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City Ward	Centre	Application Number	Date of Appln	Committee Date
		082205/FO/2007/C3	18th Nov 2007	14 th Feb 2008
Proposal	Demolition of existing 3 storey building and erection of 11 storey building incorporating 147 bedroom hotel (Use Class C1), ground floor retail (Use Class A1) and ancillary servicing areas			
Location	2-4 Oxford Road, Manchester, M1 5QA			
Applicant	Sanguine Hospitality Ltd, Studley, 7 Vyner Road South, Prenton, Wirrel, CH43 7PN			
Agent	HOW Planning, 40 Peter Street, Manchester, M2 5GP			

Description

Permission is sought for redevelopment of 2-4 Oxford Road, a white faience-clad 1920s 3 storey building on a 0.06 hectare triangular site bounded by Oxford Road, Hulme Street and the River Medlock. The site is adjacent to the Grade II listed 'Dancehouse Theatre' (6-14 Oxford Road) and the ground floor is currently in retail and hot-food takeaway use, with small offices on the upper floors.

In the wider context, the site is located in the Oxford Road Corridor, which is a major priority for regeneration and investment. There are residential buildings in the vicinity, the nearest being Oxford Place on the opposite side of Oxford Road, and the Quadrangle that is situated behind the Dancehouse Theatre.

The proposal involves demolition of the existing building and replacement with an 11 storey hotel incorporating a ground floor retail unit. The mass of the building would comprise an 8 storey element fronting Oxford Road, rising to 11 storeys on Hulme Street/Oxford Road corner and along the Hulme Street frontage. A screened plant room and lift overrun would be located on the roof of the hotel, set back from the Hulme Street and Oxford Road frontages, adding another 2 metres to the total height of the proposed building.

The materials would comprise a limited palette of dark grey brick within which would be set areas of cream coloured glazed brick, and aluminium-framed windows including double-height glazed frontages on Oxford Road for the hotel entrance and the retail unit. The building would be serviced from Hulme Street through a recessed delivery and bin storage area.

Consultations

Head of Environmental Health – No objections, subject to conditions.

Head of Engineering Services – No objections.

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Operational Services – No objections received.

Greater Manchester Police – No objections, subject to conditions.

English Heritage – No objections.

Environment Agency – No objections.

Publicity

The proposal has been advertised as a major development, as affecting the setting of a listed building and as a development in the public interest, and the occupiers of adjacent properties were notified about the proposals.

Fifteen representations have been received, all from property owners within the Quadrangle, objecting to the current proposal on the following grounds:

1. The proposal is of insufficient quality scheme for such a high profile site, setting a precedent for tall buildings on other sites in the area.
2. Existing traffic congestion on Hulme Street would become worse due to illegal parking and location of the servicing bay.
3. The proposal would cause loss of light, view and privacy for Quadrangle residents.
4. There would be noise from rooftop equipment and from people gathering on Hulme Street.
5. Fumes would be generated that would cause a nuisance for existing residents.
6. The proposed demolition would result in the loss of architecturally interesting building.

Issues

Regional Spatial Strategy – The proposal would support the objectives of current RSS policy EC8 'Town Centres – Retail, Leisure and Office Development', policies W6 'Tourism and the Visitor Economy' and MCR2 'Regional Centre' as contained in the submitted draft RSS produced in 2006, and as contained in the May 2007 Panel Report.

Unitary Development Plan - The proposal would make a positive contribution to the area and street-scene and therefore the scheme is considered to be consistent with policies for regeneration (RC1), economic and employment development (I1.1, I1.4, I1.8, I2.1) and appropriate mix of uses (I1.9, S2.4, RC3). The proposal would improve the appearance of a prominent site in the

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City Centre adjacent to a gateway route, and is therefore considered to be consistent with policies relating to a better environment (RC4) on gateway routes (RC7) and promoting tourism (RC6). The scheme would respect the City's and site's architectural and historic heritage, improve the environment and encourage the area's safe use by the public (Policies E3.5, E3.6). The scheme would not have a significantly adverse impact on the amenity of the local residents in terms of noise (DC26.5) or detract from the setting of the adjacent listed building (Policy DC19.1).

The Scheme's Contribution to Regeneration - Regeneration is an important planning consideration. Over the past ten years the City Council has had a considerable amount of success in terms of regenerating the City Centre. The work in Piccadilly, Spinningfields, the Conference Quarter, Northern Quarter and Castlefield are all good examples of this. However, much remains to be done, particularly in the southern part of the City Centre, and one priority is the need to improve the appearance of the Oxford Road Corridor as the focus of investment and regeneration.

The Oxford Road Corridor has already seen considerable levels of investment in new buildings, high quality refurbishments and public realm and it is important to the overall functioning and success of the wider City Centre. The existing building is neither listed nor in a conservation area and does not contribute significantly in design terms to the surrounding area. Its replacement with a high quality modern building, as well as the proposed hotel use, would complement the Oxford Road Corridor both in terms of the site's overall appearance and in terms of generating increased levels of activity.

The scheme can therefore be seen to make a significant contribution to the regeneration of the City Centre and the Oxford Road Corridor in terms of its function, expansion, environment and activity.

Scale and form of the development and its impact on adjacent buildings - The proposed building would be taller than the existing building, but as much of the Oxford Road elevation would be 8 storeys, this would sit comfortably with the 7 storey Oxford Place opposite and the mass of the Refuge Assurance building to the north. The 11 storeys of the Oxford Road/Hulme Street corner and the remainder of the Hulme Street elevation would be similar to the nearby Quadrangle building, and the height of the Dancehouse Theatre would be acknowledged by a 'cut' into the third floor of the proposed hotel.

The overall quality of the design would therefore produce a scheme that would be acceptable in terms of its impact on nearby buildings.

Impact on Amenity - There is potential for noise generation from the site and it is recommended that conditions are imposed in order to prevent nuisance from noise, fumes and delivery movements and on this basis the development would not adversely affect amenity in the area.

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Parking & Highways – Due to the central location of the site and proximity to bus, rail and Metrolink services, the proposal does not include any on-site parking for the hotel. However, there are several multi-storey car parks in the vicinity including one in the Quadrangle building that would be accessible for any hotel customers using private transport. The Head of Highways has confirmed that the proposed servicing arrangements are satisfactory.

Access – Full access is provided into and throughout the proposed building.

Crime and Disorder - It would be expected that an enhanced level of personal security for those using the area would result from this development as a result of the increased activity from customers visiting the hotel and commercial unit. The Architectural Liaison Unit of Greater Manchester Police has confirmed that there are no objections to the scheme.

Neighbour objections – The proposal initially submitted for this scheme would have had a significant impact on residential amenity due to height and design, but the height of the current proposal would not be unusual in a City Centre location and is a good quality design. Whilst the proposed building will have an impact on existing residents, this would not be sufficiently detrimental to amenity to justify refusal of the application. The other issues raised by residents of the Quadrangle have been fully considered above.

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)/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. He believes that any restriction on these rights posed by the 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 APPROVE

On the basis that the proposal is in accordance with the provisions of the City Councils Unitary Development Plan, in particular policies I1.1 'Commercial Development', I1.4 'Regional Centre development', I1.8 'Tourist facilities', I2.1 'Transport accessibility', I1.9 'Hotel developments', S2.4 'New shopping facilities', RC1 'City Centre Local Plan Policies', RC3 'Mixed Uses', RC4 'Environment', RC7 'Gateway Sites', RC6 'Tourism', E3.5 'Safer environment', E3.6 'Environmental Improvements', DC26.5 'Noise levels', DC19.1 'Listed

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Buildings' and Small Area policy RC20 (Area 20) in that the development would make the area more safe and attractive; would be of a high standard of design and make a positive contribution towards improving the City's environment; there would not be any significant impacts on the residential amenities of adjoining occupiers; the development would include suitable landscaping; would reduce air pollution caused by vehicles by encouraging alternative forms of transport; would encourage energy conservation by being well served by public transport and by using high standards of energy efficiency within the development; would include measures which would lead to a safer environment; would promote regeneration and an improved environment; would include secure cycling parking facilities in the heart of the City Centre; would be mixed use and contribute to the mix of uses in the area; create leisure and recreational facilities for tourism, would provide shopping facilities and potentially street cafés in an appropriate location, would be accessible at ground floor level for people whose mobility is impaired; would positively contribute to the settings of nearby listed buildings; would not increase the risk of flooding; would not expose existing or future residents to unacceptable levels of noise; and generally the proposal would provide high quality facilities within the area to the benefit of the wider surrounding community allowing the continuing regeneration of the locality; and there are no material considerations of sufficient weight to indicate otherwise, and subject to the following conditions:

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

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

2) The development hereby approved shall be carried out in accordance with the following drawings and documents unless otherwise agreed in writing by the City Council as local planning authority:

- * Stephenson Bell drawings ref. 1056-AL(05)001, 002, 005A, 006, 007, 008, 009, 010, 011, 012, 013A, 014A, 015A, 016, 017, 018A, 019A, 020;
- * TV Reception Survey Report by Taylor Bros. Installations (Bolton) Ltd ref. 8211/2 dated 14 November 2007;
- * Denis Wilson Partnership report titled 'Transport Assessment' ref. TD/AAK/2006-580/01F dated November 2007;
- * Denis Wilson Partnership report titled 'Travel Plan' ref. TD/AAK/2006-580/02D dated November 2007;
- * Scott Hughes Design Ltd report titled 'Phase 1 Investigation (Desk Study) at Oxford Road, Manchester for Property Solutions (Oxford Road) Ltd' ref. PN061372 dated November 2006.

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- * Scott Hughes Design Ltd report titled 'Phase 2 (i) Preliminary Intrusive Investigation at Oxford Road, Manchester for Property Solutions (Oxford Road) Ltd' ref. PN061372 dated April 2007.
- * Sound Research Laboratories Ltd report titled 'Noise Survey and Design Advice' ref. C/07/6W/40612/R02V1/PVCS dated 22 November 2007;
- * WSP report titled 'Oxford Road, Manchester, Flood Risk Assessment' ref. 11190810 dated January 2008.

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

3) No development shall commence unless and until samples and specifications of all materials to be used on all external elevations have been submitted to and approved in writing by the City Council as local planning authority. The development shall be constructed only using the approved materials unless otherwise agreed in writing by the City Council as local planning authority.

Reason - To ensure that the appearance of the development is acceptable to the City Council as local planning authority in the interests of the visual amenity of the area within which the site is located, as specified in policy H2.2 of the Unitary Development Plan for the City of Manchester.

4) The development shall not be occupied unless accreditation, confirming achievement of the Secured by Design standards has been issued by Greater Manchester Police, unless otherwise agreed in writing by City Council as local planning authority.

Reason - To reduce the risk of crime pursuant to Policy E3.5 of the Unitary Development Plan of the City of Manchester and to reflect the guidance contained in Planning Policy Statement "Delivering Sustainable Development".

5) The wheels of contractors' vehicles leaving the site shall be cleaned and the access roads leading to the site swept in accordance with a management scheme submitted to and approved in writing by the City Council as local planning authority prior to any works commencing on site.

Reason - In the interest of pedestrian and highway safety, as specified in policy H2.2 of the Unitary Development Plan for the City of Manchester.

6) a) Before the development hereby approved commences, a report (the Preliminary Risk Assessment the Desk Study) to identify and evaluate all potential sources and impacts of any ground contamination, groundwater contamination and/or ground gas relevant to the site shall be submitted to and approved in writing by the City Council as local planning authority. The

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Preliminary Risk Assessment shall conform to City Council's current guidance document (Planning Guidance in Relation to Ground Contamination).

The Desk Study shall be prepared by a suitably qualified person whose competence to carry out the Desk Study has been approved in writing by the City Council as local planning authority (an "Expert").

In the event of the Preliminary Risk Assessment Desk Study identifying risks which in the written opinion of the Local Planning Authority require further investigation, the development shall not commence until a scheme for the investigation of the site and the identification of remediation measures (the Site Investigation Proposal Scheme) has been submitted to and approved in writing by the City Council as local planning authority.

The measures for investigating the site identified in the Site Investigation Proposal Scheme shall be carried out, by an Expert before development commences unless otherwise agreed with the City Council as local planning authority and the Expert shall prepare a report prepared outlining what measures, if any, are required to remediate the land (the Site Investigation Report and/or Remediation Strategy) which shall be submitted to and approved in writing by the City Council as local planning authority.

b) When the development commences, the development shall be carried out in accordance with the previously agreed Remediation Strategy Site Investigation Report and a Completion/Verification Report shall be submitted to and approved in writing by the City Council as local planning authority.

In the event that ground contamination, groundwater contamination and/or ground gas, not previously identified, are found to be present on the site at any time before that phase is occupied, then any phase of the development shall cease and/or the development shall not be occupied until, an Expert has prepared a report outlining what measures, if any, are required to remediate the land (the Revised Remediation Strategy/Site Investigation Report) which shall be submitted to and approved in writing by the City Council as local planning authority and the development of that phase shall be carried out in accordance with the Revised Remediation Strategy/Site Investigation Report, which shall take precedence over any Remediation Strategy Site Investigation Report or earlier Revised Remediation Strategy Investigation Report.

Reason - To ensure that the presence of or the potential for any contaminated land and/or groundwater is detected and appropriate remedial action is taken in the interests of public safety, pursuant to policies H2.1, H2.2, E3.1 and E3.2 of the Unitary Development Plan for the City of Manchester.

7) The development hereby approved shall include a building lighting scheme and a scheme for the illumination of all external areas during the period between dusk and dawn, or as may be otherwise agreed in writing by the City Council as local planning authority. Full details of such a scheme shall be submitted to and approved in writing by the City Council as local planning authority before the development commences. The approved scheme shall

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be implemented in full before the development is first occupied unless otherwise agreed in writing by the City Council as local planning authority.

Reason - In the interests of amenity, crime reduction and the personal safety of those using the proposed development, pursuant to Manchester Unitary Development Plan policies H2.2, E3.3 and E3.5.

8) The development hereby approved shall seek to achieve a post-construction Building Research Establishment Environmental Assessment Method (BREEAM) rating of 'very good' unless otherwise agreed in writing by the City Council as local planning authority.

Reason - In order to minimise the environmental impact of the development pursuant to policies E1.5 and E1.6 in the Unitary Development Plan for the City of Manchester, policies ER13 and DP3 of Regional Planning Guidance for the North West (RPG13) and the principles contained within The Guide to Development in Manchester 2 SPD and Planning Policy Statement 1.

9) Any ancillary plant or externally mounted equipment shall be acoustically treated in accordance with a scheme to be submitted to and approved in writing by the City Council as local planning authority before the use first commences. The scheme shall be designed so as to achieve a noise level of 5dB below the existing background (LA90) in each octave band at the nearest noise sensitive location. The equipment shall be installed and maintained in accordance with the approved scheme.

Reason – In the interests of residential amenity, pursuant to Manchester Unitary Development Plan policy H2.2.

10) Before development commences a scheme for the extraction of any fumes, vapours and odours from the premises hereby approved shall be submitted to, and approved in writing by, the City Council as local planning authority. The approved scheme shall be implemented prior to occupancy and shall remain operational thereafter.

Reason - In the interests of the amenities of the occupiers nearby properties in order to comply with Policy H2.2 of the Unitary Development Plan for the City of Manchester.

11) The details of an emergency telephone contact number for a person responsible for the site shall be displayed in a publicly accessible location on the site from the commencement of development until construction works are complete unless otherwise agreed in writing by the City Council as local planning authority.

Reason - To prevent detrimental impact on the amenity of nearby residents and in the interests of local amenity in order to comply with Policy H2.2 of the Unitary Development Plan for the City of Manchester.

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12) Before the development hereby approved commences a scheme for the storage and disposal of refuse, including storage of recyclable materials, shall be submitted to and approved in writing by the City Council as local planning authority. The details of the approved scheme shall be implemented as part of the development and shall remain in place whilst the use or development is in operation.

Reason - In the interests of amenity and public health, pursuant to policy H2.2 of the Manchester Unitary Development Plan.

13) The permitted hours of opening of the retail unit (Class A1) hereby approved are to be agreed with the City Council as local planning authority prior to occupation.

Reason - In order that the local planning authority can achieve the objectives both of protecting the amenity of local residents, pursuant to Manchester Unitary Development Plan policy H2.2.

14) The uses hereby approved shall not commence unless and until a servicing strategy, including a schedule of loading and unloading times, has been submitted to and agreed in writing by the City Council as local planning authority. Servicing shall thereafter take place in accordance with the approved strategy unless otherwise agreed in writing by the City Council as local planning authority.

Reason - In the interests of residential amenity, pursuant to Manchester Unitary Development Plan policy H2.2.

15) Before the development hereby approved commences, a shop front and signage design strategy for the building shall be submitted to and approved in writing by the City Council as local planning authority.

Reason - To protect the visual amenity of the development, pursuant to adopted Manchester Unitary Development Plan policy H2.2.

16) Before the development hereby approved commences, a paving and surfacing strategy for the public footpaths, redundant vehicular crossings, and vehicular carriageways around the site shall be submitted to and approved in writing by the City Council as local planning authority. All works approved in discharge of this condition shall be fully completed before the development hereby approved is first occupied, unless otherwise agreed in writing by the City Council as local planning authority.

Reason - In the interests of amenity and to ensure that paving materials are consistent with the use of these areas as pedestrian routes and vehicular carriageways, pursuant to Manchester Unitary Development Plan policy H2.2.

17) Before the development commences, studies containing the following with regard to television reception in the area containing the site shall be submitted to and approved in writing by the City Council as local planning authority:

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a) Measure the existing television signal reception within the potential impact area, as identified in Taylor Bros. Installations (Bolton) Ltd report ref. 8311/2 dated 14 November 2007 before development commences. The work shall be undertaken either by an aerial installer registered with the Confederation of Aerial Industries or by a body approved by the Office of Communications, and shall include an assessment of the survey results obtained.

b) Assess the impact of the development on television signal reception within the potential impact area identified in (a) above within one month of the practical completion of the development or before the development is first occupied, whichever is the sooner, and at any other time during the construction of the development if requested in writing by the City Council as local planning authority in response to identified television signal reception problems within the potential impact area. The study shall identify such measures necessary to maintain at least the pre-existing level and quality of signal reception identified in the survey carried out in (a) above. The measures identified must be carried out either before the building is first occupied or within one month of the study being submitted to the City Council as local planning authority, whichever is the earlier.

Reason - To provide an indication of the area of television signal reception likely to be affected by the development to provide a basis on which to assess the extent to which the development during construction and once built, will affect television reception and to ensure that the development at least maintains the existing level and quality of television signal reception, as advised in Planning Policy Guidance Note 8: Telecommunications.

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: 082205/FO/2007/C3 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:

Head of Highways
Head of Environmental Health
Environment & Operations (Refuse & Sustainability)
Greater Manchester Police
English Heritage
Environment Agency

Oxford Road: Nos. 1, 1-3, 2-4, 3-5, 6, 6A, 7, 8, 8A, 9-11, 10, 10A, 10B, 12, 12A, 14, 14A, 15, Armstrong House, Palace Hotel, New Broadcasting House,

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The National Computing Centre Ltd, Oxford Place, Oxford Road Station Approach, Dancehouse Theatre, City Supermarket, Oxford House

Oxford Street: Nos. 2-14, 70, 72-74, 80, 88A, 88-94, 103-105, Le Meriden Palace Hotel, St James Building, Peter House

New Wakefield Street: Nos.1, 3-5, 7-9, 9A, 11-13, 17-19, 50, 51, 54, 55, The Thirsty Scholar,

Great Marlborough Street: Nos. 1, 1a, 4, 8, Firenze Ltd, Manchester Pakistani Welfare & Information Centre, Tarameen Ltd

James Leigh Street: Nos. 1, 5, 7

2 Wakefield Street

Hulme Street: Nos. 5, 5a, Lincoln Place

Chester Street: Nos. 8, Unit 1 The Quadrangle, Manchester Metropolitan University - John Dalton Building

Lower Ormond St: Apartments 1-228, The Quadrangle, 1 Lower Ormond Street, 2-4, 6, 8

Charles Street: Nos. 33, 38, 40, 41, 42, 60, 62, Weston Hall

9A Garsdale Street, Manchester, M1 7DD

Representations were received from the following third parties:

Occupiers of the following apartments in The Quadrangle, Lower Ormond St: 9, 54, 117, 149, 173, 183, 197, 204, 210, 211 and 214

Relevant Contact Officer:	: Dave Robinson
Telephone No.	: (0161) 234 4555
Email	: d.robinson1@manchester.gov.uk