
Application Number	Date of Appln	Committee Date	Ward
089941/CC/2009/C1	21st May 2009	23rd July 2009	City Centre Ward

Proposal CONSERVATION AREA CONSENT for removal of brick wall to allow creation of a link between Manchester and Salford through a series of urban spaces and proposed footbridge

Location To Land Bound By The River Irwell, Cathedral Approach, Victoria Bridge Street, Chapel Street & Greengate, Manchester

Applicant Mr Nik Puttnam , Central Salford URC, Emerson House, Albert Street, Eccles, Manchester, M30 0TE,

Agent Mr Guy Denton, Whitelaw Turkington, Globe Quay, 16 Globe Road, Leeds, West Yorkshire, LS11 5QG,

Description

The proposal forms part of a scheme for the provision of a new pedestrian bridge across the River Irwell from Victoria Street, in Manchester, to Greengate, in Salford. As the site lies within the Cathedral Conservation Area this application seeks conservation area consent for the removal of a brick wall adjacent the River Irwell to create a landing point for the bridge.

The site lies adjacent to the listed Victoria Bridge and near to the listed buildings of Manchester Cathedral and Chethams School of Music.

The bridge forms part of major redevelopment proposals for the former Exchange Station site and public realm improvements associated with the broader Greengate development, both within Salford, and would create a direct link to the historic and retail core of Manchester City Centre.

The bridge itself would be formed as a box structure with substantially glazed balustrade detail, and would run parallel to Victoria Bridge (a grade 2 listed structure) landing in Manchester at the current level of Victoria St. The landing point would require removal of the existing brick parapet to the river wall and a piled concrete foundation located within the 'Cathedral Arches' located below Victoria St at this point.

The current proposals for the bridge are a revision to a scheme previously granted planning permission and conservation area consent (application refs 080817 and 080818) in September 2007.

An application for planning consent, 089669, for the construction of a new bridge is also on this agenda.

In addition to the planning application forms, certificates, notices and drawings, a Design and Access Statement and Heritage Assessment have been submitted in support of the application.

Consultations

The application was advertised in the press and on site, on 26 May 2009, as being close to listed buildings and in a conservation area, and occupiers of nearby accommodation notified.

Two letters of support have been received identifying the positive benefits of regeneration and support for further investment in the area that improved linkages between the Cities of Manchester and Salford will bring.

- Manchester Conservation Areas and Historic Buildings Panel - commented that should the need for the bridge be demonstrated the current proposal was too close to the listed Victoria Bridge and was an inelegant design. The Panel suggested that moving the landing point further north on Victoria St would provide a more interesting design and landing point. Alternatively a lower level bridge would have a better relationship the levels within Salford, allow a better relationship to river levels and could be integrated with movement along the river itself, and could utilise the Cathedral Arches as an entry point into the Manchester.

- GMAU - recommends a planning condition requiring an agreed programme of archaeological investigation,

Issues

National Policy

Planning Policy Statement 1 (PPS1): Creating Sustainable Communities

PPS1 encourages the promotion of urban and rural regeneration to improve the well-being of communities, improve facilities, promote high quality and safe development and create new opportunities for the people living in those communities. Policies should promote mixed-use developments that create linkages between different uses and create more vibrant places. The principle of this development involves urban regeneration, a quality and safe scheme that would help to create a more vibrant place and is considered to be in accordance with PPS1 by creating linkages between different uses and a more vibrant location.

Planning Policy Statement 6 (PPS6): Planning for Town Centres

PPS6 is firmly based on the principles of sustainable development and the need to sustain and enhance the role of City Centres for the benefit of all. Key issues include the need to plan for growth and growing City Centres, to tackle exclusion by ensuring access for all to a wide range of everyday goods and services and to promote sustainable patterns of development and less reliance on the car. The proposal is within the heart of the conurbation and would improve connectivity between areas in a highly accessible location to the City's core historic and commercial areas. It would be consistent with PPS6 and would enhance the role of the City Centre and promote a sustainable pattern of development.

Planning Policy Guidance Note 15 (PPG15): Planning and the Historic Environment

PPG15 states that in considering an application there is a need to have special regard to certain matters, including the desirability of preserving the setting of listed buildings and the character of conservation areas. The existing brick wall is limited in its visual character and does not contribute materially to the character and historic interest of this part of the conservation area. Whilst removal of part of the wall, to allow a new bridge to be created, will be noticeable within the street scene the extent of the opening is limited and the intention is to rebuild the wall either side of the bridge with more architectural interest. For these reasons its removal would not impact on the setting of the conservation area or the buildings within it.

It is considered that any impact on the setting of nearby listed buildings and the conservation area would be acceptable and the bridge proposal would enhance the character of the area by opening up views to Victoria Bridge and the River Irwell. The proposal is therefore considered that to comply with guidance within PPG15.

North West of England Plan, Regional Spatial Strategy (RSS)

The RSS was adopted in September 2008 and replaces the previously published Regional Planning Guidance. The RSS provides a framework for development and investment in the region over the next fifteen to twenty years. There are policies in the RSS that are relevant to this proposal as note below:

Policy DP2 - Promote Sustainable Communities

Policy DP3 - Promote Sustainable Economic Development

Policy DP4 - Make the Best Use of Existing Resources and Infrastructure

Policy DP5 - Manage Travel Demand; Reduce the Need to Travel, and Increase Accessibility

Policy DP7 - Promote Environmental Quality.

Policy W6 - Tourism and the Visitor Economy

Policy W7 - Principles of Tourism development

Policy RT9 - Walking and Cycling

Policy MCR1 - Promote investment and sustainable development in the Regional Centre.

The scheme would; foster sustainable relationships between homes, work places, and regularly used facilities and services (DP2); contribute to sustainable economic growth (DP3); be consistent with the regional and sub-regional spatial frameworks and sub-regional policies by supporting existing concentrations of activities and existing infrastructure within an established settlement (DP4); be located in an urban area which has a strategic transport network where public transport is well provided and the scheme would be accessible by public transport, walking and cycling,

thereby reducing the need to travel by car (DP5, RT9); promote good design, add to local distinctiveness, and improve the setting to nearby listed buildings (DP7); and would be generally in accordance with the sub-regional policy framework that relate to the site, including supporting tourism(MCR1,W6, W7).

Unitary Development Plan (UDP)

The proposal would make a positive contribution to the area, the economy, and street scene, and the application is therefore considered to be consistent with UDP Policies and in particular with policies, E2.7 (Environmental Improvement and Protection - Historic Buildings), R1.1 Regeneration, RC4 (Environment), RC 20 Area 1 (Small area proposals), DC18.1 (Conservation Areas), DC19.1 (Listed Buildings).

It is considered that the scheme is consistent with the relevant policies of the UDP as described in the following sections of the report.

The Scheme's contribution to regeneration

The prominent location of the site gives it considerable potential to deliver regeneration benefits within the wider context of the City Centre. The public realm would be accessible for all users and visitors, and would encourage permeability and footfall thereby creating a number of economic regeneration benefits and promoting additional investment opportunities and enhance the City's distinctive quality of architectural and historic character.

Design and appearance of the proposed building.

The bridge would be a contemporary design creating a strong form which is appropriate to the location of the site at the heart of the City Centre and the historic character of the area. The bridge proposal seeks to create a landmark and strong identity which also opens up views to listed structures within the area and to the River Irwell itself.

Setting of listed buildings and conservation area.

By improving the area with the creation of a safe, well lit, easily used new pedestrian route and public area, the overall amenity and visual quality of the area would be improved. As a consequence the proposed removal of a brick parapet wall and its replacement with a bridge and more interesting riverside treatment is considered a positive intervention in the setting of the city's heritage assets.

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 of the application is proportionate to the wider benefits of 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 acceptable in terms of impact on regeneration, and character and amenity of the area in which the site is located, and is in accordance with the Regional Spatial Strategy and the City Council's Unitary development Plan, in particular policies E2.7, R1.1, RC4, DC 18.1, DC19.1, and policy RC20 Area 1 of the City Council's Unitary Development Plan 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 amenities of nearby occupiers; would encourage energy conservation by being will served by public transport; would lead to a safer environment; would promote regeneration and an improved environment; would contribute to the mix of activities in the area; would provide a safe and convenient conditions for pedestrians and cyclists within the City Centre; would be accessible to people whose mobility is impaired; would be in keeping with the character and appearance of nearby listed buildings and the conservation area; would not lead to unacceptable levels of noise; and generally provide a high quality asset 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.

Conditions and/or Reasons

1) The works to which this consent relates must be begun not later than the expiration of three years beginning with the date of this consent.

Reason - Required to be imposed pursuant to Section 18 of the Planning (Listed Buildings and Conservation Areas) Act 1990 as applied and modified in relation to buildings in conservation areas.

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: Drawings numbered; WT1701 - LO1A, LO3B, L15 and L21

Reason - To ensure that the development is carried out in accordance with the approved plans. Pursuant to policies E2.7 and DC18.1 of the Manchester Unitary Development Plan.

3) The demolition hereby permitted shall not be undertaken before a contract for the carrying out of the building works for the redevelopment of the site has been made, and planning permission has been granted for the redevelopment for which the contract provides, and evidence of that contract has been supplied to the City Council as local planning authority.

Reason

In the interests of visual amenity and for the avoidance of doubt, and to ensure that redevelopment of the site takes place following demolition of the existing building pursuant to policy DC18 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: 089941/CC/2009/C1 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:

Greater Manchester Archaeological Unit
Salford City Council
Crown & Anchor, 4-8, Cateaton Street, Manchester, M3 1SQ
The Old Wellington, 4 Cathedral Gates, Manchester, M3 1SW
The Mitre Hotel, 1-3, Cathedral Gates, Manchester, M3 1SW
Manchester Cathedral, Victoria Street, Manchester, M3 1SX
National Car Parks Ltd, Exchange Station Approach, Victoria Street, Manchester, M3 1SU
Manchester Cathedral Visitor Centre, 10 Cateaton Street, Manchester, M3 1SQ
Nikal Letting Agency, Minshulls House, 14 Cateaton Street, Manchester, M3 1SQ
6 Hanging Bridge, Manchester, M3 1SG
7 Cathedral Yard, Manchester, M3 1SN
The Mitre Hotel, 3-5, Cathedral Yard, Manchester, M3 1SN
1 Cathedral Yard, Manchester, M3 1SN

Representations were received from the following third parties:

Relevant Contact Officer : Richard Llewellyn
Telephone number : 0161 234 4554
Email : r.llewellyn@manchester.gov.uk
