilation.

Regarding all commercial units, once they have been decided, separate acoustic reports are required. The scheme proposed may need to include different measures such as acoustic lobbies at access and egress points of the premises, acoustic treatment of the building structure, sound limiters linked to sound amplification equipment and specified maximum internal noise levels.

Conditions to deal with these matters is proposed.

In terms of the waste management proposals details of all recyclable waste should be provided for both residential and commercial elements

A condition is recommended to be attached to any approval relating to waste management.

EH are in receipt of an odour assessment by Redmore Environmental dated Feb 22. We accept this, however require specifics details will be required when these are known and it is recommended that an appropriately worded condition be attached to any approval.

EH accept the Air Quality Report by Redmore Environmental. All mitigation methods stated are to be undertaken.

In addition conditions are recommended in relation to opening hours of the commercial units; submission and approval of construction and demolition management plan; external plant and equipment; contaminated land (Desk Study is accepted but site investigation is required).

MCC Flood Risk Management Team – Require the imposition of drainage conditions to any approval, the following further information would be required:

- Detailed drainage layout showing all components, levels and connectivity;
- Maximised integration of green SuDS components (utilising interception, infiltration or attenuation) if practicable;
- Evidence that the surface water attenuation that offers a reduction in surface water runoff rate to 5 l/s has been retained through to detailed design;
- Runoff volume in the 1 in 100 year, 6 hours rainfall shall be constrained to a value as close as is reasonable practicable to the greenfield runoff volume for the same event, but never to exceed the runoff volume from the development site prior to redevelopment;

- Evidence that the drainage system has been designed (unless an area is designated to hold and/or convey water as part of the design) so that flooding does not occur during a 1 in 100 year rainfall event with allowance for 45% climate change in any part of a building;
- Hydraulic calculation of the proposed drainage system;
- Assessment of overland flow routes for extreme events that is diverted away from buildings (including basements). Overland flow routes need to be designed to convey the flood water in a safe manner in the event of a blockage or exceedance of the proposed drainage system capacity including inlet structures. A layout with overland flow routes needs to be presented with appreciation of these overland flow routes with regards to the properties on site and adjacent properties off site.
- Construction details of flow control and SuDS elements.

A further condition would be required for the implementation, management and maintenance of any sustainable drainage scheme.

United Utilities - Following our review of the submitted drainage documents; Flood Risk Assessment and Drainage Strategy, Ref: 079842-CUR-XX-XX-RP-C-92000-P01-FRADS Revision: V01, Issue Date: 10 February 2022, the plans are not acceptable to United Utilities. This is because we have not seen robust evidence that the drainage hierarchy has been thoroughly investigated and the proposals are not in line with the Non-Statutory Technical Standards for Sustainable Drainage Systems. Should planning permission be granted we request that a condition is attached to any subsequent Decision Notice for the submission and approval of a drainage scheme.

MCC Highway Services (Highway Authority) - The site is considered to be suitably accessible by sustainable modes and is in close proximity to a range of local bus services. It is anticipated that the proposals are unlikely to generate a significant increase in the level of vehicular trips therefore they do not raise any network capacity concerns.

We consider that there is an insufficient amount of on-site parking for this development. The on-street parking surveys undertaken in September 2022 clearly shows that there is an insufficient supply to satisfy the demand for parking in this area. Whilst it is now proposed to increase the number of on-site parking spaces on the development from 12 to 15 spaces (35.7% provision), this is still considered inadequate.

The area is already subject to significant demands for parking, with no capacity to support any further increase. Disabled parking is provided in addition to electric vehicle charging bays. The proposed loading bay on Grandale Street would replace a length of the existing limited waiting bays. These district centre bays are well used and therefore it is considered unacceptable to remove these spaces. Secure and sheltered cycle storage would be provided for 44 bikes which is acceptable

Highways have concerns regarding the frequency of servicing vehicles attending the site additional to refuse collections, and how servicing activity will be managed. Highways would strongly prefer all servicing to be carried out within the curtilage of the site.

Pedestrian access arrangements are acceptable from a highway perspective. Subject to the earlier comments, the proposed vehicle access off Grandale Street would provide sufficient visibility and the associated works would require highway alterations and changes to traffic regulation orders.

Therefore, should the planning application be approved then alterations to the highway will be required and would be undertaken through S278 agreement between the developer and MCC which would include any required technical approval.

The submitted framework travel plan is acceptable (subject to a minimum monitoring period of 5 rather than 3 years), and should planning approval be granted, we would require a full travel plan to be conditioned. Should the planning application be approved it is required that a Construction Management Plan be conditioned.

Transport for Greater Manchester - The quantum of development falls below TfGM's threshold for a highway impact review. However, the Transport Statement (TS) has been reviewed and TfGM concur with the conclusion that the trip generation is likely to be low and will not result in a material impact on the highway network.

Site observations have confirmed that Grandale Street appears to be subject to significant levels of on-street parking. It would therefore be beneficial for a review of TROs to be undertaken, with a view to introducing TROS, in particular to consider double yellow lines adjacent to either side of the access, to ensure that adequate sightline visibility can be achieved without obstruction.

The proposal for a loading bay on Grandale Street which reduces the available footway width is not ideal. The footway is already subject to pavement parking which provides a poor pedestrian environment, and the introduction of a loading bay at this location will further compound matters. TfGM would refer to the LHA to consider if there is an alternative such as a demarcated loading bay within the highway which doesn't impact the footway and introduce additional TROS opposite to ensure unobstructed access. It should be highlighted that the traffic signal controller is located at the edge of the site on Wilmslow Road. Should that require relocating, then the applicant will need to contact TfGM via GMUTC@tfgm.com to discuss further and this will also need to be funded by the applicant.

The TS confirms that 44 cycle parking spaces will be provided for the development which represents in excess of a 1:1 provision. This is welcomed. The cycle facilities should be covered and lockable and made secure through the use of measures such as CCTV and lighting. Cycle maintenance tools should also be provided where possible.

TfGM would refer to the LHA to confirm whether the quantum of development triggers the requirement for a Travel Plan. If not, TfGM would recommend that a Travel Pack is produced for future users of the site which could include useful details of the nearest public transport services, journey planning etc. Additionally, incentives could be offered to encourage the use of alternative modes of travel to the private car such as concessionary bus fares, discounted cycles, journey planning etc

Policy

Section 38 (6) of the Town and Country Planning Act 2004 states that applications for development should be determined in accordance with the adopted development plan unless material considerations indicate otherwise. The adopted development plan consists of the Core Strategy (adopted 2012) and the saved policies of the Unitary Development Plan. Due consideration in the determination of the application will also need to be afforded to national policies in the National Planning Policy Framework (NPPF) which represents a significant material consideration.

Core Strategy Development Plan Document

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.

Relevant policies in the Core Strategy are detailed below:

Policy SP 1 Spatial Principles – Sets out that the emphasis is on the creation of neighbourhoods of choice, providing high quality and diverse housing around district centres which meet local needs, all in a distinct environment. New development will maximise the potential of the City's transport infrastructure, in particular promoting walking, cycling and use of the public transport.

Policy H1 Overall Housing Provision - Identifies the requirements for provision of new residential development across the City. High density development (over 75 units per hectare) is identified as being appropriate in the City Centre and parts of the Regional Centre.

Within the Inner Areas in North, East and Central Manchester densities are identified as being lower but generally around 40 units per hectare (where the application site is located).

The policy clarifies that the proportionate distribution of new housing, and the mix within each area, will depend on amongst other things:

- The number of available sites identified as potential housing sites in the SHLAA;
- Land values and financial viability;
- The need to diversify housing stock in mono-tenure areas by increasing the availability of family housing, including for larger families; and the availability of other tenures to meet the identified needs of people wishing to move to or within Manchester

Policy H 5 Central Manchester - Central Manchester, over the lifetime of the Core Strategy, will accommodate around 14% of new residential development. Priority will be given to family housing and other high value, high quality development where this can be sustained. High density housing will be permitted within or adjacent to the Regional Centre (Hulme and the Higher Education Precinct) as well as within Hulme, Longsight and Rusholme district centres as part of mixed-use schemes.

Policy H8 - Affordable Housing - New development will contribute to the City-wide target for 20% of new housing provision to be affordable. The applicant has indicated that the provision of 20% affordable units within the development would impact on the financial viability of the development and therefore, none is proposed.

Policy C2 (District Centres) - states that 20,000 square metres net of convenience retail floorspace and 15,000 square metres of net comparison retail floorspace will be delivered within District centres by 2027. Housing will also be considered an appropriate use within District Centres providing it supports the vitality and viability of centre.

Policy C6 (South Manchester District Centres – Chorlton, Didsbury, Fallowfield, Levenshulme and Withington) - states that across the area there is capacity for both further convenience and comparison retailing floorspace. In total, approximately 8,000 square metres of convenience and 4,500 square metres of comparison retail floorspace will be promoted up to 2027.

Policy T1 Sustainable Transport - The development would provide low levels of on site car parking and secure cycle parking facilities for each residential unit and is located in close proximity to a range of public transport modes. However, it is not considered that the proposals

would relieve traffic congestion in the area. This matter is discussed in more detail within the issues section of this report.

Policy T2 Accessible Areas of Opportunity and Need - The proposed development would provide low levels of on site car parking which is not considered appropriate for the sites location.

Policy EN1 Design Principles and Strategic Character Areas - The site is located at a cross point of the Central arc, Southern and Higher Education Precinct character areas. The opportunity exists for development on a large scale using innovative urban design solutions. These should use District Centres and key nodes of public transport as focal points and involve existing communities. There is a notable presence of older development (1750-early 1900) at key junctions and along historic radial routes such as Oxford Road/Wilmslow Road, often but not exclusively associated with District Centres. New development needs to retain the identity and focus of activity associated with the historic District Centres. Where appropriate development along the radial routes such as Princess Parkway should be commensurate in scale with the prominence of its location.

Policy EN4 Reducing CO2 Emissions by Enabling Low and Zero Carbon and Policy EN6 Target Framework for CO2 reductions from low or zero carbon energy supplies.

The Proposed Development takes an enhanced fabric-led approach to limiting demand side energy loads, allied to improvements in the efficiency of the mechanical and electrical systems and the inclusion of renewable and low carbon energy technology.

Mechanical ventilation with heat recovery (MVHR) systems will be specified in each apartment unit to maintain a healthy living environment and further reduce the heat losses and the energy demand of the apartments.

Electrical panel heating (for space heating) generates a reduced overheating potential – electric space heating delivers virtually instantaneous heating at the location it is required.

KERS Energy Recovery MVHR-W160 have been specified for heating water for the residential apartments. These are high performing and extremely energy efficient systems for high heat output with minimal energy consumption.

There is an expected average improvement of -42.74% over part L of Building Regulations (2013), for the residential units in compliance with the Council's adopted Core Strategy Policy EN 6 - Target Framework for CO2 Reductions from Low or Zero Carbon Energy Supplies.

Policy EN 8 Adaptation to Climate Change - The energy statement sets out how the building has been designed to consider adaptability in relation to climate change. This includes reducing the carbon emissions that arise as a consequence of the occupied development.

Policy EN9 Green Infrastructure – The supporting statements indicate as part of the proposals, three planters are being included at roof level to support three modest trees.

Policy EN14 Flood Risk - The site falls within Flood Zone 1 and is at low risk of flooding. A Flood Risk Assessment and drainage strategy has been prepared.

EN15 Biodiversity and Geological Conservation – The supporting Preliminary Ecological Assessment and Potential Bat Roost Survey identifies the site as having an overall negligible conservation and wildlife value, in addition the building on site has a negligible potential for

roosting bats. Other than some limited planting to the roof of the proposed building, the submitted information identifies potential provision of bat and bird boxes on the building.

Policy EN 16 Air Quality - An air quality assessment has been submitted alongside the application.

Policy EN 17 Water Quality - The development would not have an adverse impact on water quality. Surface water run-off and grounds water contamination would be minimised, appropriately worded conditions are proposed in relation to contaminated land.

Policy EN 18 Contaminated Land and Ground Stability - Given the previous use of the site as a MOT and vehicle maintenance workshop there are contaminated land risks associated with the sites redevelopment. Further site investigations would be required, secured via an appropriately worded condition.

Policy EN19 Waste - The application is accompanied by a Waste Management Strategy and bin stores are identified within the proposed plans. Further details are required to ensure recyclable materials are collected which would be captured via an appropriately worded condition.

Policy DM 1 Development Management - This policy sets out the requirements for developments and outlines a range of general issues that all development should have regard to. Of these the following issues are or relevance to this proposal:

- o appropriate siting, layout, scale, form, massing, materials and detail;
- o design for health;
- o adequacy of internal accommodation and amenity space.
- o impact on the surrounding areas in terms of the design, scale and appearance of the proposed development;
- o that development should have regard to the character of the surrounding area;
- o effects on amenity, including privacy, light, noise, vibration, air quality and road safety and traffic generation;
- o accessibility to buildings, neighbourhoods and sustainable transport modes;
- o impact on safety, crime prevention and health; adequacy of internal accommodation external amenity space, refuse storage and collection, vehicular access and car parking; and
- o impact on biodiversity, landscape, archaeological or built heritage, green Infrastructure and flood risk and drainage.

The application is considered in detail in relation to the above issues within the Issues section below.

Saved Unitary Development Plan Policies

DC26.1, DC26.2 and DC26.5 Development and Noise - A noise assessment has been prepared to accompany the application which makes recommendations in terms of mitigating noise from nearby noise generating activities such as road traffic and commercial properties. Further information is required and suitably worded conditions would be recommended to be attached to any approval.

Relevant National Policy

The National Planning Policy Framework (July 2021) sets out Government planning policies for England and how these are expected to apply. The NPPF seeks to achieve sustainable development and states that sustainable development has an economic, social and environmental role. The NPPF outlines a "presumption in favour of sustainable development". This means approving development, without delay, where it accords with the development plan and where a planning application conflicts with an up-to-date development plan (including any

neighbourhood plans that form part of the development plan), permission should not usually be granted. Local planning authorities may take decisions that depart from an up-to-date development plan, but only if material considerations in a particular case indicate that the plan should not be followed.

The following specific policies are considered to be particularly relevant to the proposed development:

Section 5 (Delivering a sufficient supply of homes) – The proposals would add to the housing supply within the city.

Section 6 - (Building a strong and competitive economy) - The proposal would create jobs during construction that would support commercial premises within the local area, and the commercial units would support economic activity post construction.

Section 8 (Promoting healthy and safe communities) - The proposals are accompanied by a Crime Impact Statement which indicates measures to be included into the development to reduce the opportunities for crime and the fear of crime .

Section 9 (Promoting Sustainable Transport) - The proposal is in a location accessible to public transport modes and cycling infrastructure.

Section 11 (Making Effective Use of Land) - The proposal would re-use previously developed land for the provision of residential properties.

Section 12 (Achieving Well-Designed Places) - The proposals are supported by a Design and Access statement that sets out the context of the site and the design process undertaken.

Section 14 (Meeting the challenge of climate change, flooding and coastal change) - The proposal has been designed to reduce energy demands. The site is within Zone 1 of the Environment Agency flood maps and has a low probability of flooding.

Section 15 (Conserving and enhancing the natural environment) - The documents submitted with this application have considered issues such as ground conditions, noise and the impact on ecology and demonstrate that the proposal would not have a significant adverse impact in respect of the natural environment.

Other Material Considerations

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

This Supplementary Planning Document supplements guidance within the Adopted Core Strategy with advice on development principles including on design, accessibility, design for health and promotion of a safer environment. The design, scale and siting of the proposed development is considered in more detail within the issues section of this report.

Manchester Green and Blue Infrastructure Strategy 2015

The Manchester Green and Blue Infrastructure Strategy (MGBIS) sets out objectives for environmental improvements within the City within the context of objectives for growth and development.

Manchester Residential Quality Guidance (July 2016) (MRQG) - This document provides specific guidance on what is required to deliver sustainable neighbourhoods of choice where people would want to live and also raise the quality of life across Manchester.

Residential Growth Strategy (2016) - This recognises the critical relationship between housing and economic growth. There is an urgent need to build more new homes for sale and rent to meet future demands from the growing population. Housing is one of the key Spatial Objectives of the Core Strategy and the Council aims to provide for a significant increase in high quality

housing at sustainable locations and the creation of high quality neighbourhoods with a strong sense of place as confirmed within other policies of the Core Strategy.

Manchester Housing Strategy 2022 to 2032

A report prepared for the Executive Committee meeting on the 22nd July 2022 indicates that the Manchester Housing Strategy (2022-2032) sets out a long-term vision which considers how best to deliver the city's housing priorities and objectives, building on progress already made, whilst tackling head on the scale and complexity of the challenges ahead. The priorities for the new Housing Strategy are:

1. Increase affordable housing supply & build more new homes for all residents
2. Work to end homelessness and ensure housing is affordable & accessible to all
3. Address inequalities and create neighbourhoods & homes where people want to live
4. Address the sustainability & zero carbon challenges in new and existing housing stock

The Central Manchester Strategic Regeneration Framework

The Central Manchester SRF was adopted prior to the preparation of the Core Strategy policies.

The SRF set out that the key characteristics of Central Manchester that shaped the vision and objectives for the SRF. Amongst the key objectives are:

- Generating sustainable housing markets within Central Manchester – Ensuring the area contains quality housing stock by building new high quality developments and improving the existing stock, offering a choice of properties for sale and rent in numerous sizes and styles, enabling existing and incoming residents to enter the housing market at various levels.
- Revitalising local centres to act as focal points for the neighbourhoods of Central Manchester – Improving retail, leisure and public service provision within local and district centres, to act as the centre of community life, supporting neighbourhoods and strengthening the appeal of the area as a place to live and work.

Climate Change

Our Manchester Strategy 2016-25 - sets out the vision for Manchester to become a liveable and low carbon city that will:

- Continue to encourage walking, cycling and public transport journeys;
- Improve green spaces and waterways including them in new developments to enhance quality of life;
- Harness technology to improve the city's liveability, sustainability and connectivity;
- Develop a post-2020 carbon reduction target informed by 2015's intergovernmental Paris meeting, using devolution to control more of our energy and transport;
- Argue to localise Greater Manchester's climate change levy so it supports new investment models;
- Protect our communities from climate change and build climate resilience.

Manchester: A Certain Future (MACF) - This is the city wide climate change action plan, which calls on all organisations and individuals in the city to contribute to collective, citywide action to enable Manchester to realise its aim to be a leading low carbon city by 2020. Manchester City Council (MCC) has committed to contribute to the delivery of the city's plan and set out its commitments in the MCC Climate Change Delivery Plan 2010-20. Manchester Climate Change Board (MCCB) Zero Carbon Framework - The Council supports the MCCB to take forward work to engage partners in the city to address climate change. In November 2018, the MCCB made a proposal to update the city's carbon reduction commitment in line with the Paris Agreement, in

the context of achieving the "Our Manchester" objectives and asked the Council to endorse these new targets.

The Zero Carbon Framework - This outlines the approach that will be taken to help Manchester reduce its carbon emissions over the period 2020-2038. The target was proposed by the Manchester Climate Change Board and Agency, in line with research carried out by the Tyndall Centre for Climate Change, based at the University of Manchester. Manchester's science-based target includes a commitment to releasing a maximum of 15 million tonnes of CO₂ from 2018-2100. With carbon currently being released at a rate of 2 million tonnes per year, Manchester's 'carbon budget' will run out in 2025, unless urgent action is taken. Areas for action in the draft Framework include improving the energy efficiency of local homes; generating more renewable energy to power buildings; creating well-connected cycling and walking routes, public transport networks and electric vehicle charging infrastructure; plus, the development of a 'circular economy', in which sustainable and renewable materials are re-used and recycled as much as possible.

Legislative requirements

Section 149 of the Equality Act 2010 provides that in the exercise of all its functions the Council must have regard to the need to eliminate discrimination, advance equality of opportunity and foster good relations between person who share a relevant protected characteristic and those who do not. This includes taking steps to minimise disadvantages suffered by persons sharing a protect characteristic and to encourage that group to participate in public life. Disability is a protected characteristic.

Section 17 of the Crime and Disorder Act 1998 provides that in the exercise of its planning functions the Council shall have regard to the need to do all that it reasonably can to prevent crime and disorder.

Issues

Principle – The general principle of the development of previously developed and brownfield land for residential purposes is one that is generally supported both by local and national planning policy objectives. It is noted that in the Council's most recent Strategic Housing Land Availability Assessment (SHLAA) published in 2022 has demonstrated a five year supply of deliverable housing site. The application site is identified as a capacity site in the SHLAA for up to 20 units.

In this instance further consideration is required to the potential impacts of the proposed development on residential and visual amenity, highway implications and the density of development.

Residential amenity – The closest residential properties are those located on upper floors opposite the site on Grandale Street, whilst residential areas along Ravensdale and Hibbert Streets are located to the south and south west of the application site. Given these relationships it is not considered that the proposed development would give rise to unacceptable impacts in terms of privacy or overlooking of residential properties. Views between windows of these residential properties would generally be across Grandale Street and have a relationship to the terraced streets close by.

The proposals would introduce a greater level of activity to Grandale Street by virtue of the new vehicular access to the proposed car park, bin stores to the development together with resident access and access to 2 no. retail units located on Grandale Street. This would generate a level of activity from the site that is currently absent from this section of the Street. This concentration

of activity over a 40 metre stretch of street, taking place throughout the day, would exacerbate the level of activity associated with the commercial uses within the district centre spreading it to the more residential areas that lie behind Wilmslow Road. It is considered that this activity associated comings and goings, noise and vehicular activity would give rise to detrimental impacts on the area and nearby residential streets.

Visual Amenity – The proposals would introduce a built form of a scale currently absent from the site and that would be sited forward of the existing building.

The introduction of built form to the Wilmslow Road frontage is considered to follow good urban design principles and would reflect the general character and built form observed on this part of Wilmslow Road. The scale at four storeys would be generally one storey taller than the immediate comparable buildings but such a height on the Wilmslow Road frontage could be acceptable. However, the siting of the proposed building at the back of pavement forward of the adjacent building to the north does give rise to some concerns when taken together with the proposed height. The lack of relief together with the physical and visual narrowing of this part of Wilmslow Road is considered to lead to the proposals being an over dominating feature in this part of the district centre which contains important pedestrian and cycle infrastructure. As discussed in more detail below the introduction of ground floor commercial units would increase activity on the pavement in this location.

Density of development – The proposals are for a very high density scheme located in and adjacent Rusholme District Centre. The general principle of high density residential accommodation in this location is accepted if this does not give rise to other impacts. In this instance the level of development at the scale proposed is considered to give rise to visual and residential amenity impacts together with the impact of the proposals on on-street car parking given the servicing requirements and number of residential units proposed.

The proposals would be sited up to the boundary of the site to the immediate north at ground floor and at the upper floors there would be a 2m separation from the boundary. The northern elevation of the building would provide windows serving habitable rooms to apartments located on this northern boundary on the first and second floors. It is noted that the existing building on the site to the north currently has windows facing south towards the application site within a three storey outrigger. This rear outrigger of the existing building is approximately 8 m from the boundary of the application site. Whilst it is noted that this site is used as offices associated with the Job Centre, this may not always be the case and development of that site is a real possibility. In providing only a 2m separation distance to the boundary with this site the application proposals are relying on the neighbouring site to provide adequate separation distances from windows, prejudicing the future development of that site.

It is noted that the apartments at third floor on the northern elevation would only be served by rooflights given the configuration of the building at third floor. This arrangement is also reflected on those apartments on the southern 'Grandale Street' elevation. It is considered that this would provide a poor internal environment for future occupiers.

These issues and concern are reflective of the overall concerns regarding the density of development sought through these proposals on this site.

Highways considerations – The development is of a mixed-use nature, the applicant has amended the ground floor to reduce the potential number of retail units to 4 and increase car parking spaces to 15 – with three of these as part of a 'stacked' arrangement to be allocated to the larger apartments. Further information has also been supplied to respond to the concerns originally raised with the applicant regarding the level of on site car parking. In response the following has been offered:

- Excluding future residents from applying for a parking permit for the Residents Parking Scheme;
- Additional three parking spaces within the curtilage of the Site (rising from 29% to 36% parking provision);
- Implementation of a Car Club Bay (Applicant to cover TRO works associated); and
- Two years free Enterprise Car Club membership to all residents and £40 driving credit.

It is acknowledged that the site is located in a sustainable urban location close to cycle lanes and pedestrian and high frequency bus services.

The site is located adjacent busy highways, pedestrian and cycle routes. Grandale Street is subject to high levels of on street car parking as confirmed in the applicants parking surveys. In addition to the demands of parking associated with the development, Highway Services raise concerns around servicing arrangements for the apartments and commercial floorspace. The applicant has identified a loading bay to be formed in the highway on Grandale Street to service the site. This would result in the loss of on street parking bays associated with the district centre. Highways have objected to this arrangement due to the resulting loss of on-street car parking. Given these concerns it is not considered that the proposals and the activity associated with its operation can be adequately serviced given the constrained nature of the surrounding highways.

Affordable Housing – The application proposal does not provide for on or off site affordable housing contributions. The applicant has provided a financial viability assessment to support this position. Given the other issues with the proposals this FVA has not been subject to independent assessment although it is noted that it was prepared in excess of 12 months from the date of the planning application being submitted.

Waste Management – The proposals incorporate on -site bin stores for both the commercial and residential elements of proposed development. This arrangement would allow all refuse to be stored in the site and off the surrounding public footways. This would be a benefit of the proposals albeit additional details would be required regarding dealing with the segregation of waste which could, if the proposals had been considered acceptable be dealt with via appropriately worded conditions.

Environmental Standards – The application documents detail that the proposals would incorporate an enhanced fabric-led approach to improve the buildings performance. The proposals would deliver a building that would have modern performance in terms of reducing energy demands and would be highly sustainable which would be a benefit of the proposals.

Conclusions – Whilst it is recognised that there are existing buildings of scale in the surrounding area the application proposals due to its siting and scale is considered to give rise to unacceptable impacts on the visual amenity of the area and potentially prejudice the redevelopment of the neighbouring site to the north.

It is acknowledged that the area is well served by public transport, cycle lanes and pedestrian network. However, the application proposals for apartment led high density development are not considered, as a result of the low level of on-site provision for car parking, to adequately service the development. This is considered to give rise to an increase in demand and requirement for on street car parking in the vicinity of the development in an area already experiencing high levels of on-street car parking. In addition, the proposed servicing arrangements and removal of on-street parking bays would exacerbate the existing on-street parking pressures.

The proposals would contribute towards additional housing supply within the City, deliver a suitable mix with commercial ground floor uses within a sustainable and energy efficient building

however, in this instance it is considered that the identified benefits are outweighed by the identified harm as set out in this report.

Given the above, on balance it is considered that the proposal for a high density apartment development in this location would be inconsistent with national and local planning policy and should be refused for the reasons set out below.

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

The application has been determined in a positive and proactive manner. In this instance the principle of the proposed development is considered to fail to accord with the adopted planning policies in place in the City. Concerns were raised with the applicant who sort to address this through the provision of additional supporting information. In this instance it was not considered that this additional information overcame the concerns with the proposals.

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

- 1) The proposed residential and commercial development together with its servicing requirements would give rise to increased demands for on-street car parking, in an area already experiencing high levels of demand, contrary to policies DM1 and T2 of the adopted Manchester Core Strategy.
- 2) The siting of the proposed development and location of habitable windows in close proximity to the northern boundary of the site would give rise to an unacceptable form of development that would prejudice the redevelopment of neighbouring site contrary to policies SP1, DM1 and EN1 of the adopted Manchester Core Strategy.
- 3) The proposed development would give rise to an unacceptable increase in activity on Grandale Street in the form of comings and goings, vehicular movements and noise associated with the residential and commercial uses to the detriment of the residential

amenity of nearby residential properties on Grandale Street, Ravensdale and Hibbert Street contrary to policy DM1 of the Core Strategy.

- 4) The residential accommodation identified within the third floor of the proposed development served by rooflights would fail to provide an adequate standard of living accommodation by virtue of the limited access to natural daylight and sunlight, contrary to policy DM1 of the Core Strategy, guidance within the Manchester Residential Quality Guidance and the National Design Guide (2021).
- 5) The siting and scale of the proposed development to the back of pavement on Wilmslow Road would give rise to a form of development that would be an over-dominant feature within the street scene and area, which would have a detrimental effect on visual amenity and character of the area contrary to policies SP1, EN1, and DM1 of the Manchester Core Strategy, guidance contained in the Guide to Development in Manchester Supplementary Planning Document and Guidance and the National Design Guide (2021).

Appendix 1 – List of consultees & neighbours notified

Highway Services
Environmental Health
Corporate Property
MCC Flood Risk Management
Greater Manchester Police
Transport For Greater Manchester
Central Neighbourhood Team
United Utilities Water PLC
Rusholme, Fallowfield & Moss Side Civic Society

72 Wilmslow Road, Manchester, M14 5AL
6 Ravensdale Street, Manchester, M14 5NZ
7 Eva Street, Manchester, M14 5NX
11 Eva Street, Manchester, M14 5NX
10 Eva Street, Manchester, M14 5NX
29 Hibbert Street, Manchester, M14 5NT
19 Hibbert Street, Manchester, M14 5NT
15 Fleeson Street, Manchester, M14 5NG
11 Fleeson Street, Manchester, M14 5NG
Flat 11, 1 Park Crescent, Manchester, M14 5DU
Flat 3, 1 Park Crescent, Manchester, M14 5DU
169 Wilmslow Road, Manchester, M14 5AP
76 Wilmslow Road, Manchester, M14 5AL
74 Wilmslow Road, Manchester, M14 5AL
62 Wilmslow Road, Manchester, M14 5AL
100 Wilmslow Road, Manchester, M14 5AJ
489 Claremont Road, Manchester, M14 5WU
7 Grandale Street, Manchester, M14 5WS
1 Grandale Street, Manchester, M14 5WS
16 Hibbert Street, Manchester, M14 5NR
175 Wilmslow Road, Manchester, M14 5AP
497 Claremont Road, Manchester, M14 5WU
483 Claremont Road, Manchester, M14 5WU
477 Claremont Road, Manchester, M14 5WU
18 Eva Street, Manchester, M14 5NX
4 Grandale Street, Manchester, M14 5NS
6 Hibbert Street, Manchester, M14 5NR
9 Eva Street, Manchester, M14 5NX
15 Grandale Street, Manchester, M14 5WS
479 Claremont Road, Manchester, M14 5WU
17 Grandale Street, Manchester, M14 5WS
13 Hibbert Street, Manchester, M14 5WR
23 Grandale Street, Manchester, M14 5WQ
8 Ravensdale Street, Manchester, M14 5NZ
Flat 2, 1 Park Crescent, Manchester, M14 5DU
135 Wilmslow Road, Manchester, M14 5AW
78 - 80 Wilmslow Road, Manchester, M14 5AL
102A Wilmslow Road, Manchester, M14 5AJ
Rusholme Health Centre, Walmer Street, Rusholme, Manchester, M14 5NB
189 Wilmslow Road, Manchester, M14 5AQ
Top Flat, 167 Wilmslow Road, Manchester, M14 5AP
11B Grandale Street, Manchester, M14 5WS

163 Wilmslow Road, Manchester, M14 5AP
120A Wilmslow Road, Manchester, M14 5AJ
102 - 104 Wilmslow Road, Manchester, M14 5SU
155 - 157 Wilmslow Road, Manchester, M14 5AP
139 Wilmslow Road, Manchester, M14 5AW
173 Wilmslow Road, Manchester, M14 5AP
2 Ravensdale Street, Manchester, M14 5NZ
193 Wilmslow Road, Manchester, M14 5AQ
4 Ravensdale Street, Manchester, M14 5NZ
487 Claremont Road, Manchester, M14 5WU
41 Aspinall Street, Manchester, M14 5UD
39 Aspinall Street, Manchester, M14 5UD
16 Eva Street, Manchester, M14 5NX
3 Fleeson Street, Manchester, M14 5NG
27 Grandale Street, Manchester, M14 5WQ
14 Hibbert Street, Manchester, M14 5NR
6 Eva Street, Manchester, M14 5NX
13 Eva Street, Manchester, M14 5NX
1 Fleeson Street, Manchester, M14 5NG
21 Grandale Street, Manchester, M14 5WS
29 Grandale Street, Manchester, M14 5WQ
Flat 12, 1 Park Crescent, Manchester, M14 5DU
Flat 9, 1 Park Crescent, Manchester, M14 5DU
Flat 8, 1 Park Crescent, Manchester, M14 5DU
Flat 1, 1 Park Crescent, Manchester, M14 5DU
Top Flat, 9 Grandale Street, Manchester, M14 5WS
Top Flat, 179 Wilmslow Road, Manchester, M14 5AP
179 Wilmslow Road, Manchester, M14 5AP
60 Wilmslow Road, Manchester, M14 5AL
90 Wilmslow Road, Manchester, M14 5AL
92 Wilmslow Road, Manchester, M14 5AL
5 Eva Street, Manchester, M14 5NX
51 Aspinall Street, Manchester, M14 5UD
27 Aspinall Street, Manchester, M14 5UD
475 Claremont Road, Manchester, M14 5WU
19 Grandale Street, Manchester, M14 5WS
7 Hibbert Street, Manchester, M14 5WR
15 Hibbert Street, Manchester, M14 5WR
14 Grandale Street, Manchester, M14 5WG
29 Aspinall Street, Manchester, M14 5UD
25 Aspinall Street, Manchester, M14 5UD
University Of Manchester, First Floor, Rusholme Health Centre, Walmer Street, Rusholme,
Manchester, M14 5NP
25 Hibbert Street, Manchester, M14 5NT
4 Hibbert Street, Manchester, M14 5NR
2 Hibbert Street, Manchester, M14 5NR
5 Fleeson Street, Manchester, M14 5NG
18 Hibbert Street, Manchester, M14 5NR
16 Grandale Street, Manchester, M14 5WG
7A Grandale Street, Manchester, M14 5WS
Flat 3, Rear Of 159 Wilmslow Road, Park Crescent, Manchester, M14 5DU
116 Wilmslow Road, Manchester, M14 5AJ
135A Wilmslow Road, Manchester, M14 5AW
499 Claremont Road, Manchester, M14 5WU

187 Wilmslow Road, Manchester, M14 5AQ
161 Wilmslow Road, Manchester, M14 5AP
137 Wilmslow Road, Manchester, M14 5AW
118 Wilmslow Road, Manchester, M14 5AJ
43 Aspinall Street, Manchester, M14 5UD
501 Claremont Road, Manchester, M14 5WU
493 Claremont Road, Manchester, M14 5WU
3 Grandale Street, Manchester, M14 5WS
1 Hibbert Street, Manchester, M14 5WR
13 Grandale Street, Manchester, M14 5WS
45 Aspinall Street, Manchester, M14 5UD
4 Eva Street, Manchester, M14 5NX
5 Hibbert Street, Manchester, M14 5WR
2 Grandale Street, Manchester, M14 5NS
Flat 1, Rear Of 159 Wilmslow Road, Park Crescent, Manchester, M14 5DU
Flat 14, 1 Park Crescent, Manchester, M14 5DU
165A Wilmslow Road, Manchester, M14 5AP
145 - 153 Wilmslow Road, Manchester, M14 5AW
141 - 143 Wilmslow Road, Manchester, M14 5AW
181 - 183 Wilmslow Road, Manchester, M14 5AP
86 Wilmslow Road, Manchester, M14 5AL
12 Grandale Street, Manchester, M14 5WG
5 Grandale Street, Manchester, M14 5WS
10 Grandale Street, Manchester, M14 5WG
12 Ravensdale Street, Manchester, M14 5NZ
8 Eva Street, Manchester, M14 5NX
3 Eva Street, Manchester, M14 5NX
17 Hibbert Street, Manchester, M14 5NT
13 Fleeson Street, Manchester, M14 5NG
491 Claremont Road, Manchester, M14 5WU
10 Hibbert Street, Manchester, M14 5NR
471 Claremont Road, Manchester, M14 5WU
104A Wilmslow Road, Manchester, M14 5AJ
112A Wilmslow Road, Manchester, M14 5AJ
2B Grandale Street, Manchester, M14 5NS
Flat 13, 1 Park Crescent, Manchester, M14 5DU
Flat 10, 1 Park Crescent, Manchester, M14 5DU
114 Wilmslow Road, Manchester, M14 5AJ
68 - 70 Wilmslow Road, Manchester, M14 5AL
66 Wilmslow Road, Manchester, M14 5AL
1A Grandale Street, Manchester, M14 5WS
Ground Floor, 181 - 183 Wilmslow Road, Manchester, M14 5AP
171 Wilmslow Road, Manchester, M14 5AP
165 Wilmslow Road, Manchester, M14 5AP
First Floor And Second Floor, 100 Wilmslow Road, Manchester, M14 5AJ
64 Wilmslow Road, Manchester, M14 5AL
58 Wilmslow Road, Manchester, M14 5AL
177 Wilmslow Road, Manchester, M14 5AP
First Floor, 102 - 104 Wilmslow Road, Manchester, M14 5AJ
Ground Floor, 155 - 157 Wilmslow Road, Manchester, M14 5AP
88 Wilmslow Road, Manchester, M14 5AL
481 Claremont Road, Manchester, M14 5WU
8 Grandale Street, Manchester, M14 5WG
18 Grandale Street, Manchester, M14 5WG

49 Aspinall Street, Manchester, M14 5UD
23 Aspinall Street, Manchester, M14 5UD
27 Hibbert Street, Manchester, M14 5NT
159 Wilmslow Road, Manchester, M14 5AP
11A Grandale Street, Manchester, M14 5WS
9 Grandale Street, Manchester, M14 5WS
33 Grandale Street, Manchester, M14 5WQ
35 Aspinall Street, Manchester, M14 5UD
2 Eva Street, Manchester, M14 5NX
1 Eva Street, Manchester, M14 5NX
23 Hibbert Street, Manchester, M14 5NT
Flat Above, 7 Grandale Street, Manchester, M14 5WS
8 Hibbert Street, Manchester, M14 5NR
7 Fleeson Street, Manchester, M14 5NG
31 Grandale Street, Manchester, M14 5WQ
Flat 2, Rear Of 159 Wilmslow Road, Park Crescent, Manchester, M14 5DU
Flat 7, 1 Park Crescent, Manchester, M14 5DU
Flat 4, 1 Park Crescent, Manchester, M14 5DU
82 Wilmslow Road, Manchester, M14 5AL
84 Wilmslow Road, Manchester, M14 5AL
108A Wilmslow Road, Manchester, M14 5AJ
102B Wilmslow Road, Manchester, M14 5AJ
Top Flat, 187 Wilmslow Road, Manchester, M14 5AQ
11 Grandale Street, Manchester, M14 5WS
185 Wilmslow Road, Manchester, M14 5AP
112 Wilmslow Road, Manchester, M14 5AJ
110 Wilmslow Road, Manchester, M14 5AJ
Ground Floor, 100 Wilmslow Road, Manchester, M14 5AJ
96 Wilmslow Road, Manchester, M14 5BJ
108 Wilmslow Road, Manchester, M14 5AJ
120B Wilmslow Road, Manchester, M14 5AJ
Ground Floor, 106 Wilmslow Road, Manchester, M14 5AJ
495 Claremont Road, Manchester, M14 5WU
167 Wilmslow Road, Manchester, M14 5AP
3 Hibbert Street, Manchester, M14 5WR
47 Aspinall Street, Manchester, M14 5UD
33 Aspinall Street, Manchester, M14 5UD
12 Eva Street, Manchester, M14 5NX
9 Fleeson Street, Manchester, M14 5NG
10 Ravensdale Street, Manchester, M14 5NZ
12 Hibbert Street, Manchester, M14 5NR
473 Claremont Road, Manchester, M14 5WU
9 Hibbert Street, Manchester, M14 5WR
11 Hibbert Street, Manchester, M14 5WR
25 Grandale Street, Manchester, M14 5WQ
Longboon And Wise Ltd Pharmacy, Rusholme Health Centre, Walmer Street, Rusholme,
Manchester, M14 5NB
2A Grandale Street, Manchester, M14 5NS
Flat 6, 1 Park Crescent, Manchester, M14 5DU
Flat 5, 1 Park Crescent, Manchester, M14 5DU
131 - 133 Wilmslow Road, Manchester, M14 5AW
191 Wilmslow Road, Manchester, M14 5AQ
Top Flat, 191 Wilmslow Road, Manchester, M14 5AQ
129 Wilmslow Road, Manchester, M14 5AW

Basement, 100 Wilmslow Road, Manchester, M14 5AJ
360 Lounge, 54 - 56 Wilmslow Road, Manchester, M14 5AL
104 Wilmslow Road, Manchester, M14 5AJ
The Robert Derbshire Practice, Rusholme Health Centre, Walmer Street, Rusholme,
Manchester, M14 5NP
37 Aspinall Street, Manchester, M14 5UD
31 Aspinall Street, Manchester, M14 5UD
14 Eva Street, Manchester, M14 5NX
21 Hibbert Street, Manchester, M14 5NT
6 Grandale Street, Manchester, M14 5NS
5 Walmer Street, Rusholme, Manchester, M14 5UB
14 Ravensdale Street, Manchester, M14 5NZ
53 Aspinall Street, Manchester, M14 5UD
485 Claremont Road, Manchester, M14 5WU

Appendix 2 – Planning constraints

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
Susceptible to Surf Water Flood (Less) -
Susceptible to Surf Water Flood (Less) -
Susceptible to Surf Water Flood (Less) -
Susceptible to Surf Water Flood (Middle) -
Area Team Boundary - Name: SOUTH