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Woodhouse Park Ward	Application Number 080376/FO/2006/S2	Date of Appln 30th Aug 2006	Committee Date 21st Dec 2006
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Proposal Change of Use of land to form proposed 'block park' car park to be used for off airport car parking with associated landscaping and boundary treatments following demolition of Heald Green House,

Location Irvin Drive/Cunningham Drive/Styal Road, Woodhouse Park

Applicant Metier Property Holdings Ltd

Agent The Graham Bolton Planning Partnership Ltd Onward Buildings,
207 Deansgate, Manchester, M3 3NW

Description

This application was placed before the Wythenshawe Area Committee on 23rd November 2006. At that meeting the Wythenshawe Area Committee recommended that the application be refused due to the proposal's impact upon highway safety.

This application relates to an irregular shaped plot of land covering an approximate area of 0.9 hectares (2.22 acres). The eastern and western boundaries of the site bound Irvin Drive and Styal Road respectively. Within the perimeter of the site is Heald Green House, a part 2, part 3 storey block of 13 apartments with access from Irvin Drive. The western half of the site is located within the Public Safety Zone for Manchester Airport.

To the north of the site there is a plot of land upon which planning consent was granted under reference 072290/FO/2004/S2 for the formation of a 640 space block-park long stay "off-airport" car park. Though this consent has been implemented the car park has never been used.

To the east of the site, on the opposite side of Irvin Drive, there is a plot of land (3.5 hectares/8.6 acres in size) upon which consent for a 1000 space "off-airport" car park was granted under reference 057396/JO/SOUTH2/99 in February 2000.

On the 8th August 2005 an application to erect 14 dwellinghouses, two 3 storey blocks and two 3 storey blocks of apartments (135 apartments in total), along with 9108 square metres (98.000sq feet) of Class B1 office accommodation was submitted on the same plot of land. This application was called-in by the Secretary of State and a decision is awaited. A terrace of 3 cottages is also situated on this side of Irvin Drive.

The applicants have previously obtained consent via appeal on 29th April 2004 to create a 220 space self-park long stay "off-airport" car park and a 292 space self-park long stay "off-airport" car park on this site, references 066690/FO/SOUTH2/02 and 070072/FO/2003/S2 respectively.

In this instance the applicants are proposing to create a 500 space block-park long stay "off-airport" car park on the site, vehicular access to which would be provided off Irvin Drive. They are also proposing to erect a temporary building on the site to provide office accommodation; paladin type fencing around the

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perimeter of the site; and twenty-seven 5 metres (16 feet) high lighting columns and CCTV cameras throughout the site for security purposes.

The operation of the car park will be such that vehicles enter the site and are initially parked in a holding area inside the site entrance. Vehicles are then checked in by their owners and left with the operator. The vehicles are then parked in their pre-assigned bay by the operator's own drivers on-site. The same system occurs for when owners retrieve their vehicles, i.e. they are waiting for them in the holding area when they return from Manchester Airport.

Heald Green House would be demolished to facilitate the proposal.

Consultations

Local Residents - A letter of objection has been received from a local resident who is concerned that the proposal will interfere with the existing view she has from her property.

Stockport Metropolitan Borough Council - Any comments will be reported at the committee.

Manchester Airport (Aerodrome Safeguarding) - Any comments will be reported.

Head of Environmental Health - Requests the submission of an acoustic report in order to assess the impact of the proposal upon nearby residents.

Head of Engineering Services - The Head of Engineering Services has made the following comments:

Although the estimated traffic of 2 vehicles an hour seems reasonable, the fact that there is a short right-turn lane on Finney Lane could result in delays to vehicles on this road depending on the traffic condition at the time of the proposed car park becoming operational. An assessment of the Finney Lane / Irvin Dr junction should be carried out, with an revised agreed traffic generation figure (as a sensitivity test) and submitted.

A detailed layout of the holding area showing its relative position to the highway and proposed access is to be submitted

Landscape Practice Group - Has suggested a number of amendments to the landscaping proposal in order to increase the number of trees and hedging present.

City Solicitors - Reasons for refusal of any application for planning permission must be supported by evidence. In this case, the evidence would need to be in the form of a technical assessment of the highway safety issues.

Highways Agency - No objections to the application as the distribution of vehicles from this development would result in a minimal impact on the highways network, though this is subject to the car park remaining as long stay parking only.

Greater Manchester Ecology Unit (GMEU) - All the species present are common and widespread and as a result it is not believed that there are any

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reasons to object to the change of use on nature conservation grounds. Furthermore, it is considered, due to its age and condition, that Heald Green House has a low probability of supporting bats, therefore it is not recommended that a further bat survey is required.

Greater Manchester Police (GMP) - No objection in principle to the proposal, though it does appear that the security fencing does not connect with either the security lodge or the gates, this is presumably just an error.

Issues

Unitary Development Plan (UDP) - The site is allocated for Class B1 business development under policy EW9b in Part 2 of the UDP. Also of relevance is policy EW4, also in Part 2 of the UDP, which states that special policies for noise will apply to the area around Manchester Airport. The application site is located within the noisiest zone (60 NNI or over), the policy states that in this zone no new development except airport buildings will be allowed.

In addition to the above a number of City-wide policies are relevant, namely policies H2.2 and Development Control Policy 26 (DC26), "Development and Noise". Policy H2.2 states that the Council will not allow development which will have an unacceptable impact on residential areas. The matters the Council will consider in coming to such a decision will include the scale and appearance of the development and its impact in terms of noise, vibration, traffic generation, road safety and air pollution. Policy DC26 states that the Council will consider both the effect of new development proposals which are likely to be generators of noise; and the implications of new development being exposed to existing noise sources which are effectively outside planning control. The policy continues stating that developments likely to result in unacceptably high levels of noise will not be permitted in residential areas; near schools hospitals, nursing homes and similar institutions; near open land used frequently for recreational purposes.

Wythenshawe Strategic Regeneration Framework - This document provides a strong vision for Wythenshawe over the next 10 - 15 years, guiding the improvement of public services for Wythenshawe residents, and shaping future investment. At the heart of the Strategic Regeneration Framework is a vision for Wythenshawe as Manchester's Garden City, based both on Wythenshawe's uniqueness and the new opportunities in the area. This brings together the positive aspects of Wythenshawe's housing and green space (the Garden) with the continued growth of Wythenshawe's economy and potential for further job creation, better quality shops and lifestyle facilities (the City).

The document identifies twelve key objectives for the Strategic Regeneration Framework, the most relevant of which in this instance are:

- * Making the most of Manchester Airport's expansion;
- * Making Wythenshawe the location of choice for investors and employers;
- * Enabling Wythenshawe residents to access a wider range of job opportunities;

It is acknowledged that this document is not part of the adopted UDP for Manchester but it is Council policy for Wythenshawe. The framework clearly follows the UDP which was adopted in 1995 and is a much more current and specific document for the Wythenshawe area. The Local Development

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Framework (LDF) for Manchester City, which will replace the existing UDP in the next few years, will be based on this document.

Regional Spatial Strategy for the North West (RSS) - Formerly RPG13, this provides planning guidance for the North West region. Since 2004, the RSS has formed part of the development plans, as such the weight to be attached to its policies has increased. It contains policies that address core principles of development including the following:

Policy SD1 identifies Manchester as part of the North West Metropolitan Area where a significant proportion of the development and urban renaissance resources of the region should be focused.

Paragraph 3.10 of the RSS state that "Some of the most important gateways to the North West, particularly Manchester Airport, are to be found in or close to the two Regional Poles. These will be increasingly important to local and regional economic growth and their evolving operational needs. Sustainable development and visual enhancement to benefit their role as international gateways will need to be carefully considered and sensitively accommodated wherever possible." Paragraph 4.8 of the RSS states further that "It is important to promote a range of sites to meet employment and investment opportunities across the region, particularly in areas of economic assistance including Assisted Areas and Objectives 1 and 2." As well as being located within the North West Metropolitan Area, the site is also located within a Regional Priority Area and an Objective 2 Area.

Policy T5 relates to the regions airports. It states that the role of Manchester Airport as the north of England's key international gateway is recognised and supported. The policy states further that "development plans should make provision for capitalizing on the economic activity generated and sustained by the Region's airports."

The North West Plan, draft Regional Spatial Strategy (draft RSS) - Publicised in January 2006, this draft RSS document provides a framework for the physical development of the region over the next 15 to 20 years.

Policy RT3 (Airports) states that "plans and strategies should support the economic activity generated and sustained by the Region's airports, in particular, the importance of Manchester Airport as a key economic driver for the North of England."

Paragraph 10.11 in the draft RSS states that "airports are an important focus for development of regional and local economies as they attract businesses to the area, generate employment, encourage in-bound tourism and open up wider markets. The North West's airports are an increasingly popular focal point for clusters of business development and attract inward investment due to the proximity of air freight distribution facilities and convenient access to international markets."

Circular 1/2002, "Control of Development in Airport Public Safety Zones" - The guidance states that there should be a general presumption against new development within the Public Safety Zones. However, the guidance does state that certain forms of development which involve a low density of people living, working or congregating may be acceptable within a Public Safety Zone. The

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guidance continues stating that an example of such a development is long stay and employee car parking, where the minimum stay is expected to be in excess of six hours.

Principle of Proposal - Given the approval of the two off-airport car parking appeals on this site, the principle of this proposal is considered acceptable. Notwithstanding this, consideration must be given to the impact an additional 208 parking spaces would have upon the residential amenities enjoyed by the occupants of the nearby residential accommodation.

Residential Amenity - The proximity of the proposal to the neighbouring residential properties on Irvin Drive does raise noise disturbance concerns, particularly during the night, when background levels of noise would be lower and sensitivity is heightened with people sleeping. However, given that Manchester Airport operates a Night Noise Policy, which restricts the number of flights during the period of 11.30 pm to 6.00 am to 7% of all movements at the airport, it is considered that the number of people who would drop off and collect their vehicles during this time would be low. Notwithstanding this, any consent granted will be conditioned to require the applicants to implement an acceptable acoustic insulation scheme, prior to the commencement of the use, in order to protect the existing levels of residential amenity enjoyed by the occupants of the adjoining dwellings.

Pedestrian/Highway Safety - The applicant's have investigated the likely impact of the proposal upon the local highway network, having obtained figures from Manchester Airport on the number of trips associated with a similar long stay car park (Premier Park) located within the operational area. From the data supplied it appears that the average stay at such a car park is 7 days, resulting in 2 trips per space per week, that is one inbound and one outbound, and that they tend to operate at 80% capacity around an 18 hour day.

In respect of this proposal, it is anticipated that there would be 1 inbound and 1 outbound vehicle movement per space per week. This equates to 57 inbound and 57 outbound movements per day which over an 18 hour day averages out to 3 inbound and 3 outbound movements per hour. Overall this proposal generates 1 inbound and 1 outbound movement more than that generated by the approved 292 space car park.

While it is not considered that the number of inbound and outbound movements described above would lead to congestion at the site access or at the junction of Irvin Drive and Finney Lane, the comments of the Head of Engineering Services are noted and the applicants have been requested to supply the additional information required.

Off-Site Highway Works - A condition of the 2 previous appeal decisions for the site required the implementation of off-site highway works at the junction of Irvin Drive and Finney Lane. While the applicants themselves have not implemented these highway works, they have been implemented in connection with the 640 space car park located to the north of this site. While it is not believed that the proposal would require further works to be carried out on this junction, the comments of the Head of Engineering Services will be sought and reported once the requested information has been submitted by the applicants.

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Landscaping Scheme - The applicants propose to plant some 38 trees around the perimeter of the site, with the majority being planted to screen the car park from the dwellings on Irvin Drive. In addition, the perimeter will also be planted with a variety of shrubs. Notwithstanding this, the Landscape Practice Group have requested a number of amendments, a number of which the applicants have agreed to incorporate into the scheme. The further information that has been received from the applicants has been forwarded to the Landscape Practice Group for their comments. These comments will be reported at the committee.

Aerodrome Safeguarding - It is anticipated that Manchester Airport's safeguarding officer will request the imposition of a number of conditions designed to protect the current levels of aerodrome safety. If, when their comments are received, this is the case then these conditions will be reported at the committee.

Noise and Number Index (NNI) Area - As the proposal is considered to be an airport related business, its location within the 60 NNI contours is considered acceptable. In any event the noise contours in the UDP have effectly been superseded by the advice in PPG24, which introduced the concept of Noise Exposure Categories (NECs), ranging from A-D, to help local planning authorities in their consideration of applications for residential development near transport-related noise sources. As this application is not for a residential development it is not considered that the proposal would be contrary to the guidance contained within PPG24.

Siting and Design of the Reception Building - This is considered acceptable.

Crime and Disorder - The standard condition, requiring the development to strive to achieve Secure by Design Accreditation, will be attached to any approval granted.

CONCLUSION

The principle of the use in this case has already been approved, at issue is the increase in the number of cars capable of being parked, i.e. from 292 spaces to 500 spaces. The Head of Planning believes that subject to the outstanding consultations the proposal is an acceptable one.

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 Unitary Development Plan, the Head of Planning has concluded that some rights conferred by these Articles on the applicant(s)/objectors/residents 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. He believes that any restriction on these rights posed by

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approval of the application is proportionate to the wider benefits of approval and that such a decision falls within the margin of discretion afforded to the Council under the Town and Country Planning Acts.

Recommendation

HEAD OF PLANNING: Minded to Approve (subject to the receipt of comments of the Aerodrome Safeguarding Officer, receipt of the information requested by the Head of Engineering Services and receipt of an acceptable landscaping scheme) on the basis that the proposal will not have a detrimental impact upon the current levels of pedestrian/highway safety and residential amenity enjoyed in the vicinity of the site and is in accordance with the Unitary Development Plan for the City of Manchester, in particular policy H2.2 and DC26 and there are no material considerations of sufficient weight to indicate otherwise.

WYTHENSHAW AREA COMMITTEE: Refuse

Conditions and/or Reasons

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

Reason

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

2) The development hereby approved shall be carried out in accordance with the drawings numbered _____ unless otherwise agreed in writing by the City Council as Local Planning Authority.

Reason

To ensure that the development is carried out in accordance with the approved plans, pursuant to Policy H2.2 in the Unitary Development Plan for the City of Manchester

3) Before the development hereby permitted commences a scheme shall be submitted to and be approved in writing by the City Council as local planning authority which specifies the provisions to be made for the control of noise emanating from the site. These provisions shall include physical and administrative measures. All works which form part of the scheme shall be completed before any part of the use hereby approved is commenced and shall thereafter be retained.

Reason

To protect the amenity of the occupants of the nearby residential properties once the development hereby approved commences, pursuant to policy H2.2 of the Unitary Development Plan for the City of Manchester..

4) The landscaping scheme approved by the City Council as local planning authority shown on drawing ref _____, shall be implemented not later

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than 12 months from the date of commencement of works. Any trees or shrubs removed, dying or becoming severely damaged or becoming severely diseased within 5 years of planting shall be replaced by trees or shrubs of a similar size or species to those originally required to be planted unless otherwise agreed in writing by the City Council as local planning authority.

Reason

To ensure that a satisfactory landscaping scheme for the development is carried out, as specified in Policy E2.6 of the Unitary Development Plan for the City of Manchester.

5) All trees, shrubs and hedges within the site and/or trees whose root structure may extend within the site, which are to be retained as shown on the approved plan ref. _____ shall be fenced off before any building or other operation approved by this permission is carried out within the vicinity in accordance with British Standard 5837 (1991). Thereafter, no excavation or other building or engineering operations shall take place and no plant, machinery or materials (including excavated material) shall be placed, deposited, stored or stacked within any such fence during the construction period.

Reason

In order avoid damage to trees/shrubs adjacent to and within the site which are of important amenity value to the area, as specified in Policy E2.6 of the Unitary Development Plan for the City of Manchester.

6) The development hereby approved shall incorporate measures to minimise the risk of crime and to meet the specific security needs of the application site and the development. Any security measures to be implemented in compliance with this condition shall seek to achieve the `Secure by Design` accreditation awarded by the Greater Manchester Police.

Reason

In pursuance of the Council's duty under section 17 of the Crime and Disorder Act 1998 to consider crime and disorder implications in exercising its planning functions; to promote the well-being of the area in pursuance of the Council's powers under section 2 of the Local Government Act 2000, and to reflect the guidance contained in Circular 5/94 'Planning Out Crime' and as as specified in Policy E3.5 of the Unitary Development Plan for the City of Manchester.

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: 080376/FO/2006/S2 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 all held by the Planning Division.

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

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Flats 1 – 12, Heald Green House Irvin Drive Woodhouse Park Manchester M22 5LS

1 – 13 Hazel Drive Woodhouse Park Manchester M22 5LY

9 – 13 (Odds) Irvin Drive Woodhouse Park Manchester M22 5LR

1 - 9 Thorn Drive Woodhouse Park Manchester M22 5LX

1 - 17 Brookash Road Woodhouse Park Manchester M22 5LU

2 - 20 (Evans) Cunningham Drive Woodhouse Park Manchester M22 5LT

2 & 4 Daisy Bank Lane Heald Green Stockport SK8 3UB

10 & 12 Daisy Bank Lane Heald Green Stockport SK8 3UB

272 Finney Lane Heald Green Stockport SK8 3QH

C Buxton & Son Station Approach Finney Lane Heald Green Stockport SK8 3QH

Clean Carpet Co Station Approach Finney Lane Heald Green Stockport SK8 3QH

Northern Flooring Services Hilda House Finney Lane Woodhouse Park Manchester SK8 3QH

Heald Green Finney Lane Woodhouse Park Manchester SK8 3QH

Courtley Health & Safety Hilda House Finney Lane Woodhouse Park Manchester SK8 3QH

Travel Inn Finney Lane Woodhouse Park Manchester SK8 3QH

Cognos Ltd Adlington Court Greencourts Business Park Styal Road Woodhouse Park Manchester M22 5LG

First North Western Heald Green Railway Station Finney Lane Heald Green Stockport SK8 3QH

Spencer Stuart & Associates Ltd Adlington Court Greencourts Business Park Styal Road Woodhouse Park Manchester M22 5LG

A T & T Communications (uk) Ltd Adlington Court Greencourts Business Park Styal Road Woodhouse Park Manchester M22 5LG

Yew Tree Cottage Styal Road Woodhouse Park Manchester M22 5TJ

Yew Tree House Styal Road Woodhouse Park Manchester M22 5TJ

Representations were received from the following third parties:

S Piskor Heald Green House Flat 6 Irvin Drive

D. Williams 10 Cunningham Drive Woodhouse Park Manchester

Relevant Contact Officer: : David Lawless
Telephone No. : (0161) 234 4543
Email : d.lawless@manchester.gov.uk