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Planning Statement and Tall Building Statement

for Residential Development

48 Store Street, Manchester

for M1 Piccadilly Limited

June 2022

M1 Piccadilly, Manchester

Erection of 15 storey (ground floor plus 14 floors) building comprising apartments (Use Class C3) together with ancillary residential facilities and associated development at 48 Store Street, Manchester.

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1. INTRODUCTION

- 1.1 This Planning and Tall Building Statement has been prepared by Zerum Consult Ltd on behalf of the applicant, M1 Piccadilly Limited and accompanies a planning application submitted to Manchester City Council ('the LPA') for the construction of a 15 storey (ground floor plus 14 floors) tower, to comprise 54 apartments (Use Class C3) with associated residential facilities (including residents' lounge, roof terrace and office space), two disabled car parking spaces and 57 cycle parking spaces, landscaping, access and associated development on land south of Store Street.

THE PROPOSALS AND CONTEXT

- 1.2 The proposals represent an exciting opportunity to bring forward development on a disused, brownfield site that has been earmarked for development for at least 20 years. The site is sustainably located in the city centre in close proximity to Piccadilly Station and the forthcoming HS2 station. It will add activity, interest and natural surveillance to an otherwise underused street improving the pedestrian experience for existing local residents and strengthening the links between Piccadilly and New Islington.
- 1.3 The development will provide high-quality, spacious homes, with at least dual-aspect views from each apartment across the city. Residents will also benefit from external amenity space, concierge service and a residents' business lounge.
- 1.4 The scheme is designed by renowned architects, 5Plus. 5Plus are a creative, award winning, design studio operating as one practice across studios in London and Manchester. They are founded on collaborative principles and have been recognised with multiple awards for their design-led solutions that are both functional and commercial and highly specific to clients' needs.
- 1.5 The description of development is:

"Erection of 15 storey (ground floor plus 14 floors) building comprising apartments (Use Class C3) together with ancillary residential facilities and associated development at 48 Store Street, Manchester."

- 1.6 Manchester is the UK's fastest growing city and is the leading professional and business services centre outside of London. In recent years it has also seen strong growth in the creative, media and digital sectors and is the third most visited city in the UK.
- 1.7 A major contributor to this growth has been Manchester's success in delivering major city centre regeneration projects. Strong urban design has helped to create a city centre environment that is attractive to new investors and businesses looking to move to the city. This has driven growth across a number of sectors and increased the popularity of city centre living.
- 1.8 The proposed development is designed to regenerate a previously overlooked part of the city which, up until the recent delivery of the nearby Oxygen residential development, had not seen significant investment since the development of the Piccadilly Wharf Village in the late 1990's/ 2000's. A further residential development on the opposite site of the canal aqueduct, which crosses Store Street next to the site, is also set to come forward imminently, leading to a culmination of change to the character and experience of Store Street.

CONTENT OF THE PLANNING APPLICATION

- 1.9 In order to evidence that the design has evolved from a full understanding of the physical and policy context, including social, economic and environmental sustainability considerations, the planning application is supported by numerous documents which demonstrate how the scheme appropriately responds to best practice in design and sustainability, as well as planning policy objectives and requirements. The application is accompanied by the following documents:
 - Design and Access Statement, prepared by 5Plus;
 - Air Quality Assessment, prepared by Redmore Environmental;
 - Archaeological Assessment, prepared by Archaeological Research Services;
 - Green and Blue Infrastructure Assessment, prepared by Zerum;
 - Broadband Connectivity Assessment, prepared by GTech;
 - Construction Management Plan, prepared by Zerum;
 - Waste Management Plan, prepared by M1 Piccadilly.

- Crime Impact Statement, prepared by Greater Manchester Police;
- Daylight/ Sunlight Assessment, prepared by GIA;
- Ecology Phase 1, prepared by ERAP;
- Environmental Standards and Circular Economy Statement, prepared by Futureserve;
- Ground Conditions Report Phase 1, prepared by LK Group;
- Heritage Assessment, prepared by Stephen Levrant Heritage Architecture;
- Local Labour Agreement, prepared by M1 Piccadilly;
- Noise Impact Assessment, prepared by Hydrock;
- Residential Management Statement, prepared by M1 Piccadilly;
- Drainage Strategy including SuD's, prepared by Alan Johnson Partnership;
- Transport Statement and Travel Plan, prepared by SK Transport;
- TV and Radio Reception Survey, prepared by GTech;
- Ventilation, Extraction and Odour, prepared by FutureServ;
- Wind Assessment, prepared by GIA;
- Viability Assessment, prepared by Roger Hannah;
- Town and Visual Impact Assessment, prepared by Op-en; and
- Fire Statement, prepared by BB7.

1.10 The application is also supported by a full set of plans and drawings including: site location plan, existing and proposed site plans, proposed floor plans, elevations, and sections prepared by the 5Plus and landscaping plans and details prepared by Op-en.

STATEMENT STRUCTURE

1.11 The remainder of this statement is structured as follows:

- Section 2 provides context and describes the site and its surroundings;
- Section 3 describes the development proposals;
- Section 4 outlines the planning policy and regeneration framework against which the proposals will be assessed;
- Section 5 assesses the development against tall buildings policy;
- Section 6 provides a detailed analysis of the remaining planning considerations; and

- Section 7 concludes by summarising the main points raised within the document.

2. DEVELOPMENT CONTEXT

- 2.1 This section briefly describes the site, its surroundings and local setting, and outlines the relevant planning history of the site. The Design and Access Statement provides a more comprehensive contextual analysis.

SITE DESCRIPTION

- 2.2 The application site comprises a 0.07ha area of land located on the western edge of the Piccadilly Village area of Manchester City Centre. Currently, the site is vacant and cleared of significant vegetation. There is currently no active frontage onto Store Street, with the site bound by a high retaining wall, located along the northern boundary, restricting access to the site, with currently no existing direct vehicular or pedestrian access.
- 2.3 The site is bounded to the north by Store Street, beyond which is an area of residential development, to the east and south by residential development, and to the west by a commercial unit.
- 2.4 Surrounding uses include Manchester Piccadilly Railway Station which lies south west of the site, and which provides both regional and national rail services, including direct services to London. The station also provides access to the Metrolink system which provides services across Greater Manchester.
- 2.5 Store Street sits between Piccadilly and Great Ancoats Street, an area that is currently undergoing redevelopment, supported in the long term by the Manchester Piccadilly SRF. A number of schemes have extant planning consents or are already under construction including 52 Store Street and Oxygen Tower residential developments.

SITE ACCESSIBILITY

- 2.6 Sustainably located, the site benefits from a number of public transport options. Manchester Piccadilly Railway Station is located approximately 250m south west of the site, which provides regional and national services. Access to the Metrolink system can also be gained from the Railway Station, which provides services across Greater Manchester.

- 2.7 The site is also in close proximity to a number of bus stops, providing services across Greater Manchester, including the free shuttle bus services located adjacent to the Railway Station. As such the site is considered to be well serviced by the main forms of public transport.
- 2.8 The accompanying Design and Access Statement and Transport Statement provide more detail in terms of site's connections and accessibility.

PLANNING HISTORY

- 2.9 A review of the relevant planning history for the site identifies that the following applications have been submitted either entirely on the site or incorporating it within a wider development:
- 032006 - Mixed development comprising a total of 89 flats, 21 houses, 15 craft studios/flats, 15 commercial office/shop units and a public house / restaurant together with site works, new canal basin and parking – **Application Approved 1st September 1998**
 - 039223 - Erection of a 4 storey building to form 16no.one bedroom flats - **Application Approved 28th June 1991**
 - 039976 - Erection of 4no.part 3/part 4 storey blocks to form 28no.one bedroom flats - **Application Approved 11th October 1991**
 - 063657/FO/CITY3/01 - Construction of 15 no. 1 bed- room apartments and 37 no. 2 bedroom apartments with associated parking and landscaping – **Application Approved 21st March 2002**
 - 070322/FO/2003/C3 - Construction of 56 apartments comprising 18 one bedroom apartments and 38 two bedroom apartments with associated parking and landscaping - **Application Approved 20th May March 2004**
 - 070326/FO/2003/C3 – Construction of new residential development for 16 no. apartments with associated car parking and external landscaping – **Application Approved 21st February 2006**
 - 107245/FO/2014/C2 – Erection of 13 storey building comprising 34 apartments (3 x 1 bed, 28 x 2 bed and 3 x 3 bed duplex) with ground floor D2 (Assembly and Leisure) Use with associated landscaping, highways, engineering and other associated works following removal of section of retaining wall – **Application Approved 4th March 2016**

SITE HISTORY

- 2.10 In order to understand the heritage significance of the subject site and the wider area of analysis, it is first necessary to understand its historical development. This is set out in full in the Heritage Statement prepared by Stephen Levrant Heritage Architecture and the Archaeological Assessment prepared by Archaeological Research Services, and is summarised below.
- 2.11 The earliest maps of the early 18th Century show some development within the site boundary. Following the completion of the Ashton Canal in 1797, further development took place along Store Street and on the site itself. On the maps of the late 19th Century, it is clear to see that the site is the location of two industrial complexes: the Thompson, McKay & Co. Warehouse and the J.W.Southern & Son Ltd. Packing Case Manufactory and Timber Yard.
- 2.12 The majority of the buildings within these complexes date to the mid-late 19th century, with historic mapping showing the site remains largely unchanged throughout the late-19th – mid-late 20th century, with the wider addition of several new structures. During the late 20th century, both complexes were demolished, with the site now void of all buildings. Currently, the ground level within the site appears to be c.2.5m above the ground level of the adjacent Store Street, with 2014 ground investigations showing the makeup of the ground within the north-western corner of the site comprising made-ground/fill.
- 2.13 Historically, the surrounding area was dominated by industrial uses, supported by the adjacent canal network and railway systems. Uses included Cotton Mills, foundries, timber yards and packing case factories.

HERITAGE CONTEXT

- 2.14 The site is not located within or adjacent to any designated Conservation Areas. There are no nationally listed heritage assets on the site however, located approximately 25m north east of the site is the Grade II* listed Ashton Canal Aqueduct.

ENVIRONMENTAL DESIGNATIONS

- 2.15 The Environment Agency Flood Map for the area indicates that the site is located within Flood Zone 1 and is therefore at low risk of flooding. The site is

also identified as being at low risk for surface water flooding (between 0.1% and 1% chance of flooding).

- 2.16 The site and surrounding area is located within the Greater Manchester Air Quality Management Area (AQMA).

STATUTORY DEVELOPMENT PLAN

- 2.17 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that when determining a planning application, local planning authorities must make their determination in accordance with the development plan unless material considerations indicate otherwise. The development plan relating to the site currently consists of the Manchester Core Strategy (adopted July 2012), and the saved policies of the Manchester UDP (adopted July 1995).

DEVELOPMENT PLAN SITE DESIGNATIONS

- 2.18 The site has no specific allocation within the Development Plan. It is however located in the City Centre area, and therefore Core Strategy policies CC1 to CC10 apply. Section 4 includes a comprehensive overview of the relevant Development Plan policies and the scheme's response to these policies is considered in detail in Section 6.

MANCHESTER PICCADILLY STRATEGIC REGENERATION FRAMEWORK (2018)

- 2.19 In 2018 the Manchester Piccadilly Strategic Regeneration Framework (SRF) updated an earlier strategy, previously published in 2014. The document sets out a masterplan and framework for the new HS2 station and surrounding area to capitalise on the opportunity created by the new transport links.
- 2.20 Whilst the detailed focus of the SRF concerns the station expansion and immediate connectivity, some high-level guidance regarding the design ambition for individual buildings within the masterplan is included. At an urban scale, the Manchester Piccadilly SRF has identified several neighbourhoods to the east of the proposed HS2 station, each with an individual character, grain and typology. M1 Piccadilly is located in 'Piccadilly Central' which envisages a dense, mixed use district focused around high quality public space; together

with the regenerated Mayfield area, Piccadilly Central will represent a significant easterly expansion of the city centre.

- 2.21 Residential developments within the area will be supported by social infrastructure such as education healthcare and green spaces. Each district aims to grow into an attractive place for people to work and live, with a focus on identity, inspiration and connectivity. Store Street is identified as a key pedestrian and cycle route. Designs should also actively contribute to the street scene through active frontages and consider the wellbeing of residents and the public through the design process.
- 2.22 The client and design team have reviewed the guidance and aspirations for the Manchester Piccadilly SRF, and worked together to formulate a brief which will uphold the quality and ambition of this landmark development of east Manchester.

3. DESCRIPTION OF PROPOSED DEVELOPMENT

- 3.1 This section seeks to provide a summary of the proposed development. More detail is provided as part of the submitted Design and Access Statement (DAS), prepared by 5Plus architects.
- 3.2 In summary, the application seeks to secure detailed planning approval for the construction of a 15 storey (GF + 14 Storeys) tower, to comprise 54 apartments (Use Class C3) with associated residential facilities (residents lounge and terrace and office space), 2 car parking spaces and 57 cycle parking spaces, landscaping, access and associated development.

FLOOR LAYOUTS

- 3.3 The accommodation is briefly laid out as described below and comprises:

Ground Floor Level – At Ground Floor level there will be a double height reception area, with access through to the central lift core and stairs. Also at ground floor level there will be a cycle store room, plant room and refuse store. The refuse store will have an external access point to allow collection of refuse. Along the western boundary of the site there are 2no. disabled parking spaces. A turntable will be provided to ensure vehicles can access and egress the site in forward gear.

First Floor Level – The first floor will comprise a shared work/ social lounge with three workspace/ meeting rooms. There will also be access to a covered terraced located on the northern elevation. At first floor level there will also be 2no. studio apartments and a 2-bedroom apartment.

Second Floor Level – The second floor will comprise four 1-bedroom apartments and one 2-bedroom apartment.

Floors 3 – 5 – Each floor will have five apartments comprising four 1-bedroom and one 2-bedroom apartment.

Floors 6 – 11 – Each floor will comprise four 2-bedroom apartments.

Floor 12 – Floor 12 will comprise the lower level of one 3-bedroom triplex apartment, with an outdoor terrace, and three 2-bedroom apartments.

Floors 13 – Floor 13 will comprise the middle level of one 3-bedroom triplex, the lower level of one 2-bedroom duplex and the lower level of two 3-bedroom duplexes, with two private terraces.

Floor 14 – Floor 14 will comprise the upper level of one 3-bedroom triplex, and the upper levels of one 2-bedroom duplex and two 3-bedroom duplexes.

Floor 15 (Roof) – At roof level there will be a large, private terrace for the triplex apartment and a separate area for roof-top plant.

RESIDENTIAL ACCOMMODATION

- 3.4 The proposal seeks to create a modern and well considered residential development with a mix of apartment types that responds to the character of the surrounding area as well as local demand. The proposed mix of apartments is set out below.

Apartment Type	Size Range (sq.m)	No. of units	Mix	No. of units	Mix
One Bed Studios	37.4 – 37.8	2	3.7%	2	3.7%
One Bed	46.1 – 48.8	16	29.6%	16	29.6%
Two Bed	60.3 – 71.8	32	59.3%	33	61.1%
Two Bed Duplex	94	1	1.9%		
Three Bed Duplex	110.7 – 131	2	3.7%	3	5.6%
Three Bed Triplex	197.4	1	1.9%		
Total	-	54	100%	54	100%

DESIGN

- 3.5 The location of the site provides an opportunity to create a landmark gateway building on a key approach into Manchester Piccadilly Railway Station from Great Ancoats Street. The Proposed Development has been progressed following a detailed analysis of the site and local context whilst taking into

consideration the national and local requirements for residential developments.

3.6 The proposals have been developed through careful consideration of the site including:

- Analysis of the local character and context;
- Evaluation of use requirements of the local area;
- Detailed analysis of the site itself including orientation, topography, access, proximity to neighbours and connection with the streetscape;
- Review of relevant planning policy, land use designations and discussions with MCC planners during the pre-application process; and
- Assessment, consideration and reduction of environmental impacts as part of an iterative design development.

3.7 The design of the building has been shaped by series of heritage views, which have been used to assess the proposal's relationship with key heritage assets in the surrounding context.

3.8 The contemporary context has also informed the design process, with early overlooking and overshadowing studies informing the plan of the building. As well as the daylight/ sunlight analysis, studies into overlooking distances have been undertaken to mitigate privacy issues for residents of the proposal and surrounding buildings. These measures include locating living spaces away from areas with the most sensitive overlooking considerations and reducing the width of windows in areas closest to surrounding buildings.

3.9 The building has been designed to be fully accessible to all users, to comply with all relevant parts of the Building Regulations and to provide access for all.

SCALE AND MASSING

3.10 The height of the Proposed Development has been developed with a view of the past, present and future grain and scale of the locality. Recognising the

prominence of the site and proposals, the design has sought to use massing and scale to add dynamism to the project. Removing right angles, and the use of chamfered corners, losses the traditional “back” of the building feeling and provides an engaging façade when viewed from all angles. The massing reduces on the upper floors to add further dynamism as the building meets the sky.

- 3.11 The scale of the building has been informed by the Manchester Piccadilly SRF, recognising the parameters for the site and indicative development in the wider context. As part of the SRF a number of indicative blocks are proposed; the blocks located adjacent to the application site range in height from 13-20 storeys, with the heights increasing towards the Store Street/ Sparkle Street Junction.
- 3.12 Siting at 15 storeys in height, the proposed development is complementary of adjacent developments 52 Store Street and Oxygen which are under construction or shortly to commence, and have provided a reference for the scale of the building, whilst the proximity to Piccadilly Village and the recommendations of the Manchester Piccadilly SRF have also informed an appropriate scale for the building.

MATERIALS AND APPEARANCE

- 3.13 Development of the materiality was initiated through responding to the historical context of Store Street as a place of industry with numerous mills, foundries and ironworks located in the vicinity of the site. The proposal's materiality complements the predominantly warm tones of the surrounding buildings, as well as referencing the area's history as a centre for metalworking.
- 3.14 Metalwork was selected as the primary material, for its colour, durability and finishing options, as well as the reference to the area's heritage. The facade is comprised of three panel types, composed to give variety and dynamism to complement the building's form.
- Solid gold coloured panels comprise the majority of the facade. Samples have been selected based on their uniformity and flatness to give a consistent, cast look.

- A perforated or printed frit gold panel, colour-matched to the solid gold panel provides depth and shadow to the facade.
- Lighter solid champagne coloured panels complement the gold. Proposals have considered a matte finish to these panels which would contrast the more metallic gold panels.

3.15 A solid base grounds the building, with a dark reconstituted stone finish complementing the metal panels above.

REFUSE STRATEGY

3.16 Facilities will be located in each apartment for the separation of waste to enable recycling. Residents will take their waste to the internal in store.

3.17 The proposed development, once operational, will employ a managed approach to the refuse store, in which bins will be double stacked for spatial efficiency, and regularly monitored and rotated by the building management team to allow residents to access all bins as required.

3.18 The refuse and recycling store is to be located internally, fully enclosed and no greater than 30m from the nearest apartment front door. On collection days, upon arrival of the collection vehicle, bins will be wheeled from the refuse store to the kerbside by the building management company for immediate emptying. Once emptied, bins are immediately returned to the refuse store, and will not be left unattended at the kerbside as this is a co-ordinated and managed strategy.

3.19 In line with the Manchester City Council, GD04 Waste Storage and Collection Guidance for New Developments (Version 6.00, September 2017) it has been calculated the 14no. bins will be required to serve the proposed development and will comprise a mixture of general refuse, pulpable recycling, mixed recycling and food waste, to be developed as the design progresses.

LANDSCAPING

3.20 A communal terrace is proposed on level 1, accessed from the communal lounge, which will provide a covered outdoor space for all residents to enjoy in all weathers.

- 3.21 At levels 1, 12 and 13 intimate private terraces will provide residents with direct access to outdoor space with room for outdoor furniture and potted plants. The private terraces will have a simple and elegant palette of materials which complement the materiality of the building.
- 3.22 The triplex apartment will also benefit from a large, roof-top terrace. The terrace will incorporate shade structures and raised planting beds to loosely define areas for relaxing, socialising and outdoor dining. The palette of shrubs, perennials and ornamental grasses will create seasonal variation and year-round interest, attract pollinators and be suitable for the microclimate of the roof terraces.
- 3.23 Investigations have taken place into the feasibility of providing street trees in the pavement outside the proposed development. Ground penetrating radar survey has discovered that the pavement is fully occupied by numerous utility services (please refer to submitted drawing G21208-01). Further, during pre-application consultation with HS2, it was confirmed that whilst the site is outwith any land required to deliver HS2, the street itself is a 'surface' requirement for the provision of utilities. It is not therefore possible to provide street trees with the development.

ACCESS AND PARKING

- 3.24 The main entrance is to be located on Store Street and features recessed glazing to be clearly articulated and visible on approach, allowing good lighting to enhance security. All access controls will be within reach to all users.
- 3.25 Vehicular access to the development will also be taken via Store Street. Two disabled parking spaces are to be located to the west of the building, accessed via a secure gate. A turntable will be provided to ensure that vehicles can access and egress in forward gear. The parking area is served by a secondary residents' entrance, which can also be used to access the cycle store.
- 3.26 An internal, fully secure cycle store is provided at Ground Floor level and will contain space for 54 No. cycle spaces. Access to the cycle store is achieved initially via secure door, from the parking area. The parking area being

accessed via a secure vehicle gate, which is in clear view of the reception desk and access controlled. Visitor cycle storage for three bikes is provided in a secure, sheltered location near the rear entrance of the building within the secure parking zone.

- 3.27 A transport statement has been prepared by SK Transport and submitted following consultation with highways officers in support of the planning application.

STATEMENT OF CONSULTATION

- 3.28 Consistent with the Council's Adopted Statement of Community Involvement (Adopted 11th June 2018) and best practice, the applicant has undertaken pre-application discussions with senior officers of the local planning authority.
- 3.29 This process enabled the required supporting documentation to be agreed (summarised earlier) and advice received has been used to inform the proposals presented in this application. The development accords with the council's aspirations for the area and full consideration has been made of all comments received at the Pre-App stage and the scheme has progressed and been revised as a result of the comments made.
- 3.30 In determining the appropriate approach to pre-application consultation, both the Applicant and their main professional advisors have sought to adopt a 'best practice' approach to both design and delivery. Pre-application discussions with Manchester City Council commenced in advance of the submission of the application.
- 3.31 Consultation has also taken place with local residents and businesses, and elected Members. This process took place over 6 months commencing with notifying neighbours of the launch of a consultation website in June 2021. A further mailshot was sent to neighbours in November 2021 advising them of changes to the website and the hosting of an online webinar when members of the team would provide information and be available for questions. Feedback was obtained and considered amongst the design team. A full analysis is documented in the Statement of Community Involvement. Briefing meetings also took place Cllr Jon-Connor Lyons (Ward Member), Cllr Sam

Wheeler (Ward Member), and Cllr Gavin White (Executive Member for Housing and Employment).

4. STRATEGIC AND PLANNING POLICY CONTEXT

- 4.1 There are numerous policy, guidance and strategy documents relevant to the development which have helped to shape and influence the proposals from their inception to their final form. Such documents are set out below.
- 4.2 The key planning policy framework for assessing the acceptability of the proposals is contained within the Development Plan. Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that when determining a planning application local planning authorities must make their determination in accordance with the development plan unless material considerations indicate otherwise. The development plan currently consists of the Manchester Core Strategy (adopted July 2012), and the saved policies of the Manchester UDP (adopted July 1995).
- 4.3 The text below summarises the relevant strategy, guidance and policy documents, including the Development Plan, and explains how the development addresses and contributes to the identified objectives.

NATIONAL PLANNING POLICY

NATIONAL PLANNING POLICY FRAMEWORK (2019) (NPPF)

- 4.4 The National Planning Policy Framework (NPPF) was published in July 2019 and supersedes all previous versions of national planning policy guidance documents. The NPPF sets out the government's requirements and objectives for the planning system in England, in order to ensure that decision making is positive, sustainable and provides for necessary development in the right areas. It is a material consideration in planning decisions.
- 4.5 The NPPF has a clear presumption in favour of sustainable development at its heart (para 11). Sustainable development means that the planning system pursues economic, social and environmental objectives (para 8), although they are not criteria against which every decision can or should be judged (para 9). Local planning authorities should approach decisions on proposed development in a positive and creative way, with decision-makers at every level required to seek to approve applications for sustainable development where possible (para 38).

- 4.6 Section 4 of the NPPF relates to 'Decision Making'. Paragraph 38 states that Local planning authorities should approach decisions on proposed development in a positive and creative way, with decision-makers at every level required to seek to approve applications for sustainable development where possible. They should use the full range of planning tools available, including brownfield registers and permission in principle, and work proactively with applicants to secure developments that will improve the economic, social and environmental conditions of the area.
- 4.7 Section 5 of the NPPF focuses on delivering a sufficient supply of housing. Within this section it is set out how Local Planning Authorities should plan to implement planning policies and how these should be produced in order to meet needs in relation to type, size and tenure of housing (Paragraph 61). In summary it is the government's objective to significantly boost the supply of homes through utilisation of a sufficient variety of land types which can come forward to meet the needs of various groups with specific needs as outlined in Paragraph 60.
- 4.8 Section 7 of the NPPF relates to ensuring the vitality of Town Centres. The proposal would develop a currently underutilised site within the heart of the city centre, and add to the vibrancy of the city centre.
- 4.9 Section 8 of the promotes healthy and safe communities. As part of this paragraph 92 states that planning decisions should aim to achieve healthy, inclusive and safe places which: promote social interaction through design features including the creation of active frontages; are safe and accessible, so that crime, disorder and fear of crime don't undermine quality of life or community cohesion; and enable and support healthy lifestyles, especially where this would address identified local health and well-being needs, such as through the provision of accessible green space, shops and layouts that encourage walking and cycling.
- 4.10 Section 9 of the NPPF relates to the promotion of sustainable transport. Paragraph 104 highlights that significant development should be focussed on locations which are or can be made sustainable, through limiting the need to travel and offering a genuine choice of transport modes. This will support reductions in emissions and reduce congestion. The site is located in order to

make best use of existing sustainable transport modes and being located in the city centre is in easy reach of many services and facilities.

- 4.11 Paragraph 111 states that, 'Development should only be prevented or refused on transport grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe'.
- 4.12 Development should prioritise pedestrian and cycle movements; facilitate access to high quality public transport; address the needs of those with disabilities and reduced mobility; create places that are safe, secure and attractive with minimal scope for conflicts between various road users; allow for efficient delivery of goods and emergency access; and be designed to enable charging of plug-in and other ultralow emission vehicles (Paragraph 112). Development generating significant movement should provide a travel plan (Paragraph 113).
- 4.13 Section 11 of the NPPF related to 'Making Effective Use of Land'. Planning decisions should promote the effective use of land by making as much use as possible of previously-developed land (Paragraph 119). Further, decisions should; use mixed-use schemes and take opportunities to achieve net environmental gains, give substantial weight to the value of using suitable brownfield land within settlements for homes and other identified needs, support appropriate opportunities to remediate derelict land, and supporting the development of under-utilised land especially, where this would help meet identified housing needs , and promote and support the development of under-utilised land and buildings (Paragraph 120).
- 4.14 Paragraph 124 states that planning policies and decisions should support development that makes efficient use of land, taking into account: the identified need for different types of housing and other forms of development, and the availability of land suitable for accommodating it; local market conditions and viability; the availability and capacity of infrastructure and services; the desirability of maintaining an area's prevailing character and setting, or of promoting regeneration and change; and the importance of securing well-designed, attractive and healthy places.

4.15 Section 12 of the NPPF relates to achieving well-designed places. Paragraph 126 in particular states that the creation of high-quality buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities. In summary planning policies and decisions should ensure that developments:

- will function well and add to the overall quality of the area;
- are visually attractive as a result of good architecture, layout and appropriate landscaping;
- are sympathetic to local character and history, including the surrounding built environment and landscape setting, whilst not preventing or discouraging appropriate innovation or change;
- establish or maintain a strong sense of place;
- optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development and support local facilities and transport networks; and
- create places that are safe, inclusive and accessible and which promote health and well-being.

4.16 Paragraph 132 - Design quality should be considered throughout the evolution and assessment of individual proposals. Early discussion between applicants, the local planning authority and local community about the design and style of emerging schemes is important for clarifying expectations and reconciling local and commercial interests. Applicants should work closely with those affected by their proposals to evolve designs that take account of the views of the community. Applications that can demonstrate early, proactive and effective engagement with the community should be looked on more favourably than those that cannot.

4.17 Section 14 of the NPPF advises in relation to addressing the need to meet the challenges of climate change. New development should avoid increasing vulnerability to the range of impacts arising from climate change. It should also be planned in ways which can help reduce greenhouse gas emissions, such as through location, orientation and design as discussed in paragraph 154. The

use and supply of renewable and low carbon energy and heat should be increased (paragraph 155).

- 4.18 In addition to the above, paragraph 157 sets out that when determining planning applications local authorities should expect new development to comply with development plan policies on local requirements for decentralised energy supply unless it can be demonstrated by the applicant that it is not a feasible requirement in respect of the development. New development should also be expected to take account of landform, layout, building orientation, massing and landscaping to minimise energy consumption.
- 4.19 Paragraph 167 relates to flood risk and states that developments should not increase flood risk. Major developments should incorporate sustainable drainage systems (paragraph 169).
- 4.20 Section 15 of the NPPF deals with conserving and enhancing the natural environment. Planning decisions should contribute to and enhance the natural and local environment by avoiding unacceptable levels of soil, air, water or noise pollution. Additionally, proposals should seek to remediate and mitigate despoiled, degraded, derelict, contaminated and unstable land and provide net gains for biodiversity (Paragraph 174).
- 4.21 Section 16 sets out policy requirements in relation to the historic environment. Heritage assets are an irreplaceable resource and should be conserved in a manner appropriate to their significance (paragraph 189). Applicants must describe the significance of affected heritage assets including any contribution made by their setting including archaeological interest as necessary (paragraph 194). The level of detail should be proportionate to the assets' importance.
- 4.22 Paragraph 195 then goes on to state that local planning authorities should identify and assess the particular significance of a heritage asset that may be affected by a proposal, to consider 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. Local authorities should take into account the desirability of sustaining and enhancing the significance of

heritage assets; the positive contribution that conservation can make to sustainable communities; and the desirability of new development making a positive contribution to local character and distinctiveness (paragraph 197).

4.23 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), irrespective of whether harm is substantial or less than substantial (para 199).

4.24 Local planning authorities should look for opportunities for new development in Conservation Areas and within the setting of heritage assets that enhance or better reveal significance. Proposals that preserve elements of setting that make a positive contribution should be treated favourably (paragraph 206).

NATIONAL PLANNING PRACTICE GUIDANCE (NPPG)

4.25 The NPPG is a material consideration in the determination of planning applications. It states that good design is integral to sustainable development and requires the creation of places that work well for everyone and are adaptable for the long term. It identifies key design issues including local character, safe efficient streets, crime prevention, access and inclusion, and cohesive and vibrant neighbourhoods.

4.26 Of particular relevance to this application is the Design: Process and Tools section. This states (Paragraph: 001 Reference ID: 26-001-20191001) that well designed places can be achieved through proactive and collaborative working at all stages of the opening process. Good design is considered under the following ten principles, as set out in the National Design Guide:

- Context;
- Identity;
- Built form;
- Movement;
- Nature;
- Public spaces;
- Uses;

- Homes and buildings;
- Resources; and
- Lifespan.

REGIONAL DOCUMENTS

THE GREATER MANCHESTER LOCAL ECONOMIC ASSESSMENT (LEA) (2011)

- 4.27 Produced by New Economy, this report identifies that following strong growth over the past decade, Greater Manchester today is one of the fastest growing City Regions in Europe, and in economic terms is the leading regional city in the UK.
- 4.28 Greater Manchester accounts for over 40% of the GVA for the North of England and is central to the nation's growth strategy and to the Government's objective to counter-balance the economic draw of London and the South-East. Greater Manchester also falls within the top 20% largest economies (by GVA) in the European Union.
- 4.29 Greater Manchester's economic growth has been driven by the large scale, rapid expansion of the service sector, particularly financial and professional services. This sector has contributed 45% of all GVA growth across Greater Manchester over the decade prior to the recession, rising even higher in the conurbation core, making the conurbation a centre for financial and professional services of national significance.
- 4.30 The proposed scheme will contribute to the growth of Manchester and its status as one of the fastest growing and most prominent regional cities in the UK. At its core the development seeks to support the investment in the City Centre that will contribute to regeneration at the heart of the city centre.

GREATER MANCHESTER STRATEGY, STRONGER TOGETHER (2013)

- 4.31 The Greater Manchester Strategy, Stronger Together (2013), is the sustainable community strategy for the Greater Manchester (GM) City Region. It was originally prepared in 2009 as a response to the Manchester Independent Economic Review (MIER) and was led by global experts. It is the most robust analysis ever undertaken of a city. MIER identified Manchester as the best

placed city outside London to increase its long-term growth rate based on its size and productive potential.

- 4.32 The vision for Greater Manchester is that by 2020, the City Region will have pioneered a new model for sustainable economic growth based around a more connected, talented and greener City Region, where all its residents are able to contribute to, and benefit from, sustained prosperity and a high quality of life.
- 4.33 To achieve these ambitions, the Strategy sets out a programme of vigorous collective action based on reforming public services and driving sustainable economic growth to deliver prosperity for all.
- 4.34 The GM Strategy will guide the work of the Greater Manchester Combined Authority (GMCA) and the GM Local Enterprise Partnership going forward and sets the broad objectives for other Greater Manchester bodies, such as Transport for Greater Manchester, the Low Carbon Hub and other key partnerships. It also helps inform wider public policy across the city region.
- 4.35 The application proposals will meet or contribute towards meeting a number of the strategy's 'Creating the Conditions for Growth' priorities, including:
- revitalising the City Centre;
 - stimulating and reshaping the housing market;
 - improving connectivity locally; and
 - building the Manchester global brand.
- 4.36 The residential apartments proposed, which will be of the highest quality with generous sizing and premium quality fit out, will encourage new companies to locate to the city, attracted by the availability of quality accommodation on offer for company executives.

PLACES FOR EVERYONE – CONSULTATION DRAFT (AUGUST 2021)

- 4.37 The plan is the result of a process that began as the Greater Manchester Spatial Framework (GMSF) in 2014. After the withdrawal of Stockport Council from the GMSF, the nine districts (Bolton, Bury, Manchester, Oldham, Rochdale,

Salford, Tameside, Trafford and Wigan) decided to continue to produce a joint plan.

4.38 Places for Everyone is therefore a joint development plan of nine Greater Manchester districts, that builds upon the work already undertaken as part of the GMSF and sets out the approach to housing and employment land across Greater Manchester for the next 20 years.

4.39 The first draft of Places for Everyone was released in August 2021 and was subject to a period of public consultation (9th August – 3rd October 2021). The comments received are currently being considered before a final draft will be produced for submission to the Planning Inspectorate for examination. As the Plan is still under consultation it would not be pertinent to assess the application against the policies within it as these hold little material weight in determining planning applications. Nonetheless, Places for Everyone is important in that it underscores the regional role of the City and as such the proposals should look to be in line with its aspirations. Places for Everyone will:

- set out how the nine boroughs should develop up until 2037;
- identify the amount of new development that will come forward across the 9 districts, in terms of housing, offices, and industry and warehousing, and the main areas in which this will be focused;
- support the delivery of key infrastructure, such as transport and utilities;
- protect the important environmental assets across the city region;
- allocate sites for employment and housing outside of the existing urban area; and
- define a new Green Belt boundary for Greater Manchester

4.40 The revised Plan is split into 12 chapters. These chapters follows the same pattern as the draft GMSF (2019) and can be split into the following key topic areas.

- **Vision and strategy** – The vision builds on the Greater Manchester Strategy (GMS) and sets out how Greater Manchester is planning to meet levels of growth well above baseline forecasts. Places for Everyone supports long term prosperity as well as meeting short term needs and seeks to ensure that all places and all residents share in the

benefits of growth at the same time as building a resilient Greater Manchester, improving the green infrastructure network, reducing carbon emissions, addressing air quality and reducing flood risk. Places for Everyone is looking to accommodate at least 1,900,000 sqm of new office floor space and over 170,000 new jobs, to accommodate anticipated growth across all sectors. In addition Place for Everyone is seeking to provide 164,880 new homes between 2021-37. There is a strong and continuing emphasis on directing new development to brownfield land in urban locations, with a reduced emphasis on any Green Belt release in the latest draft.

- **Strategic locations for development** – Places for Everyone aims to provide opportunities for development across the whole of Greater Manchester. A small number of locations however will make a disproportionate contribution to economic growth. These include the City Centre, The Quays, Manchester Airport as well as principal town centres. Whilst the majority of new jobs are forecast to be within these existing employment centres, the Place for Everyone provides an opportunity to improve and modernise the Greater Manchester employment land offer particularly around industry, warehousing and logistics. Significant expansion of established locations such as the Northern Gateway (building on the Heywood/Pilsworth, Stakehill and Kingsway brands); Western Gateway (Port Salford, Carrington) and Eastern Gateway (Ashton Moss, M67) as well as the M61, M6 and East Lancs corridors will improve the competitive position of Greater Manchester and help to foster sustainable, inclusive growth across the conurbation.
- **Thematic policies** – The draft Places for Everyone contains a suite of policies addressing economic, social and environmental issues for example, housing distribution, green infrastructure, flooding, carbon reduction, resilience and air quality. These policies are high level and strategic and the detail of how they are applied at district level will be set out in local plans and strategies.

- **Site allocations** - Sites that are to be released from the Green Belt will be 'allocated' within the Places for Everyone and there is a set of allocation policies setting out the approach to development of these sites.

- 4.41 The key policies relevant to the development proposals include Policy JP-Strat 2 – City Centre. This recognises the City Centre as the most significant economic location in the country outside of London, and that it will be strengthened considerably. The City Centre will continue to provide the primary focus for business, retail, leisure, culture and tourism activity in Greater Manchester, but the increasingly important residential role of the City Centre will be expanded considerably by a range of high density new homes, supported by necessary infrastructure.
- 4.42 Improvements in the public realm, walking and cycling facilities, and green infrastructure will help to enhance the local character and environmental quality of the City Centre so that it can rival city centres across the globe, enabling it to compete effectively at the international level for investment, businesses, skilled workers, residents and tourists. Over the period 2020-2037, around 56,000 new dwellings has been identified within the City Centre.
- 4.43 **Policy JP-H4 Density of New Housing** states that new housing should be delivered at densities appropriate to their location reflecting the accessibility of the site through walking, cycling, and public transport in accordance with minimum densities set out in the policy. There will be a very strong focus on the regeneration of urban areas across Greater Manchester.
- 4.44 **Chapter 7** of Places for Everyone deals with the housing needs. The housing needs and desired densities are set out in the policies within this chapter, as well as the planned distribution of additional homes across the Plan area. Manchester is required to provide 84% apartments and 16% houses (2020-2037).
- 4.45 The document also contains strategic policies relating to carbon emissions (**Policy JP-S 2**), resilience (**Policy JP-S 4**), Flood Risk and The Water Environment (**Policy JP-S 5**) clean air (**Policy JP-S 6**), sustainable places (**Policy JP-P1**),

heritage (**Policy JP-P 2**), health (**Policy JP-P 6**), and social inclusion under policies **JP-C 1** (World-class connectivity) **JP-C4** (Streets for All).

LOCAL DOCUMENTS

- 3.1 Relevant local documents comprise a range of strategies prepared by a number of different organisations within Manchester. These provide useful context to the development proposals and in some cases the proposals will be considered against the policies they contain. These documents do not form part of the development plan however and therefore the weight to be attributed to them should be proportionate, among other things, to their relevance, stage of preparation and level of public scrutiny.

OUR MANCHESTER STRATEGY (2016-2025)

- 4.46 The Manchester Strategy, published by Manchester City Council, sets a long term vision for Manchester's future and describes how it will be achieved. It provides a framework for actions by partners working across Manchester – public sector organisations, businesses, the voluntary sector and communities. It is not a strategy for Manchester City Council, but for Manchester. The document states that everyone has a role to play in making Manchester the best it can be. The development of the strategy has been overseen by the Manchester Leaders Forum. This is a group drawn from stakeholders across the city, established in June 2014 with the express intention of shaping the long-term strategy for Manchester and monitoring its implementation. There has been an extensive consultation process with residents, businesses and partner organisations, which have, in large numbers, offered their views about the future of the city.
- 4.47 The Vision within the strategy sets out that by 2025 Manchester will:
- Have a competitive, dynamic and sustainable economy that draws on distinctive strengths in science, advanced manufacturing, culture, and creative and digital business – cultivating and encouraging new ideas;
 - Possess highly skilled, enterprising and industrious people;
 - Be connected, internationally and within the UK;
 - Play its full part in limiting the impacts of climate change;

- Be a place where residents from all backgrounds feel safe, can aspire, succeed and live well; and
- Be clean, attractive, culturally rich, outward-looking and welcoming

4.48 The Strategy will support changes to the city so that there is space for businesses to grow. This will be done in a way that will respect the heritage of the city, including finding new uses for existing buildings while designing outstanding new buildings, as is proposed. The Strategy recognises that a good supply of well-designed office space for large businesses and professional services will be needed. Commercial development will continue across the core of the city centre, with major developments progressing at NOMA, First Street and around the Civic Quarter.

MANCHESTER CLIMATE CHANGE ACTION PLAN (2016)

4.49 Manchester is a city committed to action on climate change. Following public consultation, in January 2016, just one month after the Paris Agreement, Manchester published its latest commitment on climate change; 'to become a zero carbon city by 2050'. It was published as part of the Our Manchester Strategy for 2016-25. Since then in November 2018, based on the 'Playing Our Full Part' paper, produced by the Tyndall Centre, a leading climate research centre, the target was tightened to achieve the 'Zero Carbon City' status by 2038. In July 2019 the Council declared a climate emergency. This will ensure that climate change is at the heart of all decision making.

4.50 The document identifies that to become zero carbon is a big commitment but doing so will ensure Manchester plays its part in limiting the global average temperature increase to between 1.5-2 °C, from pre-industrial levels. The draft Manchester Climate Change Strategy for 2017-50 and Implementation Plan for 2017-20 are currently in development. These will set out in detail the steps required to become a zero carbon, climate resilient city. Headline steps have been developed and these include:

LIVING IN MANCHESTER

- Homes will be highly energy efficient with low energy bills and will be powered by clean energy.

- Neighbourhoods will have well-maintained green spaces providing spaces to relax, play and socialise
- Homes will be protected from flooding.

WORKING IN MANCHESTER

- Increasing numbers of secure, well-paid jobs for home-grown talent and workers from overseas will be available in Manchester's low carbon and environmental goods and services sector, which will continue to grow year on year.

INNOVATING, INVESTING AND GROWING

- Manchester will be recognised as an exemplar for its zero carbon, climate resilient developments.
- Investors will be drawn to Manchester for its ecosystem of forward-looking public and private sector partners, collectively looking for the next climate change investment opportunity.

VISITING MANCHESTER

- Low carbon architecture and high quality green spaces will combine with arts, culture and sporting attractions to draw visitors from around the UK and beyond.
- Visitors will be able to use Manchester as their base for moving easily around the UK and Europe by high-speed rail and air travel.

MANCHESTER CLIMATE CHANGE FRAMEWORK 2020-25

4.51 The Manchester Climate Change Framework 2020-25 is the city's high-level strategy for tackling climate change. It sets out how Manchester will 'play its full part in limiting the impacts of climate change', a commitment in the Our Manchester Strategy 2016-25. It has been produced by the Manchester Climate Change Partnership and Agency and sets out its aim, which is that 'Manchester will play its full part in limiting the impacts of climate change and create a healthy, green, socially just city where everyone can thrive'. The objectives and targets in the plan are as follows:

- Staying within carbon budgets - based on recommendations by the Tyndall Centre for Climate Change Research in 2020
- Climate adaptation and resilience
- Health and wellbeing
- Inclusive, zero carbon and climate resilient economy

4.52 Seven areas for action to meet the objectives and targets have been identified, these are:

- Buildings (existing and new)
- Renewable energy
- Transport and flying
- Food
- The things we buy and throw away
- Green infrastructure and nature-based solutions
- Supporting and enabling residents and organisations to act

4.53 The proposed development will play its part in contributing to Manchester meeting its ambitious climate change objectives. The proposed development will be constructed using modern, thermally efficient materials, to utilise renewable energy and is designed so as to limit its carbon output and thus impact on climate change.

STRATEGIC PLAN FOR MANCHESTER CITY CENTRE (2015-2018)

4.54 The plan recognises that Manchester and its city centre are competing internationally. It presents a vision for the city centre and sets out the strategic actions required to work towards its attainment over the period to 2018. The document embodies the City Council's latest thinking on the role of the City and is of importance therefore.

MANCHESTER RESIDENTIAL QUALITY GUIDANCE (2016)

4.55 This document sets out design standards to provide a clear direction on what is required to deliver sustainable neighbourhoods of choice where people will want to live and also raise the quality of life across Manchester. It outlines the considerations, qualities, and opportunities that will help to deliver high quality residential development as part of successful and sustainable neighbourhoods

across Manchester, without being prescriptive. It is interim Guidance within the context of the existing Core Strategy. The Council will be reviewing the Core Strategy over the next few years and intend for the Residential Design Quality Guidance to be referred to within the future design policy.

4.56 The document separates design into nine chapters, all entitled 'Make It' followed by their subject. These are:

1. Manchester: Understanding the character and qualities of the various parts of the city;
2. Bring People Together: Encourage a sense of community and neighbourliness;
3. Animate Street and Spaces: The interrelationship between buildings, streets and spaces in making a place feel safer and inviting;
4. Easy to Get Around: Ensuring that development is accessible, well connected and easy to get around;
5. Work with The Landscape: Enhancing and improving the connection with landscape and nature;
6. Practical: Dealing with the clutter of life;
7. Future Proof: Anticipate the impacts and effects of climate change that can make residential design more efficient;
8. Homes: Providing sufficient space, natural light and storage to allow people to settle down and flourish;
9. Happen: Ensuring that proposals are delivered as designed, well-constructed and sustainably built.

4.57 The guidance is based on a principle of 'Comply or Justify'. In this respect, deviation from the compliance elements set out within the document must provide robust and evidence-based justification.

**GUIDE TO DEVELOPMENT IN MANCHESTER SUPPLEMENTARY PLANNING
DOCUMENT AND PLANNING GUIDANCE (2007).**

4.58 The Guide to Development SPD is a material consideration in decision making and sets out the design principles and standards that the City Council expects new development to achieve.

- 4.59 Part 1 of the SPD refers to design principles and standards such as in relation to high quality developments that are safe, secure and accessible to all.
- 4.60 Firstly, buildings height should be carefully considered. It is important that new developments are of an appropriate height having regard to location, character of the area and specific site circumstances and local effects, such as microclimatic ones.
- 4.61 The SPD states that proposals should seek to ensure that the uses of buildings reflect their purpose and the place in which they are located. Development should enliven and define neighbourhoods and promote a sense of place. Development should have regard for the location of sustainable public transport and its proximity.
- 4.62 The document goes on to state that developments that remain flexible and allow for new users and functions will be supported. Internal space within buildings should be designed such that it retains a long-term flexibility for adaptation for use by future users.
- 4.63 The Council will expect developers to comply with the standards detailed in its "Design for Access 2" Manual, and to produce an access statement, which identifies the philosophy and approach to inclusive design.
- 4.64 In relation to crime issues, the SPD requires that prevention measures should be demonstrated, and include the promotion of informal surveillance, CCTV, good lighting and stewardship.

PROVIDING FOR HOUSING CHOICE SPD (2007)

- 4.65 This document provides planning guidance in relation to the mix of new housing provision required in Manchester. The SPD highlights that a core driver of success will be the creation of "Neighbourhoods of Choice" with truly sustainable communities where people choose to live because of the quality of life on offer. Through the creation of neighbourhoods of choice, the City will succeed in delivering the household growth needed to underpin the City Region's economic growth potential. This will require an integrated and planned approach that can ensure that there are quality public services in the right location, along with quality local amenities, a choice of housing, a quality

local environment and low levels of crime and disorder. One of the central themes in the 'Neighbourhoods of Choice' vision is that there will be wide choice of housing, including across tenures; with higher levels of home ownership than currently exist and higher overall property values. The needs of existing residents should also be met.

MANCHESTER PICCADILLY STRATEGIC REGENERATION FRAMEWORK (2018)

- 4.66 This is reviewed in full in Section 2.

DEVELOPMENT PLAN

- 4.67 As outlined earlier, Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that planning applications be determined in accordance with the statutory development plan, unless material considerations indicate otherwise. For development management decisions, the development plan for Manchester currently comprises the Core Strategy and saved policies of the Manchester Unitary Development Plan.

MANCHESTER CORE STRATEGY (2012)

- 4.68 Manchester's Core Strategy was adopted in July 2012 and is the key Development Plan Document in the Local Development Framework (LDF). It replaces significant elements of the existing Unitary Development Plan as the document that sets out the long term strategic policies for Manchester's future development and forms the framework against which planning applications will be assessed.
- 4.69 The adopted Core Strategy contains a number of Strategic Spatial Objectives that form the basis of the policies contained therein. Those which are of relevance to the M1 Piccadilly development proposals are as follows:
- 4.70 **SO1 Spatial Principles** – This seeks to provide a framework within which the sustainable development of the City can contribute to halting climate change.

- 4.71 **SO3. Housing** - This supports the provision for a significant increase in high quality housing provision at **sustainable** locations throughout the City, to both address demographic needs and to support economic growth.
- 4.72 **SO3. Housing** - This supports the provision for a significant increase in high quality housing provision at sustainable locations throughout the City, to both address demographic needs and to support economic growth.
- 4.73 **SO6 Environment** – This seeks to protect and enhance both the natural and built environment of the City and ensure the sustainable use of natural resources, in order to mitigate and adapt to climate change, support biodiversity and **wildlife**, improve air, water and land quality, recreational opportunities and provide networks of high quality green infrastructure, ensuring that the City is inclusive and attractive to residents, workers, investors and visitors.
- 4.74 Having regard to the above, the following Core Strategy policies are considered relevant to this application:
- Policy SP1 Spatial Principles
 - Policy EC3 Regional Centre
 - Policy CC3 Housing
 - Policy CC5 Transport
 - Policy CC6 City Centre High Density Development
 - Policy CC8 Change and Renewal
 - Policy CC9 Design and Heritage
 - Policy CC10 A Place for Everyone
 - Policy H1 Overall Housing Provision
 - Policy H8 Affordable Housing
 - Policy T1 Sustainable Transport
 - Policy T2 Accessible areas of opportunity and need
 - Policy EN1 Design Principles and Strategic Character Areas
 - Policy EN1 Tall Buildings
 - Policy EN3 Heritage
 - Policy EN4 Reducing CO2 Emissions by Enabling Low and Zero Carbon Development

- Policy EN6 Target Framework for CO2 Reductions from Low or Zero Carbon Energy Supplies
- Policy EN8 Adaption to Climate Change
- Policy EN14 Flood Risk
- Policy EN15 Biodiversity and Geological Conservation
- Policy EN16 Air Quality
- Policy EN17 Water Quality
- Policy EN19 Waste
- Policy DM1 Development Management

4.75 **Policy SP1** sets out the key spatial principles which will guide the strategic development of Manchester to 2027. It sets out that the Regional Centre will be the focus for economic and commercial development, retail, leisure and cultural activity, alongside high quality city living.

4.76 **Policy EC3** identifies that housing will be an appropriate within the Regional Centre although this should complement the development of mixed use employment areas. Subject to site and location details, the Regional Centre will generally be a location where higher density residential development is appropriate.

4.77 **Policy CC3** identifies that the City Centre will see the most intensive development of housing in the City, with a minimum of 16,500 new units expected between 2010-2027. Key locations for the residential development will be Castlefield, Piccadilly, the Southern Gateway and the Northern Quarter. Residential development in the City Centre will comprise apartment schemes. The Council will encourage accommodation of a high standard which offers accommodation which is large enough to suit a range of occupants, in terms of both the number of rooms and their size.

4.78 **Policy CC5** requires developers to work with public transport providers to ensure that all users are able to access development by sustainable means, especially taking account of times when developments are likely to be busiest. The Council will seek to ensure that development includes adequate parking provision for cars and bicycles.

- 4.79 **Policy CC6** sets out that City Centre development should generally be high-density and in a location where land should be used to maximise its efficiency. The appropriate scale, massing and height of development in the City Centre will significantly exceed what is appropriate elsewhere in the City.
- 4.80 **Policy CC8** identifies that within areas identified for large-scale redevelopment proposals will be expected to be prepared within an approved development framework. New development should fully exploit opportunities to contribute to the improvement of the City Centre in terms of character and function, taking account of other policies in the Core Strategy.
- 4.81 **Policy CC9** requires the design of new buildings to be of the highest standard in terms of appearance and function. Development in Manchester City Centre should preserve or enhance the heritage assets that have been identified, including listed buildings, conservation areas and scheduled ancient monuments. The Council will support high density and mixed-use development in the City Centre, but developers must recognise the specific design challenges that must be overcome to ensure complementarity of function and form.
- 4.82 **Policy CC10** sets out how the City Centre will develop as a location which appeal to a wide range of residents and visitors. Development which promotes this objective will be supported.
- 4.83 **Policy H1** sets out a distribution for planned housing growth to 2027, with the city centre expected to provide 16,500 net additional dwellings. It also identifies that high density developments (over 75 units per hectare) are appropriate in both the City Centre and parts of the Regional Centre given the accessible location.
- 4.84 **Policy H8** requires affordable housing or an equivalent financial contribution, for all residential developments on sites of 0.3 hectares and above or where 15 or more units are proposed.
- 4.85 **Policy T1** sets out that the council will support proposals that improve choice by developing alternatives to the car; Improve pedestrian routes and the pedestrian environment; facilitate modes of transport that reduce carbon

emissions e.g by incorporating charging points for electric vehicles, subject to their appropriate design and location; and would reduce the negative impacts of road traffic, for example, congestion, air pollution and road accident casualties.

4.86 **Policy T2** requires proposals within the City Centre to provide a level of car parking which reflects the highly accessible nature of the location, as well as the realistic requirements of the users of the development.

4.87 **Policy EN1** identifies that all development in Manchester will be expected to follow the seven principles of urban design (below) and have regard to the strategic character area in which the development is located. Opportunities for good design to enhance the overall image of the City should be fully realised. Within the City Centre developers will be expected to consider the City's heritage and continue the rich pattern of activity in the core area. While there will be opportunities to create landmark buildings, developments should also contribute positively to the experience of all at street level.

Policy EN2 identifies that proposals for tall buildings will be supported where it can be demonstrated that they:

- Are of excellent design quality;
- Are appropriately located;
- Contribute positively to sustainability;
- Contribute positively to place making, for example as a landmark, by terminating a view, or by signposting a facility of significance; and
- Will bring significant regeneration benefits.

4.88 A fundamental design objective will be to ensure that tall buildings complement the City's key existing building assets and make a positive contribution to the evolution of a unique, attractive and distinctive Manchester, including to its skyline and approach views. By their very size tall buildings can have a significant impact on the local environment and its micro-climate. It is therefore expected that this impact be modelled and that submissions for tall buildings also include appropriate measures to create an attractive, pedestrian friendly local environment.

- 4.89 **Policy EN3** requires new developments to be designed so as to support the Council in preserving or, where possible, enhancing the historic environment, the character, setting and accessibility of areas and buildings of acknowledged importance, including scheduled ancient monuments, listed buildings, registered parks and gardens, conservation areas and archaeological remains.
- 4.90 **Policy EN4** requires all development to follow the principle of the Energy Hierarchy, being designed:
- to reduce the need for energy through design features that provide passive heating, natural lighting and cooling;
 - to reduce the need for energy through energy efficient features such as improved insulation and glazing; and
 - to meet residual energy requirements through the use of low or zero carbon energy generating technologies.
- 4.91 **Policy EN6** sets out that residential development of 10 or more units will be expected as a minimum to meet the minimum domestic CO₂ emissions reduction targets unless this can be shown not to be viable. This should be demonstrated through an energy statement, submitted as part of the Design and Access Statement. Such a statement will be expected to set out the projected regulated energy demand and associated CO₂ emissions for all phases of the development.
- 4.92 **Policy EN8** expects all new development to be adaptable to climate change in terms of the design, layout, siting and function of both buildings and associated external spaces. Developers will be permitted to use green infrastructure elements such as green roofs, green walls, street trees and waterways to contribute to compliance with CO₂ mitigation under **Policy EN6**, subject to sufficient evidence to quantify their contribution to compliance.
- 4.93 **Policy EN14** sets out that Development should be directed away from sites at the greatest risk of flooding, and towards sites with little or no risk of flooding; this should take account of all sources of flooding identified in the Manchester-Salford-Trafford Strategic Flood Risk Assessment (SFRA). All new development

should minimise surface water runoff, including through Sustainable Drainage Systems (SUDS) and the appropriate use of Green Infrastructure

- 4.94 **Policy EN15** seeks to maintain or enhance sites of biodiversity and geological value throughout the City. Developers will be expected to identify and implement reasonable opportunities to enhance, restore or create new biodiversity, either on-site or adjacent to the site, contributing to linkages between valuable or potentially valuable habitat areas where appropriate. Any adverse impacts on biodiversity will need to be justified against the wider benefits of the proposal, assessed against other LDF policies. Where adverse impacts are unavoidable, developers will be required to provide appropriate mitigation and/or compensation.
- 4.95 **Policy EN16** seeks to improve the air quality within Manchester. Developers will be expected to take measures to minimise and mitigate the local impact of emissions from traffic generated by the development, as well as emissions created by the use of the development itself, including from Combined Heat and Power and biomass plant. When assessing the appropriateness of locations for new development the Council will consider the impacts on air quality, alongside other plan objectives. This includes cumulative impacts, particularly in Air Quality Management Areas.
- 4.96 **Policy EN17** sets out that development should avoid any adverse impact on water quality, including during the construction phase, and wherever possible should seek to enhance water quality, both chemical and ecological; development should minimise surface water run-off from development and associated roads, and maximise the use of appropriate sustainable drainage systems, to minimise groundwater contamination, and to avoid pollutants reaching watercourses; development close to a watercourse should also ensure that waste or litter cannot enter the watercourse from the site; development should, where feasible and appropriate, seek to open up any culverted or hidden watercourse beneath the site to improve the ecological status of that watercourse.
- 4.97 **Policy EN19** identifies that all developers should demonstrate the proposal's consistency with the principles of the waste hierarchy (prevention, reduction, re-use, recycling/composting, energy recovery, final disposal) and submit a

waste management plan to demonstrate how both construction and demolition waste will be minimised and recycled on site wherever possible and how the sustainable waste management needs of the end user will be met.

3.2 **Policy DM1** requires all development to have regard for the following specific issues for which more detailed guidance may be given within a supplementary planning document:

- Appropriate siting, layout, scale, form, massing, materials and detail. Impact on the surrounding areas in terms of the design, scale and appearance of the proposed development. Development should have regard to the character of the surrounding area.
- Effects on amenity, including privacy, light, noise, vibration, air quality, odours, litter, vermin, birds, road safety and traffic generation. This could also include proposals which would be sensitive to existing environmental conditions, such as noise.
- Accessibility: buildings and neighbourhoods fully accessible to disabled people, access to new development by sustainable transport modes.
- Community safety and crime prevention.
- Design for health.
- Adequacy of internal accommodation and external amenity space.
- Refuse storage and collection.
- Vehicular access and car parking.
- Effects relating to biodiversity, landscape, archaeological or built heritage.
- Green Infrastructure including open space, both public and private.
- The use of alternatives to peat-based products in landscaping/gardens within development schemes.
- Flood risk and drainage.
- Existing or proposed hazardous installations.
- Subject to scheme viability, developers will be required to demonstrate that new development incorporates sustainable construction techniques

MANCHESTER UNITARY DEVELOPMENT PLAN (1995)

- 4.98 The Manchester Unitary Development Plan (UDP) was adopted in 1995 and some policies remain extant notwithstanding the adoption of the Manchester Core Strategy and the NPPF. The saved policies most relevant to this proposal are:
- 4.99 **Policy DC7** New Housing Development which sets out that the Council will negotiate with developers to ensure that new housing is accessible at ground floor level to disabled people, including those who use wheelchairs, wherever this is practicable. All new developments containing family homes will be expected to be designed so as to be safe areas within which children can play and, where appropriate, the Council will also expect play facilities to be provided.
- 4.100 **Policy DC26** Development and Noise which seeks to use the development control process to reduce the impact of noise on people living and working in, or visiting, the City. In giving effect to this intention, the Council will consider both: a. the effect of new development proposals which are likely to be generators of noise; and b. the implications of new development being exposed to existing noise sources which are effectively outside planning control.
- New noise-sensitive developments (including large-scale changes of use of existing land or buildings), such as housing, schools, hospitals or similar activities, will be permitted subject to their not being in locations which would expose them to high noise levels from existing uses or operations, unless the effects of the noise can realistically be reduced. In giving effect to this policy, the Council will take account both of noise exposure at the time of receiving a planning application and of any increase that may reasonably be expected in the foreseeable future.
- 4.101 Section 6 and 7 below consider the application proposals in themes against the policy context set out above.

5. TALL BUILDING STATEMENT

- 5.1 The application proposes a building of 15 storeys. This is a tall building within the local context and therefore it is necessary to assess the development against policies and guidance specifically aimed at tall buildings. The most important of these is adopted Core Strategy Policy EN2 and also the most recent Historic England Advice Note 'Tall buildings – Advice Note 4' (December 2015).
- 5.2 The Historic England Advice Note recognises the contribution that tall buildings can make to the skylines, image, character and identity of places. Further, Core Strategy Policy EN2 recognises the contribution that tall buildings can make to sustainability and regeneration. However, tall buildings which are not in the right place or well designed, by virtue of their size and widespread visibility, can also seriously harm the qualities that people value about a place.
- 5.3 The Guide to Development in Manchester SPD is also relevant to tall building proposals. This states that it is important that new developments are of an appropriate height having regard to location, character of the area and specific site circumstances and local effects, such as microclimatic ones.
- 5.4 The following sections consider the proposals against the structure of assessment set out in the Historic England document.

CONSULTATION

- 5.5 The Guidance advises that, in accordance with the NPPF, it's good practice to discuss proposals with the local planning authority (LPA) and other relevant parties, such as Historic England, prior to a planning application being submitted.
- 5.6 The application proposals have been subject to detailed pre-application discussions with officers of the City Council and such dialogue has resulted in the scheme being amended. Height was the subject of much discussion, within the context of the SRF and evolving local context. Originally a building of 17 storeys was proposed but during the pre-application process the applicant took the decision to reduce the height to 15 storeys. Further design articulation took place as a result of dialogue, with the corners of the building

being chamfered to soften its appearance and the proposed cladding being upgraded to anodised. Further details are provided within the Design and Access Statement.

- 5.7 Historic England was also consulted in the early stages of the proposals. It responded to advise that having studied previous responses to similar applications in the near vicinity, this was not a proposal with which it would need to be actively involved. Historic England however will be a statutory consultee once the application is submitted.
- 5.8 A meeting was held with HS2 on 14th April 2021. It made no comments on the proposals and advised that the development was not within a safeguarded zone to deliver the HS2 station, line or associated infrastructure.
- 5.9 Consultation has also taken place with local residents and businesses, and elected Members. This process took place over 6 months commencing with notifying neighbours of the launch of a consultation website in June 2021. A further mailshot was sent to neighbours in November 2021 advising them of changes to the website and the hosting of an online webinar when members of the team would provide information and be available for questions. Feedback was obtained and considered amongst the design team. A full analysis is documented in the Statement of Community Involvement. Briefing meetings also took place Cllr Jon-Connor Lyons (Ward Member) and Cllr Gavin White (Executive Member for Housing and Employment).

APPLICATION REQUIREMENTS

- 5.10 The Tall Buildings Guidance sets out a check list of information which is likely to be required to support a tall building application in order that its impact can be properly considered. This includes:-
- a Design and Access Statement,
 - a Heritage Assessment,
 - assessment of context (local and town- or city-wide),
 - assessment of cumulative impacts,
 - Environmental Impact Assessment, and
 - satisfaction of the following design criteria:-

- Architectural quality,
- Sustainable design and construction,
- Credibility of the design,
- Contribution to public space and facilities,
- Consideration of the impact on the local environment (and particularly at ground level), and
- Provision of a well-designed inclusive environment.

5.11 In terms of detailed design criteria, the Guidance advises that delivering architectural quality involves a consideration, amongst other things, of the building's:

- Scale
- Form and massing
- Proportion and silhouette
- Facing materials
- Detailed surface design
- Relationship to other structures
- Impact on streetscape and near views
- Impact on cityscape and distant views
- Impact on the skyline

5.12 and that proposals for tall buildings should have a positive relationship with:-

- Topography
- Character of place
- Heritage assets, particularly World Heritage Sites, and their settings
- Height and scale of development (immediate, intermediate and town- or city-wide)
- Urban grain and streetscape
- Open spaces
- Rivers and waterways
- Important views including prospects and panoramas
- The impact on the skyline

5.13 Given the likely impact of a tall building on a wide area, the Guidance states that it is important that social and environmental effects are assessed.

Consideration needs to be given to a tall building's contribution to public space and facilities. This applies both internally and externally, including the provision of a mix of uses (especially on the ground floor of towers), as part of a well-designed public realm.

5.14 Consideration of the impact on the local environment is also important, including microclimate, overshadowing, night-time appearance, light pollution, vehicle movements, the environment and amenity of those in the vicinity of the building, and the impact on the pedestrian experience. Well-designed tall buildings provide an inclusive environment, both internally and externally, taking opportunities to offer improved permeability, accessibility and, where appropriate, the opening up or effective closure of views to improve the legibility of the wider townscape.

5.15 The application documentation addresses these information requirements which are located within the following key documents;

- Design and Access Statement
- Green and Blue Infrastructure Assessment
- Daylight/ Sunlight Assessment
- Environmental Standards and Circular Economy Statement
- Heritage Assessment
- Transport Statement and Travel Plan
- TV and Radio Reception Survey
- Wind Assessment
- Town and Visual Impact Assessment

5.16 The exception to the requirements is that an Environmental Statement has not been prepared in respect of the proposals. This is because the proposals are not of such a scale that significant environmental impacts are anticipated. A Screening Request under the Environmental Impact Assessment regulations was made to the City Council on 18th June 2021. It replied on 30th June 2021 to confirm that an Environmental Statement (ES) was not required in respect of the proposals. Notwithstanding that an ES has not been prepared, the application is still supported by a full range of technical reports that would usually be contained within an ES.

- 5.17 Together, the documents set out above demonstrate how the proposals satisfy the assessment criteria for tall buildings, as required by the Guidance; a summary response is provided in the next sub-section.

RESPONSE TO ASSESSMENT CRITERIA

- 5.18 This sub-section summarises the assessment of the development against the key considerations for evaluating the acceptability of tall buildings as set out in the Historic England Guidance.

ASSESSMENT OF CONTEXT

- 5.19 Each of the reports listed above sets out the context of the development insofar as it is relevant to the technical area of the report.
- 5.20 Generally, the site is located a short walk from Manchester Piccadilly Station. Store Street has strong transport connections through the established road, rail, Metrolink and bus network. The site is located approximately equal distance from Great Ancoats Street and Piccadilly, in close proximity to the Grade II* Listed Store Street Aqueduct, which carries Ashton Canal over Store Street.
- 5.21 Nearby areas such as New Islington Marina and Ancoats have undergone extensive redevelopment in recent years, as they continue to thrive as primarily residential quarters of the city. Closer to the site, Oxygen is nearing completion, bringing 369 apartments and 12 townhouses to the site at the intersection of Store Street and Great Ancoats Street. The locality predominantly consists of low- Uses medium rise buildings ranging from 2-5 storeys.
- 5.22 Buildings closer to the city centre see an increase in height, and the Oxygen apartment building at the junction with Great Ancoats Street represents the tallest building in the immediate area at 32 storeys. To the east of the site is Piccadilly Village, a collection of 4-5 storey residential buildings affronting the historic canal network, part of which is carried over Store Street by the Grade II* listed aqueduct.
- 5.23 Manchester Piccadilly SRF has come forward to address the arrival of HS2 into Manchester Piccadilly Station, and proposes mixed use development to the

east of the existing station. Development plots and indicative storey heights have been outlined, one of which currently encompasses part of the M1 Piccadilly site at 13-20 storeys.

HERITAGE ASSESSMENT

- 5.24 The Grade II* listed Store Street aqueduct, established in the late-18th century, is located approximately 130ft north east of the Site. There are also a number of designated heritage assets which have the potential to be indirectly impacted by the Proposed Development, including: 12 Listed Buildings, the Stevenson Square Conservation Area and the Ancoats Conservation Area.
- 5.25 In line with Historic England's Guidance Note on producing "Statements of Heritage Significance" (October, 2019), the supporting Heritage Statement is divided into two parts. The Significance Appraisal (Part 1) provides a detailed evaluation of the relative architectural and historic interest of the Site and heritage assets in the surrounding area. Part 2: The Heritage Impact Assessment utilises recognised ICOMOS and Historic England methodology to assess the potential direct (physical) and indirect (visual) impacts of the proposals upon the historic environment.
- 5.26 Non-intrusive site surveys undertaken in March 2021 have demonstrated the vacant plot of land (inclusive of the late 20th century stone boundary walling) yield no heritage interest. As there will be no physical (direct) impact upon the adjacent Grade II* aqueduct, the focus of the HIA has been on the potential visual (indirect) heritage impact.
- 5.27 The Visual Impact Assessment (VIA) demonstrates that the Proposed Development would result in two instances of minor adverse impact, two of negligible and 10 instances of neutral impact upon the settings of designated heritage assets around the site. Resulting in an overall minor adverse visual impact.
- 5.28 Whilst the proposed height and scale of the development will result in some adverse impact, this will be mitigated by the enhancement of the pedestrian environment at Store Street, which at present, is devoid of historic context and makes a detrimental contribution to the setting of the adjacent aqueduct. The

Proposed Development will create active frontages and introduce a sense of place and a welcoming environment within the immediate setting of the Grade II* listed structure. These benefits are subsequently reflected in the overall significance of effect value.

- 5.29 Therefore, in accordance with the NPPF and MCC's Core Strategy Policy EN3, the proposed development would demonstrably make a positive contribution to the character of the Piccadilly Basin area and instigate further improvement within the setting of the Grade II* listed Aqueduct. In these terms, the proposed development would fully meet the requirements of the 1990 Act, the NPPF and Manchester City Council's local planning policy, as well as being consistent with good development design and conservation practice.

TOWNSCAPE ASSESSMENT

- 5.30 A Townscape and Visual Impact Assessment (TVIA) has been produced by chartered landscape architects, Optimised Environments (OPEN). It has been informed by consultation with Manchester City Council, photomontage visualisations and field survey analysis of the site.
- 5.31 The appraisal follows best practice guidance produced by the Landscape Institute in its Guidance for Landscape and Visual Impact Assessment (GLVIA) (3rd Edition, 2013) and evaluates the likely effects of the proposed development on the townscape elements, townscape character, visual amenity and views of the site and its surroundings. The methods used to provide this appraisal include, a description of existing baseline townscape and visual conditions, the proposed design measures required to prevent, reduce or offset any effects and the likely residual effects after these measures have been adopted.
- 5.32 The level of effect is assessed through a combination of two considerations - the sensitivity of the landscape or view in question (which is a combination of the value of the landscape/views and their susceptibility to change) and the magnitude of change that would result from the proposed development.

- 5.33 The approach taken follows the GLVIA guidance and the format of the appraisal is "proportional to the scale and nature of the proposed development" (GLVIA3 para 6.2).
- 5.34 A Zone of Visual Influence (ZVI) figure has been produced which shows the predicted visibility of the proposed development at street level within the townscape character areas (TCAs) and conservation areas of the study area (please refer to the TVIA to view the figure). It shows clearly that there will be no visibility of the proposed development from the conservation areas that lie to the north and west of the study area. The proposed development will therefore have no effect on the perceived townscape character of the following conservation areas: Stevenson Square; Whitworth Street; Upper King Street; George Street; St Anns Square; St Peters Square; Albert Square; Shude Hill and Smithfield.
- 5.35 Visibility of the proposed development is limited only to the very southern edges of the Ancoats conservation area, where there are views from the Rochdale Canal Towpath. The magnitude of change to the perceived character of the Ancoats conservation area from this southern edge is assessed as negligible and the effect minor because almost all of the proposed development will be screened behind intervening buildings, with only parts of the upper floor of the proposed development visible above the intervening roofline and resulting in a negligible influence on the townscape character.
- 5.36 In relation to the Piccadilly Townscape Character Area (TCA), the sensitivity of the Piccadilly TCA is considered to be medium, reflecting that the TCA has medium value and a medium susceptibility to change. The magnitude of change to the perceived character of the Piccadilly TCA is assessed as being high or medium-high and the effect moderate, only locally from the Store Street area (Viewpoint 1) and Ashton Canal Tow Path near the viaduct (Viewpoint 3), where the proposed development will be viewed at close range and therefore at large scale, forming a prominent change to the views directly along Store Street, in the context of the Store Street aqueduct and existing residential development around Piccadilly Village. The effect of the proposed development on the perceived character of the wider Piccadilly TCA reduces with distance as the scale, visibility and influence of the proposed

development diminishes, such that it has moderate effects from the north, such as around Ducie Street (Viewpoint 4) and minor effects from the south such as around Sheffield Street (Viewpoint 9).

5.37 Turning to the New Islington TCA, the sensitivity is considered to be medium, reflecting that the TCA has medium value and a medium susceptibility to change. The magnitude of change to the perceived character of the New Islington TCA resulting from the proposed development is assessed as low and the effect minor.

5.38 The proposed development is assessed as having no effect on the perceived townscape character of the Manchester City Urban Core, where there is no visibility of the proposed development; and minor effects on the perceived character of the Ancoats and Northern Quarter TCAs, which have very limited visibility of the proposed development other than on their southern edges near the transition to Piccadilly; and minor effects on the Residential and Transition Zone, which is set back at relative distance and will afford only occasional views of the proposed development within the wider city centre skyline.

5.39 In relation to the visual element of the TVIA, viewpoints have been selected to describe and assess the visual effects and represent views experienced by visual receptors. Nine viewpoints were identified and agreed during consultations with Manchester City Council. The TVIA includes images of the existing views and verified photomontage views of the proposed development from these nine viewpoints, which are:

1. Store Street (east)
2. Store Street (west)
3. Ashton Canal Tow Path (near Aqueduct)
4. Ducie Street
5. Dale Street (near Dale St Warehouse)
6. Pollard Street
7. Old Mill Street
8. Great Ancoats
9. Sheffield Street / Baird St

5.40 The effects of these views are summarised in the table below:

View	Description	Sensitivity to Change	Magnitude of Change	Effect During Construction	Effect During Operation
1	Store Street (east)	Medium-Low	High	Moderate Adverse	Moderate Beneficial
2	Store Street (west)	Medium-Low	Medium	Moderate-Minor Adverse	Moderate-Minor Beneficial
3	Ashton Canal Tow Path (near Aqueduct)	Medium-High	Medium-High	Major-Moderate Adverse	Major-Moderate Beneficial
4	Ducie Street	Medium-Low	Medium-High	Moderate Adverse	Moderate Beneficial
5	Dale Street (near Dale St Warehouse)	Medium-High	None	No effect	No effect
6	Pollard Street	Medium	Low	Minor Adverse	Minor Beneficial
7	Old Mill Street	Medium	Low	Minor Adverse	Minor Beneficial
8	Great Ancoats	Medium-High	Negligible	Minor Adverse	Minor Neutral
9	Sheffield Street / Baird St	Medium-Low	Medium-Low	Minor Adverse	Minor Beneficial

CUMULATIVE DEVELOPMENTS

- 5.41 Cumulative impacts can result in impacts which, although individually may not be significant, can combine to result in significant impacts. The assessments supporting the application have considered the potential impacts of the proposals along with potential impacts from consented or forthcoming schemes, as appropriate to do so. It is not anticipated that any significant cumulative effects will occur.

ARCHITECTURAL QUALITY

- 5.42 The Design and Access Statement prepared by 5Plus accompanying the application fully explains the architectural and design details and explains why the proposed development comprises the highest quality design which will be a positive addition to the city both functionally and adding to its skyline and built quality.
- 5.43 The proposed design is to a high standard and is carefully considered against a thorough understanding of the site context, site aspirations, technical assessment and consultation.

- 5.44 As the Design and Access Statement demonstrates, the design appropriately responds to the surrounding context, constrains and opportunities. It is considered that the proposals realise the high quality design that is aspired to.
- 5.45 The proposed gold anodised facade material is extremely high quality and durable. It has been specifically chosen to respond to different lighting conditions adding depth, richness and interest to the facade. The architectural form and expression contrasts with other tall buildings in the city to create a distinctive landmark.
- 5.46 The tower will display a distinctive silhouette which will form a new landmark on the city skyline; enhancing the city's identity and sense of place. The proposals do not include public realm but will animate and activate local streets and provide new, attractive connections and routes through the city centre.

SUSTAINABLE DESIGN AND CONSTRUCTION

- 5.47 An Environmental Standards and Circular Economy Statement (ESCES) has been submitted with the planning application. In summary, this identifies that:-
- Although there is no longer a national standard for the assessment of sustainability for residential uses, high levels of sustainability have been targeted for the proposed residential use, with a bold approach to energy and low carbon design adopted across the scheme.
 - The development is entirely located on previously developed land in a sustainable and accessible location.
 - A holistic approach to energy efficiency has been adopted through the servicing strategy. This approach adopts a fabric first strategy, which aims for the external wall build up to exceed the requirements for air tightness and thermal performance, reducing heat losses and energy demands for the apartments.
 - An Energy Strategy has been devised in line with the Core Strategy approach to good energy design and has set out the route to going beyond compliance with Building Regulations and providing a total CO2 reduction across the development of 9.4% against Part L 2013 which is equivalent to 15.4% when compared to 2010 regulations.

- If these results are reviewed using current electrical grid Carbon Intensity, then the development provides a 57% improvement over the Part L 2013 benchmark.
- Reduction of carbon emissions will be achieved through design features such as highly efficient heat generation plant, heat recovery systems, energy efficient lighting, a 30kW Photovoltaic Array and Air Source Heat Pumps.
- The façade design has also been driven by sustainable aspirations, with generous glazing to reduce the reliance on electric lighting but avoiding overheating. Windows are openable to allow natural ventilation, a crucial consideration in the face of predicted future temperature rises.
- New drainage will collect surface water runoff, and attenuation of storm water runoff will be provided. Silt will be prevented from entering the drainage system by the use of trapped gullies, channels with silt traps, and also by the use of sustainable urban drainage systems (SuDS).
- Highly efficient water saving fixtures, fittings and appliances will be used throughout the proposed development, to reduce water consumption.
- Opportunities to reduce waste at source, promote resource efficiency, and re-use or recycle materials will be identified to divert waste from landfill during the construction phase of the development.
- The provision of dedicated recyclable storage will empower occupant participation in sustainable waste management during use.
- Green roofs have also been specified, providing reduced rainwater runoff and urban cooling.
- Proposed enhancements to site ecology include green roofs, achievable ledges and foraging opportunities in the planting, for locally highlighted black redstart, as well as other bird species, insects and bats.
- The development is being designed with a focus on how the materials that form the basis of the construction may be retained or reused to ensure the maximum benefit from their use is delivered and this will include specifying sustainable forms of construction together with Modern Methods of Construction to reduce waste.

- A metal cladding panel system with mechanical fixings has also been proposed with a view to designing for disassembly at the end of the building's life cycle, when panels can be easily removed, undamaged, and reused or recycled. Prefabrication and the minimisation of bespoke panel sizes and shapes also reduces material wastage.

CREDIBILITY OF THE DESIGN

5.48 The design of the scheme has been led by architects, 5Plus, with support from an extensive team of other designers and advisors who have a proven track record in creating high quality buildings and places. The team has extensive experience in delivering designs of high quality in city centre locations and sensitive settings, including tall buildings.

5.49 5Plus Architects is a creative, award winning, design studio operating as one practice across studios in London and Manchester. It delivers the core principles of architecture, masterplanning, urban design, interiors, graphic and branding across a range of sectors. Founded on collaborative principles, it has been recognised with multiple awards for its design-led solutions that are both functional and commercial and highly specific to clients' needs.

5.50 The wider project team has influenced the design to ensure that the development is functional, technically deliverable, and responds to all required standards and criteria. In addition to 5Plus, the project team is as follows:-

- Project manager – Zerum
- Landscape architect – Op-en
- Structural engineer – Alan Johnson Partnership
- MEP engineer – FutureServ
- Fire consultant – BB7
- Acoustic consultant – FutureServ
- Wind analysis – GIA
- Sunlight/ Daylight Analysis - GIA
- Planning consultant – Zerum
- Heritage Consultant - Stephen Levrant Heritage Architecture
- Highways Consultant – SK Transport

- 5.51 One of the key tests of a credible design is whether the scheme is successful. To be successful the development will need to be a place in which people want to live. To ensure that the scheme delivers the homes that people want, the applicant has gained a detailed understanding of the housing market and is delivering upon that.
- 5.52 The scheme's architect, 5Plus, will be retained during the detailed design stage and will continue in their role through the construction phase to provide a design guardian role and to ensure that the quality design transfers into the detail of the construction.

CONTRIBUTION TO PUBLIC SPACE AND FACILITIES

- 5.53 At present, the site contributes nothing to the public space, in this case the highway, in front of the site. A 2-3 metre vertical wall abuts the street providing no visual interest or activity. The development therefore provides a fantastic opportunity to establish a connection between the street and the site through animation, activity, interest and overlooking.

CONSIDERATION OF THE IMPACT ON THE LOCAL ENVIRONMENT

The assessment of the potential impacts of the development on the local environment commenced at the outset when the principles of the redevelopment of the application site were being considered. Such considerations have intensified during the evolution of the application proposals and the technical assessment work has been iterative with the scheme being continually developed to minimise any impacts identified. The technical reports set out where further mitigation, if any, is required. The following sections summarise the relevant assessments and conclusions within them.

Wind

- 5.54 A Wind Assessment has been prepared by GIA in support of the application.

- 5.55 The wind microclimate conditions for the proposed development have been assessed using high resolution CFD. The assessment concludes that there are no wind safety or distress exceedances at ground level anywhere surrounding the site. There were also no significant wind safety or distress exceedances on any of the building terraces for the proposed development. All ground level comfort conditions are suitable for their intended use along with the level 1 north, level 2 and level 13 north terraces.
- 5.56 The level 1 south, level 12, level 13 south and roof terraces are suitable for occasional use, such as break out terraces, but may require local mitigation measures such as baffles or planting if they are to be used as long-term dwell spaces.
- 5.57 Based on the assessment results, with the appropriate mitigation where required, wind factors are not considered a constraint and the proposals are seen to accord with Core Strategy Policy EN2.

Sunlight/Daylight

- 5.58 A Daylight and Sunlight Assessment has been prepared by GIA in support of the application. This comprises two assessments; one being the proposed 15-storey development and one being the previously approved 13-storey tower. In both cases the baseline for the assessment is the current cleared site. The granting of planning permission for the previous 13-storey tower proposal demonstrates that the impacts that development would have had on the sunlight and daylight levels to neighbouring properties were considered acceptable. Given those impacts were considered acceptable, it is therefore helpful to understand how the current proposed scheme compares against the accepted impacts of the previously approved scheme.
- 5.59 In terms of the existing situation, an analysis of existing lighting levels to neighbouring properties shows a high-level of compliance with the BRE Guidelines due to the open nature of the existing site.
- 5.60 The report sets out the impacts of the proposed development on neighbouring properties in full. In scenario 1, where the proposals are assessed against the current, cleared site baseline, sunlight levels remain fully compliant but there

are obvious impacts to daylight levels of some neighbouring windows and properties.

Name/Address of Building	Percentage of Windows Compliant for VSC Daylight	Percentage of Rooms Compliant for NSL Daylight	Percentage of Rooms Compliant for APSH Sunlight
Wharf Close	14/43 (33%)	38/43 (88%)	5/5 (100%)
Thomas Telford Basin	51/76 (67%)	48/49 (98%)	15/15 (100%)
Chapelton Street	46/72 (64%)	34/43 (79%)	4/4 (100%)

- 5.61 It is inevitable when constructing buildings in an urban environment that alterations in daylight and sunlight to surrounding properties can occur, particularly where a site is clear and underdeveloped for the context. It is well-established and accepted that the BRE Guidelines, which set out the numerical benchmark for daylight and sunlight assessments, are predicated on a relatively low-rise suburban environment. The National Planning Practice Guidance (NPPG) – Making Efficient Use of Land published on 29 November 2016, updated 01 October 2019, Paragraph 007 Reference ID: 66-007-20190722 states:

“All developments should maintain acceptable living standards. What this means in practice, in relation to assessing appropriate levels of sunlight and daylight, will depend to some extent on the context for the development as well as its detailed design. For example, in areas of high-density historic buildings, or city centre locations where tall modern buildings predominate, lower daylight and sunlight levels at some windows may be unavoidable if new developments are to be in keeping with the general form of their surroundings.”

- 5.62 In relation to the assessment for the recent consent for a 13-storey building on the site, there are also impacts on neighbours, as identified below.

Name/Address of Building	Percentage of Windows Compliant for VSC Daylight	Percentage of Rooms Compliant for NSL Daylight	Percentage of Rooms Compliant for APSH Sunlight
Wharf Close	12/43 (28%)	32/43 (74%)	5/5 (100%)
Thomas Telford Basin	65/76 (86%)	43/52 (83%)	15/15 (100%)
Chapeltown Street	49/72 (68%)	37/43 (86%)	4/4 (100%)

- 5.63 Overall, when the impact from the proposed development is compared against the historic 13-storey consent, 44 windows and 63 rooms in the surrounding properties will have more daylight with the proposed development in place than if the 13-storey consent had been built out instead.
- 5.64 All the daylight levels in Wharf Close will be the same, better or within 20% or 0.8 times the figure with the proposed development in place than they would be with the 13-storey consent built out. Except for four bedroom windows, all the daylight levels in Thomas Telford will be the same, better or within 20% or 0.8 times the figure with the proposed development in place than they would be with the 13-storey consent built out. Whilst there will be impact from both developments, the difference in impact would only be perceptible to four-bedroom windows. Except for one room on the ground floor of Chapeltown Street, all the daylight levels will be the same, better or within 20% or 0.8 times the figure with the proposed development in place than they would be with the 13-storey consent built out.
- 5.65 Whilst there will be impact from both developments to the surrounding properties, the difference in impact would only be perceptible to a very small number of windows and rooms.
- 5.66 The report provides detailed analysis of these results and a graphical guide on how to identify the differences,
- 5.67 Overall, the surrounding properties will continue to exhibit good levels of daylight and sunlight with the proposed development in place. The impact of the proposed development is commensurate with the context of the location and character of the development site, the overall impact of the scheme on the surrounding residential properties when balanced against the benefits of the development, is therefore considered wholly acceptable.

Night-time appearance

- 5.68 A detailed lighting scheme for areas within and around the development has not yet been progressed. It is expected that this will be conditioned as part of any planning approval. It is not intended that the facades will be subject to feature lighting, however. Any lighting scheme proposed will be assessed as necessary to ensure that no adverse impacts arise. In the interests of aviation safety, red warning lights will be required to be installed on the building in accordance with Civil Aviation Authority guidelines. The tower will be visible at night, but the degree of visibility will depend to an extent on the use of the individual apartments. At dusk, the tower will form a distinguishable silhouette which will become a landmark on the city skyline.

Light Pollution

- 5.69 The Site is likely to be classified as an E4 Environmental Zone ('i.e. an area of high district brightness') due to its location within Manchester City Centre with high levels of night-time activity. Sources of existing lighting include street lighting on the road along the Site boundary and fugitive light spill from the surrounding buildings.
- 5.70 Potential sensitive receptors to light spill and glare include residential properties and users of the local road and footpaths surrounding the Site. The key receptors are residents in close proximity to the Site which have windows directly facing the Site and which may be subject to an increase in light that may be termed a statutory nuisance.
- 5.71 During the construction phase, floodlighting / security and health lighting installations associated with on-going working areas, where equipment is stored and safety hazards may be present. However, a Construction Environmental Management Plan (CEMP) will be prepared and agreed with MCC prior to the commencement of works. As part of the CEMP, the detailed measures will be implemented to minimise light spill and glare to nearby sensitive receptors. It is assumed that operational lighting installations will be designed to relevant British Standards (including BS 5489- 1: 2013 'Code of practice for the design of road lighting: Lighting of roads and public amenity areas') and will take account of the ILP 'Guidance Notes for the Reduction of

Obtrusive Light'. Any illuminated signs would be designed to meet the ILP 'PLG05 'The Brightness of Illuminated Advertisements'. As such, any increase in light spill and glare is unlikely to be significant.

- 5.72 It is considered that any new lighting installations will be operational prior to occupation of future residential properties and therefore it is not anticipated that future residential receptors will experience a change from baseline conditions.
- 5.73 During operation, it is expected that the operational lighting installations associated with the development will be designed to best practice guidance, including British Standard (BS) 5489-1:2013. It is therefore considered that upward light will be limited and new lighting will provide a more consistent level of lighting improving a sense of security. Additionally, any new lighting will be designed to ensure that the source of lighting is not facing or adjacent to a residential window.
- 5.74 Based on the evidence to date, effects relating to nuisance from lighting are considered insignificant.

Solar Glare

- 5.75 There are two types of glare: disability glare, which is a safety issue; and discomfort glare, which includes solar reflections impacting adjacent buildings. Discomfort glare does not impair the ability to see. Whilst it can be important where work involves continuous viewing of the outdoor space from a fixed vantage point, it can generally be managed where glare is an issue by using blinds or curtains for the periods of time where such glare occurs. For these reasons, residential uses are classified as low-sensitivity receptors and do not require assessment as no significant adverse effects could occur.
- 5.76 Where analysis is undertaken, it would consider the total duration of time for which the sun can be reflected to the affected location per year. Durations of less than 50 hours per year are classified as being unlikely to lead to significant impacts.

- 5.77 Clearly, some reflections from glazed buildings into surrounding buildings will inevitably occur in an urban context; however, it is highly unlikely that the proposed development would generate reflections that could impact any individual occupant in neighbouring buildings for 50 hours or more per year. Further, it is important to note that the cladding proposed is anodised which has a matte finish, meaning it is naturally less reflective, than glass, for example. Any discomfort glare that would occur would be entirely transient and short-lived as the sunpath moves past the site (as with any transient overshadowing impacts) and could be managed by residents using blinds or curtains for those short periods where necessary. This is considered to be typical of the site's urban location and would potentially occur with any redevelopment proposal of the site that includes areas of glazing.
- 5.78 It is therefore considered that any impact on residential amenity is not expected to be significant and an assessment of discomfort glare is not considered necessary.

Vehicle Movements

- 5.79 The Transport Statement includes a detailed explanation regarding the robust methodology for calculating the modelled number of vehicular movements generated by the development proposals. This concludes that the development will generate four vehicular movements in the morning and evening peak hours and less than 49 trips across the day. The traffic generated by the proposal is negligible and is below DfT significance thresholds. The proposal will not have a severe impact on highway operation or unacceptable effects on road safety.

Television Reception

- 5.80 A television reception survey was undertaken by GTech Surveys to assess the impacts to the reception of VHF (FM) radio, digital terrestrial television (also known as Freeview) and digital satellite television services (such as Freesat and Sky). This concluded that due to the excellent coverage and robust nature of reception conditions in any theoretical signal shadow zone, the proposed development is not expected to impact the reception of digital terrestrial television services or VHF (FM) radio broadcasts.

- 5.81 The use of tower cranes and the Proposed Development itself is likely to cause disruption to the reception of digital satellite television services in areas to the immediate northwest of the site, within 110m of the proposed building. In this location, the use of tower cranes and the proposed building could obscure satellite dishes' views of the southern skies (where satellites are located), resulting in interference. If interference does occur, mitigation would be required, after which viewers' services, or an alternative service, would be restored.
- 5.82 The proposed development may therefore cause minor, short-term interference to digital satellite television reception in localised areas but mitigation solutions exist that will quickly restore the reception of affected television services, leaving no long-term adverse effects for any viewer. A planning condition is anticipated to be attached to any planning permission to protect residents in case interference does occur.

Amenity

- 5.83 There is no specific assessment of amenity, as amenity comprises a range of considerations including sunlight, daylight, noise, vibration, artificial lighting, air quality and odour. Reporting of such assessments will not be repeated here as they have been assessed and described elsewhere within this report as well as within individual technical reports. In summary however, no significant impacts are anticipated and all impacts have been reduced as far as possible.

Pedestrian Experience

- 5.84 As with amenity, the pedestrian experience depends on a range of considerations including wind, overshadowing, accessibility, interest, sense of place and security. These considerations have also been described elsewhere. In summary the development responds positively to all of these factors. The microclimate is acceptable and suitable for its intended use and other aspects of the pedestrian experience will be significantly improved than the site at present.

PROVISION OF A WELL-DESIGNED INCLUSIVE ENVIRONMENT

- 5.85 The development will provide inclusive access taking into account relevant policy, regulations and good practice. Further access assessment and consultation will be required as the design continues to progress and this will further consider the use of colours, lighting, markings, sizes, surface finishes and handrails.

CONSIDERATION OF TALL BUILDING PROPOSALS

- 5.86 The Guidance advises that it is important that the required high standard of architectural quality is maintained throughout the process of procurement, detailed design, and construction, through the use of conditions and reserved matters. In the case of the proposals, the quality of the design will be continued into the construction as 5Plus Architects will continue to be the lead architect for the project. Further, the applicant will also build the development and the intention is that the ownership interest will initially be retained by the applicant. As such, the applicant's priority is to ensure that the aspirational vision for a genuine high quality development becomes a reality.
- 5.87 The Tall Building Guidance advises that when considering any proposal that has an adverse impact on a designated heritage asset through development within its setting, 'great weight should be given to the asset's conservation', with any harm requiring a 'clear and convincing justification' (NPPF July 2021 states similar at paragraphs 199-200). It goes on to state that in assessing this justification, and in weighing any public benefits offered by a tall building proposal, local planning authorities will need to pay particular regard to the policies in the NPPF that state that economic, social and environmental gains are to be sought jointly and simultaneously in order to deliver positive improvements in the quality of the built, natural and historic environment (paragraphs 7 and 8).
- 5.88 The scheme's overall assessment against heritage policies, and the detail of the significant and far-reaching social, economic and environmental benefits of the scheme are set out in the Heritage Assessment and this report respectively.

- 5.89 The conclusions are that whilst the proposed height and scale of the development will result in some adverse visual impact to heritage assets, this will be mitigated by the enhancement of the pedestrian environment at Store Street, which at present, is devoid of historic context and makes a detrimental contribution to the setting of the adjacent aqueduct. The Proposed Development will create active frontages and introduce a sense of place within the immediate setting of the Grade II* listed structure by creating a welcoming environment. These benefits are subsequently reflected in the overall significance of effect value. Therefore, in accordance with the NPPF and MCC's Core Strategy Policy EN3, the proposed development would demonstrably enhance the setting of the Grade-II* aqueduct and make a positive contribution to the character of the Piccadilly Basin area. In these terms, the social, economic and environmental benefits of the proposal would outweigh the heritage harm caused and the proposed development would fully meet the requirements of the 1990 Act, the NPPF and Manchester City Council's local planning policy, as well as being consistent with good development design and conservation practice.
- 5.90 The guidance goes on to state that in considering and justifying tall building proposals, an examination of alternative designs or schemes that might be more sustainable because they can deliver public benefits alongside positive improvement in the local environment may be appropriate. The design team has worked hard to bring forward a scheme which maximises the opportunity available and which maximises wider public benefits whilst minimising impacts, including heritage harm, as far as possible. Through the pre-application process, the height of the proposed development has been reduced in order to minimise impacts, for example. The development proposed also needs to be deliverable and on a site such as this with a small footprint and significant abnormal ground-work costs, a certain level of development needs to be provided in order for the scheme to be viable. It is considered that the scheme effectively balances these considerations.
- 5.91 This section has provided a detailed assessment of the development against the specific considerations relating to tall building proposals. In summary it is concluded that the development accords with Tall Building policy.

6. PLANNING ASSESSMENT

6.1 Having described the proposed development, identified the relevant policy background, and assessed the proposals against key tall building development considerations (heritage, townscape, design, sustainability, public space, amenity and local environment), this chapter responds to the remaining issues that are considered relevant in the context of this application. These are:

- principle of development;
- residential design standards;
- affordable housing;
- access, parking, servicing & transportation;
- environmental considerations (including flood risk and drainage, ground conditions and water quality, waste, ecology, noise and vibration, and air quality);
- archaeology;
- reducing the potential for crime; and
- operational management and maintenance

THE PRINCIPLE OF DEVELOPMENT

6.2 The site is a previously developed site which has been vacant and not contributing in any positive way to the function or character of the city since the previous industrial buildings were cleared from the site late in the 20th Century. Since the original proposals for the Piccadilly Village were conceived, it was always intended that this site would be developed.

6.3 The site and surrounding area are now subject to a Strategic Regeneration Framework which has been brought forward in recognition of the area's potential as an expansion to the city core and also in response to the forthcoming HS2 station and improved train links. Policy CC8 (Change & Renewal) of the Core Strategy states that the City Council will support large-scale redevelopment schemes in the city centre, especially those which improve the accessibility and legibility of the Centre, which the proposed development does. Further, the development fully exploits opportunities to contribute to the improvement of the City Centre in terms of character and function, taking account of other policies in the Core Strategy.

- 6.4 The proposed residential use is entirely appropriate within this city centre location and will add vibrancy and life to an underused part of the city centre. The use is consistent with the aims and aspirations for development within the city and specifically in relation to the application site as set out in the Manchester Core Strategy and Manchester Piccadilly Strategic Regeneration Framework (SRF). Further, given the surrounding residential uses, additional residential use would be sympathetic to the existing character of the area.

RESIDENTIAL DESIGN STANDARDS

- 6.5 The requirements of the Guide to Development in Manchester have been followed in the design of the scheme and the Design and Access Statement explains how the approved scheme responds to the principles set out within the document.
- 6.6 The residential development responds to a recognised need for high-quality, apartments within the city centre. The range of residential units on offer will vary from studio apartments to a three-bedroom triplex apartment with a private roof terrace. All the apartments will cater to, or be capable of conversion, to meet the needs of the elderly or less able, and all apartments have been designed to M4(2): Accessible and adaptable dwellings. This will allow a mix of people to reside within the development.
- 6.7 The site is within the city centre which provides a diverse range of services and facilities appropriate to the residential development proposed.
- 6.8 In relation to the requirement to animate the street and spaces, the design shows an understanding of the relationship between the ground floor and the street, it orientates entrances towards the street, considers the threshold and increases activity and visibility, as well as natural surveillance of the street both from ground floor level and the communal terrace at 1st floor.
- 6.9 Floor to ceiling heights meet the minimum of 2.4m in living and bedroom spaces.
- 6.10 In relation to the National Described Space Standards, the scheme provides:

Type of Apartment	Nationally Described Space Standard Sq.m	Apartment Sizes Proposed Sq.m
Studio (with shower room)	37	37.4 – 37.8
1 Bed, 1 person	37	46.1 – 48.8
2 bed, 3 person	61	60.3 – 67.0
2 bed, 4 person	70	70.0-71.8
2 bed, 4 person, duplex	79	94
3 bed, 5 person, duplex	93	131
3 Bed, 6 person, duplex	102	110.7
3 bed, 6 person, triplex	108	197.4

6.11 All apartments are at least dual aspect, and they benefit from large windows to increase natural sunlight and daylight.

6.12 Corridors are short, they are more akin to lobbies, with only 4 or 5 apartments leading from each floor resulting in more opportunities for meeting neighbours. The communal lounge and terrace, and relatively low number of apartments in the development will lead to the creation of a community within the building.

AFFORDABLE HOUSING

6.13 Core Strategy Policy H8 requires that housing developments provide 20% affordable housing. The policy sets out that such provision would be exempted if it would detrimentally affect the viability of a scheme as demonstrated through a viability assessment.

6.14 Roger Hannah Chartered Surveyors was appointed to undertake a viability assessment of the proposed development and this is submitted with the planning application. This points out that PPG para 008 states *“the weight to be given to a viability assessment is a matter for the decision maker, having regard to all the circumstances in the case, including whether the plan and viability evidence underpinning the plan is up to date”*.

- 6.15 As MCC adopted planning documents pre-date the changes to the NPPF and accompanying PPG, there is no evidence-based assessment to underpin the plan and the 20% affordable housing requirement. For this reason, Roger Hannah is of the opinion that considering viability at the decision making stage in this instance is fully justified and in full compliance with the revised NPPF and PPG.
- 6.16 The viability assessment follows all the relevant guidance – including the adopted National Planning Policy Framework (updated as at July 2021), National Planning Practice Guidance (PPG) on Viability, the RICS Financial Viability in planning: conduct and reporting (May 2019) and RICS Guidance Note 94/2012 (GN94), which sets out a framework for undertaking viability appraisals of this nature. The report has therefore been prepared in accordance with agreed industry methodology which has been tested by stakeholders in both the public and private sectors. It is based on up to date, local information which will stand up to public scrutiny.
- 6.17 The subject site has a number of constraints that will incur abnormal costs, notably:
- The general level of site is currently approximately two to six metres above Store Street which will require levelling and breaking up.
 - The surrounding aspects of the site will all need retaining structures – this will be particularly complex along with the western boundary which abuts an existing property.
 - Given the industrial history of the area there is likely to be issues with contaminated ground – albeit this may be dealt with as part of the required excavation to take the site down to ground level.
 - Abnormal costs relating to providing services to significant number of new units above existing infrastructure.
 - S278 costs in relation to access from Store Street.
- 6.18 The report includes a conservative allowance for such abnormal costs, though in reality these are likely to be much higher. The assessment is therefore very robust. In addition, high construction costs are a factor affecting the site's viability.

- 6.19 The report concludes that, based on the assumed costs, the development will deliver a residual land value of £206,564, which reflects a significant deficit to the Benchmark Land Value of £675,000 and sufficiently demonstrates that viability is a material consideration at the site. It further demonstrates that the scheme is unable to support affordable housing at this time.
- 6.20 The applicant will support the completion of a Section 106 agreement to reappraise this situation once the scheme is delivered and for an affordable housing contribution to be made at that time if the scheme is able to support it.

ACCESS, PARKING, SERVICING AND TRANSPORTATION

- 6.21 A Transport Statement has been prepared by SK Transport in support of the application.
- 6.22 An assessment of the site's accessibility has identified that the proposed development is well located to allow residents easy access to key activity destinations in Manchester city centre and beyond by sustainable transport modes. Access can be gained to frequent bus, tram and train services and the site has a Greater Manchester Accessibility Level (GMAL) of 8. The site is also seen to meet the principles of the '20 Minute Neighbourhood', in that residents can meet their daily needs within a short sustainable trip length of their home.
- 6.23 The proposal is car-free other than two disabled spaces provided within the site. There will be 54 cycle storage spaces in a secure, internal room for residents, plus three spaces for visitors undercover and behind the secure gate to the rear of the property. It has been assessed that the site meets the criteria for car-free living and that this is in line with both local and national policy.
- 6.24 The traffic impact assessment shows that the proposal will generate four vehicle trips in the AM and PM peak hours and less than 49 trips across the day. The traffic generated by the proposal is negligible and below Department for Transport significance thresholds. The proposal will not have a severe impact on highway operation or unacceptable effects on road safety.
- 6.25 Servicing will take place from Store Street, which is considered acceptable.

- 6.26 The development will also provide funding for the laying out of four disabled parking bays on Store Street.
- 6.27 It is concluded that the proposed development meets the requirements of local and national policy, and that the residual traffic and road safety impact of the proposal will not be severe or unacceptable when examined in the context of NPPF.

ENVIRONMENTAL CONSIDERATIONS

FLOOD RISK AND DRAINAGE

- 6.28 The site, which is located within Flood Zone 1, comprises a circa 0.07ha area of land. NPPF footnote 50 sets out that a flood risk assessment is only required, within Flood Zone 1, when the site is 1ha or more, therefore, a Flood Risk Assessment has not been prepared to support this application. The application is however supported by a drainage strategy prepared by AJP Structural.
- 6.29 The report sets out that it is likely the site is underlain by stiff clay superficial deposits preventing the use of infiltration to dispose of the surface water runoff from the site. Intrusive site investigation will be required to confirm this.
- 6.30 Should it be confirmed that infiltration is not viable for the proposed development, the next technique would be to discharge to watercourse. The nearest watercourse is the River Medlock, which is located approximately 450m south of the site and as such, due to the distance through developed third-party land, discharging to watercourse has also been deemed impractical.
- 6.31 Therefore, the only practical solution for discharge of the surface water is into the public sewer. An existing 900mm diameter public surface water sewer runs north-east to south-west along the existing highway of Store Street, to the north of the site. It is proposed that surface water discharge from the proposed site will be collected, using a below ground cellular attenuation tank, and conveyed to the north-west corner of the proposed building where it will be restricted to the required 5.0 L/s discharge rate using a vortex flow control chamber, prior to discharging into the existing 900mm diameter public sewer.

- 6.32 Foul water discharge from the proposed site will be collected and conveyed to the north-west corner of the proposed building prior to discharging, at an unrestricted rate, into the existing 1550mm diameter public combined water sewer located within Store Street, to the north of the site.
- 6.33 It is anticipated that further discussions with the Lead Local Flood Authority and United Utilities will be had to ensure agreement of the surface and foul water drainage strategies, discharge rates however, the approach set out above accords with national planning policy and Core Strategy policy EN17.

GROUND CONDITIONS AND WATER QUALITY

- 6.34 A Preliminary Risk Assessment (PRA) (including the drilling of 2no. window sample boreholes) was carried out on the site in 2014 by Geotechnics. Since the assessment was undertaken there has been no evidence of additional potentially contaminative land use, with the site being occupied by mature trees for a number of years. As part of the pre-application engagement with the LPA it was confirmed that an update to the 2014 report would be sufficient to support the planning application. An updated Phase 1 Preliminary Risk Assessment (PRA) has therefore been prepared by LK Group in support of the application.
- 6.35 The report concludes that there are no viable human health pathways anticipated. In addition, there is a low probability of potential gases impacting end users of the site as development works will include level reduction, removing made ground and the potential on site source.
- 6.36 However, a moderate risk of sulphate attack on concrete has also been identified as there was a presence of ash in previously assessed made ground, which may be in contact with concrete used in future buildings. There is also a moderate risk of ingestion of tainted water supply, as made ground including PAHs has been identified on site. In order to further assess the site, a Phase 2 Intrusive investigation is required to confirm ground conditions across the site. If significant gas source and pathways are identified, gas monitoring or gas protection measures will be required. Ground water sampling may also be required subject to the ground conditions encountered.

- 6.37 It is anticipated that any Phase 2 survey will be provided as a matter of condition. However, due to the nature of the site significant enabling works are required to allow access for investigation plant to be brought onto the site and any condition should be worded accordingly.

WASTE

- 6.38 A Waste Strategy has been prepared and submitted with the planning application. Refuse provision is based on Manchester City Council, GD04 Waste Storage and Collection Guidance for New Developments (Version 6.00, September 2017).
- 6.39 Each apartment will have facilities to allow for the segregation of waste into recyclables and refuse. Residents will be responsible for taking waste from their apartments to the secure, internal, ground floor refuse store.
- 6.40 The proposed storage and collection arrangements will encourage recycling and ensure that the storage and collection of waste will not create an unacceptable impact on proposed or existing residential amenity.

ECOLOGY

- 6.41 An Ecological survey was undertaken by ERAP in support of the application.
- 6.42 The site supports an area of recently felled trees and scrub, surrounded by walls and fencing with only common and widespread plant species detected on site. It is considered that, prior to felling, the trees and scrub would have been of 'local' value in terms of their geographical context, as they would have provided structural diversity and suitable habitat for nesting birds. It is not considered that the site supports a Priority Habitat, or that the trees and scrub present prior to the felling operations would have been representative of a Priority Habitat. In addition, no invasive plant species were identified on site.
- 6.43 The site has no statutory designation for nature conservation, however, it lies within the SSSI Impact Risk Zone for the Rochdale Canal Site of Special Scientific Interest (SSSI) and the overlapping Rochdale Canal Special Area of Conservation (SAC), located 5 kilometres to the north-east of the site. The site

has no non-statutory designation for nature conservation, however, it lies 20 metres to the south-west of Ashton Canal (West) Site of Biological Importance (SBI).

- 6.44 A preliminary assessment of the trees within the site has been conducted to assess their suitability for use by roosting bats, and to inform whether further surveys or precautionary measures would be required. It was determined that the former trees and scrub would have contributed to the wider foraging area of low numbers of common species of edge-feeding foraging bats associated with urban habitats, such as common pipistrelle (*Pipistrellus pipistrellus*). However, a diverse range of species and / or a large number of bats are considered unlikely at the site owing to the small size of the site. Overall, the site is assessed to be of 'low' suitability for use by foraging bats.
- 6.45 The former trees and shrubs were identified as being suitable for use by nesting passerine (i.e. perching) species. A single tree remains on site, and has also been identified as suitable for nesting birds. It is advised that any works such as vegetation clearance that will affect habitats suitable for use by nesting birds are scheduled to commence outside the bird nesting season. Commencement of works in the nesting season must be informed by a pre-works nesting bird survey, carried out by a suitably experienced ecologist.
- 6.46 Due to the proposed height of the building, it is considered that the proposals could create impacts (in terms of increased artificial lighting) on the Ashton Canal (West) SBI and therefore careful design will be required. A shading assessment concludes that there will be no meaningful impact in terms of shading from the proposed development to the aquatic life associated with the canal and impacts can therefore be reasonably discounted.
- 6.47 The development includes various measures aimed to encourage biodiversity on the site. These include new planting, green roofs, and bird nesting boxes. Planting schemes for the green roof and accessible terrace areas are to be developed but will consider species known to attract pollinators such as bumblebees and butterflies.

- 6.48 Overall, it has been demonstrated that the proposed development at the site is feasible and acceptable in accordance with ecological considerations and the National Planning Policy Framework and Core Strategy Policy EN15.

NOISE AND VIBRATION

- 6.49 A Noise Assessment has been undertaken by Hydrock in support of the application and assesses the impact of noise and vibration on existing sensitive receptors during the construction phase of the development; the impact of road traffic noise on the proposed development; and, noise impacts associated with any proposed fixed plant and/or services associated with the development.
- 6.50 The noise survey seeks to establish the existing noise environment at the proposed development site, during the daytime and night time periods, in accordance with CRTN, and compared to levels previously recorded on a neighbouring site.
- 6.51 Calculations indicate that standard thermal double glazing and acoustic trickle ventilators or MVHR should provide sufficient attenuation of existing noise sources, during the daytime and night-time periods, to ensure that guideline internal noise levels are achieved within habitable rooms, in accordance with BS8233.
- 6.52 Atmospheric plant noise emission limits have been established based on the results of the noise survey. These are likely to be achieved with appropriate consideration for selection of low-noise plant and proprietary attenuation measures as appropriate during technical design.
- 6.53 The report also identifies that Construction noise and/or vibration monitoring should be considered at the site boundaries, due to the close proximity to residential buildings.
- 6.54 The report concludes that appropriate living conditions can be achieved within proposed habitable rooms, with the implementation of a relatively standard glazing and ventilation scheme. Therefore, it is considered the proposed development accords with national and local planning policy.

RESIDENTIAL VISUAL AMENITY

- 6.55 Residential Visual Amenity is a component of 'Residential Amenity'. Over recent years a large number of Residential Visual Amenity Assessments (RVAAs) have been prepared relating to wind energy proposals, given the height and size of modern wind turbines. RVAAs of tall buildings in built up city centre environments are uncommon and would only be needed if the proposed development effected the outlook / visual amenity of a residential property to such a degree that it crossed a visual amenity threshold, to the extent that it may not be in the public interest to permit such conditions to occur, where they did not exist before. This is not considered to be the case in respect of the proposed development and therefore an RVAA has not been prepared for the application.
- 6.56 Photomontages from nearby viewpoints on Store Street, together with architectural drawings (elevations/sections) can be used to gauge to some degree the likely impacts of the proposed development on residential visual amenity, however it is not considered that a threshold is crossed in this case to the degree that visual amenity of private views from residential properties is adversely affected to the extent that it may become a matter of Residential Amenity and part of the planning balance. The effect would likely be concentrated to a small number of the south facing residences at the eastern end of the block fronting onto Store Street, but would be much less from those moving westwards and those along Jutland Street and the canal.
- 6.57 The effects of the proposed development on views experienced by nearby residents are unlikely to be of such magnitude or especially unusual in the context of the built up, city centre environment, where existing taller buildings are already present in the vicinity and are juxtaposed in private views from other nearby smaller scale residential blocks. The nearby Oxygen building nearby on Store Street, for example, rises to 32m storeys in the immediate context of smaller scale residential buildings of Piccadilly Village on Millbank Street.
- 6.58 In respect of private views and visual amenity, it is also widely known that no one has 'a right to a view'. This includes situations where a residential property's outlook / visual amenity is judged to be 'significantly' or 'adversely' affected

by a proposed development, a matter which has been confirmed in a number of appeal / public inquiry decisions. It is not uncommon for adverse effects on views and visual amenity to be experienced by people at their place of residence as a result of introducing a new development into the landscape.

AIR QUALITY

- 6.59 An Air Quality Assessment was undertaken by Redmore Environmental in support of the application. The assessment has considered potential impacts from both the construction and operational phases of development.
- 6.60 The report identifies potential construction phase air quality impacts from fugitive dust emissions as a result of earthworks, construction and trackout activities. However, it is considered that the use of good practice control measures would provide suitable mitigation for a development of this size and nature and reduce potential impacts to an acceptable level.
- 6.61 At the operational phase of development, the potential for air quality impacts are identified as traffic exhaust emissions associated with vehicles travelling to and from the site. These were assessed using standard screening criteria. However, due to the low number of vehicle trips predicted to be produced by the proposals, road traffic exhaust emission impacts were not predicted to be significant.
- 6.62 In addition, it was identified that there was potential for the exposure of future residents to elevated pollution levels, therefore dispersion modelling was undertaken in order to predict concentrations across the proposed development site as a result of emissions from the highway network. The dispersion modelling assessment indicated that predicted pollution levels were below the relevant criteria at all locations across the development. The site is therefore considered suitable for the proposed use from an air quality perspective.
- 6.63 Based on the assessment results, air quality factors are not considered a constraint and the proposals are seen to accord with Core Strategy Policy EN16.

ARCHAEOLOGY

- 6.64 An Archaeological Desk Based Study has been prepared by Archaeological Research Services Ltd and addresses the potential impacts of development at the site upon below-ground archaeological remains only.
- 6.65 The Greater Manchester Historic Environment Record (HER) has no record of archaeological investigations having been carried out within the boundary of the site.
- 6.66 The site was once the location of two industrial complexes: the Thompson, McKay & Co. Warehouse and the J.W.Southern & Son Ltd. Packing Case Manufactory and Timber Yard. The majority of the buildings within these complexes date to the mid-late 19th century, with historic mapping showing the site remains largely unchanged throughout the late-19th – mid-late 20th century, with the wider addition of several new structures. During the late 20th century, both complexes were demolished, with the site now void of all buildings. Currently, the ground level within the site appears to be c.2.5m above the ground level of the adjacent Store Street, with 2014 ground investigations showing the makeup of the ground within the north-western corner of the site comprising made-ground/fill.
- 6.67 Consultation with Greater Manchester Archaeology Advisory Service (GMAAS) has been undertaken and it has been recommended that archaeological monitoring, in the form of a watching brief, should be carried out during future site investigation works (e.g. test pitting) in order to better understand the depth and construct of made-ground and the level of truncation of any below-ground deposits below modern street level.
- 6.68 Based on a review of any site investigation, and in consultation with GMAAS, it may be appropriate to carry out further archaeological works (e.g. evaluation and/or possible open area excavation) in order to record any significant 18th/19th century remains identified within the Site.

REDUCING THE POTENTIAL FOR CRIME

- 6.69 Greater Manchester Police (GMP) has prepared a Crime Impact Statement for the scheme. The Crime Impact Statement is supportive of the development

but makes simple recommendations to improve security. A full response to the comments raised is provided in the Design and Access Statement. In summary, the development is capable of positively responding to all comments received and therefore will design out the opportunity for crime as far as possible. The high quality design and site management will make the development and adjacent street feel a safe and secure place to be which will contribute to the success of the development.

OPERATIONAL MANAGEMENT AND MAINTENANCE

- 6.70 The intention is that the development will be retained and managed by the applicant. Given this, the applicant has a vested interest in ensuring that the development is well maintained and managed. The site will be managed by an onsite management company and will also be covered by CCTV. The scheme has been designed with longevity, robustness and maintenance in mind. A Residential Management Plan has been submitted in support of the application.

7. CONCLUSIONS

- 7.1 This Planning and Tall Building Statement has been prepared by Zerum Consult Ltd on behalf of the Applicant, M1 Piccadilly Limited and accompanies a planning application submitted to Manchester City Council ('the LPA') for the construction of a 15 storey (ground floor plus 14 floors) tower, to comprise 54 apartments (Use Class C3) with associated residential facilities (including residents' lounge, roof terrace and office space), two disabled car parking spaces and 57 cycle parking spaces, landscaping, access and associated development on land south of Store Street.
- 7.2 The proposals represent an exciting opportunity to bring forward development on a disused, brownfield site that has been earmarked for development for at least 20 years. The site is sustainably located in the city centre in close proximity to Piccadilly Station and the forthcoming HS2 station. It will add activity, interest and natural surveillance to an otherwise underused street improving the pedestrian experience for existing local residents and strengthening the links between Piccadilly and New Islington, consistent with the aims of the Manchester Piccadilly SRF.
- 7.3 The development will provide high-quality, spacious homes, with at least dual-aspect views from each apartment across the city. Residents will also benefit from external amenity space, concierge service and a residents' business lounge.
- 7.4 The proposed development is designed to regenerate a previously overlooked part of the city which, up until the recent delivery of the nearby Oxygen residential development, had not seen significant investment since the development of the Piccadilly Wharf Village in the late 1990's/ 2000's. A further residential development on the opposite site of the canal aqueduct, which crosses Store Street next to the site, is also set to come forward imminently, leading to a culmination of change to the character and experience of Store Street.
- 7.5 The development is within a highly accessible location and reduces the need to travel by private car, whilst supporting the creation of inclusive sustainable communities.

- 7.6 Discussions have taken place with key stakeholders, including MCC Officers and Councillors, Historic England, technical consultees, and interested parties. The scheme was also the subject of public consultation. The comments received helped influence and develop the scheme.
- 7.7 The proposals have been subjected to rigorous assessments during their development in order to minimise impacts as far as possible. The development is not expected to result in significant long-term impacts.
- 7.8 The development will deliver significant public benefits, it will:
- Achieve the objectives of the Manchester Piccadilly Strategic Regeneration Framework.
 - Create 78 FTE jobs over the approximate 18 month construction period.
 - Prioritise Manchester residents for construction jobs.
 - Add a GVA of £1.73m to the Greater Manchester economy over the lifetime of the construction and £2.86m indirect GVA from the supply chain.
 - Create employment for 7 people at any time during the operational life on the building.
 - Generate an estimated Council Tax income of £77,700 per annum.
 - Reconnect key regeneration areas within the city centre, especially Piccadilly and Islington/ Ancoats, which are established and emerging districts and hugely important to the overall success of Manchester's regeneration.
 - Allow the site to effectively and efficiently contribute to meeting the city's housing needs thereby acting as a catalyst to regeneration of this part of the City.
 - Provide greater activity and overlooking of existing streets to reduce the potential for crime and fear of crime.

- Strengthen a key pedestrian and cycling route.
- Deliver new high-quality apartments for a growing and higher skilled workforce.
- Add vibrancy and activity to an underused part of the city centre.
- Create a landmark development which will add buildings of the highest architectural quality to the City's townscape.
- Reduce surface water runoff from the site to flows of 50% of pre-demolition discharge rates, therefore minimising the risk of flooding within the locality and downstream of the development.
- Provide development built to high levels of sustainable design and construction including a CO2 reduction of 15% or greater against Part L of the Building Regulations and a reduction of 25% or greater on typical water consumption (litre/person/day).
- Provide enhancements to site ecology including the creation of favourable habitat, such as green roofs and the provision of ledges and foraging opportunities in the planting, for locally highlighted black redstart, as well as other bird species, insects and bats.

7.9 Section 38(6) of the Planning and Compulsory Purchase Act 2004 states that applications should be determined in accordance with the development plan unless material considerations dictate otherwise. The proposals have been considered in detail against the individual policies of the current Development Plan and taken overall are considered to be in compliance with it.

7.10 This document has further assessed the proposals against emerging plans and non-development plan policy, including the Manchester Piccadilly Strategic Regeneration Framework. These are material considerations in the determination of this planning application and add further weight in support of approval. Even were it to be concluded that that was some conflict with

development plan policies, such conflict is more than outweighed by the significant benefits which arise from the proposals.

7.11 Importantly, the development represents sustainable development since the scheme will further all three aspects of the tests (social, economic, environmental). Given that the development represents sustainable development which accords with the development plan (taken as a whole) then, paragraph 11 of the NPPF is relevant.

7.12 Paragraph 11 of the NPPF states that:-

“Plans and decisions should apply a presumption in favour of sustainable development. For decision-taking this means...

- *approving development proposals that accord with an up-to-date development plan without delay; or*
- *where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, granting permission unless:*
 - i. *the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or*
 - ii. *any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.”*

7.13 Sustainable development is at the heart of national guidance and it is firmly concluded that these proposals comprise sustainable development, as such they merit the granting of Planning Permission.