Application Number	Date of Appln	Committee Date	Ward
129406/FO/2021	15th Feb 2021	3rd Jun 2021	Deansgate Ward

Proposal Full planning permission for a 28-storey purpose built student accommodation building (Sui Generis)

Location Land At Deansgate South, Manchester

Applicant Fusion Manchester DevCo Ltd, Fusion House, The Green, Letchmore Heath, WD25 8ER,

Agent Miss Claire Pegg, Cushman & Wakefield, 1 Marsden Street, Manchester, M2 1HW

EXECUTIVE SUMMARY

The proposal is for a 28 storey purpose built student accommodation (PBSA) building providing 534 student bed spaces. There have been 28 objections from neighbours and 12 representations from members of the public supporting the proposal. Councillors Marcus Johns and William Jeavons have objected.

Key Issues

Principle of use and contribution to regeneration - The development would not meet the tests of Core Strategy Policy H12, in that it is not in close proximity to the University campuses or to a high frequency public transport route which passes this area, the applicant has failed to demonstrate robustly that there is unmet need for the proposed student accommodation, or that they have entered into an agreement with an education provider for the provision of student accommodation, nor has the applicant demonstrated that their proposal for PBSA is deliverable. The proposal does not demonstrate a positive regeneration impact in its own right and would be contrary to the Great Jackson Street Development Framework (SRF) and would undermine the objective to create a high quality residential area that has a focus for families. The proposal should therefore be refused on those grounds.

Height, Scale, Massing and Design - The site is in a highly prominent location adjacent to domestic scale developments within Castlefield and Knott Mill. The tower would be clad with “Corten Steel look” polyester powder coated (PPC) aluminium panels. The height, scale and massing of the building would form an over-obtrusive feature within the street scene, which, along with the poor quality cladding material, would have a detrimental impact on visual amenity. The building would have a poor relationship with Deansgate Quay, creating a feeling of overcrowdedness and being overbearing for residents. The proposal should therefore be refused on those grounds.

Heritage – The site is adjacent to Castlefield Conservation Area and close to a number of Grade II listed buildings. Due to its height, scale, massing and design, the building would fail to preserve or enhance the character and appearance of the

conservation area and would have a detrimental impact on the settings of the Grade II listed Artingstall's Chapel and the former Bridgewater Canal Offices. The proposal would result in less than substantial harm to the heritage assets and it is considered that there are no public benefits to the scheme that would outweigh the harm caused to the heritage assets. The proposal should therefore be refused on those grounds.

Residential Amenity - The development would have an impact on the amenities of existing residents in terms of loss daylight, sunlight and privacy. However, the impacts are considered to be acceptable in a City Centre context and not so harmful as to warrant refusal of the application on those grounds.

Wind - A wind study concludes that the proposal would require mitigation measures in the form of street tree planting to ensure that wind conditions around the site following the development would be suitable for pedestrians and cyclists. However, it is not always possible to plant trees in the pavements due to underground services and the width of the pavement. The applicant has not demonstrated that it is possible to plant trees in the location suggested and no alternative measures are proposed. It is considered therefore that the proposal could have a detrimental impact on the safety and comfort of pedestrians and cyclists due to the wind environment created. The proposal should therefore be refused on those grounds.

Climate change & Sustainability **-** This would be a low-carbon car-free building that would include measures to mitigate against climate change. The proposal would comply with policies relating to CO2 reductions and biodiversity enhancement set out in the Core Strategy, the Zero Carbon Framework, the Climate Change and Low Emissions Plan and the Green and Blue Infrastructure Strategy.

A full report is attached below for Members' consideration.

Description

The application site measures 0.06 ha, is irregular in shape and occupies a prominent location on a key gateway route into the city centre. It has been vacant for some time and comprises hardstanding and scrub vegetation. It was last used as a garage and is now secured by a hoarding, with temporary use as a works area for the adjacent Deansgate Square development. There are two vehicular access points - one off Deansgate and one off Chester Road. The site slopes down from Chester Road along the southern edge to Deansgate. Due to the level difference, the boundary wall along Deansgate is in part a retaining wall.

The site is situated at the junction of Chester Road/Bridgewater Viaduct and Deansgate. To the north east is Deansgate Quay, a seven storey residential building with associated car parking. The site immediately to the west and north on the opposite side of Bridgewater Viaduct is under construction with two residential buildings, referred to as Castle Wharf. To the north east of the site are a variety of low-rise buildings that form the area of Knott Mill. To the south east is West Tower, which forms part of the Deansgate Square development, and to the south is a cleared site.

The site lies within the Great Jackson Street Development Framework area (SRF), the majority of which lies to the east and south of the site. The framework identifies that area will be subject to significant regeneration and investment in low, medium and high rise residential development.

The site is adjacent to Castlefield Conservation Area, which lies to the west on the opposite side of Bridgewater Viaduct and is characterised by a variety of historic buildings and new developments. There are a number of listed buildings (all Grade II) within the immediate vicinity including: Bridgewater Canal offices; Artingstalls Auctioneers; Merchants Warehouse; Flood gate on east side of Knott Mill Bridge; Middle Warehouse; Boundary stone on Knott Mill Bridge; and G-Mex.

The site has benefitted from the following planning permissions:
060909/FO/CITY3/00 - Mixed use development comprising (Class A3) at ground floor level with 30 residential units on upper floors (10 storeys), approved 20.09.2001.

065560/FO/CITY3/02 - Mixed use development comprising food and drink use (class A3) at ground floor level with 45 residential units (class C3) on the upper floors and basement car parking (11 storeys), approved 22.08.2002

075170/FO/2005/C3 - Mixed use development comprising ground floor food and drink use (Class A3/A4), 54 residential units and internal parking (14 storeys), approved 27.03.2007.

110730/FO/2015/C1 - Erection of a 13-storey building (plus basement level) comprising 53no. one and two bedroom apartments (Use Class C3), a commercial unit (Use Classes A1/ A2/ A3/ A4/ B1/D1), associated car parking, landscaping and vehicular and pedestrian access, approved 04.03.2016.

115591/FO/2017 - Erection of a 13-storey building comprising 53 residential apartments (Use Class C3a) together with ground floor commercial unit (135 sqm) (Use Classes A1 / A2 / A3 / A4 / B1a or D1), landscaping, loading bay and pedestrian access, approved 02.06.2017.

Existing view from junction of Deansgate and Chester Road looking north east

Proposal

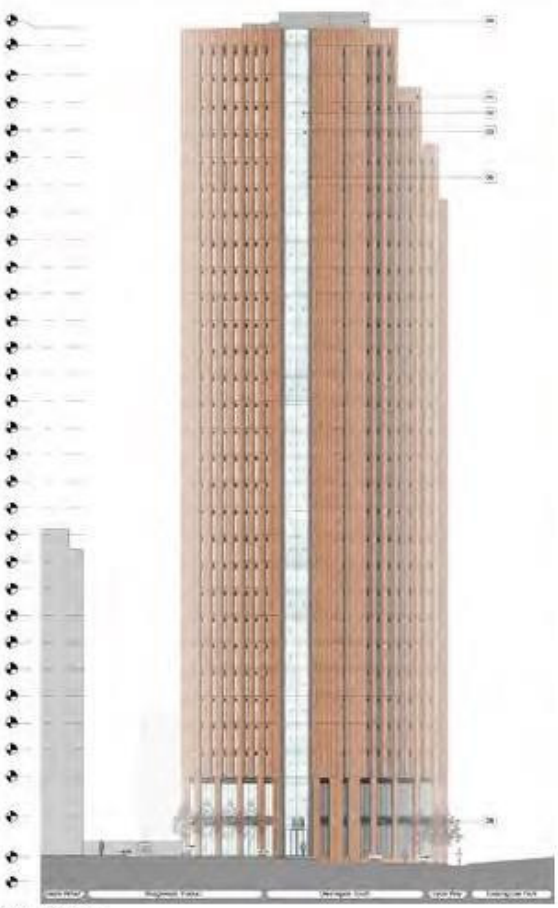
The proposed development is for a 28 storey purpose built student accommodation (PBSA) building, providing a total of 534 student bed spaces arranged across a mix of studios and cluster apartments. The proposal includes the following:

- 133 x studio apartments
- 30 x 1-bed apartments
- 40 x 2-bed apartments ('twodios') (80 beds)
- 27 x 3-bed apartments (81 beds)
- 21 4-bed apartments (84 beds)
- 21 x 6-bed apartments (126 beds)
- 639 sqm private amenity space, accessible to all residents
- 193 sqm external private amenity space across 3 terraces, accessible to all residents
- Reception area on the ground floor
- 92 secure cycle parking spaces on the lower ground floor;
- Bin store on the lower ground floor, to accommodate 20 no. 1100 litre Eurobins and 7 no. 240L bins, collected twice a week
- Rooftop solar photovoltaic panels
- Green roof.

All units would comply with Part M requirements, with 5% (27 bedrooms) designated as fully accessible. Servicing and refuse collections would take place from the lay-by on Deansgate.

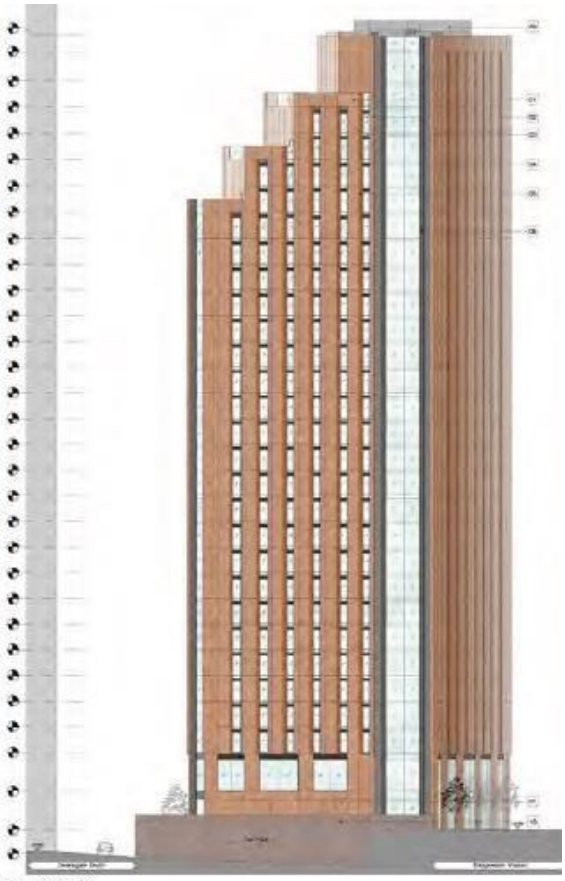
The building would fill the site, except for a small corner on Deansgate that would accommodate a ramp for access to the bin and cycle stores. The building would have a 'flat iron' form and would step back at the 22nd, 24th and 26th floors from the most easterly corner of the site on the Deansgate elevation to form three roof terraces. The building would be clad in polyester powder coated (PPC) aluminium panels described as having a "Corten Steel look', with vertical columns of dark grey PPC aluminium curtain wall glazing on the upper floors. The ground and mezzanine floors would have double height window bays along the two main elevations, with the main entrance to the building at the junction of Chester Road and Deansgate leading to a double height reception and amenity spaces. A vertical column of glazing would link the two main elevations at the main entrance point. Similarly, on the east elevation there would be a vertical column of glazing looking towards the City Centre.

View from South-Western approach along Chester Road



Western Elevation

View from North-Eastern approach along Bridgewater Viaduct



Eastern Elevation

Consultations

Publicity

The proposal has been advertised in the local press, site notices have been displayed and occupiers of neighbouring properties have been notified. Twenty eight neighbours have objected to the proposal and 12 members of the public support the application, as follows:

Support

Would like to see site developed as it is currently unsightly;
The development will blend in with the surrounding area and make it more attractive;
Support additional student accommodation in the city centre due to difficulties of finding affordable student accommodation in the city centre and Deansgate area;
Job creation from construction is welcomed.

Objections

Principle of use – PBSA is contrary to Policy H12 of the Core Strategy: it is not in close proximity to any universities or to a high frequency public transport route to the universities; it is incompatible with existing developments and the principles of the Great Jackson Street Framework; the local retail facilities are inadequate for 500+ students; and there is no car parking provided. There is no need for student accommodation in this area and there is no other student accommodation nearby.

The proposals seek to significantly change the demographic of this new residential neighbourhood, which is predominantly occupied by professionals.

Contrary to the Great Jackson Street Regeneration Framework – Use for PBSA is not within the vision of the framework, which stipulates that the area is to be a new residential neighbourhood, and the proposal fails to: fit in with the sequence of distinctive buildings along Chester Road, which are low rise: consider the height of the adjacent building; maximise separation distances (c.20m separation should be achieved for high density developments and a minimum of 15m for lower density – the proposal achieves 12m) and uses up most of the ground space of the site; enhance sunlight and daylight penetration into the site.

Height, Scale & Massing – The proposed building is too tall and close to the neighbouring Deansgate Quay, which it would tower over. Other nearby high-rise buildings are all a good distance away from the lower neighbouring buildings. Scale and mass are inappropriate in this location and would prevent longer views into and out of the City creating a visual barrier. It is out of scale with the developments in Knott Mill and Castlefield.

Design – Very imposing design that is out of keeping with the area. The form and materiality are in conflict with the approach and range of high-quality materials that have been used on the nearby residential developments.

Impact on Castlefield Conservation Area – The height, design and materials are out of keeping with the low-rise mainly red brick developments of Castlefield and would significantly harm the area. It would appear more as a foreground building rather than the reflective background towers located within the Great Jackson Street area.

Wind – The existing tall buildings have already created a wind tunnel in the rear car park area of Deansgate Quay, which will only get worse with another tall building, creating unbearable conditions for sitting on balconies or walking through the area, and increasing the danger of flying objects.

Loss of Daylight and Sunlight, and Overshadowing – The height and proximity of the building would result in the loss of a substantial amount of daylight and sunlight to the adjacent Deansgate Quay building. It would cast large shadows down Deansgate and Bridgewater Viaduct, restricting daylight on the streets and onto apartment balconies and windows. The Daylight and Sunlight models at Appendix 11.1 omit the development at Castle Wharf.

Loss of Rights to Light

Loss of privacy – Proximity to Deansgate Quay residential building and windows and roof terraces high up would lead to overlooking of existing flats.

Loss of outlook for adjacent apartments.

Noise and Disturbance – The access next to Deansgate Quay means that 500 students would be traipsing backwards and forwards at all hours of the day and night close to Deansgate Quay, where many residents work from home and need a good

night's rest. Students using the three outdoor roof terraces at night would cause unacceptable noise and disturbance. Students have a different work/life balance to working professionals and are more likely to party throughout the week. Residents of Deansgate Quay would be faced in part by a mid-level plant room with associated noise.

Anti-social Behaviour – Students are uninvested in their surroundings and would cause littering and general anti-social behaviour.

Increased Crime – the addition of student halls would attract and add to existing crime in the area.

Highways – Deansgate adjacent to Deansgate Square is already congested and narrow. The student accommodation would exacerbate the problem with increased traffic, deliveries and bin collections, particularly with so many students moving in and out at the same time at the beginning and end of each semester.

Contrary to the Manchester Residential Guidance – due to the impact on the adjacent residential properties in terms of privacy, light and noise and disturbance.

Impact on Local Amenities – Existing local residential amenities are already under pressure.

Previous Proposals – The previous proposals for this site were more appropriate with regard to the size, scale and use.

Ground Contamination – The applicant incorrectly says there is no contamination in their application form when the Phase 1 SI Report states that there is.

Flood Risk – The construction of a lower ground floor would bring the development within Flood Zone2, which would need to be addressed.

Construction disruption – Site is small so the construction compound would need to be off-site leading to increased construction traffic, road closures and increased noise and disruption.

Structural Damage – Piling is likely to exacerbate the existing cracks in the Deansgate Quay building, which have been caused by existing developments in the area. This may also compromise the integrity of the ground supporting the Bridgewater Viaduct.

House Prices – The proposal would significantly and adversely affect the property prices of Deansgate Quay.

<u>Councillor Objections</u>

The following objections have been received from Councillor Marcus Johns and Councillor William Jeavons:

Principle of use

The proposal is contrary to Policy H12 of the Core Strategy as follows:
Point 1 - It is not in close proximity to any universities or to a high frequency public transport route to the universities.
Point 3 - It is incompatible with existing developments. The area is highly residential and has a longstanding and settled residential community in Castlefield, Deansgate Quay and Knott Mill. It is not student in character and the applicant is misleading comparing it to the M15 postcode, which is a different pattern of development and land use, closer to the universities and along high frequency transport routes that connect to the universities. The Great Jackson Street Regeneration Framework (SRF) does not include PBSA as an acceptable use.
Point 4 - The proposal cannot demonstrate a positive regeneration impact in its own right and does not accord with the SRF, which looks to create a high-quality residential-led neighbourhood and a vibrant, safe, secure and sustainable community. It doesn't meet the SRF requirements of maximising separation distances (provides 12.2m rather than c.20m), increasing the quantum and variety of public spaces (the applicant is misleading to characterise the external terraces as public realm) , or enhancing sunlight and daylight penetration into the site. The SRF specifies this plot (Plot H) could provide 13% of the site area as public realm – none is provided with the proposed building filling the site. The SRF specifies a maximum of 13 storeys for this site.
Point 6 - The proposal fails the test of no unacceptable effect on residential amenity – its scale, massing and utilisation of the site would be hugely overbearing on Deansgate Quay.
Point 9 – The applicant fails to demonstrate that there is a need for PBSA in this location, far from University campuses, and has failed to attract the support of and enter into a formal agreement with a University or another provider of higher education for the proposed development. The applicant's needs assessment makes sweeping assumptions and actually shows that the marginal increase in the total growth (3,810 students) is well within the 5,513 bedspaces developed in Manchester within the same timeframe.

The proposal is contrary to the Executive report of 9 December 2020 where it states that the aim of Policy H12 is "to ensure the right mix of student house is delivered, in the right parts of the city" and the "location of accommodation close to University facilities is a critical issue in ensuring the safety and wellbeing of students". The report states that PBSA "should be located in the areas immediately adjacent to the core university area, principally the Oxford Road Corridor Area" and "the only exemption to this … would be within the Eastlands Strategic Regeneration Framework area". The proposal falls considerably outside the Oxford Road Corridor Area, cannot be considered 'immediately adjacent' to the core university areas, and does not fall within the only exemption to this definition as outlined in the policy.

Height, Scale and Massing

The proposal is too tall for its location and fails to respond to the low-rise nature of Deansgate Quay, the stepping down effect towards Bridgewater Viaduct, the requirements of the SRF, and the extant planning permission (which is less than half the number of storeys). Its scale and massing are unacceptable, filling the site,

failing to provide public or private space in line with the SRF and leaving just 12.2m separation distance to Deansgate Quay. The stepping down to 22 storeys adjacent to Deansgate Quay is laughable given the extreme difference in heights. Rather than mediating the relationship between the Castle Wharf development by stepping down to Deansgate Quay, it instead steps up from the Castle Wharf development before stepping down.

The applicant proposes a window-less façade adjacent to Deansgate Quay to mitigate privacy/overlooking – this is a miserable proposal that would reduce the already questionable aesthetic and architectural quality of the proposal and is attempting to mitigate out harm caused by the overdevelopment of the site adjacent to a residential building.

It fails to meet Policy DM1, which requires “appropriate siting, layout, scale, form, massing, materials, and detail” and developments to “have regard to the character of the surrounding area”.

It fails to meet Policy EN2 (Tall Buildings), which requires tall buildings to be of excellent design quality, appropriately located and contribute positively to placemaking, eg as a landmark, by terminating a view, or by signposting a facility of significance.

Residential Amenity (of Deansgate Quay and West Tower)

Noise – from the egress of 534 students; from the twice weekly waste collections of 27 bins immediately outside residential properties; location of waste storage adjacent to residential property and proposed significant collection patterns; three roof terraces at significant height would allow noise to carry and impact on a wide residential area.

Odours - from bins close to residential property.

Loss of Privacy – overlooking of living spaces and surrounding residential amenity areas from within the development and the proposed roof terraces.

Loss of Light – the height, scale and massing of the development would lead to an unsatisfactory noticeable reduction in skylight and ‘more gloomy’ homes for a significant number of residents in Deansgate Quay (and also in West Tower).

The proposal would therefore be contrary to Policies DM1 and H12.

<u>Consultees</u>

Sport England - Provides advice on the provision of sports facilities and promoting healthy lifestyles and communities.

Environmental Health - EH does not support the proposals as they do not comply with the City Council's bin storage requirements for once a week collection. If this matter is resolved, EH would recommend the following conditions be attached to any

approval: construction management plan (CMP); lighting; acoustics; air quality; and contaminated land.

City Centre Growth and Infrastructure Team - Object to the proposal for the following reasons:

- The proposal is at odds with the site's designation within the SRF, which considers a low- to mid-rise building is best supported at the site, and the scheme would adversely impact on the existing residential community in the Great Jackson Street and Castlefield areas.
- Distance from the Universities. The report to the Council's Executive on 9 December 2020 made clear that Core Strategy Policy H12 retains relevance in how PBSA is developed in Manchester, with location close to University facilties being a key factor. The site would be approximately a 20 to 30 minute walk to the Metropolitan University of Manchester (MMU) and the University of Manchester main libraries respectively. A recent appraisal by Cushman and Wakefield on Student Accommodation in Manchester (which was previously presented to the Council's Executive) reported that accommodation is considered to be less sustainable where it is a greater than 20 minute walk to campus.

MCC Flood Risk Management - Recommends conditions regarding Sustainable Drainage Systems (SuDS).

Highway Services - Recommends accessible parking provision, a car club bay, 100% cycle parking (the 17% proposed is inadequate), details of the proposed cycle hire scheme, resident management plan, Travel Plan, pavement reinstatement, traffic regulation orders (TROs), servicing management plan and construction management plan.

Greater Manchester Ecology Unit - Recommends a condition regarding the protection of nesting birds and for the proposed landscape scheme.

Manchester Water Safety Partnership - Request that the building operators fully engage with MWSP due to the significant number of deaths over the years due to drowning some of which have been students. Recommend focussed student events and information provided to students during Starters' Week.

Greater Manchester Archaeological Advisory Service - GMAAS are satisfied that the application has no archaeological implications.

Greater Manchester Police - Recommends the layout issues in Section 3.3 are addressed and the physical security measures in Section 4 of the Crime Impact Statement are conditioned.

Historic England (North West) - Recommends the LPA seeks the views of their specialist conservation and archaeological advisers as relevant.

Manchester Airport Safeguarding Officer - No objections.

Natural England - No objection.

United Utilities Water PLC - Recommends conditions regarding surface and foul water drainage, and SuDS.

Environment Agency - Previous uses of the site present a high risk of contamination that could be mobilised during construction to pollute controlled waters. Therefore, there is no objection to the application providing conditions relating to ground contamination and piling methodology are attached to any permission.

Issues

Relevant National Policy

The National Planning Policy Framework sets out Government planning policies for England and how these are expected to apply. The NPPF seeks to achieve sustainable development and states that sustainable development has an economic, social and environmental role (paragraphs 7 & 8). Paragraphs 10, 11, 12, 13 and 14 of the NPPF outline a “presumption in favour of sustainable development”. This means approving development, without delay, where it accords with the development plan (para 11). Paragraphs 11 and 12 state that:

"For decision-taking this means: approving development proposals that accord with an up-to-date development plan without delay” and “where a planning application conflicts with an up-to-date development plan (including any neighbourhood plans that form part of the development plan), permission should not usually be granted. Local planning authorities may take decisions that depart from an up-to-date development plan, but only if material considerations in a particular case indicate that the plan should not be followed”.

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

Section 5 (Delivering a sufficient supply of homes) – High-density student housing would not be appropriate within Great Jackson Street and would have a negative impact on the land available for delivering a sufficient supply of homes for the general population.

Section 6 - Building a strong and competitive economy - The proposal would create jobs during construction.

Section 8 (Promoting healthy and safe communities) – The development would create natural surveillance, but the introduction of 534 students to this area may cause issues of noise and disturbance to the wider established residential community.

Section 9 (Promoting Sustainable Transport) – Whilst the proposal is in a highly sustainable location, the proposed student accommodation is some distance from the Universities and the site is not on direct public transport routes to the University corridor.

Section 11 (Making Effective Use of Land) – The proposal would not make effective use of land as it would use land that is better suited for general housing and it does not provide student accommodation close to the universities.

Section 12 (Achieving Well-Designed Places) - The proposed building, due to its height and the materials proposed would not achieve a well-designed place.

Section 14 (Meeting the challenge of climate change, flooding and coastal change) – The proposal would seek to achieve an 'Excellent' BREEAM rating for the commercial element.

An Environmental Standards Statement demonstrates that the development would accord with a wide range of principles intended to promote energy efficient buildings integrating sustainable technologies from conception, through feasibility, design and build stages and in operation.

The site is within Zone 1 of the Environment Agency flood maps and has a low probability of flooding.

Section 15 (Conserving and enhancing the natural environment) – The documents submitted with this application have considered issues such as ground conditions, noise and the impact on ecology and demonstrate that the proposal would have no significant adverse impacts in respect of the natural environment.

Section 16 Conserving and Enhancing the Historic Environment - The proposal, due to its height and the materials proposed, would have an adverse impact on the character or appearance of Castlefield Conservation Area and on the settings of nearby listed buildings.

Core Strategy

The Core Strategy Development Plan Document 2012-2027 was adopted on 11 July 2012 and is the key document in Manchester's Local Development Framework. It sets out the long term strategic planning policies for Manchester. A number of UDP policies have been saved until replaced by further development plan documents to accompany the Core Strategy. Planning applications in Manchester must be decided in accordance with the Core Strategy, saved UDP policies and other Local Development Documents. The proposal has been assessed against the adopted Core Strategy as follows:

Policy SP 1 Spatial Principles – The proposal would be contrary to policy SP1 as it would not contribute towards the creation of a balanced neighbourhood of choice and would not create a high quality neighbourhood for residents to live in.

Policy CC3 Housing – It is expected that a minimum of 16,500 new homes will be provided in the City Centre up to 2027. The development would be located within an area identified for residential development but is not a site considered appropriate for PBSA. The proposal would use land that would be better suited to other housing and would not provide PBSA in areas where it is needed most.

Policy CC5 Transport – The proposal is not close to direct transport routes to the universities and is therefore considered to be inappropriate in this location.

Policy CC6 City Centre High Density Development – The height of the proposal is considered to be inappropriate on this site and it would not meet the requirements of Policy EN2 'Tall Buildings'.

Policy CC8 Change and Renewal – The proposal would not be in accordance with the Great Jackson Street Development Framework and would thereby be contrary to Policy CC8, which expects redevelopment proposals to be prepared within an approved development framework.

Policy CC9 Design and Heritage – The building would not be of the highest standard in terms of appearance and it would fail to preserve or enhance the nearby heritage assets.

Policy CC10 A Place for Everyone – This is not considered to be an appropriate location for PBSA and it would not contribute to an increase in family orientated activity.

Policy H1 Overall Housing Provision – This site within the City Centre is not considered appropriate for PBSA as it would not meet the requirements of Policy H12, in that it is not in close proximity to the universities or to a high frequency public transport route that passes the university areas.

Policy H12 Purpose Built Student Accommodation - the provision of new PBSA will be supported where the development satisfies the criteria below. Priority will be given to schemes which are part of the universities' redevelopment plans or which are being progressed in partnership with the universities, and which clearly meet Manchester City Council's regeneration priorities.

1. Sites should be in close proximity to the University campuses or to a high frequency public transport route which passes this area.

2. The Regional Centre, including the Oxford Road Corridor, is a strategic area for low and zero carbon decentralised energy infrastructure. Proposed schemes that fall within this area will be expected to take place in the context of the energy proposals plans as required by Policy EN 5.

3. High density developments should be sited in locations where this is compatible with existing developments and initiatives, and where retail facilities are within walking distance. Proposals should not lead to an increase in on-street parking in the surrounding area.

4. Proposals that can demonstrate a positive regeneration impact in their own right will be given preference over other schemes. This can be demonstrated for example through impact assessments on district centres and the wider area. Proposals should contribute to providing a mix of uses and support district and local centres, in line with relevant Strategic Regeneration Frameworks, local plans and other masterplans as student accommodation should closely integrate with existing

neighbourhoods to contribute in a positive way to their vibrancy without increasing pressure on existing neighbourhood services to the detriment of existing residents.

5. Proposals should be designed to be safe and secure for their users and avoid causing an increase in crime in the surrounding area. Consideration needs to be given to how proposed developments could assist in improving the safety of the surrounding area in terms of increased informal surveillance or other measures to contribute to crime prevention.

6. Consideration should be given to the design and layout of the student accommodation and siting of individual uses within the overall development in relation to adjacent neighbouring uses. The aim is to ensure that there is no unacceptable effect on residential amenity in the surrounding area through increased noise, disturbance or impact on the streetscene either from the proposed development itself or when combined with existing accommodation.

7. Where appropriate proposals should contribute to the re-use of Listed Buildings and other buildings with a particular heritage value.

8. Consideration should be given to provision and management of waste disposal facilities that will ensure that waste is disposed of in accordance with the waste hierarchy set out in Policy EN 19, within the development at an early stage.

9. Developers will be required to demonstrate that there is a need for additional student accommodation or that they have entered into a formal agreement with a University, or another provider of higher education, for the supply of all or some of the bedspaces.

10. Applicants/developers must demonstrate to the Council that their proposals for PBSA are deliverable.

The development is considered to be contrary to policy H12 for the reasons set out in depth in the Issues section.

Policy T1 Sustainable Transport – The development would encourage a modal shift away from car travel to more sustainable alternatives. It would improve pedestrian routes within the area and the pedestrian environment.

Policy T2 Accessible Areas of Opportunity and Need – The proposed development is not in a location considered appropriate for PBSA as it is not on a route with good access to the university campuses.

Policy EN1 Design Principles and Strategic Character Areas - The proposal is considered to be too tall and would have a detrimental impact on Castlefield Conservation Area and the nearby listed buildings.

EN2 Tall Buildings – 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.

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.

Suitable locations will include sites within and immediately adjacent to the City Centre with particular encouragement given to non-conservation areas and sites which can easily be served by public transport nodes.

It will be necessary for the applicant/developer to demonstrate that proposals for tall buildings are viable and deliverable.

The development is considered to be contrary to policy EN2 for the reasons set out in depth in the Issues section.

Policy EN3 Heritage – It is considered that the building would have a detrimental impact on the character and appearance of Castlefield Conservation Area and the settings of the nearby listed buildings. This is discussed in more detail below.

Policy EN4 Reducing CO2 Emissions by Enabling Low and Zero Carbon Development - The proposal would follow the principle of the Energy Hierarchy to reduce CO2 emissions.

Policy EN6 Target Framework for CO2 reductions from low or zero carbon energy supplies – The development would comply with the CO2 emission reduction targets set out in this policy.

Policy EN 8 Adaptation to Climate Change - The energy statement sets out how the building has been designed to consider adaptability in relation to climate change.

Policy EN9 Green Infrastructure – The development incorporates of rooftop gardens.

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

EN15 Biodiversity and Geological Conservation – The development would provide an opportunity to secure ecological enhancement for fauna typically associated with residential areas such as breeding birds and roosting bats.

Policy EN 16 Air Quality - The proposal would not be reliant on cars and would therefore minimise emissions from any traffic generated by the development.

Policy EN 17 Water Quality - The development would not have an adverse impact on water quality. Surface water run-off and grounds water contamination would be minimised.

Policy EN 18 Contaminated Land and Ground Stability - A site investigation, which identifies possible risks arising from ground contamination has been prepared.

Policy EN19 Waste – The development would be consistent with the principles of waste hierarchy. The application is accompanied by a Waste Management Strategy.

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

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

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

Policy DM2 Aerodrome Safeguarding – The development would not have an impact on the operational integrity or safety of Manchester Airport or Manchester Radar.

Saved Unitary Development Plan Policies

DC18.1 Conservation Areas – It is considered that the proposal would have a detrimental impact on the character and appearance of the nearby Castlefield Conservation Area and this is discussed in more detail later in the report.

DC19.1 Listed Buildings – It is considered that the proposal would have a detrimental impact on the settings of the nearby listed buildings. This is discussed in more detail later in the report.

Policy DC20 Archaeology – The site has little archaeological interest.

DC26.1 and DC26.5 Development and Noise – An acoustic assessment has been prepared. The noise impacts of the proposal are discussed in more detail below.

Issues

Relevant National Policy

The National Planning Policy Framework sets out Government planning policies for England and how these are expected to apply. The NPPF seeks to achieve sustainable development and states that sustainable development has an economic, social and environmental role (paragraphs 7 & 8). Paragraphs 10, 11, 12, 13 and 14 of the NPPF outline a “presumption in favour of sustainable development”. This means approving development, without delay, where it accords with the development plan (para 11). Paragraphs 11 and 12 state that:

"For decision-taking this means: approving development proposals that accord with an up-to-date development plan without delay” and “where a planning application conflicts with an up-to-date development plan (including any neighbourhood plans that form part of the development plan), permission should not usually be granted. Local planning authorities may take decisions that depart from an up-to-date development plan, but only if material considerations in a particular case indicate that the plan should not be followed”.

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

Section 5 (Delivering a sufficient supply of homes) – The scheme would provide high-density student housing on a site where such accommodation is not needed or appropriate. It would have a negative impact on the land available for delivering a sufficient supply of homes for the general population.

Section 6 - Building a strong and competitive economy - The proposal would create jobs during construction and new residents would support the local economy through the use of facilities and services.

Section 8 (Promoting healthy and safe communities) – The development would create natural surveillance, but the introduction of 534 students to this area may cause issues of noise and disturbance to the wider established residential community.

Section 9 (Promoting Sustainable Transport) – Whilst the proposal is in a highly sustainable location, the proposed student accommodation is some distance from the Universities and the site is not on direct public transport routes to the University corridor.

Section 11 (Making Effective Use of Land) – The proposal would not make effective use of land as it would use land that is better suited for general housing and it does not provide student accommodation close to the universities.

Section 12 (Achieving Well-Designed Places) - The proposed building, due to its height and the materials proposed would not achieve a well-designed place.

Section 14 (Meeting the challenge of climate change, flooding and coastal change) – The proposal would seek to achieve an 'Excellent' BREEAM rating for the commercial element.

An Environmental Standards Statement demonstrates that the development would accord with a wide range of principles intended to promote energy efficient buildings integrating sustainable technologies from conception, through feasibility, design and build stages and in operation.

The site is within Zone 1 of the Environment Agency flood maps and has a low probability of flooding.

Section 15 (Conserving and enhancing the natural environment) – The documents submitted with this application have considered issues such as ground conditions, noise and the impact on ecology and demonstrate that the proposal would have no significant adverse impacts in respect of the natural environment.

Section 16 Conserving and Enhancing the Historic Environment - The proposal, due to its height and the materials proposed, would have an adverse impact on the character or appearance of Castlefield Conservation Area and on the settings of nearby listed buildings.

Core Strategy

The Core Strategy Development Plan Document 2012-2027 was adopted on 11 July 2012 and is the key document in Manchester's Local Development Framework. It sets out the long term strategic planning policies for Manchester. A number of Unitary Development Plan (UDP) policies have been saved until replaced by further development plan documents to accompany the Core Strategy. Planning applications in Manchester must be decided in accordance with the Core Strategy, saved UDP policies and other Local Development Documents. The proposal has been assessed against the adopted Core Strategy as follows:

Policy SP 1 Spatial Principles – The proposed development is considered to be contrary to policy SP1 in that it would not contribute towards the creation of a balanced neighbourhood of choice and would not create a high quality neighbourhood for residents to live in.

Policy CC3 Housing – It is expected that a minimum of 16,500 new homes will be provided in the City Centre up to 2027. The development would be located within an area identified for residential development but is not a site considered appropriate for PBSA. The proposal would use land that would be better suited to other housing and would not provide PBSA in areas where it is needed most.

Policy CC5 Transport – The proposal is not close to direct transport routes to the universities and is therefore considered to be inappropriate in this location.

Policy CC6 City Centre High Density Development – The height of the proposal is considered to be inappropriate on this site and it would not meet the requirements of Policy EN2 'Tall Buildings'.

Policy CC8 Change and Renewal – The proposal would not be in accordance with the Great Jackson Street Development Framework and would thereby be contrary to Policy CC8, which expects redevelopment proposals to be prepared within an approved development framework.

Policy CC9 Design and Heritage – It is considered that the new building would not be of the highest standard in terms of appearance and it would fail to preserve or enhance the nearby heritage assets.

Policy CC10 A Place for Everyone – This is not considered to be an appropriate location for PBSA and it would not contribute to an increase in family orientated activity.

Policy H1 Overall Housing Provision – This site within the City Centre is not considered appropriate for PBSA as it would not meet the requirements of Policy H12, in that it is not in close proximity to the universities or to a high frequency public transport route that passes the university areas.

Policy H12 Purpose Built Student Accommodation - the provision of new purpose built student accommodation will be supported where the development satisfies the criteria below. Priority will be given to schemes which are part of the universities' redevelopment plans or which are being progressed in partnership with the universities, and which clearly meet Manchester City Council's regeneration priorities.

1. Sites should be in close proximity to the University campuses or to a high frequency public transport route which passes this area.

2. The Regional Centre, including the Oxford Road Corridor, is a strategic area for low and zero carbon decentralised energy infrastructure. Proposed schemes that fall within this area will be expected to take place in the context of the energy proposals plans as required by Policy EN 5.

3. High density developments should be sited in locations where this is compatible with existing developments and initiatives, and where retail facilities are within walking distance. Proposals should not lead to an increase in on-street parking in the surrounding area.

4. Proposals that can demonstrate a positive regeneration impact in their own right will be given preference over other schemes. This can be demonstrated for example through impact assessments on district centres and the wider area. Proposals should contribute to providing a mix of uses and support district and local centres, in line with relevant Strategic Regeneration Frameworks, local plans and other masterplans as student accommodation should closely integrate with existing neighbourhoods to contribute in a positive way to their vibrancy without increasing pressure on existing neighbourhood services to the detriment of existing residents.

5. Proposals should be designed to be safe and secure for their users and avoid causing an increase in crime in the surrounding area. Consideration needs to be given to how proposed developments could assist in improving the safety of the surrounding area in terms of increased informal surveillance or other measures to contribute to crime prevention.

6. Consideration should be given to the design and layout of the student accommodation and siting of individual uses within the overall development in relation to adjacent neighbouring uses. The aim is to ensure that there is no unacceptable effect on residential amenity in the surrounding area through increased noise, disturbance or impact on the streetscene either from the proposed development itself or when combined with existing accommodation.

7. Where appropriate proposals should contribute to the re-use of Listed Buildings and other buildings with a particular heritage value.

8. Consideration should be given to provision and management of waste disposal facilities that will ensure that waste is disposed of in accordance with the waste hierarchy set out in Policy EN 19, within the development at an early stage.

9. Developers will be required to demonstrate that there is a need for additional student accommodation or that they have entered into a formal agreement with a University, or another provider of higher education, for the supply of all or some of the bedspaces.

10. Applicants/developers must demonstrate to the Council that their proposals for PBSA are deliverable.

The development is considered to be contrary to policy H12 for the reasons set out in depth in the Issues section.

Policy T1 Sustainable Transport – The development would encourage a modal shift away from car travel to more sustainable alternatives. It would improve pedestrian routes within the area and the pedestrian environment.

Policy T2 Accessible Areas of Opportunity and Need – The proposed development is not in a location considered appropriate for PBSA as it is not on a route with good access to the university campuses.

Policy EN1 Design Principles and Strategic Character Areas - The proposal is considered to be too tall and would have a detrimental impact on Castlefield Conservation Area and the nearby listed buildings.

EN2 Tall Buildings – 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.

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.

Suitable locations will include sites within and immediately adjacent to the City Centre with particular encouragement given to non-conservation areas and sites which can easily be served by public transport nodes.

It will be necessary for the applicant/developer to demonstrate that proposals for tall buildings are viable and deliverable.

The development is considered to be contrary to policy EN2 for the reasons set out in depth in the Issues section.

Policy EN3 Heritage – It is considered that the building would have a detrimental impact on the character and appearance of Castlefield Conservation Area and the settings of the nearby listed buildings. This is discussed in more detail below.

Policy EN4 Reducing CO2 Emissions by Enabling Low and Zero Carbon Development - The proposal would follow the principle of the Energy Hierarchy to reduce CO2 emissions.

Policy EN6 Target Framework for CO2 reductions from low or zero carbon energy supplies – The development would comply with the CO2 emission reduction targets set out in this policy.

Policy EN 8 Adaptation to Climate Change - The energy statement sets out how the building has been designed to consider adaptability in relation to climate change.

Policy EN9 Green Infrastructure – The development incorporates rooftop gardens.

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

EN15 Biodiversity and Geological Conservation – The development would provide an opportunity to secure ecological enhancement for fauna typically associated with residential areas such as breeding birds and roosting bats.

Policy EN 16 Air Quality - The proposal would not be reliant on cars and would therefore minimise emissions from any traffic generated by the development.

Policy EN 17 Water Quality - The development would not have an adverse impact on water quality. Surface water run-off and grounds water contamination would be minimised.

Policy EN 18 Contaminated Land and Ground Stability - A site investigation, which identifies possible risks arising from ground contamination has been prepared.

Policy EN19 Waste – The development would be consistent with the principles of waste hierarchy. The application is accompanied by a Waste Management Strategy.

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

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

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

Policy DM2 Aerodrome Safeguarding – The development would not have an impact on the operational integrity or safety of Manchester Airport or Manchester Radar.

Saved Unitary Development Plan (UDP) Policies

DC18.1 Conservation Areas – It is considered that the proposal would have a detrimental impact on the character and appearance of the nearby Castlefield Conservation Area and this is discussed in more detail later in the report.

DC19.1 Listed Buildings – It is considered that the proposal would have a detrimental impact on the settings of the nearby listed buildings. This is discussed in more detail later in the report.

Policy DC20 Archaeology – The site has little archaeological interest.

DC26.1 and DC26.5 Development and Noise – An acoustic assessment has been prepared. The noise impacts of the proposal are discussed in more detail below.

Report to the City Council's Executive on PBSA

The Council's Executive endorsed a report regarding PBSA on 9 December 2020 following the outcome of a public consultation exercise with key stakeholders, on PBSA in Manchester. The report was endorsed by the Executive to help guide the decision-making process in advance of a review of the Local Plan. It was requested by the Council's Executive that the report on PBSA in Manchester be considered as a material planning consideration until the Local Plan has been reviewed.

The report is clear that Core Strategy Policy H12 retains relevance in how PBSA is developed in Manchester. It sets out that the location of new PBSA should be close to University facilities, notwithstanding limited exceptions that do not apply to this specific site. The report also highlights how location is a key factor in ensuring the quality, security, sustainability and wellbeing benefits in the provision of accommodation. The report confirms that accommodation should be located in the areas immediately adjacent to the core university areas, principally the Oxford Road Corridor area.

The PBSA report sets out numerous reasons why location is a significant consideration in determining the acceptability of new PBSA developments, such as how:

- New stock in appropriate locations represents an opportunity to deliver an improved student experience;
- The location of accommodation close to University facilities is a critical issue in ensuring the safety and wellbeing of students; and
- Given the current climate emergency and Manchester's commitment to be carbon neutral by 2038, it is increasingly important that the location of student accommodation in Manchester should continue to be driven by proximity to university campuses.

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

This Supplementary Planning Document supplements guidance within the Adopted Core Strategy with advice on development principles including on design, accessibility, design for health and promotion of a safer environment. The proposals comply with these principles where relevant.

Strategic Plan for Manchester City Centre 2015-2018

The Strategic Plan 2015-2018 updates the 2009-2012 plan and seeks to shape the activity that will ensure the City Centre continues to consolidate its role as a major economic and cultural asset for Greater Manchester and the North of England. It sets out the strategic action required to work towards achieving this over the period of the plan, updates the vision for the City Centre within the current economic and strategic context, outlines the direction of travel and key priorities over the next few years in each of the city centre neighbourhoods and describes the partnerships in place to deliver those priorities.

The application site falls within the area designated as Castlefied. The Castlefield residential community remains one of the city's most desirable neighbourhoods, offering residents a balance of city centre living with a tranquil, waterside

backdrop. Develoments in the area will provide modern waterside living, along with family-focused city centre accommodation. A key priority for the area is to ensure residential developments are balanced with the needs of the area. The proposal is considered to be inconsistent with the character of the area and the above priority.

Stronger Together: Greater Manchester Strategy 2013 (GM Strategy)

The sustainable community strategy for the Greater Manchester City Region was prepared in 2009 as a response to the Manchester Independent Economic Review (MIER). MIER identified Manchester as the best placed city outside London to increase its long term growth rate based on its size and productive potential. It sets out a vision for Greater Manchester where 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. The PBSA development would not support the overarching programmes being promoted by the City Region via the GM Strategy.

Manchester Residential Quality Guidance (July 2016) (MRQG) – This document provides specific guidance 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. The proposal is considered to be inconsistent with creating a sustainable residential neighbourhood in this area.

Residential Growth Strategy (2016) – This recognises the critical relationship between housing and economic growth. There is an urgent need to build more new homes for sale and rent to meet future demands from the growing population. Housing is one of the key Spatial Objectives of the Core Strategy and the Council aims to provide for a significant increase in high quality housing at sustainable locations and the creation of high quality neighbourhoods with a strong sense of place. It is considered that the proposed development would undermine achieving the above targets and growth priorities.

Manchester Green and Blue Infrastructure Strategy 2015

The Manchester Green and Blue Infrastructure Strategy (MGBIS) sets out objectives for environmental improvements within the City within the context of objectives for growth and development. The proposal would contribute towards the MGBIS with the provision of a green roof and proposed street tree planting (although this would be subject to underground services and pavement widths) and access to public realm adjacent to the River Medlock.

Great Jackson Street Development Framework

In October 2007, the Executive endorsed a regeneration framework for high quality and high density redevelopment, following public consultation with landowners, local residents, businesses and other key stakeholders, and requested the Planning and Highways Committee take the Development Framework into consideration when considering applications for planning permission, listed building consent and advertisement consent in the Great Jackson Street area. The Framework was

updated in 2015 and again in January 2018, following public consultation. It forms a material consideration in the determination of planning applications within its boundary.

The overall aim of the Framework is to create a high quality residential neighbourhood with high value homes that would support the growth of the economy. It would be possible to create a vibrant, safe, secure and sustainable community incorporating a range of dwelling types, providing an attractive place to live. New residential development within the Framework area must demonstrate that the scheme will deliver a high quality as demanded by the Manchester Residential Quality Guidance (RQG). In order to create a sustainable mixed community for the area, a range of accommodation types should be brought forward with 1, 2 and 3 bed apartments.

Key components of the updated framework include: maximising separation distances between buildings; and enhancing daylight and sunlight penetration into the site. Developments should incorporate a high quality palette of materials, consistent with the quality of buildings and public realm established through the Owen Street development.

The application site is identified as plot 'H' within the document and has been designated as providing a medium to low density development with no requirement to provide public realm.

It is considered that the proposed development would not be in accordance with the GJSRF as it would:

- not provide high quality residential housing and would undermine efforts to create a high quality residential-led area;
- introduce a tall building on a site that is only considered to be appropriate for a medium-rise building at most;
- fail to achieve appropriate separation distances resulting in issues of overlooking and a feeling of over-crowdedness.
- fail to achieve the appropriate quality required in the materials specified for such a tall highly prominent building.

Castlefield Conservation Area Declaration

Designated in October 1979, the conservation area's boundary follows the River Irwell, New Quay Street, Quay Street, Lower Byrom Street, Culvercliff Walk, Camp Street, Deansgate, Bridgewater Viaduct, Chester Road, Arundel Street, Ellesmere Street, Egerton Street, Dawson Street and Regent Road. The area was extended in June 1985 by the addition of land bounded by Ellesmere Street, Hulme Hall Road and the River Irwell.

The Castlefield area has evolved over many years and the elevated railway viaducts, canals and rivers create a multi-level environment. It has a mixture of buildings from small scale houses to large warehouses and modern buildings. There are a variety of building materials, which tend to be urban and industrial in character.

Further development can take place that respects the character of the area, and there is room for more commercial property. Ideally, new development should incorporate a mix of uses. The height and scale, the colour, form, massing and materials of new buildings should relate to the existing high-quality structures and complement them. This approach leaves scope for innovation, provided that new proposals enhance the area. The diversity of form and style found in existing structures in Castlefield offers flexibility to designers.

Climate Change

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

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

Manchester: A Certain Future (MACF) – This is the city wide climate change action plan, which calls on all organisations and individuals in the city to contribute to collective, citywide action to enable Manchester to realise its aim to be a leading low carbon city by 2020. Manchester City Council (MCC) has committed to contribute to the delivery of the city's plan and set out its commitments in the MCC Climate Change Delivery Plan 2010-20.

Manchester Climate Change Board (MCCB) Zero Carbon Framework - The Council supports the MCCB to take forward work to engage partners in the city to address climate change. In November 2018, the MCCB made a proposal to update the city's carbon reduction commitment in line with the Paris Agreement, in the context of achieving the "Our Manchester" objectives and asked the Council to endorse these new targets.

The Zero Carbon Framework – This outlines the approach that will be taken to help Manchester reduce its carbon emissions over the period 2020-2038. The target was proposed by the Manchester Climate Change Board and Agency, in line with research carried out by the Tyndall Centre for Climate Change, based at the University of Manchester.

Manchester's science-based target includes a commitment to releasing a maximum of 15 million tonnes of CO2 from 2018-2100. With carbon currently being released at a rate of 2 million tonnes per year, Manchester's 'carbon budget' will run out in 2025, unless urgent action is taken. Areas for action in the draft Framework include improving the energy efficiency of local homes; generating more renewable energy

to power buildings; creating well-connected cycling and walking routes, public transport networks and electric vehicle charging infrastructure; plus, the development of a 'circular economy', in which sustainable and renewable materials are re-used and recycled as much as possible.

Climate Change and Low Emissions Implementation Plan (2016-2020) –
This Implementation Plan is Greater Manchester's Whole Place Low Carbon Plan. It sets out the steps Greater Manchester will take to become energy-efficient, investing in our natural environment to respond to climate change and to improve quality of life. It builds upon existing work and sets out our priorities to 2020 and beyond. It includes actions to both address climate change and improve Greater Manchester's air quality. These have been developed in partnership with over 200 individuals and organisations as part of a wide ranging consultation.

The Manchester Climate Change Framework 2020-25 - An update on Manchester Climate Change was discussed at the MCC Executive on 12 February 2020. The report provides an update on the Tyndall Centre for Climate Change Research review of targets and an update on the development of a City-wide Manchester Climate Change Framework 2020-25. The City Council Executive formally adopted the framework on 11 March 2020.

Legislative Requirements

Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 provides that in considering whether to grant planning permission for development that affects a listed building or its setting the local planning authority shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.

Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 provides that in the exercise of the power to determine planning applications for land or buildings within a conservation area, special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area.

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

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

Environmental Impact Assessment

The applicant has submitted an Environmental Statement in accordance with the Town and Country Planning (Environmental Impact Assessment (EIA)) Regulations

2017 (‘The Regulations’). During the EIA process the applicant has considered a range of potential environmental in relation to the following issues:

Noise;
Air quality;
Townscape and visual impact;
Built Heritage;
Daylight and sunlight;
Wind microclimate; and
Socio-economics.

It is considered that the environmental statement has provided the Local Planning Authority with sufficient information to understand the likely environmental effects of the proposals but further information would be required on mitigation in relation to the wind micro-climate.

The above issues are dealt with in detail further on in the report below.

Principle of the Proposed Use and the Scheme’s Contribution to Regeneration

Proposals for purpose built student accommodation (PBSA) are subject to compliance with Core Strategy Policy H12 'Purpose Built Student Accommodation.'

Core Strategy policy H12 sets out a number of criteria that proposals for PBSA should meet in order for them to be acceptable. The policy was introduced to ensure that proposals for student accommodation could be managed effectively, to ensure that they were located appropriately to support the Council’s regeneration priorities and also to ensure that the provision of further bedspaces in purpose built student accommodation would assist in encouraging students to choose managed accommodation over HMOs.

In order for a proposal to be acceptable it is expected to satisfy all the criteria of the policy which are set out in full within the policy section of this report. The proposal has been assessed against each point of the policy as follows:

Proximity to University campuses - The site is not in close proximity to the University campuses or to a high frequency public transport route which passes through the University area. The Core Strategy defines ‘in close proximity’ as within 500m (easy walking distance). The application site is approximately 970m from the Manchester Metropolitan University campus and the high frequency bus routes on Oxford Street, and 1.77km from the University of Manchester campus. The report to the City Council’s Executive of 9 December 2020 reinforces the importance of locating new PBSA close to University facilities and highlights how location is a key factor in ensuring the quality, security, sustainability and wellbeing benefits in the provision of accommodation. The report confirms that accommodation should be located in the areas immediately adjacent to the core university areas, principally the Oxford Road Corridor area. The proposal site is a considerable distance from the Oxford Road Corridor Area and is not immediately adjacent to the core university areas.

Zero Carbon - The proposed development has been designed to address the requirements of planning policy with regards to energy use and carbon reduction. The application is accompanied by a BREEAM pre-assessor that outlines that the development could achieve an 'Excellent' rating.

Compatible with Existing Developments/Initiatives - The proposal would not be compatible with the development of this area as a high quality residential area and there are limited retail facilties within walking distance.

Regeneration Impact – Regeneration is an important planning consideration. Manchester City Centre is the primary economic driver in the City Region and is crucial to its longer term economic success. There is an important link between economic growth, regeneration and the provision of new homes and more homes are required to support economic growth and development. The site falls within the SRF where significant regeneration has taken place and is ongoing to create a high quality residential neighbourhood with high value homes that would support the growth of the economy. New residential development within the SRF must demonstrate that the scheme will deliver a high quality as demanded by the Manchester Residential Quality Guidance (RQG). In order to create a sustainable mixed community for the area, a range of accommodation types should be brought forward with 1, 2 and 3 bed apartments. The proposal would be on a site expected for high quality apartments in a low to medium-rise building. The proposal for PBSA in a high-rise building would not meet these regeneration requirements and would therefore have a negative impact on the achievement of the SRF. The proposal has not come forward as part of a clear student housing strategy and the proposals cannot demonstrate a positive regeneration impact in their own right.

Safety and Security – The proposal could achieve adequate security measures with appropriate conditions and it would increase the surveillance of the area.

Residential Amenity – Whilst the scheme has introduced some measures to attempt to reduce the impacts on neighbouring properties, it is considered that the proposal could lead to unacceptable noise and disturbance to neighbouring residential properties due to the comings and goings of students and the use of external terraces. The scale of the building in close proximity to the Deansgate Quay building would result in overlooking and would have an overbearing impact on the residents of that building.

Re-Use of Listed Buildings – There are no listed buildings or other buildings with a particular heritage value on the site.

Waste Management – A waste management strategy has been submitted that would fall short of the standards for City Council collections but would rely on twice weekly private collections. Whilst not ideal, it is considered that this arrangement could be secured via legal agreement.

Student Need or Formal Agreement with Universities – The applicant has carried out a study on student need, which shows that, at 1.79:1, the student to bed ratio in Manchester is healthy for a large market, but asserts that there is need for further PBSA to meet future growth in numbers of students. Whether or not their predicted

increase in student numbers transpires, the City Council has an adopted strategy with regards to the supply of PBSA and the Universities have an overall accommodation strategy. Both the City Council and the Universities have a responsibility to create and contribute to sustainable neighbourhoods and not to undermine regeneration principles. The City Council are kept appraised of the accommodation strategies of all further education establishments and will continue to direct all prospective developers to have a dialogue with the Universities to fulfil student accommodation need. The applicant has not got the support of or entered into a formal agreement with a University or another provider of higher education for the proposed development.

The Council's approach has been tested at the following appeals:

i. Appeal Ref: APP/B4215/A/12/2180719 (095082/FO/2010/S1) - Erection of part 4, part 5, part 6 storey building to form student accommodation comprising of 470 bedrooms together with essential user parking, landscaping and ancillary ground floor facilities
Location: 87 - 89 Coupland Street, Hulme, Manchester, M15 6HP.

ii. Appeal Ref: APP/B4215/A/12/2186476 (099782/FO/2012/S1) - Erection of 15 storey new building to form student accommodation comprising of 104 no. bedrooms in 30 flats attached to the existing property known as Boundary Lodge including 2 car parking spaces
Location: Boundary Lodge, Boundary Lane, Manchester M15 6FD

In each case the Inspector considered whether there was a need for additional student accommodation and concluded that the respective appellants had not shown that there is a current need for further purpose-built student accommodation. Furthermore, the appellants had not demonstrated an arrangement with a higher education provider for the supply of bed spaces. The inspector in the Coupland Street appeal reference APP/B4215/A/12/2180719 stated that the language of Policy H12 was clear, in that all 10 criteria are required to be satisfied. The respective proposals were therefore considered to be contrary to Core Strategy policy H12.

As with the above cases it is considered that the applicant has not demonstrated a robust assessment of quantitative or qualitative need for the proposed scheme.

Deliverability - The applicant has not submitted a viability assessment in order for the local planning authority to assess whether or not the scheme proposed would be deliverable.

For the reasons outlined above it is considered that the application proposal does not satisfy all criteria set out in Core Strategy Policy H12, it would be contrary to the SRF and the report to the Executive and the scheme cannot therefore be supported.

Tall Buildings Assessment

One of the main issues to consider is whether this is an appropriate site for tall buildings. The proposal has been assessed against the City Council policy on tall buildings, the NPPF and the following criteria as set out in Historic England’s

published Advice Note 4 Tall Buildings (10 December 2015), which represents an update to the CABE and English Heritage Guidance published in 2007.

Assessment of Context and Heritage Assessment

The effect of the proposal on key views, listed buildings, conservation areas, scheduled Ancient Monuments, archaeology and open spaces has been considered and the application is supported by a Heritage Statement and a Townscape and Visual Assessment of the proposal.

Sections 66 and 72 of the Listed Building Act 1990 provide that, in considering whether to grant planning permission for development that affects a listed building or its setting, the local planning authority shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses, and in determining planning applications for land or buildings within a conservation area, special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area. Section 16 of the NPPF establishes the criteria by which planning applications involving heritage assets should be assessed and determined. Paragraph 189 identifies that Local Planning Authorities should require applications to describe the significance of any heritage assets in a level of detail that is proportionate to the assets' importance, sufficient to understand the potential impact of the proposals on their significance. Where a development proposal would lead to less than substantial harm to the significance of a heritage asset, this harm should be weighed against the public benefits of the proposals.

As the main higher grade heritage assets, (including St Peters Square, Albert Square, the Town Hall (grade I), Town Hall Extension (grade II*) and Central Library (grade II*), Manchester Central (grade II*) and Liverpool Road Station (grade I) are some distance away, the main impact on them would be experienced in long views and upon the city skyline, with many views screened by other developments.

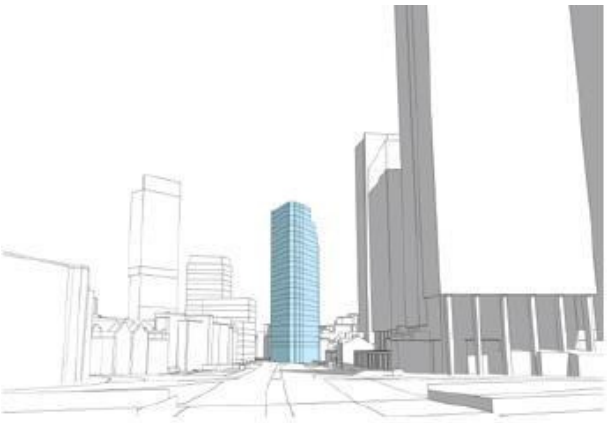
The site is not within a conservation area, but it is adjacent to Castlefield Conservation Area, which lies immediately to the west on the opposite side of Chester Road/Bridgewater Viaduct. The following listed buildings are potentially affected by the proposal: the former Bridgewater Canal Company offices; Middle Warehouse on Chester Road; Merchants Warehouse; Artingstalls Auctioneers (former Congregational Chapel) on Bridgewater Viaduct; Rochdale Canal Lock 92 (Dukes Lock); Manchester South Junction and Altrincham Railway Viaduct; Deansgate Station, all Grade ll; and St Georges Church (Grade II* listed), including its walls and gates (Grade II), across the Mancunian Way roundabout. There is one Scheduled Ancient Monument within a 250m radius of the site, which is the eastern wall fragment of the Roman fort.

The Conservation Area has an industrial character defined by the low-rise warehouse buildings, the presence of the Rochdale Canal and the railway viaducts, all with a horizontal visual emphasis. The Grade II listed Middle Warehouse, Artingstall's Chapel, the railway viaduct and the Bridgewater Canal Offices all add to

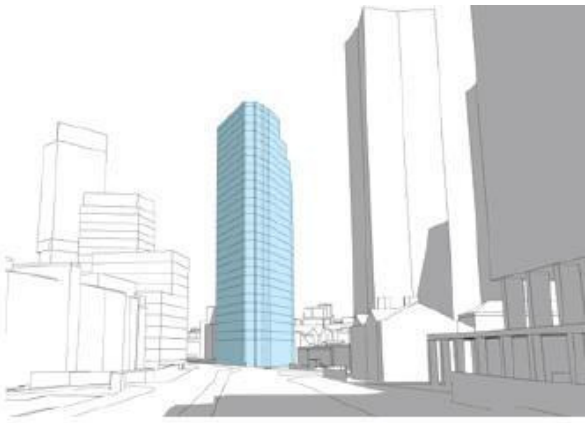
the industrial, low rise horizontal character of the area. The route into the City Centre along Chester Road is framed to the right by the high rise towers within the SRF with the built form stepping down to the Bridgewater Canal Offices, the Deansgate Quay development straight ahead and the conservation area to the left. The medium rise building at 2-4 Chester Road appears to the left hand side and provides a stepping up to the Beetham Tower in the distance. The application site lies at a point where the main road bends round to the left, resulting in the site forming the central focal point of the view when travelling into the City Centre. A tall building on this site would form a hugely dominant feature in the centre of the view when looking towards the City Centre, detracting from the lower scale conservation area and listed buildings. It is considered therefore that the proposal would have a detrimental impact on the setting of Castlefield Conservation Area and would not preserve or enhance the character or appearance of the area.

The main listed buildings affected by the proposal would be Artingstall's Chapel and the Bridgewater Canal Offices. The introduction of such a large-scale building would result in certain views towards to the tower of the chapel being affected, with the tower dominating the view and detracting from this much smaller scale building. The Bridgewater Canal Offices form the lower scale part of the streetscene along Chester Road. The proposed tower would alter this scale forming a prominent large-scale feature that would dominate views and detract from views of the listed building. It is considered therefore that the proposal would have a negative impact on the settings of the listed buildings, which would be less than significant.

It can be concluded, therefore, that, overall, the proposal would result in less than substantial harm to the heritage assets. In this case, paragraph 196 of the NPPF requires the harm to be weighed against the public benefits of the proposal. As discussed above, the proposed use is considered to be unacceptable and contrary to regeneration efforts in the area and it is considered therefore that there are no public benefits to the scheme that would outweigh the harm caused to the heritage assets.



03 - View along Chester Road (Mancunian Way Roundabout)



04 - View along Chester Road (Castle Quay access road junction)

Architectural Quality

The key factors to evaluate are the building's scale, form, massing, proportion and silhouette, facing materials and relationship to other structures. The Core Strategy policy on tall buildings (EN2) seeks to ensure that tall buildings complement the City's existing buildings and make a positive contribution to the creation of a unique,

attractive and distinctive City. Proposals for tall buildings will be supported where it can be demonstrated, amongst other things, that they are of excellent design quality; are appropriately located; and contribute positively to place making.

As discussed above, the proposed building would be a large-scale tower that would dominate the skyline of this gateway entry point to the city centre. The proposal would be inconsistent with the massing and scale of development set out in the SRF and would not positively contribute to the group of tall buildings on this side of the City Centre, appearing as a dominant feature within a lower scale environment. Whilst large-scale towers lie to the south east of the site, the site lies within an area of lower scale building and is directly adjacent to the 8 storey Deansgate Quay building. Although the proposed building steps down in height adjacent to this building, the step-downs are at such a high level that they would have little impact in reducing the scale of the tower adjacent to the much lower domestic scale building of Deansgate Quay. The height and verticality of the building, which is emphasised by the vertical columns of curtain wall glazing, would be out of keeping with the lower scale more horizontally proportioned buildings within the streetscene.

The materials used on tall buildings are very important as they significantly affect the overall appearance and quality of the buildings and have a significant impact on the overall views of the cityscape. The elevations would be clad in what is described as 'Corten Steel look PPC (polyester powder coated) Aluminium Cladding Panels'. This is not considered to be a high quality material but is a material trying to mimic a high quality material. The result would be a large scale building lacking in a quality finish and appearance that would be highly visible and not in keeping with the high quality materials used on the towers in the rest of the SRF or the adjacent conservation area.

Given the above, it is considered that the proposal would have a scale, form, massing and visual appearance that is unacceptable and it would not achieve the architectural quality appropriate to a building of its size contrary to Policy EN2.

Sustainable Design and Construction

An Energy Statement sets out the sustainability measures proposed, including energy efficiency and environmental design. The design would maximise passive measures to reduce the energy requirement, including an appropriate glass to wall ratio; U values that exceed the minimum Building Regulation Standards; air leakage rates that exceed the minimum Building Regulations; and glass specification that limits the amount of unwanted solar gain to avoid overheating. The energy efficiency measures include:

- Heat recovery on the ventilation systems (MVHR);
- Low specific fan power ratings to ventilation fans;
- Lighting control systems, such as PIR detection in corridors and en-suite bathrooms;
- High efficiency LED lighting throughout; and
- Direct electric heating with local control and occupancy sensing and set point temperature.

The exploration of renewable and low carbon technologies concluded that the most appropriate solution for the building comprises a combination of solar PV cells and air source heat pumps (ASHP) to generate hot water. Overall, the energy strategy would deliver a 9.5% betterment on the Part L2A baseline calculation. The applicant has explored the potential of connecting to the Manchester Civic Quarter Heat Network but concludes that it is too remote from the site for it to be economical to connect into. The proposal would seek to achieve an 'Excellent' BREEAM rating.

Given the above, it is considered that the design and construction would be sustainable and in accordance with Core Strategy Policies EN4 and EN6.

Credibility of the Design

Tall buildings are expensive to build so the standard of architectural quality must be maintained through the process of procurement, detailed design and construction. Under Core Strategy Policy EN2 it is necessary for the applicant/developer to demonstrate that proposals for tall buildings are viable and deliverable. Whilst the applicant and design team have experience of delivering tall buildings, evidence has not been provided to show that the proposal is commercially viable and that the submitted scheme can be constructed and delivered.

Contribution to Public Spaces and Facilities

The proposal would upgrade the pavement environment and bring activity and natural surveillance to the surrounding streets.

Effect on the Local Environment

This examines, amongst other things, the impact of the scheme on nearby and adjoining residents. It includes issues such as impact on daylight, sunlight and overshadowing, wind, noise and vibration, night-time appearance, vehicle movements and the environment and amenity of those in the vicinity of the building.

(a) Daylight, Sunlight and Overlooking

The nature of high density developments in City Centre locations means that amenity issues, such as daylight, sunlight and the proximity of buildings to one another have to be dealt with in an appropriate way. The Great Jackson Street Development Framework envisages high density development and scale and expects tall buildings to achieve separation distances of c.20m.

A Daylight, Sunlight and Overshadowing Assessment makes reference to the BRE Guide to Good Practice – Site Layout Planning for Daylight and Sunlight Second Edition BRE Guide (2011) and BS8206 – Part 2:2008 Code of Practice for Daylighting. The BRE Guide is generally accepted as the industry standard and is used by local planning authorities to consider these impacts. The guide is not policy and aims to help rather than constrain designers. The guidance is advisory, and there is a need to take account of locational circumstances, such as a site being within a town or city centre where higher density development is expected and obstruction of natural light to existing buildings is often inevitable.

The following properties and amenity areas have been considered due to their sensitivity and proximity to the site:

- Castle Wharf (under construction);
- Deansgate Quay; and
- West Tower, Deansgate Square.

Daylight

The assessment has used the following methods to assess the impact of daylight: Vertical Sky Component (VSC) and No Sky Line (NSL). In order to achieve the daylight recommendations in the BRE guidance, a window should retain a vertical sky component (VSC) of at least 27%, or where it is lower, a ratio of after/before of 0.8 or more. If the direct skylight to a room is reduced to less than 0.8 times its former value, this would be noticeable to the occupants. The BRE Guide recognises that different targets may be appropriate, depending on factors such as location. The achievement of at least 27% can be wholly unrealistic in the context of high density city centre as this measure is based upon a suburban type environment, equivalent to the light available over two storey houses across a suburban street. It should be noted that the VSC level diminishes rapidly as building heights increase relative to the distance of separation. Within city centre locations the corresponding ratio for building heights relative to distances of separation is frequently much greater than this.

The NSL method can be used where room layouts are known and is a measure of the distribution of daylight at the 'working plane' within a room. The 'working plane' means a horizontal 'desktop' plane 0.85m in height for residential properties. If a significant area of the working plane lies beyond the NSL (i.e. it receives no direct sky light), then the distribution of daylight in the room will be poor and supplementary electric lighting may be required. The assessment has assumed layouts for rooms in surrounding properties where it was not been possible to obtain the room layouts.

The results should be interpreted in relation to the site's City Centre location where high density development is encouraged. 934 windows to 537 rooms within the above buildings were assessed for daylight with the following impacts:

Castle Wharf – 455 windows to 278 rooms were assessed. For VSC, 236 (52%) would meet the BRE criteria. Of those that would not meet the criteria, 63 (14%) would be altered by between 20 and 30%, 45 (10%) an alteration of between 30 and 40%, and 111 (24%) alterations in excess of 40%. For NSL, 124 (45%) of rooms would meet the BRE criteria. 67 (24%) would experience an alteration between 20-30%, 45 (16%) an alteration between 30-40%, and 40 (15%) alterations in excess of 40%. It should be noted that only 8% of windows and 54% of rooms comply with the VSC and NSL daylight targets in the baseline scenario, which means that only relatively small changes in the daylight levels represent large proportional changes. 116 (50%) windows and 108 (71%) rooms which do not meet the BRE criteria serve bedrooms, which are considered to have a lesser requirement for daylight. Overall, considering the city centre location, the effect on daylight to this property is considered to be minor adverse and not significant.

Deansgate Quay - 62 windows to 43 rooms were assessed. For VSC, 12 (19%) windows would meet the BRE criteria. Of those that would not meet the criteria, 50 (81%) would have an alteration in excess of 40%. For NSL, 14 (32%) rooms would meet the BRE criteria. 2 (5%) would experience an alteration between 20-30% and 27 (63%) would have alterations in excess of 40%. 19 (31%) windows and (44%) rooms which do not meet the BRE criteria serve bedrooms, which are considered to have a lesser requirement for daylight. The average baseline VSC levels are low at 14.94%, which means that only relatively small changes in the daylight levels represent large proportional changes. This is evidenced when reviewing the retained VSC levels of the previous planning application (115591/FO/2017) for a 13-storey residential building on the site against the proposed development. Retained VSC levels to Deansgate Quay with the previous consent and both the West Tower and Castle Wharf developments in place are approximately 9%, whilst the levels would be 5% with the proposed development constructed. It should be noted that the previous planning application did not include West Tower or Castle Wharf in the baseline scenario as they were not yet consented. Deansgate Quay therefore received greater levels of daylight at that time and was, therefore, less sensitive to changes in light brought about by the previous consent. Furthermore, if the previous consent was to be constructed now, the retained VSC levels between the consented scheme and this proposal would be comparable. The Deansgate Quay building also has deep, single aspect rooms, a number of which are recessed and positioned beneath balconies making it difficult for daylight to penetrate. The building has also been built with windows close to the site boundary, so is not considered to be a 'good neighbour' according to the BRE guidance. Overall, considering the city centre location and the characteristics of the Deansgate Quay building, the effect to daylight on this property is considered to be moderate adverse and not significant.

West Tower - 417 windows to 216 rooms were assessed for daylight. For VSC, 310 (74%) would meet the BRE criteria. Of those that would not meet the criteria, 55 (13%) would be altered by between 20 and 30% and 52 (13%) an alteration of between 30 and 40%. For NSL, 169 (78%) of rooms would meet the BRE criteria. 27 (13%) would experience an alteration between 20-30%, 18 (8%) an alteration between 30-40%, and 2 (1%) alterations in excess of 40%. For VSC daylight 70 (65%) windows that do not meet the BRE criteria and for NSL all of the rooms that do not meet the BRE criteria serve bedrooms, which are considered to have a lesser requirement for daylight. The other windows not meeting the VSC criteria serve living kitchen diners, which are served by other windows. Overall, the effect on daylight to this property is considered to be minor adverse and not significant.

Sunlight

For sunlight impact assessment the BRE Guide sets the following criteria:

(a) Whether sunlight is enjoyed for at least 25% of the annual probable sunlight hours (APSH) throughout the year; and
(b) Whether 5% of the annual probable sunlight hours would be received during the winter months (21st September – 21st March).

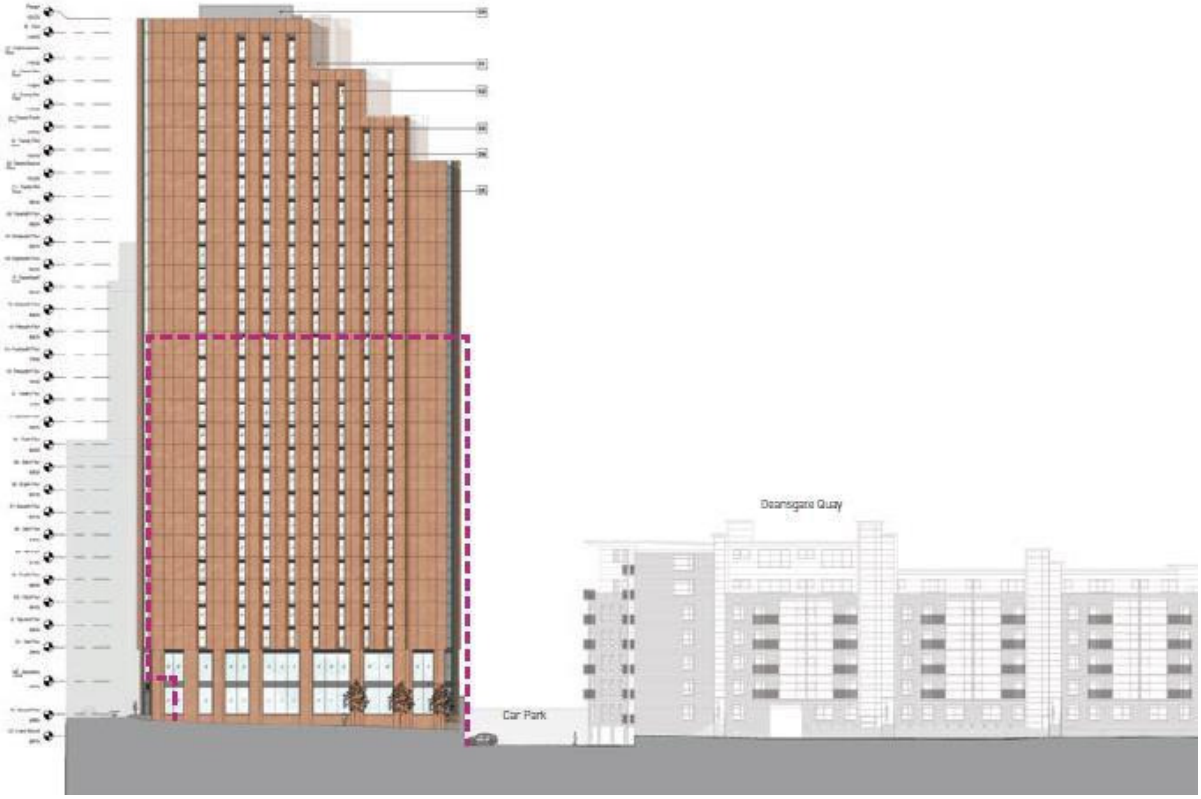
The sunlight assessment relates to windows that currently receive some direct sunlight. A total of 279 windows serving 151 rooms were assessed for sunlight within three buildings. The impacts on the buildings around the site can be summarised as follows:

Castle Wharf – 100 rooms were assessed. 70 (70%) would meet the BRE criteria for both Winter and Annual PSH. 5 would experience alterations in APSH of between 20 to 30%, 2 would experience alterations of 30-40% and 6 would experience alterations of more than 40%. 28 would experience an alteration of more than 40% for winter PSH. Considering the City Centre location, and the medium sensitivity of the property, the effect on sunlight would be minor adverse and not significant.

Deansgate Quay – 7 (29%) of 24 rooms would meet the BRE criteria for both Winter and APSH, with 17 (71%) and 15 (63%) experiencing an alteration of more than 40% respectively. Deansgate Quay is built close to the proposed site boundary, with several single aspect rooms facing the site. This places a high burden on the development site to maintain existing levels. The baseline levels are already low, increasing the building's sensitivity to change. If the previous consented scheme were to be constructed now, 8/24 (33%) of rooms would meet the APSH criteria. The effect on sunlight would be moderate adverse, which is not considered to be significant.

West Tower – All of the 27 rooms assessed would meet the BRE criteria for both Winter and APSH and the effect would be negligible.

There would be some impact on daylight and sunlight but overall, the impact on daylight would be minor to moderate adverse and the impact on sunlight would be negligible to moderate adverse. Given the City Centre location and the context of the site, it is considered that the impact of the proposal on daylight and sunlight would be acceptable.



Overlooking & Separation Distances

There are no prescribed separation distances between buildings in the City Centre where developments are denser and closer together than in suburban locations. However, the Great Jackson Street Framework seeks separation distances of circa 20m where higher density developments are located. The proposed tower would effectively be built up to the boundary of the site, 12.2m away from the Deansgate Quay elevation, which has active residential windows. Whilst this would clearly introduce an element of overlooking, windows on this boundary have been accepted in previous schemes on this site. Notwithstanding this, the previously consented schemes on the site were a lot smaller in scale and were either set back from this boundary or only had up to 7 storeys on this boundary. The proposed scheme would be between 23 and 29 storeys along this boundary, creating a feeling of overcrowdedness and being overbearing to occupants of the Deansgate Quay apartments, as well as visually within the street scene. It is considered that this would have a detrimental impact on the occupants of Deansgate Quay and the street scene.

(b) Wind

A wind microclimate study identified no safety exceedances on the main areas of the rooftop and the three external terraces, and mitigation is not required to these areas. Locations along the Bridgewater Viaduct and Deansgate were identified where the proposal would result in high wind speeds that would affect pedestrian and cyclist safety and comfort and street tree planting is required to reduce the wind speeds in the pedestrian environment. The report notes that landscape elements below 8m in height are not capable of being modelled so the report makes a professional judgement based on experience to predict that the proposed street

trees would sufficiently break up the wind flow, reducing wind speeds to safer and comfortable levels for both pedestrians and cyclists. This mitigation would be outside the site edged red.

Information has not been provided to show whether street trees are capable of being planted within the pavement on Bridgewater Viaduct, given the possibility of obstructions to this, such as the presence of underground services. Alternatives to street trees have not been given - trees in planters are not considered to be ideal due to problems with maintenance, litter, poor growth of trees and obstruction on the highway and it is not clear whether there would be room to maintain an adequate clear route. It is considered therefore that the proposal for a tall building in this location would cause an unacceptable wind environment, for which it is not clear whether mitigation measures are feasible, potentially causing safety and comfort implications for pedestrians and cyclists.

(c) Air Quality

The site is within an Air Quality Management Area (AQMA) and an Air Quality Assessment (AQA) has assessed the impact on air quality at construction and operational stages. The construction process would produce dust and increased emissions. Any adverse impacts would be temporary and could be controlled using mitigation measures included within best practice guidance. As the proposal is car-free, air quality impacts from the operational stage of the development would be negligible.

The AQA has shown that background NO2 and PM10 levels are likely to be lower at elevated heights due to the distance from emissions sources. The predicted concentrations at heights above the mezzanine level are considered to fall below the Air Quality Objective levels with regard to future exposure. Therefore, as the residential accommodation is only proposed above this level, it is considered that no mitigation measures are required.

(d) Noise and Vibration

A Noise and Vibration Assessment has identified that noise levels that comply with the City Council's standards for the accommodation can be achieved using suitable mechanical ventilation strategies and that noise from plant is capable of being controlled to a suitable level.

Whilst this is a City Centre site, it is in an area of the city that has a large established residential population within Castlefield and the SRF. The SRF includes the provision of a school and the development of this has commenced. The area is therefore very attractive to households with young children. The proposal for PBSA would introduce over 500 students to this site directly adjacent to a large number of apartments. The lifestyle of students is inevitably different to those of young professionals, young families or other people living in apartments in the area and it is considered that the proposed use for student accommodation could lead to more noise and disturbance than would be experienced from residential apartments. This could be from comings and goings and use of the roof terraces at different hours of the night.

(e) TV reception

A baseline Television and Radio Reception Impact Assessment does not anticipate any significant impacts on telecommunications.

(f) Vehicle Movements

A Transport Assessment has considered the impact of the proposals on the highway network and it is considered that the proposal would not have an adverse impact on highway safety. A detailed Residents' Management Plan would be required to control student moving in/out periods and deliveries, as well as a detailed cycle hire scheme and Construction Management Plan.

Provision of a Well-Designed, Inclusive Environment

Whilst the proposal would provide facilities within the building for students, the principle of student accommodation in this location is not considered to be acceptable. The proposal would undermine the creation of a well-designed high quality residential environment that is envisaged for the area and would not foster a sense of community. The proposed building would be too tall on this site and the proposed materials are considered to be of an inadequate quality for a building of this size.

In assessing the above criteria, it is considered that the proposal would not satisfactorily meet the Historic England guidance.

Relationship to Transport Infrastructure

A Transport Assessment shows that the proposal would not have an adverse impact on highway safety. A detailed Residents' Management Plan would be required to control student moving in/out periods and deliveries, as well as a detailed cycle hire scheme, Framework Travel Plan and Construction Management Plan. Notwithstanding this, and as previously discussed, this site is not considered to be a suitable location for student accommodation due to it being almost a kilometre from the Universities and from direct public transport routes to the Universities and, therefore, should not be supported.

Waste and Recycling

The refuse store would be located at lower ground level and would not be big enough to accommodate enough bins for the once-weekly collection that the City Council offers. The applicant therefore proposes a twice-weekly collection, which would need to be undertaken by a private contractor and would, therefore, require a legal agreement to ensure that this was carried out in perpetuity of the development.

Full access and Inclusive Design

The proposal would provide level access into and throughout the building and 5% (27) bedrooms would be capable of being fully accessible.

Crime and Disorder

The proposal would have windows overlooking all frontages which would help to provide natural surveillance of the public realm. A Crime Impact Statement carried out by Greater Manchester Police confirms that the scheme could meet Secure by Design accreditation providing detailed measures are incorporated into the scheme.

Green and Blue Infrastructure

The proposals include rooftop terraces that would include planting and a green roof. The proposal includes the planting of street trees on Deansgate and Bridgewater Viaduct, however, as discussed above it is not clear whether such planting would be physically possible. The site is close to and has good access to the public realm and river walkway created at Deansgate Square adjacent to the River Medlock.

Ecology and Biodiversity

The proposal would have no adverse effect on statutory or non-statutory designated sites. The site has low ecological value but nesting habitat is present, so no vegetation clearance should take place between 1 March and 31 August without a detailed bird nest survey being undertaken. Any development should secure ecological enhancement for fauna such as breeding birds and roosting bats through the incorporation of measures such as bat and bird boxes.

Contaminated Land and Impact on Water Resources

A Phase 1 Preliminary Risk Assessment Report shows that there is the possibility of contamination on the site and development should not take place until a full site investigation has been carried out and an appropriate remediation strategy put in place. A verification report following completion of site works would also be required.

Flood Risk

The site lies within Flood Zone 1, which has a low probability of flooding from rivers or the sea, nor is the site at risk of flooding by groundwater or the local sewer network. A Flood Risk Assessment and Drainage Strategy shows that, subject to mitigation measures, there would be no adverse effects in terms of flood risk and drainage from the proposal and a sustainable drainage system is required

Summary of Climate Change Mitigation

The external amenity spaces and green roof would improve biodiversity and enhance wildlife habitats. Biodiversity could be enhanced by measures such as the provision of bat and bird boxes. The proposal includes a Framework Travel Plan setting out measures to reduce transport and traffic impacts, including promoting public transport, walking and cycling.

The proposal would use passive measures such as appropriate glass to wall ratio; U values and air leakage rates that exceed the minimum Building Regulation Standards; and glass specification to limit the amount of unwanted solar gain. It establishes energy efficiency measures such as heat recovery on the ventilation systems (MVHR); LED lighting and lighting control systems; and electric heating. It would adopt renewable and low carbon technologies using air source heat pumps and rooftop photovoltaic panels. The proposal would achieve a 9.5% improvement on Part L2A baseline calculation.

Overall, the proposal includes measures that can be feasibly incorporated to mitigate climate change for a development of this scale in this location. The proposal would comply with policies relating to CO2 reductions and biodiversity enhancement set out in the Core Strategy, the Zero Carbon Framework, the Climate Change and Low Emissions Plan, the Climate Change and Low Emissions Implementation Plan, the Manchester Climate Change Framework and the Green and Blue Infrastructure Strategy.

COVID-19 Potential Impacts

The city centre is the region's economic hub, providing a strategic employment location, with a significant growing residential population. At present there is an undersupply of both Grade A office floor space and residential accommodation. Therefore, it remains critical to ensure a strong pipeline of both residential and commercial development. The impacts of COVID-19 are being closely monitored at a national, regional and local level to understand any impacts on the city's population, key sectors and wider economic growth. At the same time, growth of the city centre will be important to the economic recovery of the city following the pandemic. Although there may be a short-term slowdown in demand and delivery, it is expected that growth will resume in the medium long term.

The Council is currently working with a range of partners to plan amenity provision for a growing population. This approach takes a holistic city-wide view of where demand is increasing most significantly. There are specific plans for new healthcare provision and a new primary education facility to be located within the Great Jackson Street SRF area to service city centre demand.

It is not yet possible to predict the full impact of COVID-19 on the Greater Manchester economy. However, Government and Local authorities have already taken steps to help employers cope with the lockdown periods. While in the short term it is likely to slow the growth in Manchester, in the medium term the city is well placed to recover and to return to employment and economic growth. The implementation of the objectives of the SRF will be more important than ever in providing residential accommodation in the right place. This site is earmarked for high quality housing that would build on the high value residential areas of Castlefield and the SRF and it is considered that the proposed student accommodation would hinder that.

Conclusion

The proposal is on a site that is not in close proximity to the University campuses or to a high frequency public transport route which passes this area and applicant has failed to demonstrate robustly that there is unmet need for the proposed student accommodation, or that they have entered into an agreement with an education provider for the provision of student accommodation. Nor has the applicant demonstrated that their proposal for PBSA is deliverable. The proposal does not demonstrate a positive regeneration impact in its own right and would be contrary to the SRF and would undermine the objective to create a high quality residential area that has a focus for families. Given the distance students would have to travel, the absence of agreements or assurances regarding the future sustainable use of the proposed student accommodation and the detrimental impact the proposal would have on regeneration efforts in the area, the development would adversely impact upon the welfare of students, the amenity of residents in the area and the provision of housing in a suitable location, and would thereby be considered, for the reasons set out in this report, to be contrary to policies SP1, H1, H12, CC3, CC8, CC10, T2 and DM1 of the Core Strategy for the City of Manchester and the NPPF.

The proposal is for a tall building on a highly prominent site directly adjacent to a much smaller scale residential building, which it would tower above with very little separation distance, giving a feeling of overcrowdedness and having an overbearing effect on existing residents. It would form an over-dominant feature within the street scene and would be clad in materials that would fail to meet the quality that such a prominent building should achieve, which would have a detrimental effect on visual amenity, the settings of the nearby listed buildings and would fail to preserve or enhance the character and appearance of the adjacent Castlefield Conservation Area. The applicant has not demonstrated that the proposal is viable and deliverable. It is therefore considered to be contrary to policies SP1, CC9, EN1, EN2, EN3 and DM1 of the Manchester Core Strategy, saved UDP policies DC18.1 and 19.1, guidance contained in the Guide to Development in Manchester Supplementary Planning Document and Guidance and the NPPF.

Due to the height of the proposal the applicant predicts that there would be a detrimental impact on the wind environment around the building requiring mitigation. The only mitigation measures that have been put forward are for tree planting within the public pavement adjacent to the site. However, it has not been demonstrated that these measures are capable of implementation and no alternatives have been put forward. Therefore, it is considered that the proposed building, by reason of its scale and height, could have a detrimental impact on the safety and comfort of pedestrians and cyclists thereby being contrary to policies EN2 and DM1 of the Manchester Core Strategy.

Given the above, it is considered that the proposal for PBSA within a tall building on this site would be inconsistent with national and local planning policy and should be refused for the reasons set out below.

Human Rights Act 1998 considerations – This application needs to be considered against the provisions of the Human Rights Act 1998. Under Article 6, the applicants (and those third parties, including local residents, who have made representations) have the right to a fair hearing and to this end the Committee must give full consideration to their comments.

Protocol 1 Article 1, and Article 8 where appropriate, confer(s) a right of respect for a person's home, other land and business assets. In taking account of all material considerations, including Council policy as set out in the Core Strategy and saved polices of the Unitary Development Plan, the Director of Planning, Building Control & Licensing has concluded that some rights conferred by these articles on the applicant(s)/objector(s)/resident(s) and other occupiers and owners of nearby land that might be affected may be interfered with but that that interference is in accordance with the law and justified by being in the public interest and on the basis of the planning merits of the development proposal. She believes that any restriction on these rights posed by the refusal of the application is proportionate to the wider benefits of refusal and that such a decision falls within the margin of discretion afforded to the Council under the Town and Country Planning Acts.

Recommendation REFUSE

Article 35 Declaration

Officers work with applicants in a positive and proactive manner based on seeking solutions to problems arising in relation to dealing with planning applications. However, at pre-application stage, officers advised the applicant that the local planning authority does not consider this to be an appropriate location for purpose built student accommodation as it would not meet the requirements of Core Strategy Policy H12.

Reasons for recommendation

1. The proposal is not in close proximity to the University campuses or to a high frequency public transport route which passes this area and the applicant has failed to demonstrate robustly that there is unmet need for the proposed student accommodation; that they have entered into an agreement with an education provider for the provision of student accommodation; or that their proposal is deliverable. Furthermore, the proposal does not demonstrate a positive regeneration impact in its own right and would be contrary to the Great Jackson Street Development Framework and the efforts made to create a high quality residential area. It would, therefore, adversely impact upon the safety and welfare of future students, would not create a balanced high quality neighbourhood of choice and would be detrimental to the character of the area, undermining the on-going regeneration of the wider locality, including Castlefield and the Great Jackson Street area. It would thereby be contrary to policies SP1, H1, H12, CC3, CC8, CC10, T2 and DM1 of the Core Strategy for the City of Manchester and the NPPF.

2. The proposed building by reason of its scale, height and position on the site would form an over-dominant feature within the street scene, would have an overbearing relationship to the adjacent building, creating a feeling of overcrowdedness, and would be clad in materials that would fail to meet the quality that such a prominent building should achieve. It would thereby have a detrimental impact on visual amenity and on the settings of the nearby listed buildings and would fail to preserve or enhance the character and appearance of

Castlefield Conservation Area. It is therefore considered to be contrary to policies SP1, CC9, EN1, EN2, EN3 and DM1 of the Manchester Core Strategy, saved UDP policies DC18.1 and 19.1, guidance contained in the Guide to Development in Manchester Supplementary Planning Document and Guidance and the NPPF.

3. The proposed building by reason of its scale, massing and height would have a detrimental impact upon the wind environment around the building, requiring mitigation. The applicant has failed to demonstrate that the mitigation measures put forward are capable of implementation and no alternatives have been put forward. Therefore, it is considered that the proposed building, by reason of its scale, massing and height, could have a detrimental impact on the safety and comfort of pedestrians and cyclists, thereby being contrary to policies EN2 and DM1 of the Manchester Core Strategy.

Local Government (Access to Information) Act 1985

The documents referred to in the course of this report are either contained in the file(s) relating to application ref: 129406/FO/2021 held by planning or are City Council planning policies, the Unitary Development Plan for the City of Manchester, national planning guidance documents, or relevant decisions on other applications or appeals, copies of which are held by the Planning Division.

The following residents, businesses and other third parties in the area were consulted/notified on the application:

Planning Casework Unit
Sport England
City Centre Renegeration
Corporate Property
Environmental Health
MCC Flood Risk Management
Highway Services
Environment & Operations (Refuse & Sustainability)
Strategic Development Team
Oliver West (Sustainable Travel)
Neighbourhood Team Leader (Arboriculture)
Urban Design & Conservation
Greater Manchester Ecology Unit
Greater Manchester Geological Unit
Manchester Water Safety Partnership
Manchester Metropolitan University
University Of Manchester
Civil Aviation Authority
Environment Agency
GM Fire Rescue Service
Greater Manchester Archaeological Advisory Service
Greater Manchester Police
Historic England (North West)
Manchester Airport Safeguarding Officer

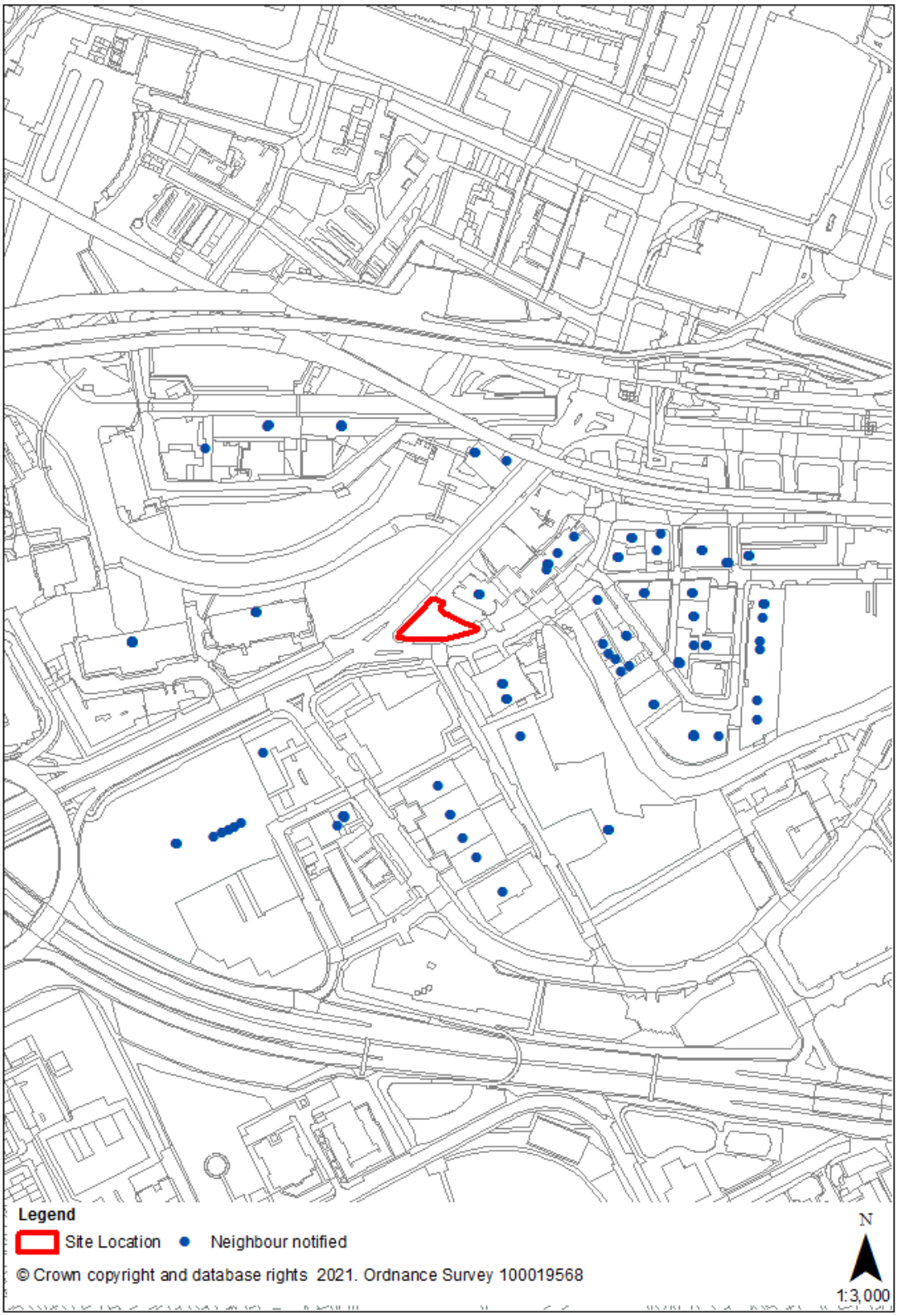
The National Grid Wireless
Natural England
United Utilities Water PLC
Highway Services
Environmental Health
Neighbourhood Team Leader (Arboriculture)
Corporate Property
MCC Flood Risk Management
Environment & Operations (Refuse & Sustainability)
Oliver West (Sustainable Travel)
Strategic Development Team
City Centre Renegeration
Urban Design & Conservation
Greater Manchester Police
Historic England (North West)
Environment Agency
Greater Manchester Archaeological Advisory Service
The National Grid Wireless
Manchester Airport Safeguarding Officer
Civil Aviation Authority
Natural England
United Utilities Water PLC
Greater Manchester Ecology Unit
Greater Manchester Geological Unit
University Of Manchester
Manchester Metropolitan University
GM Fire Rescue Service
Manchester Water Safety Partnership
Planning Casework Unit
Sport England

A map showing the neighbours notified of the application is attached at the end of the report.

Representations were received from the following third parties:

Sport England
Environmental Health
MCC Flood Risk Management
Highway Services
Greater Manchester Ecology Unit
Manchester Water Safety Partnership
Greater Manchester Archaeological Advisory Service
Greater Manchester Police
Historic England (North West)
Manchester Airport Safeguarding Officer
Natural England
United Utilities Water PLC
Environment Agency

Relevant Contact Officer : Lucy Harrison
Telephone number : [redacted]
Email : [redacted]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