

Application Number	Date of Appln	Committee Date	Ward
088746/FO/2009/S1	12th Jan 2009	12th Mar 2009	Whalley Range Ward

Proposal Remodelling of north wing to form residential accommodation for 81 overseas students and managers flat, erection of an entrance tower incorporating lift, ramp access to courtyard and 8 space car park with access from Brantingham Road

Location Hartley Hall, Alexandra Road South, Whalley Range, Manchester, M16 8NH,

Applicant Manchester Islamic School Trust , Hartley Hall, Alexandra Road South, Whalley Range, Manchester, M16 8NH,

Agent Thomas Worthington Design, Brook House, 1 Brook Road, Cheadle, Cheshire, SK8 1PQ

Description

This application relates to Hartly Hall a grade II Listed Building located on the west side of Alexandra Road South at its Junction with Brantingham Road. Originally built as a Methodist college, the building was used by the Royal Northern College of Music until 1990 when the building was purchased by the Manchester Islamic Schools Trust, since when it has operated as the KD Grammar School. The building comprises a main block fronting Alexandra Road South and is largely brick with terracotta and stone dressings, to the rear are a number of large wings which are much less ornate being finished in common brick with engineering brick detailing.

This application relates to the currently unused northern wing which fronts Brantingham Road. The wing which is three storeys high was original built as dormitory accommodation and comprises small single bedrooms off a corridor. Shared washing facilities were provided in two towers attached to the corners of the wing. The wing itself is built around three side of a landscaped courtyard. Between the wing and Brantingham Road are seven mature trees a small group of saplings, a belt of high dense shrub and a lawn. The boundary to Brantingham Road is a 1.5 metre high brick wall.

Hartley Hall is located within a predominantly residential area and there are residential properties facing the site on all sides.

It is proposed to bring the accommodation within the wing back into use as living accommodation principally for overseas students undertaking further education in the Manchester area. To this end there would be no access between the wing and its parking area and the KD Grammar School. Internally the basic pattern of room will remain unchanged though a pod would be inserted into each bedroom to provide en-suite facilities. Whilst the accommodation is predominantly in single bedrooms, there would be six twin rooms and three where two rooms are amalgamated to form fully accessible accommodation. In addition there would be a managers flat on the ground floor together with a reception area and visitors toilets. Shared kitchens and dining rooms would be provided on each floor, whilst the existing towers would

accommodate lounges and laundry facilities. Amenity space would be provided in the central courtyard and a new access including a ramp would be provided.

Currently access into the wing is through the main school building. As part of the proposal to separate the proposed use from the school it is proposed to create a new access on the Brantingham Road frontage. This would take the form of a freestanding contemporary styled tower containing stairs and a lift with a glazed link to the main building. As submitted the tower would be a mixture of glass and rainscreen cladding with a zinc clad butterfly roof. A new pedestrian and vehicular access would be former from Brantingham Road and this would lead to an 8 space car parking area. A storage area is proposed for bicycles and a travel plan has been provided. No trees are lost to the development though a length of shrubbery will be lost to the new access.

An existing metal fire escape is to be removed.

An application for Listed Building Consent for the works the subject of this application can be found elsewhere on this agenda, ref 088747/LO/2009/S1. The proposed development has been advertised on site and in the press.

Consultations

Local Residents - Nine residents have objected to the planning application and a further 11 objecting to the application for Listed Building Consent, which accompanies this application. The comments of the residents is summarized below.

1. Concern is expressed that unless the Brantingham Road access is segregated from the main school there will be an increase in traffic on that road as children are dropped off, there in preference to Alexandra Road South and Gowan Road.
2. The additional demand for public transport will overload the existing heavily used 85 route.
3. The limited car parking is welcomed - however the use will result in additional demand for on-street parking on Brantingham Road.
4. The proposed alterations will adversely affect the historic heritage associated with this site.
5. Students using the proposed entrance tower will be able to look into surrounding residential properties.
6. The proposed use will result in an increase in noise particularly at night when the school is closed and currently quiet, but also from the lift,.
7. Concern is expressed that the proposed parking is totally inadequate and that congestion will increase on the surrounding streets.
8. Given the number of proposed disabled access point the proposed lift tower is unnecessary and an unsightly addition to what is a listed building.

9. There is no need for a third access point into the site.
10. The style and materials of the proposed entrance are inappropriate to the listed building.
11. There will be an increase in traffic in the area both day and night, detracting from the amenity of this residential area.
12. The vehicular entrance should be from Gowan Road, which does not have the high levels of traffic experienced by Brantingham Road, however, there is already adequate access into the site. There is an existing pedestrian entrance off Brantingham Road which is unused and there is no objection to this being brought into use.
13. There is a dissatisfaction with the standards of maintenance of the building and its grounds.
14. One resident in response to an article in the South Manchester Reporter has written to say that the objections are to the architectural integrity of the scheme and the impact it will have on their quality of life and not about the ethnicity of the proposed students.
15. It is regrettable that there was no consultation with residents before submitting the planning application.
16. Concern is expressed that trees will be lost.
17. Could the stairs and lift be incorporated into the existing building.
18. Whalley Range has been scared by poor planning decisions in the past and to approve this development would continue this trend.
19. The proposed external cycle store will generate noise and attract thieves.
20. The proposed refuse/recycling store will generate noise, odours and disturbance from refuse collectors vehicles, refuse storage collection should be incorporated into the schools existing waste management strategy.
21. The proposed new entrance from Brantingham Road will result in the loss of significant shrubs.
22. The small car park appears to serve no great purpose and will have a disproportionately negative impact on the amenity of local residents.
23. The new car park will encourage car use instead of public transport. The school is on an established bus route.
24. How can the car park be justified when the Council is encouraging people to reduce carbon emissions.
25. The sympathetic renovation of the north wing would be welcomed.

26. Irrespective of whether the application is approved please could the coping stone on the north boundary wall be replaced. These were stolen some time ago but the stones were recovered as the thieves were caught in the act.

Travel Plan Coordinator - The Travel plan is acceptable subject to two minor changes, namely the deletion of reference to an as yet non operational car share scheme and the addition of the completion date.

Head of Regulatory Services - Historical records relating to the site indicate the possible presence of significant levels of contamination. An appropriate condition is recommended should permission be granted.

Landscape Practice - Concern is expressed about the potential for damage to be done to the significant trees along the boundary and require the submission and approval of the construction details in the area of the trees and the supervision of the works by a suitably qualified person.

Manchester Historic Buildings and Conservation Areas Panel - The panel were excited at the prospect of bringing the north wing back into use for its original purpose. Concern was expressed about the design of the proposed entrance and it was suggested that it could either be redesigned or relocated within the courtyard with a new access created through the existing building.

Issues

Unitary Development Plan - the relevant policies are H2.2 which seeks to protect residential accommodation from the adverse impact of development and policy DC19 which seeks to ensure that developments affecting Listed Buildings do not detract from their historic character.

Regional Spatial strategy - The RSS was adopted as part of the development plan for the City of Manchester in September 2008. The relevant policies are:-

DP1 - Which sets down the principles that underpin the RSS

DP2 - Which seeks to promote sustainable communities

DP3 - Which supports the promotion of sustainable economic development

DP4 - Which looks to make the best use of existing resources and infrastructure

DP6 - Which seeks for development to marry opportunity and need.

DP7 - Requires new developments to promote environmental quality.

L1 - schemes including education should ensure that there is provision for all members of the community

EM1 (C) - New schemes should protect, conserve and enhance the historic environment

Principle - the north wing of Hartley Hall was originally constructed as sleeping accommodation for students, albeit students of the Methodist college. This proposal will bring the accommodation back into use for this purpose though it will no longer be for students of the college. Whilst it is intended to provide accommodation for overseas students they would not be so exclusively. The best means of preserving our historic buildings is to find a use for them and the closer that use is to their original purpose the better. The principle therefore of the proposed development is therefore considered acceptable.

Disabled Access - The proposed development by virtue of the proposed new entrance tower with a lift will be accessible to all floors. Thus all the accommodation will be accessible to some degree, whilst three flats will be fully accessible, in addition there are facilities for disabled facilities, as well as a purpose designed access to the amenity space in the central courtyard. Improving access to a Listed Building without having a significant impact on the historic fabric is a difficult process, this proposal achieves this objective in a sympathetic manner, with access to all areas of the development and a level of provision that is considered to be acceptable.

Crime and Disorder - The proposed accommodation will be segregated for the existing school with a single controlled entrance and resident staff on site.

Use - the north wing could be brought into use as sleeping accommodation without planning permission. It is the enabling works that enable it to function independently of the KD Grammar school that require planning permission.

Residential amenity - Concern has been expressed that students using the proposed entrance will be able to overlook adjacent properties resulting in a loss of privacy. National standards for privacy indicate that 21 meters is acceptable between habitable room windows. The proposed tower is some 35 metres from the nearest residential property, which is well in excess of this figure. In the case of the houses on Brantingham Road there is also a significant screen of trees. It is the front elevations of the houses on Brantingham Road and Hartley Hall Gardens that face the proposed development and therefore there will be no overlooking of the private amenity space to the rear.

Noise - It is unlikely that a lift within a building would generate a noise problem as is claimed, particularly given the distance to the nearest houses. Most noise if any would come from students entering the site from Brantingham Road, however, this is a busy route and it is therefore unlikely that any noise generated would be significant. The amenity space is located in a courtyard surrounded on all sides by buildings which would act as acoustic barriers to any noise.

Car Parking - Government Guidance in PPG13 seeks to discourage the use of the private car by restricting places to park. As it is inevitable that some student will insist on using their own transport it is necessary to make some provision and the eight spaces proposed are deemed to be acceptable. More spaces could only be provided at the expense of the setting of the Listed building and there is capacity on Brantingham Road, without having to park in front of houses, for on-street parking should more spaces be required.

Access - The proposed accommodation is to be segregated from the KD Grammar School and the new entrance is for the exclusive use of students resident on the site. There will be no through route to the school and thus there is no issue about parents dropping off children for the school at this as an alternative to the other entrances on Gowan Road and Alexandra Road South. The entrance has been designed to minimise its impact on the site boundary and the trees although there will be some loss of shrubs. It is sufficiently wide for vehicles to enter and leave at the same time and should not therefore cause any problems on Brantingham Road, which is itself traffic calmed.

Trees - Many of the trees with the Grounds of Hartly Hall are protected by a Tree Preservation Order including those within the application site. Unless the trees are dead, dying, diseased or dangerous they cannot therefore be removed without the prior approval of the City Council. The proposed development has been designed to retain all of the trees, though they are in need of some works and this will be carried during construction. As the proposed works will come close to some of the trees appropriate conditions are proposed both in terms of tree protection and requiring the works to be supervised by a suitably qualified person should permission be granted.

Travel Plan - A travel plan has been submitted with the application and the Travel Team consider it to be acceptable, however, since they commented one of the bus routes has, we are informed been withdrawn and the applicant has therefore been asked to revisit the travel plan.

Design - The design of the proposed entrance tower and in particular the materials has caused a great deal of concern. Trying to replicate the appearance and material of a listed building when seeking to construct an extension seldom works well and it is accepted practice that a contemporary solution which clearly distinguishes the historic building from the new is the most satisfactory way forward. However, the proposed tower in this case occupies an extremely prominent position and it is considered that the position, its elaborate design in particular the roof and the use of rainscreen cladding will result in an over intrusive feature that will detract from the Listed Building. Negotiations have taken place with the applicant and it is proposed to simplify the proposed entrance feature by replacing the rainscreen with glass so that the whole structure will be glazed, and a flat roof to replace that originally proposed. The Head of planning believes that such an approach will reduce the impact of the development making the extension subservient to the Listed Building.

Two alternatives were suggested. The Historic Buildings And Conservation Panel suggested placing the tower within the courtyard, this would intrude significantly into the amenity space and necessitate significant alterations to the historic fabric of the building in creating an entrance and associate ramps. The second alternative proposed by a resident involved using one of the existing towers to accommodate the lift and stairs, these towers are however too small and the works would result in the loss of a significant amount of historic fabric. By locating the tower towards the rear of the building it reduces the impact of the structure on the Chapel which is both architecturally and historically more interesting than the rather plainer and simpler elevations of the north wing.

Refuse storage - As the proposed accommodation is independent of the school it is necessary for it to have its own refuse/recycling facilities. Whilst positioning it on the Brantingham Road frontage is not ideal it would be in a wooden enclosure and set behind the existing mature shrubs, its impact in the visual amenity and the setting of the Listed building is therefore minimal. Collection of waste and recyclables should be no more disruptive than the normal household collections.

Access ramp - The access ramp to the central courtyard will be a freestanding metal structure design to have minimal impact on the listed building.

Boundary Treatment - The existing boundary wall will remain and the applicant has been asked to replace the missing copings. At the point where the new access is to be created the decorative brick wall has given way to a simple plain brick wall. The introduction of the proposed access will not have a detrimental impact on the appearance of the boundary.

Landscaping - It is proposed to retain the existing landscaping as far as practical particularly the trees and shrubs which offer a degree of privacy as well as maturity to the boundary treatment. The car park will be surfaced in high quality pavements.

Cycle Storage - The applicant has been asked to look at relocating the cycle storage from its current, vulnerable position at the front of the building.

Contaminated Land - An appropriate condition is proposed to ascertain if there is any contamination of the site. Often in cases such as this the contamination has its origins in long finished unlicensed tipping in old workings and the survey is very much precautionary.

Conclusion - The proposed development will bring back into use a substantial part of one of south Manchester's most prominent Listed Buildings as well as generating a revenue stream for the owners enabling them to invest further in its upkeep. Whilst there are issues over the design of the proposed entrance the proposed changes to the design will result in an acceptable solution and this is reflected in the recommendation.

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 MINDED TO APPROVE

(Subject to the submission of revised elevations for the proposed entrance tower.)

On the basis that the proposal is in accord with the City Council's Unitary Development Plan in particular policy H2.2 which seeks to protect the amenity of local residents from the adverse impact of development and policy DC19 which seeks to protect buildings listed as being of architectural or historic interest from inappropriate development and there are no material considerations of sufficient weight to indicate otherwise.

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) No development that is hereby approved shall commence unless and until samples and specifications of all materials to be used on all external elevations of the development 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 and DC19 of the Unitary Development Plan for the City of Manchester.

3) 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: **** **

Reason - To ensure that the development is carried out in accordance with the approved plans. Pursuant to policy **** of the Manchester Unitary Development Plan.

4) The car parking indicated on the approved plans shall be surfaced, demarcated and made available for use prior to the building hereby approved being occupied. The car park shall then be available at all times whilst the site is occupied.

Reason - To ensure that there is adequate parking for the development proposed when the building is occupied in order to comply with Policies H2.2 and T2.6 of the Unitary Development Plan for the City of Manchester.

5) The hard and soft landscaping scheme approved by the City Council as local planning authority shown on drawing ref 1420/12, shall be implemented not later than 12 months from the date of commencement of works. If within a period of 5 years from the date of the planting of any tree or shrub, that tree or shrub or any tree or shrub planted in replacement for it, is removed, uprooted or destroyed or dies, or becomes, in the opinion of the local planning authority, seriously damaged or defective, another tree or shrub of the same species and size as that originally planted shall be planted at the same place, 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 that respects the character and visual amenities of the area, in accordance with policy H2.2 and DC19 of the Unitary Development Plan for the City of Manchester.

6) No development shall commence until a scheme for the storage (including segregated waste recycling) and disposal of refuse has been 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 situ whilst the use or development is in operation.

Reason - To ensure that there are satisfactory arrangements for the storage of refuse and materials for recycling pursuant to policy H2.2 of the Unitary Development plan for the City of Manchester

7) In this condition "retained tree" means an existing tree, shrub or hedge which is to be as shown as retained on the approved plans and particulars; and paragraphs (a) and (b) below shall have effect until the expiration of 5 years from the date of the occupation of the building for its permitted use.

(a) No retained tree shall be cut down, uprooted or destroyed, nor shall any retained tree be topped or lopped other than in accordance with the approved plans and particulars, without the written approval of the local planning authority. Any topping or lopping approved shall be carried out in accordance with British Standard 5387 (Trees in relation to construction)

(b) If any retained tree is removed, uprooted or destroyed or dies, another tree shall be planted at the same place and that tree shall be of such size and species, and shall be planted at such time, as may be specified in writing by the local planning authority.

(c) The erection of fencing for the protection of any retained tree shall be undertaken in accordance with the approved plans and particulars before any equipment, machinery or materials are brought on to the site for the purposes of the development, and shall be maintained until all equipment, machinery and surplus materials have been removed from the site. Nothing shall be stored or placed in any area fenced in accordance with this condition and the ground levels within those areas shall not be altered, nor shall any excavation be made, without the written consent of the local planning authority.

Reason - In order avoid damage to trees/shrubs adjacent to and within the site which are of important amenity value to the area and in order to protect the

character of the area, in accordance with Policies 2.4 and 2.6 of the Unitary Development Plan for the City of Manchester.

8) The wheels of contractors vehicles leaving the site shall be cleaned and the access roads leading to the site swept daily 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.

9) No development shall commence until details of the measures to be incorporated into the development (or phase thereof) to demonstrate how secure by design accreditation will be achieved have been submitted to and approved in writing by the City Council as local planning authority. The development shall only be carried out in accordance with these approved details. The development hereby approved shall not be occupied or used until the Council as local planning authority has acknowledged in writing that it has received written confirmation of a secure by design accreditation.

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".

10) Before the development hereby approved commences a detailed scheme and method statement for the construction works in the vicinity of the retained trees shall be submitted to and approved by the City Council. The approved scheme shall be implemented in full and supervised by an appropriately qualified person approved by the City Council.

Reason

To ensure that the retained trees are not damaged during development works pursuant to policy DC16 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: 088746/FO/2009/S1 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:

Chief Executive's Landscape Practice Group
Engineering Services
Environment & Operations (Trees)
Travel Change Team
Greater Manchester Police

Judith Sadler, Crime Reduction Officer
Whalley Range Forum
49, 66 to 78 Alexandra Road South,
Flats 1 to 3, 35 Manley Road,
23 to 33 Manley Road,
Flats 1 to 6, 31 Manley Road,
49, 55 to 59 Alness Road,
43 Manley Road, Manchester, M16 8HN
Flats 1 to 4, 41 Manley Road,
13 to 19, 17a, 37, 39 Manley Road,
Flats 1 to 17, 21 Manley Road,
Flats 1 to 8, 21a, Manley Road,
Flats 1 to 8, Alexandra Mews, 64 Alexandra Road South,
1 to 21, 2 to 20 Woodacre,
Flats 1 to 12, Brantingham Court, Alexandra Road South,
43a, 43 to 61 to 69, 54 to 60, 62, 62a to 62e, 64, 68 to 74 Brantingham Road,
Flats 1 to 6, 31 Alexandra Road South,
41, 43, 51 to 63, 65 to 77, 80 to 92 Alexandra Road South,
Church Of The English Martyrs, Alexandra Road South,
English Martyrs Parish Centre, Alexandra Road South,
38 Springbridge Road,
1 to 41 Hartley Hall Gardens Gowan Road,
20 to 24 Waltham Road,
Mariana House, 45-47, Alexandra Road South,
2 to 16 Gildridge Road,
1 to 23, 2 to 16 Waltham Road,
40 Springbridge Road,
16 to 21, 18 to 24 Gildridge Road,
1, 3 Arnold Road,
1 to 13 Gowan Road,
Flats 1 to 6, 8 Arnold Road,
2 to 16, 7 Arnold Road
Flats 1 to 6, 6 Arnold Road,
90a, Alexandra Road South
Russley Lodge Residential Home, 276 Wilbraham Road,
Flats 1 to 12, Arnold Court, 278 Wilbraham Road
270 to 274, 284 to 288 Wilbraham Road,
1a to 1c, Highbury Road,
3, 5 Highbury Road,
Flats 1 to 9, 51-53, Alness Road
1 to 33 Holden Avenue
Flats 1 to 10, Grosvenor House, 280 Wilbraham Road
1 to 8, 1a, 1b Arundale Avenue
Flats 1 to 10, Arundale Court, 282 Wilbraham Road

Representations were received from the following third parties:

30, 41 Hartley Hall Gardens, Gowan Road,
62b, 62c, 62d, 62e Brantingham Road,
11 Woodacre,
20, 24 Waltham Road,

Relevant Contact Officer : Dave Morris
Telephone number : 0161 234 4539
Email : d.morris@manchester.gov.uk