



Planning and Public Benefits Statement

Ancoats Dispensary, Manchester

May 2021

Contents

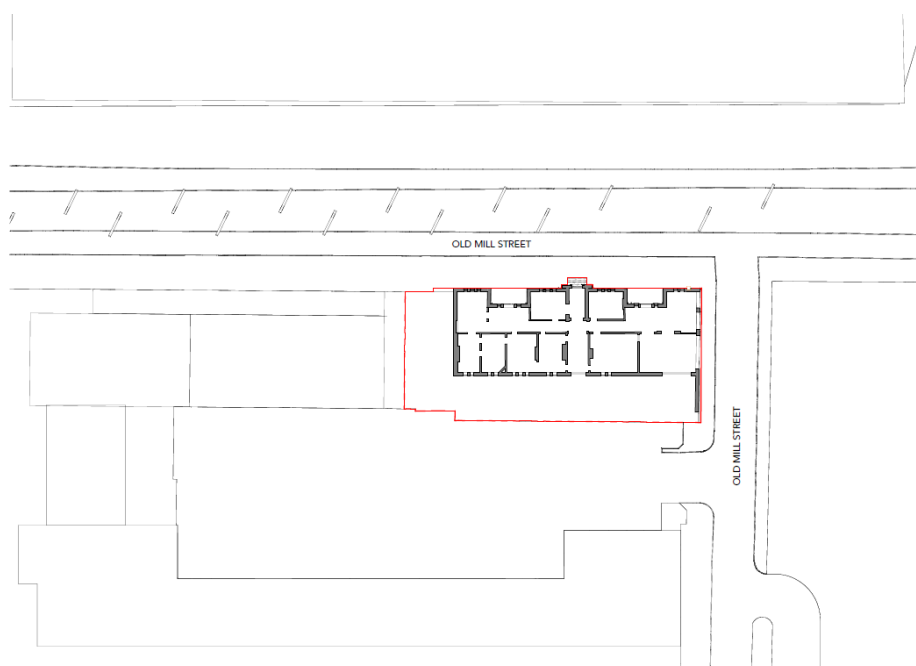
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1 Introduction

Introduction

- 1.1 This Planning and Public Benefits Statement (the “Statement”) accompanies applications for Full Planning Permission and Listed Building Consent for the refurbishment, redevelopment and extension of the Grade II Listed Ancoats Dispensary building for a scheme comprising of 39 affordable housing units. The Proposed Development will secure the long-term future use of the Grade II Listed Ancoats Dispensary building. The Applicant is Great Places Housing Group Ltd (“the Applicant”).
- 1.2 This Statement assesses the Proposed Development against the requirements of the Development Plan and other material considerations that must inform the decision-making process.
- 1.3 The Site comprises of the three storey (with basement) gothic style Grade II Listed Building, known as Ancoats Dispensary (“the Site”). There are small areas of hardstanding in front of the north elevation on Old Mill Street, to the west of the western façade and to the south of the southern façade. These areas are mostly occupied by the large and complex scaffolding structure which is supporting the remaining structure of Ancoats Dispensary from further collapse. The building is currently derelict, and the upstanding remains comprise principally of the internal and external load bearing walls. Much of the building, including the internal floors has either collapsed or been removed due to structural and safety concerns.
- 1.4 The Site is located to the south of Old Mill Street, adjacent to Lampwick Lane in the New Islington neighbourhood in Manchester. It is within the City Centre Fringe, to the east of Manchester City Centre and within the Regional Centre. The Site is also located within the Ancoats and New Islington Neighbourhood Development Framework (NDF) Area. Figure 1.1 below indicates the Red Line Boundary for this Application, hereafter referred to as the Site.

Figure 1.1: Site Location Plan (Buttress, May 2021)



Introduction to the Proposed Development

1.5 The Proposed Development comprises:

- Refurbishment of the Old Mill Street and Lampwick Lane facades;
- Demolition of the south and west elevations;
- Extension: 4m to the south and by 1.5 storeys in height;
- Provision of 39 affordable housing apartments, comprising a mix of 1 bed and 2 bed units;
- Removal of the entrance steps and lowering of the ground floor;
- Reinstatement of the central tower;
- Erection of a secure external cycle store providing 100% cycle parking provision of 39 spaces;
- Erection of an external bin store;
- Erection of boundary treatments; and
- Other associated works.

1.6 Historically, the Site has been subject to a series of proposals by a variety of applicants, however no redevelopment has been delivered on the Site with all previous applications either withdrawn or consent expired. The highly constrained nature of the Site and the cost of suitably redeveloping and repairing the Grade II Listed building have a significant impact on viability and thus deliverability of proposals.

1.7 As detailed within this Statement and the Design and Access Statement submitted in support of the application, the Options Appraisal demonstrates that the Proposed Development will secure the optimum viable re-use of a Grade II Listed Building. The Proposed Development maximises the potential of the Site in an accessible location within the Ancoats and New Islington neighbourhood, whilst being appropriately designed to respond to the listed building's significance and the surrounding context.

1.8 The Proposed Development will sustainably reuse an existing building and previously developed Site, delivering new affordable homes to help meet the needs of Manchester's growing population.

1.9 The Proposed Development will secure the beneficial, long-term, re-use of Ancoats Dispensary and allow the architectural and historic significance to be fully appreciated, whilst removing the risk of further deterioration and risk to public safety.

1.10 Please refer to Chapter 4 of this Statement for further details of the Proposed Development.

Description of Development

1.11 The description of development as stated on the application form for Full Planning Permission is as follows:

"Retention and refurbishment of the former dispensary building's two principal facades, facilitated by: partial demolition works; extension of the building's footprint southwards; and, extension to its height by 1.5 storeys, together with the removal of the entrance steps and lowering of the ground floor level, and the re-instatement of a central tower, to provide affordable housing units (Use Class C3), with creation of an external secure cycle store, bin store, boundary treatments and associated works."

1.12 The description of development as stated on the application form for Listed Building Consent is as follows:

“Refurbishment, partial demolition and extension of the former dispensary building to increase the height by 1.5 storeys and extend the building footprint to the south, with the removal of the entrance steps and lowering of the ground floor level, and the re-installment of a central tower with creation of external cycle store and bin store, boundary treatments and associated works”

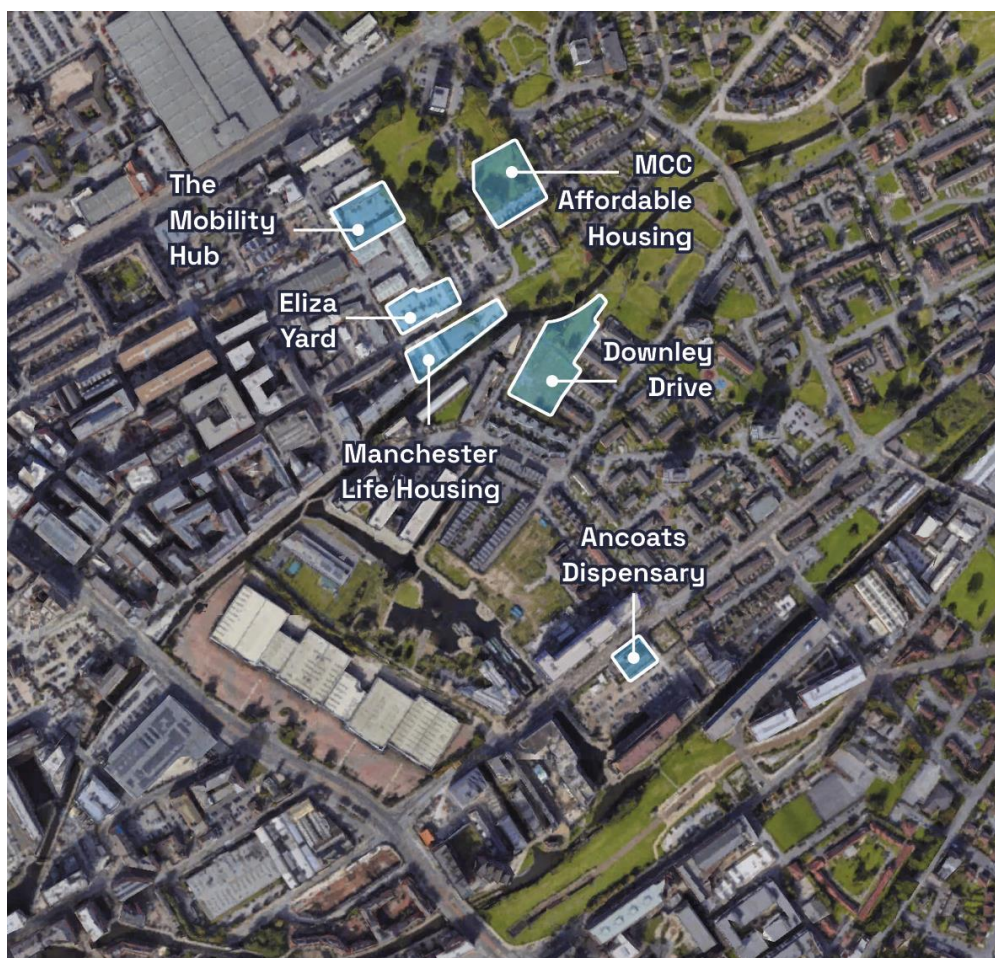
The Applicant

- 1.13 The Applicant, Great Places Housing Group Ltd, is a housing association that provides affordable accommodation and tenancy services across the North West and Yorkshire regions. The Housing Group is one of the largest growing associations within the north of England and has invested £52 million in 2019/20 to deliver 229 new homes and an additional 698 affordable new homes.

Wider Development

- 1.14 This application for Full Planning Permission and Listed Building Consent relates to a Site known as Ancoats Dispensary and is one of six sites, which has been identified for the next phase of development in the Ancoats and New Islington neighbourhood. Figure 1.2 below shows the six development sites.

Figure 1.2: Next phase of development – six development sites.



- 1.15 Once delivered these proposals would combine to provide the following high-level benefits with further discussion presented in Section 2 of this Statement:

- Over 400 new homes, including a large amount of affordable housing.

- Active ground floor uses through the inclusion of commercial units.
- An integrated transport hub encouraging active travel within the neighbourhood and beyond.
- Redevelopment of the Grade II listed Ancoats Dispensary.

- 1.16 Applications for planning permission, and where necessary, listed building consent, are being submitted concurrently for Eliza Yard, the Mobility Hub, Downley Drive and Ancoats Dispensary. Applications for the remaining two sites being submitted at a later date.
- 1.17 Each application is to be considered on its own merits in terms of the planning considerations, however, as they will collectively represent the next stage of development at Ancoats, a cumulative assessment has been carried out where necessary.

Pre-application Consultation

- 1.18 The Proposed Development has evolved through consultation with a wide range of stakeholders, including members of the local community; Manchester City Council (MCC) as the planning and highways authority, Greater Manchester Police (GMP); Historic England; the Victorian Society; Local Elected Members; adjacent landowners and developers.
- 1.19 This consultation approach adheres to the requirements set out by national and local policy. In addition to this, the consultation scope was discussed with the local planning authority and local Ward Councillors, early in the process. A full description of the pre-application stakeholder engagement process, including responses to the key issues, is set out within the Statement of Consultation prepared by Deloitte Real Estate and submitted as part of this application
- 1.20 Considering the significant impact COVID-19 has had on the ability to engage with local residents on the emerging proposals, specifically the restrictions around physical consultation events due to social distancing measures, the main consultation platform for engagement has been digital.
- 1.21 An extensive process of pre-application engagement has been implemented by the project team to ensure that the approach to the scheme's design development has been properly communicated and discussed and, where beneficial to the development proposals, points raised during these discussions have been taken into account. This exercise has taken place in two phases as set out below.

Phase 1: Ancoats Next Phase of Development

- 1.22 As the next step towards regeneration in the neighbourhood, Great Places worked alongside Manchester Life Development Company (MLDC) to prepare a public consultation on the early stage plans for the developments across the six sites between 8 December 2020 and 11 January 2021.
- 1.23 Further to an initial leaflet drop in November 2020 to approximately 4,600 local businesses and residents, a dedicated website for the next phase of development was used to gather the public's opinions on the schemes. Over the 5-week consultation period the website received 2,007 visitors and 102 responses. 91% of the respondents were local residents.
- 1.24 Following the completion of the consultation on 11 January 2021 the website was updated to include a summary of the consultation comments that were received and an explanation of how the proposals will evolve in response to the comments.

Phase 2: Detailed Application Specific Consultation

- 1.25 A second phase of consultation on more detailed plans for four of the sites (Eliza Yard, the Mobility Hub, Downley Drive and Ancoats Dispensary) took place between 7 April 2021 and 16 April 2021.
- 1.26 A leaflet drop took place in April 2021 to the same 4,600 local businesses and residents that were invited to the first phase of consultation. The dedicated website was updated to include further details on the four schemes.
- 1.27 At the time of submission, a total of 2,129 visits were made to the consultation website during the consultation period with 1,905 unique visits. A total of 117 responses were received via the website alongside four additional emails sent direct to the organisers.

Environmental Impact Assessment (EIA) Screening

- 1.28 A formal Request for an EIA Screening Opinion was submitted to MCC on 31 March 2021 and a formal response was received from MCC on 20th April 2021. The key considerations for the Proposed Development were set out in the Screening Opinion from MCC, which also confirmed the application did not need to be supported by an EIA and could be addressed in non-EIA technical reports.

Application Documentation

- 1.29 The application documentation has been prepared in accordance with MCC's Validation Criteria and agreed with MCC as Local Planning Authority in May 2020. It provides a comprehensive list of supporting documentation covering submission, determination and post determination stages as follows:
- Application Form and Certificates prepared by Deloitte;
 - Site Location Plan prepared by Buttress;
 - Full suite of existing and proposed plans, including landscaping plans and Accommodation Schedule prepared by Buttress;
 - Design and Access Statement prepared by Buttress;
 - Accommodation / Apartment Schedule prepared by Buttress;
 - Materials Schedule prepared by Buttress;
 - Statement of Consultation prepared by Deloitte;
 - Viability Report prepared by Lambert Smith Hampton;
 - Heritage Statement prepared by KM Heritage;
 - Conservation Strategy prepared Buttress;
 - Archaeological Desktop Study prepared by Salford Archaeology;
 - Geo-Environmental Phase 1 Desk Study prepared by Applied Geology;
 - Drainage Strategy prepared by Ridge
 - Energy Strategy prepared by Ridge;
 - Environmental Standards Statement prepared by Ridge;
 - M&E Statement prepared by Ridge;
 - Structural Statement prepared by Ridge;

- Condition Survey prepared by Ridge;
- Condition Report prepared by Buttress;
- Tower Re-Construction Pallets Survey prepared by Buttress;
- Waste Management Strategy prepared by Buttress;
- Affordable Housing Statement prepared by Great Places;
- Residential Management Statement prepared by Great Places;
- Daylight / Sunlight Assessment prepared by Scanlan Hill;
- Ecology Survey, including Bat Survey prepared by ERAP;
- Crime Impact Statement prepared by Greater Manchester Police;
- Travel Plan Framework prepared by Ashley Helme;
- Transport Assessment prepared by Ashley Helme;
- Phase 1 Desktop Geo-environmental Assessment prepared by Applied Geology;
- Television and Radio Reception Impact Assessment prepared by GTech Surveys Ltd;
- Broadband Connectivity Assessment prepared by Watt;
- Local Labour Agreement prepared by Great Places;
- Local Labour KPI prepared by Eric Wright;
- Construction Management Statement, including a Construction Waste Management Plan prepared by Eric Wright;
- Outline Demolition Methodology prepared by Eric Wright;
- Noise Impact Assessment prepared by dBx Acoustics Ltd;
- Air Quality Assessment prepared by Hilson Moran;
- 1 Bed Supporting memo prepared by Great Places; and
- Topographical Land Survey prepared by JLP Surveying.

Structure of Planning Statement

1.30 The remainder of this Statement is structured as follows:

- Section 2 sets out the economic and regeneration context of the proposals;
- Section 3 provides a site description and considers the wider context of the Site;
- Section 4 describes the application proposals and their design evolution;
- Section 5 assesses the proposals against the relevant planning policy;
- Section 6 provides a broader planning assessment of the key Site-specific planning considerations relevant to the determination of the application;
- Section 7 summarised key public benefits of the proposals; and
- Section 8 provides our conclusions in relation to the overall merits of the proposals.

2 Economic and Regeneration Context

Introduction

- 2.1 This Chapter details the socio-economic, planning and regeneration context of Manchester City Centre as a whole, and sets out the key drivers of change and development within the city and fringe areas such as Ancoats and New Islington.
- 2.2 Following the adoption of the updated City Centre Strategic Plan (2017), as summarised in this Section, the City Centre boundary was extended to the north to include Ancoats and New Islington and reflect its current and future development ambitions. Whilst it is not formally adopted as part of the City Centre in the Development Plan, there is clear intent for the growth in this geographical area.

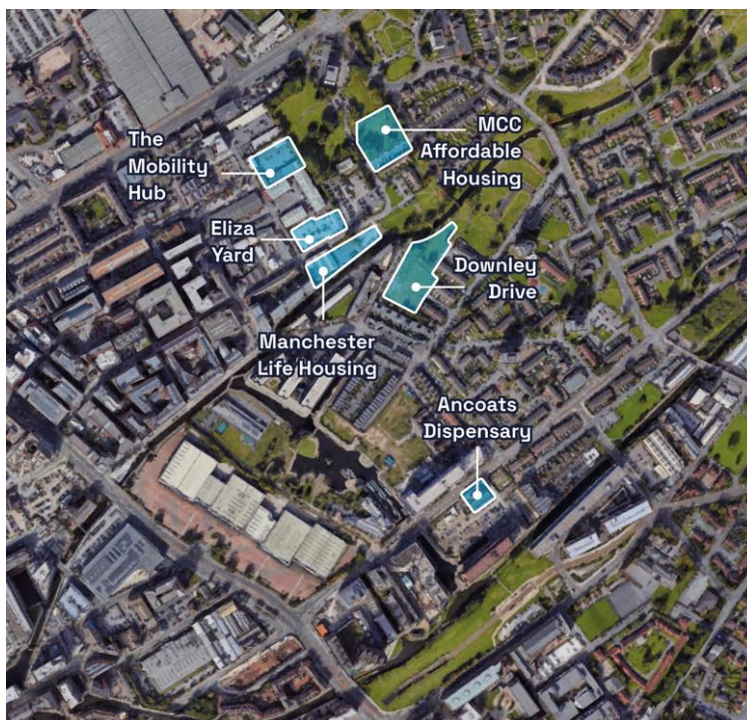
Ancoats and New Islington: The Journey So Far

- 2.3 The Proposed Development forms part of wider phase of development to take place in Ancoats and New Islington over the coming years. This will continue the area's transformation into a neighbourhood of choice which is now one of the most sought-after residential neighbourhoods in Manchester City Centre.
- 2.4 This status hasn't developed over-night and a shared vision saw Ancoats, once an area in decline, emerge as a thriving neighbourhood for Manchester's population. During the late 18th to early 20th century, Ancoats and New Islington was a thriving industrial district of Manchester, until it suffered significant economic decline during the post-war years
- 2.5 The weakening of Britain's textile industry saw Ancoats' population decline. By the 1990s, the area was suffering from high levels of crime and dereliction. From the early 1990s onward, the City Council has worked in conjunction with government agencies, businesses, community stakeholders and developer partners to develop and deliver comprehensive regeneration strategies in the area. However, the 2008 financial crisis halted progress on many previous regenerations and placemaking efforts.
- 2.6 With the remaining community vulnerable and a severe housing shortfall in the city, Ancoats was identified as a priority area for intervention on the eastern edge of the City Centre. Following a series of coordinated interventions and partnerships, Ancoats has now seen its population grow and is noted as one of the most liveable communities in the country. Developers, landlords, cultural venues, local businesses and community groups now contribute towards community cohesion, safety, and the continued improvement of public spaces.
- 2.7 Critical infrastructure has been delivered including the completion of Cutting Room Square in 2010 and Cotton Field Park in 2011. A permanent home for the Manchester Grammar School sponsored New Islington Free School opened in September 2013. New homes have been delivered, facilitating the area's transformation into a neighbourhood of choice. Prominent local businesses include Rudy's which opened its first outlet in Ancoats in 2015, the Jane Eyre, which was Manchester Life's first commercial tenant to open in 2018, Mana which became the first restaurant in Manchester to be awarded a Michelin Star in 2019, and Pollen, a popular local bakery opening out onto the New Islington Marina.

2.8 A central element to the neighbourhood's success has been a strong vision for regeneration, embedded within the Ancoats and New Islington Neighbourhood Development Framework originally prepared by MCC in 2012 and updated in 2016 and 2020. This is discussed in greater detail later in this section. However, another key component is partnership working to deliver maximum benefit at both a neighbourhood and city-wide scale. This joined-up approach has been a central element to the next, emerging phase of development which the Proposed Development is a part of.

2.9 Three companies have come together to deliver this next phase of development: [Manchester Life Development Company](#), [Great Places Housing Group](#), and MCC. Between them, the following six sites will be developed, delivering substantial public benefits in addition to creating over 400 new homes across the neighbourhood.

- **Ancoats Dispensary** – affordable Housing development being delivered by Great Places that will facilitate the redevelopment of the Grade II Listed Ancoats Dispensary.
- **Eliza Yard** – a residential development which will be delivered by Manchester Life.
- **Ancoats Mobility Hub** – innovative neighbourhood infrastructure that seeks to challenge the conventions of parking, street usage, mobility, and logistics in a city centre environment brought forward by Manchester Life.
- **Downley Drive** – affordable Housing development being delivered by Great Places.
- **Plot C, Ancoats** – residential development of an underutilised site fronting the Rochdale Canal which will be brought forward by Manchester Life.
- **Affordable Housing Site** – a site that has been identified for the delivery of Affordable Housing by MCC.



2.10 As described earlier in this Statement and as set out in the Statement of Consultation, a coordinated public consultation exercise was undertaken between December 2020 and January 2021 to highlight the sites that were coming forward and to explain their combined benefits. It presented an opportunity for the community to comment on the proposals whilst at an early stage. This exercise, and the output from

it, is described in greater detail within the Statement of Consultation prepared by Deloitte and submitted as part of this Application.

- 2.11 This phase of development will deliver a complementary set of developments that when combined will further diversify the offer within Ancoats and New Islington. It is considered that the following **collective benefits** will be delivered by the developments coming forward:

Social Benefits

-  Delivery of new homes, including Affordable Housing, increasing the range of housing options locally.
-  Bringing activity and vitality to the area, supporting the creation of inclusive routes and connections through the neighbourhood.
-  Increasing natural surveillance within the neighbourhood improving safety and security in the area both during the day and at night.
-  New commercial units providing opportunities for commercial, social, and community uses.
-  Reduced vehicle movements across Ancoats as a neighbourhood due to centralised parking facilities at the Ancoats Mobility Hub.
-  Facilitating the rejuvenation of Ancoats Dispensary, a cultural landmark with significant local importance to the neighbourhood as well as the wider city of Manchester.

Economic Benefits

-  Creation of jobs through the construction and operational phases of the development, including further indirect employment within the supply chain.
-  Further job creation and additional economic benefits through the operation of commercial units.
-  Delivery of new homes and commercial units thus providing Council Tax and Business Rates receipts to MCC in perpetuity.
-  Facilitating the development of vacant and/or underutilised parcels of land across the neighbourhood.
-  Increasingly the residential population within the neighbourhood, with a subsequent increase in spending within the local and city centre economy.

Environmental Benefits

-  Sustainable reuse of underutilised brownfield land and an 'at risk' Grade II listed building.
-  Securing the beneficial, long-term, re-use of the Ancoats Dispensary and allowing the architectural and heritage significance to be fully appreciated, whilst removing the risk of further deterioration to this Grade II Listed Building, and the risk to public safety.
-  Supporting the promotion of electrical vehicles through the provision of EV charging infrastructure.
-  Offering the potential to centralise delivery services across Ancoats within a single hub rather than multiple deliveries going to individual buildings. Last-mile delivery could be via e-cargo bike.



Substantial cycling facilities available for residents within new developments and bike hire available centrally within the Ancoats Mobility Hub.



Improved pedestrian and cycle linkages which will encourage the use of sustainable modes of transport and connect key regeneration areas and transport hubs.



Dedicated and well managed car club spaces within a central facility at the Ancoats Mobility Hub.

2.12 The Proposed Development will play a critical role in delivering these wholesale benefits across Ancoats and New Islington. Whilst an independent planning application, it is important to recognise its role in delivering a diverse phase of development across the neighbourhood with each element complementing the others that will be delivered in the coming years.

2.13 The individual contribution of the Proposed Development is presented within Chapter 4 of this Statement.

Economic Context

Introduction

2.14 Manchester has seen unprecedented growth over the past two decades, with growth concentrated in the City Centre and surrounding wards. With a diverse population of close to 600,000 people, the City of Manchester is located at the heart of Greater Manchester, the largest conurbation outside of London. MCC projects that the city will be home to 627,000 residents by 2025.¹

2.15 Population growth in recent years has been particularly evident in a younger 20-24 and 25-39 years demographic, which is attracted to Manchester's lifestyle and increasing employment opportunities, and this in turn is driving further economic growth and enhanced productivity.

2.16 Manchester's increasingly buoyant economy continues to benefit from growth in financial and professional services and is being further strengthened and diversified by high added value growth in key sectors such as Creative and Digital, Science and Innovation, Culture, Sport and Tourism. Economic growth has also been supported by Manchester's expanding international connections, centres of excellence in research and higher education, and investment in transport infrastructure, which has deepened labour markets.

2.17 Manchester's economy continues to grow at a faster rate than the UK as a whole, with the City Centre as the economic growth engine for both Manchester and the wider region. It has seen a significant increase in development over the past year, building on the City's international reputation as a leading place to live, visit and do business. In 2018, Manchester's GVA per head of resident population was £41,177, compared to £28,729 for the UK average, and is an increase from £37,634 in 2016.²

2.18 Prospects for economic growth are closely tied to the ability to attract and retain the most talented individuals. It is therefore critical to focus efforts on improving the City Region's attractiveness as a location to live, study, work, invest and do business. In this regard, a key priority is the delivery of high-quality residential accommodation, consistent with the requirements of Manchester's Residential Quality Guidance, and located within neighbourhoods of choice.

2.19 Finally, the Our Manchester Strategy: Forward to 2025 document identifies a clear vision for Manchester's future, where all residents can access and benefit from the opportunities created by the city's competitive, dynamic, sustainable and fair economy. This draws on its distinctive strengths in

¹ MCC (2020) State of the City Report 2020

² MCC, State of the City Report 2020

science, advanced manufacturing, and culture, creative and digital businesses – cultivating and encouraging new ideas.

Manchester – A Growing City

- 2.20 Over a thirty-year programme of transformation, Manchester has become recognised as one of Europe's most exciting and dynamic cities. MCC has driven the physical and economic renewal of the City Centre through the development and implementation of strategic frameworks for sustained regeneration, investment and service improvement to ensure that Manchester maintains its position as the nation's leading City Centre location. The success of this approach sees Manchester successfully compete as an international investment location and visitor destination today.
- 2.21 With a current estimated population of 552,858³ Manchester has experienced an exceptional increase in its population since the late 1990s and is the leading example in both Europe and the UK of a major urban centre reversing long-term population decline. While this level of population growth is exceptional, the City is still some way below its historical peak population of 766,311, achieved in 1931. New high quality and high-density development will allow Manchester to continue to increase its population without impinging on highly valued community and green space.
- 2.22 The Greater Manchester sub-region, which has a resident population of over 2.83 million and a combined Gross Value Added (GVA) of over £66.45 billion, accounts for around two fifth of the North West's economic output⁴. In 2017, almost one third of the £65.5 billion of GVA generated in Greater Manchester was produced in the City of Manchester.⁵ The Manchester City Region offers a high quality and growing workforce of some 7.2 million within an hour's commute of the City. There is an access to a pool of skilled people across a wide range of industries, and over 100,000 students in five Higher Education Institutions across Greater Manchester.
- 2.23 Manchester's enhanced economic performance has been underpinned by a move from its traditional manufacturing and industrial role towards a service-based, high growth economy. Importantly, it is this sector of the economy that provides a large proportion of the high skilled and high productivity jobs in the national economy. Manchester's economy is continuing to strengthen and diversify with strong high added value growth forecast in Science and Innovation, Creative and Digital, Advanced Manufacturing as well as Culture, Tourism, Sports and Leisure sectors.
- 2.24 Manchester is one of the fastest growing cities in Europe. Employment growth of 9.9% is forecast for Greater Manchester between 2016 to 2036. In addition, a significant proportion of forecast employment growth is expected to occur in sectors with higher than average GVA. GVA is expected to increase with a 41.2% change forecast from 2016 to 2036. During this period, GVA across Greater Manchester is forecast to rise by an average of 1.7% per year, increasing to over £88.4 billion by 2036.⁶

National, Regional and City Region Connectivity

- 2.25 Manchester has continued to invest significantly in its transport infrastructure, delivering major improvements in terms of accessibility to and within the Regional Centre. This increases the City's travel

³ Office for National Statistics, Population Estimates for UK, England and Wales, Scotland and Northern Ireland: mid-2019 – April 2020 Geography (released 22 Jan 2021), <https://www.ons.gov.uk/datasets/mid-year-pop-est/editions/mid-2019-april-2020-geography/versions/2>

⁴ Office for National Statistics, Regional Gross Value Added (balanced) per head and income components tables (released 19 December 2019),

<https://www.ons.gov.uk/economy/grossvalueaddedgva/datasets/nominalregionalgrossvalueaddedbalancedperheadandincomecomponent>

⁵ Office for National Statistics, *ibid*.

⁶ Greater Manchester Combined Authority, Greater Manchester Forecasting Model 2018 – Baseline, <https://www.greatermanchester-ca.gov.uk/what-we-do/economy/greater-manchester-forecasting-model/>.

to work area capacity (and therefore its pool of labour) and enhances connectivity between businesses. It also makes the City Centre easier to get around and a better place to live.

- 2.26 Significant investment has been made in the Metrolink network, including the Manchester Airport link, which opened in 2015 and the Second City Crossing, which opened in 2017. More recently, an extension linking Cornbrook with the Trafford Centre and Trafford Park completed in 2020. These investments have led to the Metrolink offering substantial coverage across the Greater Manchester conurbation. There is also strong access to mainline rail services from Manchester Piccadilly Station, Oxford Road Station and Deansgate Station. In the future, this will be significantly extended through the development of a new integrated station to accommodate High Speed 2 (HS2) and Northern Powerhouse Rail (NPR).
- 2.27 In addition, accessibility improvements in terms of enhanced infrastructure to promote walking and cycling, continue to be delivered as part of major regeneration programmes. This enhances connectivity to jobs, education and recreational opportunities for the local workforce and residents.

Residential supply and demand

- 2.28 Manchester's ongoing economic and population growth will continue to drive the need for new high-quality residential accommodation across a range of tenures.
- 2.29 As reported in Deloitte's most recent Manchester Crane Survey, the number of new units under construction within central Manchester during 2020 was 12,322. This figure was broadly comparable with data from 2019 (12,178), and whilst down on figures from 2018 (14,480), still demonstrate a consistent level of delivery within the city centre. Importantly, 4,698 units started on-site in 2020 representing a 45% increase on 2019 figures showing continued confidence in the residential market despite the pressures of Covid-19. Therefore, delivery in 2021 and beyond will continue to address the chronic levels of undersupply experienced since 2008⁷.
- 2.30 The growing strength of the residential market is underpinned by the City's resilient economic growth, investment in infrastructure and employment sector diversification. Retail, leisure and world class cultural institutions based in the City Centre support the lifestyle aspirations and focused growth on City Centre living. In particular, the city-centre's position as a focal point for office-based job opportunities underpins its strength as a place to live.
- 2.31 Despite a turbulent market in 2020, the amount of office space that has been pre-let remains at 36% of total volume of floorspace currently under construction⁸, demonstrating a resilient Manchester market. There is also still confidence in the market for office developments to come forward on a speculative basis, most notably with Federated Hermes decision to commence construction on 4 Angel Square in December 2020.
- 2.32 Businesses need staff to support continual growth and there needs to be confidence that future employees can continue to access a ready supply of well-located residential accommodation in proximity to office accommodation. Manchester therefore must continue to provide quality accommodation to support the talent pool that is attracted to the City, including graduates and young professionals, whilst noting that the desire to buy or rent City Centre apartment is not limited to young professionals. Increasingly, single person households and retirees downsizing and moving back from the suburbs are also fuelling demand⁹. This is as a result of more people opting to live closer to where they work and socialise, benefitting from the wide offering within the city-centre as part of a global move back to

⁷ Deloitte, Manchester Crane Survey 2021

⁸ Ibid

⁹ JLL, How new high-rise apartments are transforming Manchester (2019), <https://www.jll.co.uk/en/trends-and-insights/cities/how-new-high-rise-apartments-are-transforming-manchester>

downtown living. Current Council Tax data is a useful indicator of residential occupancy and, with empty properties amounting to just 0.65% of total stock in Manchester¹⁰, strong demand for city centre living remains evident.

- 2.33 A prevalent trend in the City Centre’s residential market is the delivery of Build to Rent accommodation. Due to the city centre’s continued attraction to young professionals, it is considered that this tenure will continue to be important within a more general mix of residential choice within the city. This reflects the trend towards this type of tenure both in Manchester and nationally. It is a form of development that, can assist in both dealing with supply issues as well as raising the bar around quality management, maintenance, and flexibility.
- 2.34 Equally, there is also a need for high quality ‘market sales / For-Sale’ accommodation which caters for families, young professionals, and professional couples who are looking to maintain the benefits of city-centre living whilst getting a foothold on the property market. The Deloitte Crane Survey¹¹ notes that the ‘For-Sale’ market remains relatively strong with 3,639 of the homes under construction due to be sold to owner occupiers.
- 2.35 Given Ancoats and New Islington’s strategic location, it is geographically well-placed to play a significant role in satisfying this demand for new dwellings to support population and economic growth. The neighbourhood setting offers many of the ingredients sought by residents in terms of location, scale, accessibility to public transport and employment. Whilst practically self-sufficient as a neighbourhood in terms of its offer to residents, it is also a short walk from NOMA, the Northern Quarter, Deansgate, Eastlands, and Piccadilly Basin which provide further cultural, leisure, retail and arts facilities.

Impact of COVID-19

- 2.36 The anticipated opening year for the development of 2023 is beyond the point when the Bank of England expects the economy to have recovered from the impact of COVID-19. The recovery in GDP is projected to reach its 2019 Q4 level by 2022 Q1. Household spending and GDP are expected to pick up once restrictions loosen, and the impact of the vaccine begins to take effect.
- 2.37 The next phase of development at Ancoats will be a timely and important development for the city to support eco-nomic recovery and growth. As part of the Government’s ambition to ‘level up’ the economy, which has been accelerated by COVID-19, there is a surge of demand to relocate Government Departments away from London to cities elsewhere in the UK such as Manchester.
- 2.38 In conclusion, the provision of high-quality residential dwellings is needed to support Manchester’s growing priority sectors. New supply is needed in order to maintain current growth patterns to meet forecasted levels of population growth.

Strategic Context

The Greater Manchester Strategy: Our People, Our Place (2017)

- 2.39 The Greater Manchester Strategy sets a vision “to make Greater Manchester one of the best places in the world to grow up, get on, and grow old”. The strategy sets out ten priorities to achieve the vision for Greater Manchester:
- Priority 1: Children starting school ready to learn

¹⁰ MCC – Monthly Economic Update – December 2020

¹¹ Deloitte, Manchester Crane Survey 2021

- Priority 2: Young people equipped for life
- Priority 3: Good jobs, with opportunities for people to progress and develop
- Priority 4: A thriving and productive economy in all parts of Greater Manchester
- Priority 5: World-class connectivity that keeps Greater Manchester moving
- Priority 6: Safe, decent and affordable housing
- Priority 7: A green city-region and a high-quality culture and leisure offer for all
- Priority 8: Safer and stronger communities
- Priority 9: Healthy lives, with quality care available for those that need it
- Priority 10: An age-friendly city-region

Our Manchester Strategy – Forward to 2025

2.40 The Our Manchester Strategy 2016-25 was published by MCC in January 2016 and sets the ambitions for the City for the next decade. It was refreshed in March 2021 following a review of its first five years. The Strategy sets out a vision for Manchester to be in the top flight of world-class cities by 2025, when the City will:

- Have a competitive, dynamic and sustainable economy that draws on our distinctive strengths in science, advanced manufacturing, culture, and creative and digital business – cultivating and encouraging new ideas;
- Possess highly skilled, enterprising and industrious people;
- Be connected, internationally and within the UK;
- Play its full part in limiting the impacts of climate change;
- Be a place where residents from all backgrounds feel safe, can aspire, succeed and live well; and
- Be clean, attractive, culturally rich, outward-looking and welcoming.

2.41 The Our Manchester Strategy also commits to giving the local community and other stakeholders the opportunity to be involved in decision making, with a primary focus on a continuous approach to engagement.

2.42 The 'Our Manchester' approach seeks to build a different relationship with residents and communities, recognising that this also means undertaking a different approach to engagement; engagement that is sustainable and driven by the City's communities.

Manchester's Green and Blue Infrastructure Strategy (2015)

2.43 MCC recognises that green and blue infrastructure is an essential part of creating a successful, livable city. Parks, river valleys, gardens, street trees, green roofs, canals and many other components all form part of a rich network that is integrated with the built environment in the world's most popular cities.

2.44 The vision for green and blue infrastructure in Manchester is that by 2025 high quality, well maintained green and blue spaces will be an integral part of all neighbourhoods. The City's communities will be living healthy, fulfilled lives, enjoying access to parks and green spaces and safe green routes for walking, cycling and exercise throughout the City. Businesses will be investing in areas with high environmental quality and attractive surroundings, enjoying access to a healthy, talented workforce. New funding models will be in place, ensuring progress achieved by 2025 can be sustained and providing the platform for ongoing investment in the years to follow.

- 2.45 Manchester's Green and Blue Infrastructure (G&BI) Strategy, together with its Stakeholder Implementation Plan, was approved in July 2015. The strategy is founded on the basis that attractive, multi-functional green and blue infrastructure is a key component of shaping and delivering the quality of life people expect and enhancing the City's global image as a place in which to live, work and invest. A summary of how the Proposed Development responds to the strategy is provided in Appendix B of this Statement.

Manchester Zero Carbon Framework: Playing Our Part on Climate Change (2020)

- 2.46 There is increasing evidence of global temperature rises and the prospect therefore of increasing incidences of extreme weather as well as risk of water and food shortages and flooding, all causing increasing insecurity. Whilst Manchester may not feel these effects as severely as other areas globally, there is an identified urgent need for all cities to consider what they need to do to play their full part in addressing climate change.
- 2.47 The Climate Change and Low Emissions Implementation Plan (2016-2020) is Greater Manchester's Whole Place Low Carbon Plan. It sets out the steps that will be taken to become energy-efficient and investing in the natural environment to respond to climate change and to improve quality of life. It builds upon existing work and sets out priorities to 2020 and beyond. It includes actions to both address climate change and improve Greater Manchester's air quality.
- 2.48 In November 2018, MCC made a series of commitments, informed by the Manchester Climate Change Agency's (MCCA) work with the world-renowned Tyndall Centre for Climate Research based at University of Manchester.
- 2.49 The key commitments are as follows:
- To becoming zero carbon by 2038, significantly accelerated from the original target of 2050;
 - To adopt a carbon budget and emit only a maximum of 15 million tonnes CO₂ for the period 2018-2100. This has been transposed from a global carbon budget which has been calculated as "likely" to maintain global temperature change within 2°C as agreed in the Paris Agreement;
 - To achieve a 13% year-on-year reduction in citywide CO₂ emissions from 2018 to achieve this carbon budget.
- 2.50 On 13th March 2019, MCC fully endorsed the draft Zero Carbon Framework 2020-2038, outlining how Manchester can meet its aim to being a zero carbon city by 2038. Building from this, on 10 July 2019, MCC debated a motion to declare a Climate Emergency, declaring that climate change is a serious risk to Manchester's future. The Council committed to embedding the issue as an integral part of council decision-making, making sure that all key decisions are taken with the City's target of becoming zero-carbon by 2038 in mind.
- 2.51 Areas for action in the Manchester Zero Carbon Framework (2020-2038) Framework include improving the energy efficiency of local homes; generating more renewable energy to power buildings; creating well-connected cycling and walking routes, public transport networks and electric vehicle charging infrastructure; plus the development of a 'circular economy', in which sustainable and renewable materials are reused and recycled as much as possible.
- 2.52 Following this commitment, the Council's Executive endorsed the Manchester Climate Change Framework 2020-2025 in March 2020. In addition, the Council developed a Climate Change Action Plan 2020-2025 to ensure that all aspects of the Climate Emergency Declaration were converted into clear actions with tonnes of CO₂ savings included where applicable. The Plan builds on over a decade of

previous activity which has seen the Council's direct CO2 emissions reduce by 54.7% between 2009/10 and 2019/20.

Affordable Housing

- 2.53 In September 2019 the Council's Executive Committee received a report entitled Delivering Manchester's Affordable Homes to 2025. This report provides an update on progress against the policy ideas contained in the Affordable Housing Report considered by the Executive in December 2018 which considered the demand for and supply of Affordable Homes in the City. It also proposed an increase in the delivery target between April 2015 and March 2025 from 5,000 Affordable Homes to a minimum of 6,400 Affordable Homes (640 per annum).
- 2.54 It notes that the starting point for development should be to deliver a policy compliant provision of 20% Affordable Housing however, this is subject to viability. Where proposals do not include 20% Affordable Housing, they will need to include a viability appraisal that will be robustly tested and analysed by MCC and an independent surveyor.
- 2.55 A report to MCC's Executive in July 2020 highlighted that in 2019/2020 a total of 480 Affordable Homes were delivered within Manchester. In light of clear demand for Affordable Housing, it is recognised that more needs to be done to allow MCC's more ambitious target within their Residential Growth Strategy to be achieved. This will require more support from Registered Providers in delivering new affordable homes but the City Council also recognises its role in supporting this ambition, with the aforementioned report to Executive noting the intention to form a new in-house Local Delivery Vehicle to increase the quantum and rebalance the delivery of affordable homes at or below Local Housing Allowance through a comprehensive utilisation of Council land assets.
- 2.56 A Report to Executive in January 2021 provided an update on how the Council and its partners will deliver a minimum of 6,400 affordable homes from April 2015 to March 2025. Between April-November 2020 a total of 216 new affordable homes were completed and a further 223 are expected to complete by the end of March 2021. The Report highlights that increasing the delivery of housing – and affordable housing in particular – will be a key part of city's recovery following the Covid-19 pandemic. The demand for housing from the most vulnerable in the city has not diminished following the crisis and if anything, the requirements of residents most in need has become even more acute with the numbers of people on the Housing Waiting List and in temporary accommodation continuing to grow. MCC is therefore looking to significantly upscale the delivery of new affordable homes in the City.

City Centre Transport Strategy (2021)

- 2.57 A Draft City Transport Strategy to 2040 was published for consultation in October 2020 covering both central Manchester and Salford. The City Centre Transport Strategy was the subject of a focused 'listening' exercise in summer 2018 and targeted engagement during winter 2019/2020. The final version of the City Centre Transport Strategy was endorsed by MCC's Executive on 17 March 2021 and Salford City Council's Regeneration Committee on 22 March, before being fully ratified by the Greater Manchester Combined Authority on 26 March 2021.
- 2.58 The strategy presents an overarching vision for a well-connected, zero-carbon city centre at the heart of the North, offering our residents, employees and visitors a great place to work, live in and visit. In order to achieve this, seven ambitions are set out:
- Ambition 1: Walking is the main way of getting around the city centre
 - Ambition 2: The city centre is cleaner and less congested

- Ambition 3: more people choose to cycle to destinations within the city centre
- Ambition 4: The city centre benefits from better public transport connections
- Ambition 5: Parking in the city centre is smarter and integrated with other modes
- Ambition 6: Goods are moved and delivered sustainably and efficiently into and within the city centre
- Ambition 7: Innovation is embraced where it benefits the city centre and its users.

2.59 The strategy proposals several strategic interventions within the Ancoats area, some of which are subject to funding and business case. These include:

- Upgrades to the Rochdale Canal towpath – improving the quality of the existing provision.
- Delivery of the Ancoats Mobility Hub – which is proposed to meet the parking requirements of residential and commercial development in the next phase of redevelopment in Ancoats, removing parking from individual schemes and promoting a modal shift away from car ownership by providing the infrastructure which offers sustainable alternatives.
- Northern and Eastern Gateway Bee Network – delivering new and enhanced city-centre cycling infrastructure.

Regeneration Context

2.60 The Site is in an area undergoing significant economic investment and material change, driven by growth and regeneration strategies that are summarised below.

Manchester City Centre Strategic Plan (2017)

- 2.61 Manchester City Centre has changed dramatically over the past 15 years and is now one of the most dynamic centres in Europe. To capture the pace and scale of change and to reinforce the strategic direction for City Centre as a whole, the City Council produced the City Centre Strategic Plan. The City Centre Strategic Plan was published in 2017 and identifies key priorities for the City Centre's ongoing regeneration.
- 2.62 The Plan acknowledges the pivotal role that residential development in edge of city centre neighbourhoods including Ancoats and New Islington will continue to play in achieving growth in the City Centre. Key to this growth is to create an environment and deliver infrastructure that will encourage people to live and work in a central location.
- 2.63 The Plan recognises the opportunities that the growing community in Ancoats and New Islington present and the key priorities for the Northern Quarter area include exploring options to develop connections to Ancoats/New Islington and New Cross.

Ancoats and New Islington Neighbourhood Development Framework (2016 and 2020)

- 2.64 The Ancoats and New Islington Neighbourhood Development Framework (A&NI NDF) was originally endorsed by MCC's Executive in October 2014 and an updated version was adopted in December 2016 as a formally endorsed regeneration framework. The 2016 NDF highlights Ancoats and New Islington's excellent location within the City Centre and sets out that the area will play a critical role in terms of meeting the City's housing needs.
- 2.65 The 2016 NDF identified six-character areas across Ancoats and New Islington, providing further development principles for these character areas alongside the neighbourhood wide development and urban design principles proposed within the original NDF. The Site falls within the Ashton Canal Corridor

Character Area as described within the 2016 NDF, which is considered a positive setting for new higher density residential development given it is city centre context with excellent access to public transport.

- 2.66 Specific consideration of how the proposals perform against development and urban design principles within the 2020 NDF is provided within Appendix A of this Statement.

Eastlands Regeneration Framework (2017)

- 2.67 The also sits within the wider East Manchester regeneration area, which is providing further momentum to this part of the City and reinforcing its potential as a focal point for this increasingly established neighbourhood of choice. The Eastlands Regeneration Framework (ERF) was originally endorsed in 2000 and updated 2011, which shaped and guided investment and development in East Manchester. It was updated and endorsed subsequently in 2017 to outline the significant progress made in and around the Etihad Campus since 2011 and to outline ambitions for the next phases of regeneration.
- 2.68 Significant new development around Eastlands has either been delivered or is planned, including the recent approval of the game-changing Co-op Live Arena, which will be a world-leading venue delivered by OVG. In addition, Planning Permission for a new world-class workplace campus for small and medium-sized businesses to form, scale and thrive and set within 1.5 acres of green public realm amenity, has been approved by Manchester City Council earlier this year in relation to a site at Pollard Street.
- 2.69 The ERF provides recommendations for future regeneration activities that will enable new social, community, commercial and development initiatives in and around the Etihad Stadium, with the emphasis on guiding development activity westwards along the Ashton Canal Corridor to connect the Etihad Campus with the established eastward expansion of the city centre, building on its ongoing regeneration momentum.
- 2.70 For clarification, the ERF and the Ancoats and New Islington NDF set out environmental, social, design and economic objectives that are relevant to the attainment of the regeneration of the East Manchester area, which is supported by existing planning policy. It is not a planning policy document and it is not a site allocations document. As such, the ERF and the A&NI NDF documents have the status of a “Local Development Document” but not a “Development Plan Document” and should not be considered or viewed as formal planning policy and does not set out a series of tests to be passed. The role of the ERFs has been to seek to guide the content of planning applications so that they have in mind the objectives for East Manchester. It is however a material consideration that should be afforded some weight in making planning decisions.

Contribution to the Economic, Planning and Regeneration and Environmental Context

- 2.71 The Proposed Development will make a substantial contribution towards economic, planning, and regeneration objectives set by MCC. These include:
- Securing the long-term preservation of the Grade II Listed Building. The building is currently unsafe and is in a state of disrepair, held up by scaffolding. The proposals will secure the beneficial, long-term, sensitive re-use of the Ancoats Dispensary following years of neglect, thus removing the risk of further deterioration to this Grade II Listed Building, whilst also removing the risk to public safety as a result of its instability. The project team have assessed all options for the building to keep any impacts to the historic structure to a minimum, whilst securing the optimum viable use of the heritage asset; delivering public benefits through the delivery of affordable housing and securing its active use as a designated heritage asset.
 - Improving the character and neighbourhood identity of New Islington, improving placemaking in this area by improving the appearance of two facades of the Grade II Listed Building and

reinstating the central tower; redefining Ancoats Dispensary as a distinctive heritage asset in the area. The Proposed Development will enable the removal of the significant scaffolding structure which is currently holding the building in place and therefore will allow the architectural and heritage significance of Ancoats Dispensary to be fully appreciated. The Ancoats Dispensary, alongside Stubbs Mill, is one of the few assets of heritage value along Old Mill Street and is therefore key to the character of the area, importantly representing the history of New Islington.

- Investment in jobs and skills, including a focus on the provision of skilled jobs related to the refurbishment of heritage structures. A Local Labour Agreement will be implemented to ensure that employment opportunities resulting from this development are made available to Manchester residents through the existing recruitment offer and allow hard to reach groups equal opportunity to be successful in applying.
- Increasing housing, including the provision of much needed affordable housing, within a highly accessible location near the City Centre, a key employment location, and near to a highly sustainable transport network including the New Islington Metrolink stop and the nearby Piccadilly Train Station.
- The Proposed Development delivers against the ambitions of the Ancoats and New Islington NDF by delivering a residential development in a form that responds to the development and urban design principles within the framework.
- In order to continue Manchester's economic growth, and recovery from COVID-19, there is a clear need for more housing to be delivered in Manchester City Centre. This, in turn, gives confidence to businesses to locate and expand within the city-centre in the knowledge that there will be a reliable pipeline of accommodation for future staff. In addition, the Proposed Development will create direct economic benefits through taxation receipts and future resident spend in the local economy.
- The Proposed Development only accommodates one on-street accessible car parking space alongside the provision of 100% secure cycle parking provision for residents, supporting several ambitions within the recently adopted City Centre Transport Strategy.
- The Proposed Development forms part of a wider phase of development across Ancoats and New Islington which will deliver a combined and diverse range of benefits. The Proposed Development is highly complementary to the other proposals within this phase of development, delivering high quality affordable housing accommodation which will likely appeal to purchases looking to get a foothold on the property ladder whilst benefitting from the employment, leisure, and retail offer within the city centre.

3 Site Description and Context

- 3.1 This Chapter includes a description of the Site, its context of the surrounding area and the Site's suitability for the Proposed Development.

Site Description

- 3.2 The Site comprises the three storey (with basement) gothic style Grade II Listed Building, known as Ancoats Dispensary, which is located south of Old Mill Street in New Islington, Manchester. The building was originally constructed in 1874 and was in use until 1989 when it was closed as part of the consolidation of local NHS services. Since that time, it has lain empty and become increasingly derelict.
- 3.3 The Site comprises mostly the footprint of Ancoats Dispensary as shown in the Existing Site Location Plan in Appendix A. The redline boundary fits against the east façade along Lampwick Lane and there are small areas of hardstanding in front of the north elevation on Old Mill Street, to the west of the western façade and to the south of southern façade. These areas are mostly occupied by the large and complex scaffolding structure which is supporting the remaining structure of the Ancoats Dispensary from further collapse.
- 3.4 The upstanding remains of the building comprise principally of the internal and external load bearing walls. The first and second floors have collapsed, and walls considered to be at risk of collapse have been reduced in height. All roof structures and coverings have been removed from the building in addition to much of the central tower, due to structural and safety concerns. All other structures on the wider site of the Ancoats Hospital including the nurses' home, ward blocks and various other ancillary buildings have been demolished.
- 3.5 The remains of the building are therefore open to the elements and the structure is therefore considered to be currently incapable of being actively used.

Strategic Location

- 3.6 The Site is located within New Islington, forming part of Manchester City Centre's expansion eastwards towards the Etihad Campus. It is an identified regeneration priority for MCC and has been subject to significant investment to facilitate and develop residential and mixed use development as well as community infrastructure over the years.
- 3.7 The Site is also located within the Regional Centre and East Manchester, as defined in Manchester's Core Strategy. This area is identified as a major economic driver and centre of employment for the City and the conurbation as well as a focus for high density residential development. The Site is also within the areas identified as 'City Centre Fringe' within the Manchester Core Strategy; a key location for major employment growth.
- 3.8 Furthermore, the Site is strategically located near to Manchester Piccadilly Station, which is a 15 minute walk from the Site and one stop on the Metrolink from New Islington Metrolink stop, where proposed plans for HS2 will also place a new Manchester terminus on the doorstep of Ancoats and New Islington. New neighbourhoods are also being delivered next door to Piccadilly beyond the existing HS2 safeguarding zones at Mayfield, Piccadilly East and the Piccadilly Basin. Mayfield is a significant regeneration scheme comprising new residential and commercial space with a new 6.5-acre park at its heart.

- 3.9 Ancoats and New Islington is well connected to the internationally significant sports and leisure destination at the Etihad Campus and just over 1km from the NOMA regeneration project near Victoria Station, which is an office-led mixed use masterplan comprising the former Co-operative Group listed estate and new build development plots.

Site Location and Context

- 3.10 The Site is located along and to the south of Old Mill Street and east of Lampwick Lane within New Islington.
- 3.11 Old Mill Street provides an important route from Great Ancoats Street through New Islington, connecting the neighbourhood with Manchester City Centre and the surrounding neighbourhood of Miles Platting, which mostly comprises of two storey residential terraces.
- 3.12 Great Ancoats Street is a key part of the Manchester and Salford Inner Relief Route around the city centre. It has recently undergone a £9.1m road improvement scheme to improve pedestrian and cyclist safety in the city. This includes the installation of 21 new crossing points, the revamping of 15 existing controlled crossings, the planting of 63 new trees, wider and decluttered footways, new modern road surface materials for the road and junction improvements.
- 3.13 A second round of public consultation on the proposed Northern & Eastern Gateway walking and cycling route, which will run parallel to Great Ancoats Street, closed on 17 March 2020; while work on the Northern Quarter walking and cycling scheme, which will provide a continuous link for people travelling on foot or by bike between Victoria and Piccadilly stations, is already underway.
- 3.14 Immediately to the south of the Site is the site of the former Ancoats Hospital, which was demolished in the mid-2000s. Construction has now commenced on this site for the Manchester Life Lampwick development, which comprises of ten-storey, five-storey and six-storey buildings, set around a central courtyard and car parking. The development will provide 209 apartments and four duplex homes, along with four commercial units at ground floor level. The homes are proposed to be for private rent.
- 3.15 To the south of the Lampwick site is the CHIPs iconic building providing numerous residential apartments for sale and for rent, and the Ashton Canal is located adjacent to this. The Ashton Canal Towpath provides a key pedestrian and cyclist link into Manchester City Centre and also through to the Etihad Campus and onto Ashton-under-Lyne.
- 3.16 Circa 40 metres to the east of the Ancoats Dispensary is Stubbs Mill, a former textile machinery mill, which now provides 27,500 sq. ft of workspace which has been fully let to global sports brand Fanatics. The vacant site to the east of Lampwick Lane received planning permission in 2016 for Yo! Homes' 6 storey building to form 24 no. unique residential apartments. This permission has since expired.
- 3.17 To the north of Old Mill Street and the Site is the Weavers Quay development, which completed construction in July 2019 and comprises of 201, one, two- and three-bedroom apartments for rent. The development sits beside the New Islington Marina which, alongside Cotton Field Park, completed in 2010, provides an important area of green and blue space for the local community and Manchester as a whole.
- 3.18 Adjacent to the New Islington Marina and Weavers Quay is the Urban Splash development: Mansion House. This development comprises of 34 three-storey Town Houses and two Mansion House apartment blocks – which together hold 60 apartments plus a commercial element at ground floor. Further ground floor commercial uses face onto the Marina, circa 250 metres from the Ancoats Dispensary Site.

- 3.19 Bordering Cotton Field Park to the north is the New Islington Free School located at the heart of New Islington, and to the south is the New Islington Medical Practice. West of Cotton Field Park is the site of the former Central Retail Park, which is now cleared of buildings and is a key 'gateway' site between Ancoats, New Islington, the Northern Quarter and Piccadilly; there are plans to turn it into a vibrant new neighbourhood with a mix of commercial, hotel and residential uses.

Site and Planning History

- 3.20 The Ardwick and Ancoats Dispensary was the earliest building on what subsequently grew to become the much larger site of the Ancoats Hospital. It very soon became clear that the Dispensary would become a hospital and it admitted its first six in-patients in 1879 and by 1887 the hospital had 50 beds. Demand for its services became such that the Dispensary, turned Hospital would need to expand.
- 3.21 By 1935 the hospital had acquired extensive additional and updated facilities including a new four storey ward block, two new operating theatres, new pathology and physiotherapy departments, a girl's institute and nurses' home, and new mortuary and laundry facilities. The main Ancoats Dispensary building was given its Grade II Listed Building status in 1974.
- 3.22 Since the closure of Ancoats Hospital in 1989, the majority of the hospital complex has been demolished and Listed Building demolition approvals at the site have included the following:
- 067657/LO/NORTH2/03 demolition of extensions to the original dispensary building to allow construction of proposed buildings, approved March 2004;
 - 067653/LO/NORTH2/03 Demolition of the former ward block and nurses home, Approved July 2003; and
 - 064864/LO/NORTH2/02 Demolition of curtilage buildings to former Ancoats Hospital, Approved May 2002.
- 3.23 These demolitions have not affected the status of Ancoats Dispensary as a Grade II Listed Building and currently the Ancoats Dispensary is the only remaining building from the Ancoats Hospital.
- 3.24 A thorough planning history search of the Site has been undertaken using the LPA's public access system, which reflects a challenging history and a series of ownerships. The relevant planning and development history for the Site is described below and summarised in Table 3.1.
- 3.25 Following the acquisition of Ancoats Dispensary in 2001 by Urban Splash, in March 2004 an application by Urban Splash was approved for the Site of the former Ancoats Hospital (including the Ancoats Dispensary), which was for a mixed use development comprising 340 Residential Units, 1,110 sqm Class B1 work space and live work accommodation and 1,287 sqm retail/ leisure uses (067655/FO/NORTH2/03 / 067657/LO/NORTH2/03). Construction did not commence for this scheme.
- 3.26 In 2005, in conjunction with the previous approval 067655/FO/NORTH2/03, an application for a mixed use development of the Ancoats Dispensary was approved; comprising 12 residential units, together with 437 sq. m. of ground floor commercial space (A1 retail, B1 business, A3 food and drink). This included the removal of 4 chimneys, alterations to the feature tower and the installation of roof lights (074453/FO/2005/N2 / 074454/LO/2005/N2). However, this permission was never formally implemented.
- 3.27 In April 2009, MCC Building Control raised concerns over the deterioration of the brick gable on the Upper Kirby Street elevation of the Dispensary given its proximity to the public highway which was used for access. As a result, elements of the building were dismantled (and stored for rebuilding) in May 2009

and a temporary retention scaffold was erected by Urban Splash Ltd to secure the elevation in August 2009.

- 3.28 A grant was awarded by North West Development Agency (NWDA) in January 2010 to allow an 'emergency works package' to be implemented, including repair work to bring the building into a safe, weather tight condition to effectively 'mothball' the building for future redevelopment. The necessary works to the building were undertaken under a previous and extant listed building consent application (074454/LO/2005/N2), which had a 5-year implementation period. These works were intended to facilitate a subsequent full planning application. Following the instigation of stabilisation works, the NWDA was disbanded and only a small proportion of the funding was received by the applicants.
- 3.29 In response to the loss of NWDA grant funding and in recognition that the building could become dangerous, an approach was made to Heritage Works Building Preservation Trust (HWBPT) to determine if they were interested in taking ownership of the Dispensary with a view to securing its redevelopment. The HWBPT undertook an options appraisal study but were unable to take on the Dispensary as a project due to the substantial conservation deficit and lack of grant availability.
- 3.30 Ancoats Dispensary subsequently fell into a further state of disrepair, with the roof and internal floors collapsing and opening the building up to further damage from the weather. A Dangerous Buildings Notice served on the owner by MCC in November 2010 made it clear that parts of the building now represented a danger to the public and that action to either demolish or repair was required.
- 3.31 Further demolition works were undertaken in September 2011 as part of building notice issued under Section 77(2) of the Building Act 1984 and related to the removal of dangerous sections of the building, including the central tower feature fronting Old Mill Street. These parts of the building were considered to present a danger of failure or collapse onto Old Mill Street. In September 2011, Urban Splash Ltd was required to undertake the following steps with the above notice:
- i. Take down the central tower;
 - ii. Make the three top floor arched window copings safe by removing the kneeling stones and any supported coping stones, which form each of the arches.
- 3.32 In 2011 a planning application was made by Urban Splash Ltd to demolish the Ancoats Dispensary. MCC were 'minded to approve' the application (Report of the Planning and Highways Committee, MCC, 096729/LL/2011/N2 28th June 2012) on the grounds that its restoration for viable use was unsustainable. The Victorian Society described the building as "a roofless shell secured by scaffolding" and placed it on its list of 'Top Ten Endangered Victorian Buildings'. In response to the application, the community galvanised into action and formed the Ancoats Dispensary Trust (ADT) and successfully lobbied for the decision on demolition to be postponed until further options could be explored and the application was subsequently withdrawn.
- 3.33 In July 2014, the Ancoats Dispensary Ltd (ADL), a subsidiary of ADT, received £770,000 from the HLF to help stabilise the building, provided under the Heritage Enterprise Scheme that aims to save historic buildings deemed not commercially viable to restore. In September 2015, ADL took over the lease of Ancoats Dispensary from Urban Splash¹². As part of the bid to HLF, ADL commissioned Purcell to prepare a Conservation Management Plan for further enabling project funds of £4.3m.
- 3.34 In October 2015, retrospective Listed Building Consent for the removal and stabilisation of stone and brickwork to the roof and to building frontage was approved (Application ref.: 107983/LO/2015/N2).

¹² Kerr, 2016

- 3.35 In advance of receiving confirmation of funding availability from the HLF, ADL submitted a planning application and an application for listed building consent to MCC in 2017 for the reconstruction, restoration and reconfiguration of the Ancoats Dispensary to provide a development for community use (Application ref.: 116665/FO/2017). However, the progress of this application relied on the HLF funding in order to carry out the scheme, which it was unsuccessful in obtaining. As such, this application was never determined.
- 3.36 The building was handed back to Urban Splash in January 2018 and in February 2018, it was returned to MCC. Great Places Housing Group are now looking to progress a planning application for Ancoats Dispensary. The planning history is set out in full within Table 3.1.

Table 3.1: Planning History of the Site

MCC Application Reference	Date of Decision	Description	Status
067655/FO/NORTH2/03	Approved 29 Mar 2004	Mixed use development surrounding proposed canal arm comprising 340 Residential Units, 1110 sqm Class B1 work space and live work accommodation and 1287 sqm retail/ leisure uses	Construction never commenced.
067657/LO/NORTH2/03	Approved 29 Mar 2004	LISTED BUILDING CONSENT Demolition of extensions to the original dispensary building to allow construction of proposed buildings	Construction never commenced.
074453/FO/2005/N2	Approved 13 May 2005	Mixed use development, comprising 12 residential units, together with 437 metre square of commercial space (A1 retail, B1 business, A3 food and drink) in two units on the ground floor (in conjunction with previous approval 067655/FO/NORTH2/03)	Construction never commenced.
074454/LO/2005/N2	Approved 13 May 2005	LISTED BUILDING CONSENT Alterations to listed building in conjunction with redevelopment for 12 residential units and commercial space at ground floor including removal of 4 chimneys, alterations to feature tower and installation of roof lights.	Construction never commenced.
A Dangerous Buildings Notice was served on the owner by MCC in November 2010 as parts of the building represented a danger to the public and action to either demolish or repair was required. Further demolition works were undertaken in September 2011 as part of building notice issued under Section 77(2) of the Building Act 1984 and related to the removal of dangerous sections of the building, including the central tower feature fronting Old Mill Street. These parts of the building were considered to present a danger of failure or collapse onto Old Mill Street. In September 2011, Urban Splash Ltd was required to undertake the following steps with the above notice: i. Take down the central tower; ii. Make the three top floor arched window copings safe by removing the kneeling stones and any supported coping stones, which form each of the arches.			
096729/LL/2011/N2	Withdrawn 17 June 2013	LISTED BUILDING CONSENT for demolition of existing building	MCC were 'minded to approve' on the grounds that its restoration for viable

MCC Application Reference	Date of Decision	Description	Status
			use was unsustainable. Application Withdrawn.
107983/LO/2015/N2	Approved 8 Oct 2015	Retrospective Listed Building Consent for the removal and stabilisation of stone and brickwork to the roof to building frontage.	Works undertaken.
116665/FO/2017	Not progressed any further. Finally disposed of 7 Feb 2018.	Reconstruction, restoration, reconfiguration and elevational alterations to former dispensary building to height of 3-storeys above a basement with re-instatement of a central tower and incorporation of dormer windows to roof in connection with the formation of internal community use, exhibition space and community café at ground floor and managed office space on 1st and 2nd floors (sui generis use) with new access arrangements, formation of an external service / court yard, mini-bus and cycle parking, bin storage areas and boundary treatments.	Progress of this application relied on the HLF funding in order to carry out the scheme, which it was unsuccessful in obtaining. As such, this application was never determined.
116666/LO/2017	Not progressed any further. Finally disposed of 7 Feb 2018.	LISTED BUILDING CONSENT relating to the reconstruction, restoration, reconfiguration and elevational alterations to former dispensary building to height of 3-storeys above a basement with re-instatement of a central tower and incorporation of dormer windows to roof in connection with the formation of internal community use, exhibition space and community café at ground floor and managed office space on 1st and 2nd floors (sui generis use) with new access arrangements, formation of an external service / court yard, mini-bus and cycle parking, bin storage areas and boundary treatment	Progress of this application relied on the HLF funding in order to carry out the scheme which, ultimately, it was unsuccessful in obtaining. As such, this application was never determined.

Heritage Considerations

3.37 The description of the Ancoats Dispensary's Grade II Listed Building status is as follows:

"Dispensary and hospital, now hospital. 1879-91, by Lewis and Crawcroft. Red brick with polychrome bands, steeply-pitched hipped slate roofs. Irregular plan. Gothic style. Three storeys and basements, 1:1:3:1:1 bays, symmetrical, the 3-bay centre and the ends projecting. The centre bay, treated as a 4-stage tower, breaks forwards slightly, has a 2-centred arched doorway with shafts, the arch inscribed "ANCOATS HOSPITAL" and an arched extrados band inscribed "ARDWICK AND ANCOATS DISPENSARY", 2-light windows to the 1st and 2nd floors, weathered coping with stone turrets, and an elaborate turret with an oculus and tall oversailing parapet with corner tourelles (and formerly a saddle-back roof). All the windows have narrow arched lights with polychrome heads and impost bands, all those of the 3-bay centre with shafts: the ground floor has mostly 3-light windows and the 1st floor has mostly 2-light

windows, but the recessed bays which have 4 and 3-light windows to these floors; the 2nd floor has 2-light windows rising into gabled half-dormers. Later additions to rear. Interior not inspected.”

- 3.38 The Site is not located within a Conservation Area, but Ancoats Conservation Area is located circa 350m to the north west; north of the Rochdale Canal.
- 3.39 There is one other Listed Building within 150m of Ancoats Dispensary, which comprises of the Grade II Listed Ashton Canal Lock Number 3 on the South Side of Ancoats Hospital.
- 3.40 When drawing a radius of 300m from Ancoats Dispensary (See Figure 1 below), there are a total of eight Listed Buildings, not including the Dispensary itself. These comprise of the following:
- Ashton Canal Lock Number 1 Immediately East Of Great Ancoats Street (Grade II);
 - Cooperative Warehouse (Grade II);
 - Ashton Canal Towpath Bridge Over Junction With Islington Branch Canal West Of Lock Number 2 (Grade II);
 - Ashton Canal Lock Keepers Cottage Beside Lock Number 2 at Islington Branch Junction Basin (Grade II);
 - Ashton Canal Lock Number 2 off South End Of Vesta Street (Grade II);
 - Ashton Canal Lock Number 3 on South Side Of Ancoats Hospital (Grade II);
 - Bridge Number 4 Over Ashton Canal (Grade II); and
 - Hope Mill (Grade II*).
- 3.41 These heritage assets cannot be seen from the Site due to the scale of the surrounding developments.
- 3.42 There are also potential below ground archaeological remains on-site, which may merit further investigation. The Proposed Development’s impact on these identified heritage assets and methods to record below ground remains are summarised in Section 6 of this Statement and provided in full within the Archaeological Assessment, prepared by Salford Archaeology, and submitted with this Application.
- 3.43 In order to accurately understand the heritage value of the building, a Heritage Statement has been prepared by KM Heritage and is discussed at Section 6 of this Statement and submitted in support of this Application.

Heritage Significance

- 3.44 The building’s history, architectural design and communal value have been described in detail, alongside how these attributes relate to elements of heritage significance in the Heritage Assessment prepared by KM Heritage and submitted as part of this Application.
- 3.45 The Heritage Assessment states that the Dispensary’s significance is principally related to its origins as an example of a Victorian dispensary and hospital for the urban working classes and is important for its association with medical innovations and its history of public use. Whilst the hospital illustrates the development of the modern urban hospital from older pre-National Health Service beginnings, the loss of its associated buildings on the south site has lessened this element of its value.

‘Historic interest’ or ‘Historical’ and ‘Evidential’ value

- 3.46 The dispensary has historical significance in being at the vanguard of bringing new services to this part of the country including firsts in radiology, orthopaedics and physiotherapy departments and through these has associations with important medical personages of the day including Sir Harry Platt (FRCS) (7 October 1886 – 20 December 1986) president of the Royal College of Surgeons of England, founder of the British Orthopaedic Association.
- 3.47 The building's historical context has been largely lost due to physical change in its immediate setting in losing both its later extension buildings as well as the 19th century townscape which has been largely replaced with modern developments of varying sizes which disconnect it from the Ashton Canal and the remaining warehouses and mills.

'Architectural interest', 'artistic interest' or 'aesthetic value'

- 3.48 The architectural interest of building encompasses its architectural design and external appearance, its shape, massing and urban presence. Externally, its form is a good example of the type of Neo-Gothic design favoured for municipal buildings of the late Victorian period. Its red brick, stone dressings and slate roof were characteristic of the area, and although employed much more decoratively, were reflective of the materials used in the surrounding mill buildings and terraced houses.
- 3.49 Although not designed by a notable architect, nor of an innovative design, the building would have been one of the most unusual and architecturally striking in the local area. The building has been adapted and altered throughout its lifetime as needs changed, however, the basic layout of the 19th and early 20th century plan form is still legible in the present building. This is most evident where the original configuration of loadbearing partitions and spine walls remain.
- 3.50 Gothic archways within the main corridors to the ground, first and second floors, some with decorative capitals, are of significance. The near total loss of all other fixtures, fittings and decorative fabric has reduced the building's integrity, giving these spaces less significance than if they had remained intact. The building is currently of low aesthetic value because of its condition being derelict and supported by scaffolding and surrounded safety hoardings.

'Communal value' or 'artistic interest'

- 3.51 Ancoats dispensary has been used by the community since the 1828 and in the present building since 1878. It is evident that the hospital clearly has significance for people locally and therefore has strong communal value.
- 3.52 The building has high communal value locally and is seen to represent the identity and heritage of the community in its history of public use and most recently in the campaigns: first to keep it open as hospital; and more recently to save it from demolition. The local community continues to show an interest in the development of plans to create a new use for the building.
- 3.53 Cultural and artistic associations include a reference to Ancoats Dispensary in Elizabeth Gaskell's first novel, *Mary Barton: A Tale of Manchester Life* (1848) and it is the subject of L.S Lowry's painting *Ancoats Hospital Outpatients' Hall* (1952). Importantly, the room depicted within this painting formed part of the wider Ancoats Hospital and has since been demolished.

Significance of elevations and individual spaces within the building

- 3.54 The Heritage Assessment prepared by KM Heritage (November 2020) also provides a review of *The Ardwick and Ancoats Dispensary, Old Mill Street, Manchester, Conservation Management Plan* (Kerr, 2016), which describes in detail the significance of areas of the Ancoats Dispensary by awarding each a

level of high, medium, low neutral and intrusive significance and showing these on a series of plans and elevations.

3.55 The Heritage Assessment provides an updated analysis of these plans and elevations. In summary, the following components are assessed as having high significance:

- The front elevation – This elevation is architecturally the most important and although not by a noted architect, nor of an innovative design, the building would have been one of the most unusual and architecturally striking in the area.
- The eastern elevation – This elevation has had some intrusive interventions to the ground floor windows; however, it largely retains its original and decorative configuration.
- For each floor, the cruciform central circulation space.

Other Environmental Designations

3.56 This section sets out the qualities of the Site including flood risk, air quality, ecology, and access and transport. The proposals in relation to this context are set out in detail in Section 6 of this Statement to summarise how the proposals accord with material considerations considering the site conditions.

Flood Risk

3.57 According to the Environment Agency's Flood Risk Map, the Site is located within Flood Zone 1 (land assessed as having a less than 1 in 1,000 annual probability of river or sea flooding) and is therefore a low risk of flooding.

3.58 In accordance with the National Planning Policy Framework, new development should be steered towards areas with the lowest risk of flooding. Land within Zone 1 is suitable for a range of development, including residential.

3.59 The Site is located entirely within the Manchester, Salford and Trafford Conurbation Core Critical Drainage Area and therefore a Drainage Strategy has been prepared and submitted as part of this planning application.

Air Quality

3.60 As with the majority of Manchester City Centre, the Site is located within the Greater Manchester Air Quality Management Area (AQMA).

3.61 The Proposed Development's impact on air quality is summarised in Section 6 of this Statement and provided in full within the Air Quality Assessment, prepared by Hilson Moran and submitted with this Application.

Ecology and Trees

3.62 A Desktop Ecology Appraisal prepared by ERAP, which included a licensed bat and bird survey and assessment of the Site and the Ancoats Dispensary building, identified that the Site has no statutory or non-statutory designation for nature conservation.

3.63 The Site lies 4.4 kilometres to the south-west of Rochdale Canal Site of Special Scientific Interest (SSSI) and Special Area of Conservation (SAC). Rochdale Canal SSSI and SAC is designated for its important

habitats for submerged aquatic plants and emergent vegetation. The Site lies within a SSSI Impact Risk Zone for the Rochdale Canal SSSI.

- 3.64 Clayton Vale Local Nature Reserve (LNR) also lies 2.1 kilometres to the east of the site and is separated from the site by extensive urban development.
- 3.65 The Site lies within 200 metres to two Sites of Biological Interest (SBIs), namely Rochdale Canal Stott's Lane - Ducie Street Basin SBI and Ashton Canal (West) SBI. Both SBI's are important for their aquatic flora, including internationally important populations of Floating Water-plantain.
- 3.66 The Desktop Appraisal also found that vegetation at the Site is limited to self-seeded ruderal herbs and grasses of common and widespread species within the floors and curtilage of the building and occasional rupestral herbs on the elevation walls of the building. No invasive plant species listed on Schedule 9 of the Wildlife and Countryside Act 1981 (as amended) were detected.
- 3.67 No evidence of current or previous use of the building by roosting bats was detected. Owing to the exposed condition of the dilapidated building and its location on a well-illuminated urban street, the building is assessed to be of negligible to low suitability for use by roosting bats. Except for feral pigeon, no evidence of use of the building by nesting birds was detected.
- 3.68 There are no trees located on or immediately adjacent to the Site that could be affected by development.

Access and Transport

- 3.69 The Site is in a highly accessible and sustainable location with a variety of multi-modal public transport connections.
- 3.70 A full audit of the Site's connectivity by all modes of transport is provided in the Transport Statement prepared by Ashley Helme and the main points from this assessment are provided in the subheadings below.

Pedestrian and Cycle Connectivity

- 3.71 The Site is well connected to key destinations by a comprehensive network of pedestrian routes typical of a location on the edge of the City Centre.
- 3.72 Manchester is a compact walkable City Centre and the Site therefore has excellent access to a range of services, facilities and amenities, including:
- Great Ancoats Street is within a 400m-800m (5-10 minute) walk and there are numerous shops and amenities along both sides of the road.
 - The Northern Quarter is located within a 1200m-1600m (15-20 minute) walk and contains numerous shops and food stores.
 - New Islington Medical Practice is a circa 145m walk distance from the Site, which equates to a 1-2 minute walk. The practice also includes a dentist and pharmacy.
 - There is a children's playground to the east of Chippenham Road within an 800m (10 minute) walk of the Site.
 - Ancoats Green and Victoria Mill Park are located within a 1200m (15 minute) walk of the Site.
- 3.73 The Greater Manchester Bee Network is a proposal to create walking and cycling infrastructure network to connect communities across Greater Manchester, making it easy to undertake journeys without using a car.

- 3.74 The routes connecting New Islington Metrolink stop to Great Ancoats Street, Pollard Street, and Rochdale canal towpath are confirmed Beeway infrastructure. These routes form part of the Manchester Northern and Eastern Gateway Route, which has been allocated Bee Network funding (Tranche 5) and is currently under development. It is understood that the route will include an improved bridge crossing over the Ashton Canal, improving connectivity between the Site and New Islington Metrolink stop.
- 3.75 A large part of the city centre of Manchester is within a 10-minute cycle ride from the Site. All of the city centre, west Gorton, Clayton and parts of Failsworth and Crumpsall are also within a 25-minute cycle ride. This provides the impetus for residents to undertake journeys to/ from the Site by cycle for a variety of purposes, including work, education, shopping and leisure.
- 3.76 Cycling is an increasingly popular mode of transport and is an effective mode for short trips. There are several designated cycle routes and facilities in the area, including:
- National Cycle Route 66 runs along Old Mill Street to the north of the Site. The provides a connection to Manchester Piccadilly rail station to the west, and to Miles Platting, Newton Heath and Failsworth to the east.
 - National Cycle Route 60 runs to the east of the Site along the A6010. National Route runs between the northernmost edge of Houldsworth Golf Course in Reddish and Harpurhey to the north.
 - National Cycle Route 6, to the west of the Site in the centre of the city. National Cycle Route 6 is a long-distance route that links London to the Lake district, passing through numerous towns and cities, including Manchester city centre. It also connects with National Cycle Route 60 at North Reddish.
- 3.77 Cycling England recommends 8km as a maximum cycling distance in the document 'Integrated Cycling into Development Proposals' and the CIHT document 'Planning for Cycling' states that cycling has the potential to substitute for car trips under five miles (8km). The entire city centre and further afield is therefore accessible by bicycle.
- 3.78 The general topography of Ancoats, Manchester City Centre and the wider area is reasonably flat which should assist in encouraging future residents of the Proposed Development to travel by cycle.
- 3.79 Furthermore, the Site is within a 20mph zone and therefore provides a good environment for cycling in the immediate vicinity of the Site.

Metrolink

- 3.80 Over 43 million Metrolink journeys were made to and from the City Centre in 2018, up until March 2019. The Metrolink has been the subject of significant ongoing investment and expansion of routes in recent years. Recent changes include the introduction of contactless payments using smart meters in July 2019.
- 3.81 New Islington Tram Stop is located next to Pollard Street to the south of the Site and is within a 300m walk of the Site. The New Islington stop is located on the Ashton-under-Lyne to Eccles Metrolink line.
- 3.82 The New Islington Metrolink stop offers frequent services (every 6 minutes) to Ashton-under-Lyne, Media City UK and Eccles. Further interchange opportunities are available from Manchester city centre to a wide range of destinations on all lines of the network as well as other modes of sustainable transport.
- 3.83 Existing Metrolink services provide direct high-frequency services on the Altrincham, Eccles, East Didsbury, Media City, Ashton, Rochdale, Bury lines and connecting services to a wider range of destinations including Manchester Airport.

Rail

- 3.84 Manchester Piccadilly rail station is within a 1200m (15-minute walk) of the Site and Manchester Victoria train station is located within 2000m (a 25-minute walk) of the Site. Both stations are also connected to the Greater Manchester Metrolink network.
- 3.85 Manchester Piccadilly is the rail hub for the North West and is serviced by six train operating companies: Avanti West Coast, Northern Rail, Transpennine Express, East Midlands Railway (EMR), Transport for Wales and Cross Country and:
- The station is served by both long distance services and regional services and also more local commuter services. Destinations include London with an average journey time of only 2 hours 10 minutes.
 - The Transpennine Express line at Manchester Piccadilly links all major cities in the North of England (and Scotland) including Newcastle, Liverpool and Hull. For instance, there are 46 services to Liverpool and 62 services to Leeds every day. Trains to Birmingham run every half hour and Manchester Airport benefits from up to 8-9 services an hour, with services operating 24 hours a day.
 - At Manchester Piccadilly station there are also 43 cycle parking spaces provided which are accessed via Fairfield Street, Ducie Street and the station front entrance. There is also a Brompton bike hire docking station at the station providing the option to rent bicycles.
- 3.86 Manchester Victoria Station is a major regional interchange serving destinations to the north and east of Manchester, including direct rail services to Liverpool (with a fast service at 36 minutes journey time) and Leeds (approximately 49 minutes journey time).

Bus

- 3.87 The Site benefits from a high number of bus stops located within 800m of the Site. There are existing bus stops on Old Mill Street that are less than a 100m walk from the Site. There are also bus stops on Great Ancoats Street within a 400m (5 minute) walk of the Site. There are bus stops on Every Street and Butler Street within an 800m (10 minute) walk of the Site. This includes services to Ashton, Wythenshawe Hospital, Littlemoss and Oldham.
- 3.88 Piccadilly Gardens and Shudehill bus interchanges are with a 1600m (20 minute) walk of the Site. There are numerous bus services available from Piccadilly and Shudehill to a variety of destinations in Greater Manchester.

Free Bus

- 3.89 The Free Bus service ran by Transport for Greater Manchester has three different routes serving most of the City Centre. All three free bus services call at Piccadilly rail station within a 1200m (15 minute) walk of the Site.
- 3.90 The Free Bus routes provide connections to various locations across Manchester City Centre, including Spinningfields, Piccadilly Rail Station, St Mary's Gate, Salford Central Station, Shudehill, Stevenson Square, Deansgate and Castlefield Metrolink Station.
- 3.91 The Site is therefore very well served by public transport both in terms of connectivity within Manchester City Centre, Greater Manchester and further afield.

Summary

- 3.92 The Site is in a sustainable location for residential development as it is extremely well connected through public transport links, sustainable modes of transport and private vehicles. The Site is within walking distance of most city centre facilities including places of work, retail, culture and leisure. For trips further afield, the Site is also within walking distance of the Metrolink and bus services to connect to other parts of Greater Manchester. In turn, it is also well connected to the region's main rail station that provides access to national rail network for trips across Britain.

4 Development Proposals

- 4.1 This Section of the Statement provides a summary description of the development proposals and should be read in conjunction with the submitted application drawings and Design and Access Statement prepared by Buttress.

The Need for Intervention

- 4.2 The Dispensary is currently in a state of disrepair and secured from further collapse by significant scaffolding. The scaffolding however currently prevents the building from being fully visible and its heritage from being truly appreciated.
- 4.3 In order to secure the long-term conservation of the Grade II Listed Building, the Ancoats Dispensary must be brought back into active and viable use. The Proposed Development seeks to do this through refurbishment, redevelopment and extension.
- 4.4 An Options Appraisal has been undertaken as described in this Section and found that affordable housing represents the only viable use due to the ability to access grant funding solutions only available for the delivery of affordable housing.

Baseline Design Principles

- 4.5 The Proposed Development are the product of an iterative design process. The design team has engaged closely with the LPA and other key stakeholders throughout this period to develop proposals which preserve and enhance the Grade II Listed Building and present the optimum viable use.
- 4.6 The following baseline design principles have guided the design of the Proposed Development:
- Preservation and restoration of as much of the historic fabric as possible, with the focus on the retention of the areas of highest significance.
 - Seek to reinstate the central tower, a key feature of historic and architectural significance.
 - Construction methodology requires the removal of the west elevation to facilitate safe access and deliver any redevelopment on site. For further details please refer to Section 4 of the Design and Access Statement, the Construction Management Strategy and Outline Demolition Methodology Statement prepared by Eric Wright.
 - Strike a careful balance between the need to deliver high quality architecture, with the conservation deficit challenges presented due to the nature of the Site and the condition of the Dispensary to deliver a viable and visually attractive scheme.
 - Limited scope for provision of car parking.

Options Appraisal

- 4.7 The Project Team has undertaken an options appraisal to check that the Proposed Development will bring forward the optimum viable use for the building and secure its long-term use. The appraisal was based on the baseline design principles set out above. An extension of 4m to the rear and 1.5 storeys was also assumed for each option due to the clear conservation deficit and need to create a viable footprint

for development within the constrained site boundary. Each option was therefore assessed assuming the same baseline principles.

- 4.8 The Project Team assessed a number of different uses including office, hotel, market residential (standard and higher value product), community / leisure, and affordable housing.
- 4.9 This has included analysing the impact of proposals in terms of heritage, architecture and the commercial context and market, alongside understanding whether each use would be viable. The appraisal of each use has been informed by Viability Assessments undertaken by Lambert Smith Hampton and submitted with this application.
- 4.10 In summary, this appraisal identified that affordable housing represents the only viable use because of the range of grant funding solutions which are available to schemes delivering affordable housing. The study also demonstrated that affordable housing presents the most sustainable long-term use of the building, consistent with the retention of its heritage values and significance as far as possible, and the conservation-led approach to the project that has been adopted.
- 4.11 The table below provides a simple summary of the appraisal and the section below describes the results of the appraisal for each use in turn. For further details please refer to Section 4 of the Design and Access Statement, prepared by Buttress and the Viability Assessment, prepared by Lambert Smith Hampton.

	Hotel	Office	Market Residential	Community / Office	Affordable Residential
Heritage					
Key internal historic layout can be retained.					
Reuse of Grade II Listed Building					
Architecture					
Minimal service intervention					
Suited to small existing rooms					
High potential for active ground floor uses					
Commercial Context and Viability					
Market conditions in this location					
Grant funding available					
Viable					

Hotel

- 4.12 The hotel option comprised a 46 guest room development with a gross area of 2,752.87 sq. m.

- 4.13 Transforming Ancoats Dispensary into a hotel would require all of the ground floor to be used for all the primary hotel spaces (e.g. reception, bar, dining). As there would be a large requirement for plant equipment to house air conditioning and larger sprinkler tanks, plant equipment would need to be provided in the basement, which would require excavation and waterproofing and would impact significantly on project viability.
- 4.14 Although the ground floor would be suitable for providing a grand function space, on the upper floors there would also be a requirement for multiple interventions to the internal layout to introduce hotel room walls. A higher number of vertical risers compared to residential, such as pipes and cables, would also be required to service each room alongside a requirement for dual lifts.
- 4.15 A hotel is also not considered to be a viable option at this time as it is one of the worst hit sectors during COVID-19. In the case of the Dispensary, the Viability Assessment considers the peripheral location will place further pressure on developer and end user appetite for hotel use in the short to medium term. Manchester City Centre offers significant competition levels in more favourable locations. Additionally, the lack of available function/restaurant space within the subject would further deter potential operators in our opinion.
- 4.16 In summary, the residual appraisal for hotel use results in a substantial negative value of circa £5,580,000 and thus hotel use is not a viable option.

Office

- 4.17 The option assumed Grade A office space, in order to maximise the GDV of the building once complete, with a Net Internal Area of 2,051.84 sq. m.
- 4.18 Major interventions to the historic fabric would be required to facilitate the building being used for offices, and the highly significant cruciform layout is highly unlikely to be retained due to operational and market requirements for office uses, and the associated large vertical core that would be required. That said, there are some benefits associated with establishing an office use in this building in that the services could be established around the core and the building could be activated with the potential for a mixed-use ground floor space.
- 4.19 Although, the appetite for home working has increased, offices are expected to continue to have a key role by providing a valuable space for collaboration, innovation and communication whilst helping to support the retention of staff, productivity and well-being.
- 4.20 Whilst office space would be supported in this location in the Regional Centre and in East Manchester, it is considered that single occupier demand is to be limited and that a multi-let function is more likely to be provided to suit small and medium companies with lower associated rents. The Viability Assessment assumes deliverability on this basis to CAT A fit-out.
- 4.21 Ultimately the residual appraisal for office use demonstrates a substantial negative value and the delivery of office use on the Site is therefore not viable.

Market Residential (Standard and Higher Value product)

- 4.22 The options appraisal undertaken assessed a market residential offer of 39 units and a higher value use for 6 townhouses.
- 4.23 As with all options, the redevelopment of Ancoats Dispensary for residential use would require major interventions to the historic fabric. It would, however, be suited to retaining the key cruciform layout,

with the apartments being suited to the existing layout of rooms within the building. This use would also generate a low servicing requirement for plant equipment.

- 4.24 Although this location is favourable to higher density residential development given its location within the Regional Centre and East Manchester, the external funding market for market sale housing products is very limited.
- 4.25 For the standard value offer, the residual appraisal demonstrates that this option produces a substantial negative value of £1,505,000.
- 4.26 Similarly, the higher value offer was demonstrated to produce a substantial negative value of circa £3,570,000. End users would also require car parking for these high value residential dwellings, which cannot be provided on-site. The constrained nature of the Site also does not allow for the provision of resident amenities, such as green space which would lend it to be suitable to a higher end value offering.

Community Use

- 4.27 Previous proposals for community / office use were brought forward for Ancoats Dispensary by ADT in 2017, but was never delivered as it relied on so heavily on grant funding which it was never offered. The option explored as part of this appraisal for the community use comprises this same scheme from ADT.
- 4.28 Under the ADT plans, income would have been generated by charging the operators of the first and second floor premises a commercial rent which would in turn, sustain the operation of the entire building, ensuring the ground floor remained an open accessible community space. The Viability Assessment prepared by Lambert Smith Hampton has sought to provide analysis of potential commercial returns for Hotel and Office led schemes, both being commercially active sector bases.
- 4.29 As set out above both Hotel and Office led schemes are considered to provide very limited potential for financially viable schemes. It is therefore considered on this basis that the financial returns associated with a community led scheme would come under even greater pressure as the margins for income generation and associated capital return would be weak. This would appear to have been affirmed by the unsuccessful ADT campaign.
- 4.30 Using the propose layout for the ADT 2017 scheme, the heritage and architectural impacts have also been assessed. A community use would allow for: the cruciform historic internal layout to be retained; the servicing interventions could be focussed around the core; and there would be potential for active ground floor uses. However, interventions to the ground floor to facilitate active uses would be restricted.
- 4.31 Within the context of the above and the conclusions of the Viability Assessment, whilst a community led option has been regarded, a detailed development appraisal has not been undertaken but it has been concluded this would be a financially unviable future use for the building. For further details please refer to page 37 of the Viability Assessment prepared by Lambert Smith Hampton and submitted as part of this application.

Affordable Housing

- 4.32 The option tested, as set out below, delivers 39 affordable housing units (affordable rent).
- 4.33 As with all the options, the delivery of affordable housing would enable the reuse of a Grade II Listed Building but would require major interventions to the historic fabric of the building. Although there would be minimal space for resident amenities, including green space and car parking, the requirements for resident amenities as a result of the nature of the product (affordable housing) would be low and not

comparable to a higher end market residential offer. The apartments would be suited to the existing internal spaces and there would be a low servicing requirement, particularly in relation to plant equipment.

- 4.34 Higher density residential development would be supported in this location given it is within the Regional Centre, East Manchester and the City Centre Fringe. Furthermore, the provision of affordable housing is a national and local strategic priority in order to meet growing demand.
- 4.35 Although the residual value of the Site produces a substantial negative value of circa £3,620,000, there are grants available to support schemes delivering affordable housing and thus although viability is still a challenge, this option is deliverable.

Summary of the Options Appraisal

- 4.36 The study demonstrated that affordable housing presents the only sustainable long-term use of the building, consistent with the focus on the preservation of the elements of the building with higher significance and the conservation-led approach to the project that has been adopted. Full details of the options tested, and viability are set out in the Design and Access Statement prepared by Buttress and Viability Appraisal by LSH.

The Proposed Development

- 4.37 After establishing the optimum viable use, the proposals were developed further and have culminated in these Planning and Listed Building Applications for the refurbishment, redevelopment and extension of the Grade II Listed Ancoats Dispensary for a scheme comprising of 39 affordable housing apartments (Use Class C3). The units are proposed to be a mix of 1 and 2 bed apartments, including duplex apartments; with the majority comprising of 1 bed apartments.
- 4.38 The final proposal is considered to achieve all stated aims and is demonstrated to be the optimum viable use for the building.

Key Interventions

- 4.39 The building as existing currently requires significant refurbishment to achieve this optimum viable use, including major intervention through the demolition of the south and west facades. The level of required intervention has been carefully considered in order to achieve a balance between retaining as much of the heritage value of the building as possible, whilst also delivering a viable scheme of high-quality affordable housing in a well-designed building. The key interventions are set out below.

Façades

Retained Facades

- 4.40 The Proposed Development retains the facades of higher significance fronting onto Old Mill Street and Lampwick Lane. These facades will be repaired to reflect the original façade design including the reinstatement of window lintels and gables.
- 4.41 The façade retention scheme requires the construction of a new steel structural frame within the footprint of the existing building to tie the masonry back and provide permanent restraint to the historic facades.
- 4.42 It is proposed to reinstate the 'Ancoats Hospital' stonework to the wall adjacent to the cycle store to the west elevation and facing onto Old Mill Street.

Restoration of the Central Tower

- 4.43 The central tower, which was previously removed from the Site due to structural and safety concerns, is proposed to be rebuilt using the materials from the original tower. A survey of these removed materials was undertaken by Buttress where it was identified that not all materials from the original tower still exist in storage. As such, parts of the central tower will be constructed from new materials to match those existing. The full extent of the remaining materials will not be fully known until commencement of construction, due to the method in which they are stored.
- 4.44 It should be noted that the initial Survey undertaken by Buttress captured the larger, more significant pieces of stonework, which is what has been represented in the drawings prepared by Buttress. The element of uncertainty is predominantly around the smaller, multiple items such as the terracotta banding and how much of these can be re-used. An additional survey using a Stone-mason will be required as part of the next stages of works, in order to ascertain a more accurate picture of how much of the original material is re-usable and how much will need replacing with new materials.
- 4.45 Overall, this is seen as a key element of the building's restoration and has been central to the design. Due to viability constraints and to ensure that the central tower could be delivered feasibly, it is proposed to not reinstate the full detail at the rear of the tower. This side of the tower will only be seen from the fifth floor of the Proposed Development. It is important to highlight that even with this design approach the reconstruction of the central tower costs upwards of £250,000.
- 4.46 The construction methodology for the restoration of the central tower is explained within the Architectural Conservation Strategy prepared by Buttress submitted in support of the planning application. In summary, the remaining elements of the tower are required to be removed prior to reconstruction to enable other elements of the site construction to progress first.

Main Entrance

- 4.47 The entrance steps on Old Mill Street are proposed to be removed and the ground floor lowered to provide level access into the building and improve accessibility for disabled users. This avoids the need for any lift or ramped access to Old Mill Street which would impact negatively on the significance of this façade.
- 4.48 The decorative writing and archway above the entrance will be repaired and the main entrance door is proposed to be recessed into the archway. This enables the door to be subservient to the historic façade and its decoration. It is also proposed as a means of safety to ensure no swinging doors open onto the pavement.

Windows to Retained Facades

- 4.49 Following a conservation led approach, timber windows were originally preferred by the design team, but following further design and cost development this was proven to not be viable, alongside other key decisions such as reinstatement of the central tower. Alternative, new aluminium windows were therefore proposed to mirror the original design in the existing window openings, with decorative terracotta air vents installed adjacent to the windows. The provision of aluminium windows represents an improvement of £129,568 over the provision of timber windows and thus makes a critical contribution to the viability of the scheme.
- 4.50 The proposed windows have been carefully designed to ensure that the frame is as delicate as possible, with much of the frame recessing into the structure giving the appearance of a narrower frame. Further information is provided within the Design and Access Statement submitted in support of the applications.

South and West Facades

- 4.51 The Site is currently heavily constrained on all sides. There are also basements on the Site which are currently filled with rubble and elements of the building which have collapsed and fallen through. In addition, the remaining structure is currently held in place by the significant scaffolding structure on the Site. If this is removed without careful consideration the integrity of the remaining structure could be adversely affected, which would further harm the conservation potential for the Ancoats Dispensary.
- 4.52 In this context, the construction methodology for the redevelopment of the Ancoats Dispensary is complex and has required careful thought. The conclusion of the review of potential construction methodologies has identified that there is no reasonable and viable opportunity to redevelop Ancoats Dispensary with the retention of all the facades.
- 4.53 To enable access for machinery to remove the rubble and for a crane and piling rig, the west elevations is required to be removed. Access for the piling rig and other machinery from the rear is not possible given the limited amount of space and site ownership constraints namely:
- Immediately to the south of the Site the Manchester Life Lampwick development, currently under construction, blocks access from the rear. The surface level car park to be delivered as part of that development cannot be used to provide access for contractors to deliver the scheme.
 - Upper Kirby Street to the rear of the Site is unable to be closed, as access needs to be maintained to the various residential developments that rely on this for access.
 - To the north of the Site, the front Old Mill Street façade will be held up by a new large façade retention scaffold – to facilitate this there will be a lane and central reservation closure.
 - This therefore means that access into the building can only be done via the small west gable.
- 4.54 For further details please refer to the Outline Demolition Methodology Statement and Construction & Demolition Management Plan, both prepared by Eric Wright and submitted in support of the applications.
- 4.55 The south elevation, of medium - low significance is also required to be demolished to facilitate the extension of the building footprint by circa 4m beyond the existing building line. This adds circa 114 sq. m. to the footprint of the building and allows the provision of the essential number of units on the Site which are needed to make the scheme viable (39 units) without significantly increasing the height of the Proposed Development.
- 4.56 Without an extension, an additional seven storeys to the existing building would be required to provide 39 apartments in the existing footprint. This would impact greatly on the significance of the Grade II Listed Building.
- 4.57 On balance it is considered that the demolition of the south and west facades is an exceptional circumstance as without their removal the building would not be able to be viably refurbished and redeveloped and would thus continue to decline in terms of its condition. Ultimately, the harm caused through the removal of these facades is outweighed by the benefit of bringing the site back into active use and, through development, securing the long-term conservation of the Grade II Listed Building.
- 4.58 The new south and west facades are to be constructed from a Michelmars Hadley Red Smooth brick to match that existing and a clear separation is proposed between the existing Lampwick Lane façade and the proposed extension, using curtain wall glazing.

Windows to the south elevation

- 4.59 Aluminium windows are also proposed to the rear with venting to the panel above the window. The simple vertical window appearance will be retained by using a bronze powder coated aluminium frame, with a black powder coated aluminium frame sat behind that will add depth and interest to this new facade. For further details please refer to section 5 ('Materiality') of the Design and Access Statement, prepared by Buttress.

Roof Extension

- 4.60 The proposals have undergone significant viability testing and it is evident that additional floorspace is required to enable the provision of 39 affordable housing units, required to make the proposals viable.
- 4.61 The design of the additional floorspace has been considered in the context of desire to minimise harm to the heritage asset, particularly to the areas considered to be of high heritage significance. As a result of the expansion of the building footprint through the extension to the south of the building the required increase in height is minimised as far as possible.
- 4.62 A two-storey roof top extension is proposed to be constructed using a cladding panel and curtain walling system, which will include vertical fins to add depth and interest to the elevation. The extension will step-back at floors four and five. A contemporary flat roofed design has been agreed as the preferred arrangement as new accommodation is set back from the façade to retain the prominence of the historic facades and the reinstated central tower when viewed from street level.
- 4.63 Overall, as a result of the lowering of the ground floor level to create level access into the building, the increase in height represents only 1.5 storeys above the existing building and is below that of neighbouring developments.
- 4.64 The design team have worked through several options for the roof as shown in Section 5 of the Design and Access Statement submitted in support of this planning application. This includes an option to increase the height of the roof, whilst reinstating the pitch. This created a top-heavy form that detracted from the significance of the central tower and the Old Mill Street façade. Numerous skylights would also be required within the pitched roof which would disrupt the roof form and be highly visible from street-level. This option also only delivered 38 units and, as a result of a combination of the above, was discounted.
- 4.65 Another option looked at retaining the pitch up to the original ridge line but adding an additional floor. Again, numerous unattractive skylights would be required to provide natural daylight into the building and the upper floor footprint would be significantly reduced. This option also only delivered 38 units and was therefore discounted.
- 4.66 The option to step the building back from the Old Mill Street elevation has been chosen as the favoured option as this allowed the central tower and the significance of the building to be fully appreciated.
- 4.67 The colour of the PPC aluminium cladding system is yet to be finalised but is proposed to work in harmony with the Listed Building. The project team will work with the Council to determine the appropriate choice of colour for the rooftop extension.
- 4.68 Windows to the rooftop extension are proposed to comprise polyester powder coated aluminium frame windows with spandrel panels above in black (RAL 9004) and will run vertically up the height of the rooftop extension in a pattern consistent with the windows to the south elevation. A clear separation is also provided between the historic and new build facades with the use of curtain walling glazing.

Internal Layout

- 4.69 Much of the internal layout has either been removed or fallen through and now forms rubble filling the basement and ground floor level. Of those walls which remain, KM Heritage have identified the level of significance, with the walls forming the cruciform internal layout attributed higher significance.
- 4.70 To facilitate an appropriate and viable internal layout for the apartments, the internal walls are proposed to be removed, and a cruciform layout will be reinstated as part of the proposed layout to respect the past historic layout and thereby retain this element of the architectural and historical significance. The internal layout is critical to ensure the delivery of 39 affordable housing units and thus the delivery of a viable scheme.
- 4.71 The accommodation to the front of the ground floor is formed from duplexes to retain the original double height windows through the provision of a double height space. Apartments are located to the rear of the building and a centrally placed lift and staircase gain access to the upper levels. The first floor houses the upper levels of the duplex apartments.
- 4.72 On the second floor one bed, single storey apartments are located behind the existing retained facade. The fourth floor projects above the existing parapet line and is therefore stepped back from the façade to retain the prominence of the tower to minimize visual impact from street level. The fifth floor steps back again and four apartments are entered from a single sided corridor.

Boundary Treatments

- 4.73 Polyester powder coated vertical infill bar railings (RAL 9004) are proposed to the south of the building atop a wall and will add security to the Site boundary from the adjacent Lampwick development and from Lampwick Lane.

Use and Amount

- 4.74 Further details are found within the Design and Access Statement, but in broad terms the proposals comprise:
- The refurbishment, redevelopment and extension of a Grade II Listed Building;
 - 39 affordable housing units (Use Class C3);
 - an extension of the building by 4m to the south to increase the floorspace by 1,057 sq. m.;
 - an increase in height of 1.5 storeys;
 - the reinstatement of the central tower;
 - 39 secure cycle spaces for residents;
 - an external and secure refuse storage area;
 - level access into the building; and
 - one on-street disabled car parking space for visitors.

Materials

- 4.75 The elevational treatment and materiality have been carefully considered throughout design development to ensure that the proposals are high quality, robustly thought through and deliverable. The costs of the new façade elements have been researched to ensure that the proposals can be delivered.
- 4.76 The materials have been chosen to reflect the overall architectural intent; to distinguish old and new. A clear separation is also provided between the two with the use of curtain walling glazing.
- 4.77 The existing facade will be cleaned and restored and new brick comprising of 65mm Michelmarsh Hadley smooth red brick is proposed to colour match the existing. Slate tiles, as would have originally been provided to the roof of the Ancoats Dispensary, are proposed to the roof of the central tower and to the roof of the gables. On Lampwick Lane, new arched lintels will match existing.
- 4.78 The rooftop extension at levels 4 and 5 will comprise of a bronze powder coated aluminium. All windows are to comprise aluminium and dark grey powder coated aluminium curtain walling with glazed spandrel panels break the strong horizontal ridge line and provide a greater vertical emphasis. New rainwater pipes are provided internally within the demise of the external façade to give greater prominence to the existing façades and reflect its original appearance.
- 4.79 Further information on the proposed materiality is provided within the Design and Access Statement prepared by Buttress and submitted in support of the planning application.

Ventilation

- 4.80 On Lampwick Lane and Old Mill Street, venting is through the wall via terracotta air bricks which will be incorporated into the decorative frieze. To the rear, venting is taken through the top of the window openings.

Access and Servicing

- 4.81 A detailed section on access is provided in the Design and Access Statement prepared by Buttress. The detail includes pedestrian access, and further details on the inclusive access and servicing arrangements.
- 4.82 Given the constrained nature of the site and its immediate adjacencies to Old Mill Street and Lampwick Lane, no vehicular access is proposed to the Site.

Inclusive Access

- 4.83 Currently, Ancoats Dispensary is unable to be accessed by anyone due to safety concerns in relation to its structural integrity. Thus, this Grade II Listed Building cannot be fully appreciated by the public. The design proposals for the refurbishment and extension of the listed building will enable access for occupiers, users and visitors, regardless of disabilities, gender or age across all appropriate areas of the building and the surrounding pavements.
- 4.84 Inclusive design principles have been applied to the design of the external and internal spaces so they are completely accessible and can be safely used by all occupiers and visitors to the building as far as can be practically achieved within the constraints of the existing fabric of the Listed Building.
- 4.85 The design proposals have been developed in recognition of current national legislation, which includes the provisions of BS8300: 2010 and Part M of The Building Regulations. The proposals reflect the importance that the Applicant places on compliance with the Equality Act 2010.

- 4.86 In summary, the apartments are designed to achieve Part M4(1) Visitable Dwellings. As such they are not designed to house disabled people, but instead allow disabled visitors.
- 4.87 As outlined in The Building Regulations Approved Document M Volume 1 2015, the requirements for accessibility should be balanced against preserving historic buildings or environments.
- 4.88 Optional requirements M4(2) Accessible and adaptable dwellings & M4(3) Wheelchair User Dwelling both require the principal entrance to have a covered external landing. This would require intervention on the Listed façade.
- 4.89 Retention of the existing façade has ultimately imposed challenges on the internal space planning. M4(2) & M4(3) dwellings impose larger space requirements. For example, 300mm leading edge to entrance doors and increased circulation zones. These could not be incorporated without reducing the number of dwellings and thus adversely impacting viability. Furthermore, a Part M4(3) dwelling would ideally be provided with a dedicated parking space within close proximity to the entrance. Due to site restrictions, there is space to provide only one off-site disabled bay.
- 4.90 The proposed accessible space to Lampwick Lane is therefore proposed to be for visitors only as the apartments are designed to Part M4(1) Visitable Dwellings.
- 4.91 In addition, the entrance steps to the Old Mill Street Elevation are proposed to be removed and the ground floor level lowered to facilitate level access into the building. Access will extend from the street level and the building entrances through to all appropriate internal areas of the building.

Servicing

- 4.92 A refuse store is proposed to be located to the west elevation of the building in a detached store with a secondary access door.
- 4.93 On collection day, the bins will be transferred by the Applicant's management staff from the bin store along Old Mill Street and onto Lampwick Lane for collection alongside the existing collection arrangements for the adjacent Lampwick Development.
- 4.94 This strategy is proposed in response to a Traffic Management Order which prevents collection from Old Mill Street. Further information is provided within the Servicing and Waste Management Strategy prepared by Buttress.

Car and Cycle Parking

- 4.95 Given the highly constrained nature of the Site there is no parking provision provided on the Site. An accessible on-street car parking space for disabled users is proposed to be located on Lampwick Lane.
- 4.96 In addition, 39 bicycle parking spaces are proposed to be located within a secure structure to the west of the Ancoats Dispensary building, providing 100% cycle parking provision for occupiers.

5 Development Plan and Material Considerations

Legislative Context

5.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 states:

“If regard is to be had to the development plan for the purpose of any determination to be made under the planning Acts the determination must be made in accordance with the plan unless material considerations indicate otherwise.”

5.2 This Section details the relevant documents that make up the Development Plan and makes reference to other material considerations in the determination of the application. A detailed assessment of the Proposed Development against the Development Plan and material considerations is then provided in Section 6 of this Statement. Further detail in relation to all relevant Planning Policies is set out in full within Appendix A to this Statement.

5.3 Section 66 of the Planning (Listed Building and Conservation Areas) Act 1990 states that, in considering whether to grant planning permission for development which affects a listed building or its setting, the local planning authority or, as the case may be, the Secretary of State shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses. A local authority shall have regard to the desirability of preserving features of special architectural or historic interest, and in particular, listed buildings.

Development Plan

5.4 The Development Framework is a collection of statutory Development Plan Documents (DPDs) that together set out the vision and spatial strategy for the future development of Manchester. Within this context, the Development Plan comprises:

- Manchester Core Strategy (2012) ('The Core Strategy');
- Manchester Proposals Map 2012;
- Saved Policies of the Manchester Unitary Development Plan 2005 ("the UDP");
- Greater Manchester Joint Waste Development Plan Document 2012; and,
- Greater Manchester Joint Minerals Plan 2013.

5.5 The Core Strategy was adopted in 2012 and is the key overarching DPD. It sets out the long-term strategic policies for the Manchester's future development and forms the primary framework that planning applications will be assessed against.

5.6 The Core Strategy sets out Manchester's 15-year vision for the City 2012 - 2027, which sees Manchester in the front rank of cities in Europe and the rest of the world, with a growing economy driven by the strength of the Regional Centre. The vision states that Manchester's knowledge-based economy will

flourish within an entrepreneurial community, characterised by a fully skilled, inclusive working population.

5.7 To achieve this vision, the Core Strategy sets out a number of Strategic Objectives (SO) for the City. These include:

- SO1: Provide a framework within which the sustainable development of the City can contribute to halting climate change.
- SO2: Support a significant further improvement of the City's economic performance and spread the benefits of this growth across the City to reduce economic, environmental and social disparities, and to help create inclusive sustainable communities.
- SO3: Provide for a significant increase in high quality housing provision at sustainable locations throughout the City, to both address demographic needs and to support economic growth.
- SO4: Provide a network of distinctive, attractive and high-quality centres, strengthening local identity, providing essential services close to homes and local access to healthy food.
- SO5: Improve the physical connectivity of the City, through sustainable and accessible transport networks, to enhance its functioning and competitiveness and provide access to jobs, education, services, retail, leisure and recreation.
- SO6: Protect and enhance both the natural and built environment of the City and ensure the sustainable use of natural resources, in order to mitigate and adapt to climate change, support biodiversity and wildlife, improve air, water and land quality, recreational opportunities and provide networks of high quality green infrastructure, ensuring that the City is inclusive and attractive to residents, workers, investors and visitors.

5.8 These objectives have been translated into individual policies within the Core Strategy, against which the Proposed Development has been assessed within this Statement. The Core Strategy also contains a list of detailed policy requirements that are to be considered as relevant to each type of development proposal.

5.9 Despite being largely superseded by the Core Strategy, several policies from the UDP have been "saved" and remain part of the adopted Development Plan. Those policies of relevance to the Proposed Development include: DC19 (Listed Buildings); DC18.1 (Conservation Areas); and DC26.1 (Development and Noise).

5.10 The policies within the Development Plan are set out and addressed in turn and in full within Appendix A of this Planning Statement and Section 6 of this document in order to conclude whether the proposed development is in accordance with the Development Plan as a whole.

5.11 The following subsection identifies relevant material planning considerations which are in turn assessed within Section 6 of this Statement.

Material Considerations

5.12 In addition to the summary of economic, regeneration and strategic documents set out in Section 2 of this Statement, the following documents comprise further material considerations in the determination of the application:

- National Policy and Guidance:
 - National Planning Policy Framework (NPPF) (2019), which is additionally informed by National Planning Practice Guidance (NPPG)

- National Design Guide (2019)
- Sub-Regional Policy:
 - Draft Greater Manchester Spatial Planning Framework (2019)
 - Greater Manchester Housing Vision (2019)
 - Greater Manchester Housing Strategy (2019 - 2024)
- MCC's Supplementary Planning Guidance (SPG):
 - Guide to Development in Manchester SPD (2007) and Technical Guidance (2015).
 - Design for Access 2 (2003).

National Planning Policy and Guidance

- 5.13 National planning policy is contained within the National Planning Policy Framework ('NPPF'). The document sets out the Government's planning policies for England and how these are applied. It requires planning policies to meet objectively assessed needs, with sufficient flexibility to adapt to rapid change, and is a material planning consideration for any planning application.
- 5.14 A consultation on draft revisions to the National Planning Policy Framework and a new draft National Model Design Code took place between 30 January 2021 and 27 March 2021. Whilst this currently has limited weight in assessing planning applications due to its status as a consultation draft, due consideration has been given to its contents within this Planning Statement.
- 5.15 The National Planning Practice Guidance (NPPG) was introduced in March 2014 and sets out advice, information and best practice on a wide range of planning issues with the overall objective of becoming a single source for planning guidance which will be maintained as a live resource. The principle behind the NPPG fits in the wider objectives of the government's attempt to make the planning system simpler, clearer and easier for people to use.
- 5.16 The NPPF, as informed by the NPPG, provides a component of the framework against which the planning assessment in Section 6 of this Statement has been undertaken, in terms of understanding whether the Proposed Development comprises sustainable development.

Achieving Sustainable Development

- 5.17 At the heart of the NPPF is a presumption in favour of sustainable development; the golden thread running through plan-making and decision taking. The NPPF notes that there are three dimensions to sustainable development:
- Economic – the NPPF outlines the Government's commitment to building a strong, responsive and competitive economy. Significant weight should be placed on the need to support economic growth through the planning system by ensuring that suitable development is available at the right time and location and identify and co-ordinate development requirements.
 - Social – the NPPF aims to support strong and healthy communities by creating a high-quality built environment with accessible local services that reflect the community's needs and support its health, social and cultural well-being

- Environmental – the NPPF outlines how the planning system will protect and enhance our natural, built and historic environment.

5.18 These dimensions are considered to be mutually dependent within the NPPF, in its entirety, defining what is under-stood by the term sustainable development.

5.19 For decision-taking, the presumption in favour of sustainable development means approving development proposals that accord with an up-to-date development plan without delay (NPPF Paragraph 11 (c)).

5.20 Heritage

5.21 Section 66 of The Planning (Listed Building and Conservation Areas) Act 1990 outlines the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses. It outlines that a local authority shall have regard to the desirability of preserving features of special architectural or historic interest, and in particular, listed buildings.

5.22 Compliance with the policy tests set out in the NPPF is sufficient to satisfy the statutory duty set out in Section 66. As such, the NPPF has been considered as a whole as part of this Planning Statement and Public Benefits Case, with explicit regard to Paragraphs 8 and 11 of the of the NPPF that relate to heritage. These paragraphs note that one of the key dimensions to sustainable development is protecting and enhancing our historic environment and further clarifies the process local authorities must utilise in the decision taking process.

5.23 Section 16 (paragraphs 184 to 202) is titled ‘Conserving and enhancing the historic environment’. Paragraph 184 states that heritage assets are an irreplaceable resource and should be conserved in a manner appropriate to their significance. When determining a planning application, the local planning authority should take account of the desirability of sustaining and enhancing the significance of heritage assets and consider if a new development makes a positive contribution to the local character and distinctiveness.

5.24 A heritage asset is defined as a building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest. Heritage assets includes designated heritage assets identified by the local planning authority (including local listing). A designated heritage asset is defined as a World Heritage Site, Scheduled Monument, listed building, Protected Wreck Site, Registered Park and Garden, Registered Battlefield or Conservation Area designated under the relevant legislation.

5.25 Paragraph 189 states that when submitting a planning application an application should describe the significance of any heritage asset affected, including any contribution made by their setting. It goes on to state that the level of detail should be proportionate to the asset’s importance and no more than is sufficient to understand the potential impact of the proposal on the asset’s significance.

5.26 The NPPF defines significance as “the value of a heritage asset to this and future generations because of its heritage interest. That interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset’s physical presence, but also from its setting” (NPPF, Annex 2).

5.27 Paragraph 190 states that local planning authorities should identify and assess the particular significance of any heritage asset that may be affected by a proposal. They should take this into account when considering the impact of a proposal on a heritage asset, to avoid or minimise any conflict between the heritage asset’s conservation and any aspect of the proposal.

- 5.28 In determining planning applications, Paragraph 192 of the NPPF requires local authorities to take account of:
- the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
 - the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and
 - the desirability of new development making a positive contribution to local character and distinctiveness.
- 5.29 Paragraphs 193-195 place great weight on the conservation of designated heritage assets, emphasising the need to avoid “substantial harm” in terms of demolition, significant alteration, or the compromise of setting unless that harm is clearly justified (via four specific tests) or there are substantial public benefits that outweigh that harm.
- 5.30 Paragraph 194 states that: “any harm or loss should require clear and convincing justification. Substantial harm to or loss of a grade II listed building...should be exceptional.”
- 5.31 Paragraph 195 states that:
- “Where a proposed development will lead to substantial harm to (or total loss of significance of) a designated heritage asset, local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or total loss is necessary to achieve substantial public benefits that outweigh that harm or loss, OR all of the following apply:*
- *the nature of the heritage asset prevents all reasonable uses of the site; and*
 - *no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and*
 - *conservation by grant-funding or some form of charitable or public ownership is demonstrably not possible; and*
 - *the harm or loss is outweighed by the benefit of bringing the site back into use.”*
- 5.32 The NPPG recognises that the conservation of heritage assets in a manner appropriate to their significance is a core planning principle, requiring a flexible and thoughtful approach to get the best out of assets. It states that ‘Heritage assets may be affected by direct physical change or by change in their setting. Being able to properly assess the nature, extent and importance of the significance of a heritage asset, and the contribution of its setting, is very important to understanding the potential impact and acceptability of development proposals’.
- 5.33 The NPPG acknowledges that substantial harm is a high test, and that it is the degree of harm to the significance of an asset, rather than the scale of the development, which is to be assessed. Where a heritage asset is capable of having a use, then securing its optimum viable use should be taken into account in assessing the public benefits of a Proposed Development.
- 5.34 Providing a definition of public benefits, the NPPG states that public benefits may follow from many developments and could be anything that delivers economic, social or environmental objectives as described in the National Planning Policy Framework (paragraph 8).

- 5.35 Guidance goes on to state that public benefits should flow from the Proposed Development. They should be of a nature or scale to be of benefit to the public at large and not just be a private benefit. However, benefits do not always have to be visible or accessible to the public in order to be genuine public benefits, for example, works to a listed private dwelling which secure its future as a designated heritage asset could be a public benefit.
- 5.36 For the purpose of assessment in this document, a robust approach has been undertaken and the Proposed Development has been assessed on the basis that it will result in substantial harm to the Grade II listed building and therefore the tests set out in Paragraph 195 apply. This includes requiring harm to be outweighed by the public benefits associated with the Proposed Development, as required by policy. An assessment of the NPPF, Development Plan, and other material considerations comprising the public benefits of the proposals, in the context of Heritage, is set out in Section 6 (paragraph 6.10 - 6.72 of this Statement).

Supply of homes and reuse of brownfield land

- 5.37 Section 5 (paragraphs 59 – 79) of the NPPF is of relevance to this proposal as it deals with delivering a sufficient supply of homes and recognises the importance that delivering housing, in particular for groups with specific housing requirements. Paragraphs 62 – 64 is also of importance because they recognise the importance of delivering affordable housing outlining the requirement for developers to provide affordable housing for major developments.
- 5.38 Section 11 (Paragraphs 117 to 123) titled ‘Making effective use of land’ states that substantial weight should be given to the value of using suitable brownfield land in meeting the need for homes and other uses. More specifically, Paragraph 121 emphasises the need for Local Planning Authorities to take a positive approach to applications for alternative uses of land which is currently developed but not allocated for a specific purpose in plans, where this would help meet identified development needs.
- 5.39 Paragraph 122 states that planning policies and decisions should support development that makes efficient use of land, taking into account:
- a) the identified need for different types of housing and other forms of development, and the availability of land suitable for accommodating it;
 - b) local market conditions and viability;
 - c) the availability and capacity of infrastructure and services – both existing and proposed – as well as their potential for further improvement and the scope to promote sustainable travel modes that limit future car use;
 - d) the desirability of maintaining an area’s prevailing character and setting (including residential gardens), or of promoting regeneration and change; and
 - e) the importance of securing well-designed, attractive and healthy places.
- 5.40 Paragraph 123 further states that where there is an existing or anticipated shortage of land for meeting identified housing needs, it is especially important that planning policies and decisions avoid homes being built at low densities, and ensure that developments make optimal use of the potential of each site. This application seeks to address these considerations by virtue of providing new homes to address ambitious residential development targets set for Manchester through the reuse of brownfield land.

Promotion of healthy, safe and sustainable communities

5.41 Section 8 (Paragraphs 91 to 95) is titled ‘Promoting healthy and safe communities’. The paragraphs are of relevance to this application as they set out a series of aims for planning policies and decisions to encourage healthy, inclusive and safe communities, including those which:

- Promote social interaction, including opportunities for meetings between people who might not otherwise come into contact with each other – for example through mixed-use developments, strong Neighbourhood Centres, street layouts that allow for easy pedestrian and cycle connections within and between neighbourhoods, and active street frontages;
- Are safe and accessible, so that crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion – for example through the use of clear and legible pedestrian routes, and high quality public space, which encourage the active and continual use of public areas; and,
- Enable and support healthy lifestyles, especially where this would address identified local health and well-being needs – for example through the provision of safe and accessible green infrastructure, sports facilities, local shops, access to healthier food, allotments and layouts that encourage walking and cycling.

5.42 Section 9 (Paragraphs 102 to 111) titled ‘Promoting sustainable transport’ states that transport related issues should be addressed early on in the design development process in order to ensure that:

- The potential impacts of development on transport networks can be addressed;
- Opportunities from existing and proposed transport infrastructure, and changing transport technology and usage, are realised;
- Opportunities to promote walking, cycling and public transport use are identified and pursued;
- The environmental impacts of traffic and transport infrastructure can be identified, assessed and taken into account; and,
- Patterns of movement, streets, parking and other transport considerations are integral to the design of schemes and contribute to making high quality places.

5.43 Paragraph 103 goes on to note that significant development should be focused on locations which are or can be made sustainable, through limiting the need to travel and offering a genuine choice of transport modes. Within this context, Paragraph 110 states that applications for development should:

- Given priority first to pedestrian and cycle movements, and second to facilitating access to high quality public transport;
- Address the needs of people with disabilities and reduced mobility in relation to all modes of transport;
- Create places that are safe, secure and attractive, which minimise the scope for conflicts between pedestrians, cyclists and vehicles, avoid unnecessary street clutter, and respond to local character and design standards;
- Allow for the efficient delivery of goods, and access by service and emergency vehicles; and,

- Be designed to enable charging of plug-in and other ultra-low emission vehicles in safe, accessible and convenient locations.

5.44 Consideration to promotion of sustainable transport measures and ensuring a highly accessible development has been considered in the formulation of these proposals as set out in Section 6 of this Statement.

Achieving well designed spaces

5.45 Section 12 (paragraphs 124 to 132) is titled 'Achieving well-designed places'. It states that the planning process is fundamental to creating high-quality buildings and places. Good design is key to sustainable development and contributes to creating better places in which to live and work. It outlines that developments should aim to:

- Add to the overall quality of the area and function well over the lifetime of the development.
- Be visually attractive as a result of good architecture, layout and appropriate and effective landscaping.
- Be sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities).
- Establish or maintain a strong sense of place, using arrangement of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit.
- Optimise the potential of the Site, create and sustain an appropriate mix of uses.
- Create safe, inclusive and accessible environments which promote health and well-being.

5.46 The NPPG references pre-application discussions, Design and Access Statements and Design Reviews as some of the methods that can be used to achieve good design. The NPPG also sets out processes and expectations on pre-application discussions. The NPPG sets out that pre-application engagement offers significant potential to improve both the efficiency and effectiveness of the planning system and improve the quality of planning applications and their likelihood of success. This is achieved through providing:

- An understanding of the relevant planning policies;
- Working collaboratively and openly with interested parties at an early stage to identify, understand and seek to resolve issues associated with a Proposed Development;
- Discussion of possible mitigation methods against impacts of Proposed Development; and,
- Identifying the information required to accompany a formal planning application.

5.47 Consideration of the above factors is set out in detail within Section 6 of this Statement and the process of design reviews is provided in full within the Statement of Consultation submitted with this application.

A strong competitive economy

5.48 Section 6 (Paragraphs 80 to 84) is titled 'Building a strong, competitive economy'. It emphasises that planning decisions should help to create the conditions in which businesses can invest, expand and

adapt, and significant weight should be placed on the need to support economic growth and productivity.

- 5.49 Whilst this application is for residential development only, it supports economic growth of the city by placing new and existing residents within walking distance and sustainable connections to a range of employment opportunities and is therefore of relevance to these proposals.

National Design Guide (2019)

- 5.50 The National Design Guide was published by the Ministry of Housing, Communities and Local Government in 2019. This document forms part of the governments planning practice guidance and was created to outline key characteristics that make well-designed places.
- 5.51 There are 10 characteristics of well-designed places within the National Design Guide and these are listed below:
- Context – enhances the surroundings
 - Identity – attractive and distinctive
 - Built form – a coherent pattern of development
 - Movement – accessible and easy to move around
 - Nature – enhanced and optimised
 - Public Spaces – safe, social and inclusive
 - Uses – mixed and integrated
 - Homes and buildings – functional, healthy and sustainable
 - Resources – efficient and resilient
 - Lifespan – made to last
- 5.52 Details of how the Proposed Development responds to the characteristics has been presented within the Design and Access Statement prepared by Buttress.

Regional Policy

Greater Manchester Spatial Framework – October 2020

- 5.53 The Publication Plan of Greater Manchester Spatial Framework (GMSF), 'Greater Manchester's Plan for Homes, Jobs and the Environment', was presented to AGMA Executive Committee on 30 October 2020. The final plan was published for formal consultation on 1 December 2020, which ran until 26 January 2021.
- 5.54 Substantial work is required to the Greater Manchester Spatial Framework (GMSF) following a decision made by Stockport MBC on 4 December 2020 to withdraw its support. The remaining nine boroughs will proceed with a new joint plan called Places for Everyone. The new Plan will utilise much of the former evidence base and a new Joint Committee is being set up which will meet following the May 2021 local elections.
- 5.55 Whilst very limited weight can be currently placed on the GMSF for decision-making, it is expected that the plan will continue to support development within the Regional Centre and on previously developed land.

Greater Manchester Housing Strategy (2019 - 2024)

- 5.56 The Greater Manchester Housing Strategy (2019) builds upon Greater Manchester's Housing Vision. A key pillar of the Strategy is a commitment to deliver at least 50,000 additional truly affordable homes by

2037, 30,000 of which will be social or affordable rent, by working in partnership with housing providers, local authorities, Homes England and government to maximise investment in new social housing.

Supplementary Guidance

Guide to Development in Manchester (2007) and Technical Guidance (2015)

- 5.57 The Guide to Development in Manchester - Supplementary Planning Document and Planning Guidance (SPD) was originally adopted on 11 April 2007. The document reflects and provides guidance on the importance of creating attractive, well designed, well maintained neighbourhoods. It includes a set of reasoned principles which will guide developers, designers and residents to the sort of development which is anticipated in Manchester.
- 5.58 In addition, technical guidance for developers was published in December 2015. It is composed of two documents, GD03 Environmental Protection and GD05 Planning and Noise.
- 5.59 The documents provide guidance on the importance of creating attractive, well designed, well maintained neighbourhoods. It includes a set of reasoned principles that seek to guide developers, designers and residents to the sort of development that is anticipated to come forward in Manchester.

Design for Access 2

- 5.60 The Design for Access Manual was published in January 2000, it provides a practical guidance to inclusive design. It requires developments to be fully inclusive and accessible and the Council's vision is for Manchester to be recognised as the most accessible City in Europe. MCC recognises that inclusive design needs to take account of cross-impairment and community-based issues.
- 5.61 Design principles that will help to achieve accessible development that are relevant to the Proposed Development include:
- MCC has agreed a hierarchy of road users, which prioritises the needs of pedestrians and disabled people, cyclists, public transport and finally other users. This hierarchy should be respected in the design and layout of all new developments.
 - Streets should be designed for local people to use. They should be attractive, accessible social spaces, which encourage use by all sections of the local community. Street furniture must be well designed, with clear function and positioned to avoid the creation of obstacles, clutter or confusion.
 - Whatever form of car parking takes, adequate provision is required for disabled people with clear, safe, accessible footways leading to the main door.
- 5.62 The Design for Access Manual provides further details and design standards for external areas and for within buildings. These have been considered in Section 6 of this Statement and within the Design and Access Statement and sets out how requirements have been incorporated into the development, alongside more up to date statutory accessibility requirements.

6 Planning Assessment

- 6.1 This Section of the Statement sets out the assessment of the scheme, as described in Section 4, against the key requirements of the Development Plan, supplementary policy and material considerations, as set out in Section 5 of this Statement and assessed in full against each policy within Appendix A to this Statement.
- 6.2 The assessment is broken down into key planning issues to summarise the Proposed Development's contribution to Planning Policy at all levels. In summary, the following planning issues are considered most relevant to the Application:
- Contribution to Manchester's Vision and Spatial Objectives;
 - Heritage and principle of development;
 - Housing;
 - Design and sustainability;
 - Amenity;
 - Operational management;
 - Traffic and Transport; and
 - Other Environmental Considerations.
- 6.3 Full details of all relevant national and local planning policies referenced below are provided in Appendix A to this Statement.

Contribution to Manchester's Vision and Spatial Objectives

- 6.4 Core Strategy Policy SP1 sets out that the Regional Centre will be the focus for economic and commercial development, leisure and cultural activity in relation to the Greater Manchester economy. Additionally, Core Strategy Policy SP1 states that all development should have regard to the issues and strategy for each regeneration area as described in the Strategic Regeneration Frameworks.
- 6.5 A commitment to good design which takes full cognisance of the sites' setting and character runs through national and local planning policy and guidance. Core Strategy Policy SP1 requires that all development make a positive contribution to neighbourhoods of choice including creating well designed places that enhance or create character.
- 6.6 The Proposed Development is located within East Manchester, on the edge of the City Centre and within the Regional centre. The development will provide high quality affordable residential accommodation in an area of choice, Ancoats and New Islington. In recognition of the housing pressures locally and nationally, the Proposed Development helps to accommodate for the demographic need for further affordable housing.
- 6.7 The Proposed Development aims to protect the Grade II Listed Building from further deterioration, ensuring the long-term conservation of this heritage asset through its refurbishment, redevelopment and

extension. If proposals were not to come forward, there would be a continuing need for the scaffolding to restrain the structure and prevent it from further collapse. As such, the proposals are considered necessary to save this Grade II Listed Building and enhance the wider built environment enabling this key piece of heritage in Ancoats and New Islington to be fully appreciated.

- 6.8 With acknowledgement for the importance of the Site's heritage significance and character, the development of Ancoats Dispensary has been designed to be of a high quality and to protect as much of the historic fabric as possible; with a focus on elements of the building of higher significance.
- 6.9 The remainder of this Section assesses the Proposed Development in relation to the relevant policies of the Core Strategy and NPPF. These policies have been formulated based on the vision and strategic objectives for the City and should be reviewed in turn to determine their compliance. Overall, the Proposed Development is considered to be in accordance with the Core Strategy's vision and spatial objectives.

Heritage and Principle of Development

Policy and Guidance

- 6.10 The Planning (Listed Building and Conservation Areas) Act 1990 sets out the general duty on decision makers in exercising their planning functions with respect to heritage assets. Section 66 requires:
- "In considering whether to grant planning permission for development which affects a listed building or its setting, the LPA or, as the case may be, the Secretary of State, shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses..."*
- 6.11 At a local level, Core Strategy Policy EN3 (Heritage) highlights that, throughout the City, MCC will encourage development that complements and takes advantage of the distinct historic and heritage features of its districts and neighbourhoods. It goes on to state the following:
- "New developments must be designed so as to support the Council in preserving or, where possible, enhancing the historic environment, the character, setting and accessibility of areas and buildings of acknowledged importance, including scheduled ancient monuments, listed buildings, registered parks and gardens, conservation areas and archaeological remains. Proposals which enable the re-use of heritage assets will be encouraged where they are considered consistent with the significance of the heritage asset."*
- 6.12 The Saved UDP Policy DC19 relates directly to listed buildings and states that in determining applications for listed building consent, MCC will have regard to the desirability of securing the retention, restoration, maintenance and continued use of such buildings. It goes on to state that in giving effect to this policy the Council will:
- a) *"not grant Listed building consent for the demolition of a listed building other than in the most exceptional circumstances, and in any case, not unless it is satisfied that every possible effort has been made to continue the present use or to find a suitable alternative use;*
 - b) *not permit a change of use of a listed building, where it would have a detrimental effect on the character or appearance of the building;*
 - c) *not permit any external or internal alteration or addition to a Listed building where, in its opinion, there would be an adverse effect on its architectural or historic character;*

- d) seek to preserve and enhance the settings of listed buildings by appropriate control over the design of new development in their vicinity, control over the use of adjacent land, and where appropriate, by the preservation of trees and landscape features;*
- e) permit demolition only where there are approved detailed plans for redevelopment and where there is evidence of a firm building contract;*
- f) not permit alterations to a listed building which would prevent the future use of any part of the building, in particular upper floors or basements, or where poor maintenance is likely to result.”*

- 6.13 Section 5 of this Statement has set out the relevant sections and paragraphs within the National Planning Policy Framework, which have been assessed in detail below in addition to the full public benefits case associated with the Proposed Development provided in Section 7.
- 6.14 For completeness, the paragraphs of relevance to this proposal are set out in Paragraph 8 and Paragraphs 192 to 195, which requires substantial harm to a listed building to be outweighed by public benefits associated with bringing development forward. Similarly, Paragraph 15 of the NPPG¹³ sets out the process that must be followed in order to secure the optimum viable use of the heritage asset.
- 6.15 With regard to the principle of residential development in this location, to support the options tested and providing context to addressing the tests set out in Paragraphs 192 to 195, set out below, Manchester’s Core Strategy (2012) defines the Site as being within the Regional Centre (Core Strategy policy EC3), East Manchester (Core Strategy Policy Number: EC5, H4), and the City Centre Fringe (Core Strategy Policy CC1).
- 6.16 Core Strategy Policy EC3 (Regional Centre) states that housing will be an appropriate use within the Regional Centre, although this should complement the development of mixed-use employment areas. Subject to site and location details, the Regional Centre will generally be a location where higher density residential development is appropriate.
- 6.17 Core Strategy Policy H1 (Overall Housing Provision) states that approximately 60,000 new dwellings will be provided for in Manchester between March 2009 and March 2027. Manchester has, or is currently in the process of delivering, 25,000 new dwellings since 2009 and momentum is critically important in reaching the overall target through to 2027.
- 6.18 New housing will be predominantly in the North, East, City Centre and Central Manchester. Within the Inner Areas in North, East and Central Manchester densities around 40 units per hectare will be supported. The type, size and tenure of the housing mix will be assessed on a site by site basis and be influenced by local housing need and economic viability. 90% of residential development will be on previously developed land.
- 6.19 Core Strategy Policy H4 (East Manchester) relates to housing and highlights that over the lifetime of the Core Strategy, East Manchester will accommodate around 30% of new residential development. It states that priority will be given to family housing and other high value, high quality development where this can be sustained. High density housing will be permitted within the parts of East Manchester that fall within the Regional Centre which are adjacent to the City Centre, including Ancoats and New Islington.
- 6.20 The Ancoats and New Islington NDF also sets out a clear vision for the future uses of the Site for affordable housing. The NDF states that development should respect past historic form and character

¹³ Paragraph: 015 Reference ID: 18a-015-20190723

and be a welcoming residential area with a range and mix of accommodation benefitting a neighbourhood of choice, complemented by active and dynamic street spaces.

Compliance of the Proposed Development

- 6.21 As demonstrated within Chapter 3 of this Statement, and for the purposes of establishing the optimum viable use, there is a continuing demand for Manchester to provide residential accommodation to support its economic growth and increased population. The Site comprises a brownfield site located within the Regional Centre and East Manchester, which supports its reuse, and is in a highly accessible location near to high frequency transport routes, including the Metrolink and Piccadilly Train Station. It is also on the edge of the City Centre, which is the main economic driver for the city-region.
- 6.22 As such, the principle of high-density residential development in this location is supported by policy and supports it being an optimum viable use. The principle of the delivery of affordable housing on this site is also supported by the Ancoats and New Islington NDF and will contribute to the regeneration of the Ancoats and New Islington Area.
- 6.23 With regard to heritage and Policy EN3 in the Core Strategy, a Heritage Assessment prepared by KM Architecture and submitted as part of the applications, the Proposed Development seeks to preserve and enhance the Grade II Listed Ancoats Dispensary as far as possible, with a focus on the protection of the facades of higher significance, to ensure the scheme being brought forward is architecturally impressive, but is also viable and can secure the long term conservation of the Grade II Listed Building; working through a significant conservation deficit.
- 6.24 The Proposed Development will ensure that the architectural and heritage significance of the Ancoats Dispensary can be appreciated through the removal of the scaffolding structure currently holding it in place and through the repair of the Old Mill Street and Lampwick Lane facades and the reinstatement of the central tower. The Proposed Development will improve the appearance of the key facades ensuring that the Dispensary remains a landmark building within Ancoats and New Islington.
- 6.25 In addition to the physical impact of the proposals, the impact of the proposals on the surrounding townscape views of the Proposed Development and the significance of the Grade II Listed Building have also been fully assessed. The Heritage Assessment takes into consideration the impact of the Proposed Development on the significance of Ancoats Dispensary and demonstrates that the Proposed Development is in accordance with the requirements of Historic England guidance in this regard. The impact of the Proposed Development on the setting has not been considered given the main degree of harm as a result of the proposals comprises physical changes to the listed building.
- 6.26 However, with regard to the policy tests set out in Paragraphs 194 and 195 and the physical impact on the listed building, the Heritage Assessment considers that, even with the optimum viable use of the building and the focus on the conservation-led approach to design as far as possible, the impact of the Proposed Development leads to substantial harm, which is deemed necessary in order to secure the viable long term use of the heritage asset.
- 6.27 Given the level of harm caused, the Proposed Development must meet the tests set out in NPPF paragraphs 194 and 195. The response to these tests is set out below.

The nature of the heritage asset prevents all reasonable uses of the site

- 6.28 Ancoats Dispensary has undergone several changes in ownership over recent years and has fallen into a state of disrepair. As detailed in the Ancoats Dispensary Summary Condition Report prepared by Buttress and the Condition Survey prepared by Scott Hughes Design Engineers, the building is currently in a very poor condition and is not able to be actively used or even accessed due to structural and safety concerns.

- 6.29 The Surveys demonstrate that the building is derelict and is continuing to deteriorate despite the upstanding remains, principally of the internal and external load bearing walls, being supported by scaffolding currently acting as a façade-restraint. All roof structures and coverings have either fallen through or have been removed from the building to arrest further damage. The remains of the building are therefore open to elements and the structure is therefore considered to be currently incapable of being actively used due to its condition. Refurbishment and redevelopment of the building in order to provide a permanent restraint to the remaining structure is therefore required in order to enable any future reasonable use of Ancoats Dispensary.
- 6.30 An Options Appraisal has been undertaken and is set out in Section 4 of this Statement to explore a number of potential uses for Ancoats Dispensary, including: office, hotel, market residential (standard and higher value residential use), community / leisure, and affordable housing. This has analysed the impact of proposals in terms of heritage, architecture and the commercial context and market, alongside understanding whether each use would be viable. The appraisal of each use has been informed by viability analysis and the full Viability Assessment prepared by Lambert Smith Hampton is submitted with this application.
- 6.31 In summary, this appraisal identifies that affordable housing represents the only viable use because of the range of grant funding solutions that are available to schemes delivering affordable housing. The study also demonstrated that affordable housing presents the most sustainable long term use of the building, consistent with the retention of its heritage values and highly significant elements of the building as far as possible, and the conservation-led approach to the project that has been adopted.

No viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation

- 6.32 Historic England guidance on this test (2015)¹⁴¹⁵ advises that no-one is obliged to sell their property; the aim of a marketing exercise is to reach all potential buyers who may be willing to find a use for the site that still provides for its conservation to some degree.
- 6.33 Given its current condition, the building in its existing form would have no viable use in the short or medium term without substantial harm, which has been demonstrated through appropriate marketing. Even with redevelopment of the Site and its purchase price of only £1, the scheme is not viable without the provision of grant funding to support its conservation due to the scale of the conservation deficit. This is evidenced by the Viability Assessment prepared by Lambert Smith Hampton and submitted in support of this Application.
- 6.34 The Site has a long history of ownership, repair, demolition, and attempted redevelopment or refurbishment. Evidently, issues with access to funding has ultimately played a key role in the deterioration of the building over the years.
- 6.35 Proposals by Urban Splash in 2004 for the development of the former Ancoats Hospital Site for 340 residential units, office and retail space and the associated application for 12 residential units and ground floor commercial space at Ancoats Dispensary never came into fruition.
- 6.36 A grant was awarded by North West Development Agency (NWDA) in January 2010 to allow an 'emergency works package' to be implemented, including repair work to bring the building into a safe, weather tight condition to effectively 'mothball' the building for future redevelopment. The necessary works to the building were undertaken under a previous and extant listed building consent application (074454/LO/2005/N2), which had a 5-year implementation period. These works were intended to

¹⁴ Historic England (2015) Managing Significance in Decision-Taking in the Historic Environment. Accessed online.

¹⁵ Historic England (2015) Enabling Development and the Conservation of Significant Places

facilitate a subsequent full planning application. Following the instigation of stabilisation works, the NWDA was disbanded and only a small proportion of the funding was received by the applicants.

- 6.37 In response to the loss of NWDA grant funding and in recognition that the building could become dangerous, an approach was made to Heritage Works Building Preservation Trust (HWBPT) to determine if they were interested in taking ownership of the Dispensary with a view to securing its redevelopment. The HWBPT undertook an options appraisal study but were unable to take on the Dispensary as a project due to the substantial conservation deficit and the lack of grant availability to address this deficit.
- 6.38 Urban Splash resolved to apply to demolish the building as a result of its deteriorating condition and in recognition of the challenging conservation deficit. However, this demolition application was not taken through to determination due to community action from Ancoats Dispensary Trust to save the building.
- 6.39 A subsequent application to redevelop Ancoats Dispensary for community use was submitted, however, was subsequently withdrawn in 2017 as the project failed to secure grants or enough public funds; which the project relied so heavily on.
- 6.40 Furthermore, when Ancoats Dispensary returned to MCC ownership, options for reuse were discussed with various developers and it was concluded that there was no traditional viable market development use.
- 6.41 On this basis, it is evident that Ancoats Dispensary has been under several ownerships who have all failed to secure the viable redevelopment of Ancoats Dispensary due to the Site's condition and the associated conservation deficit. As such, it is concluded that no viable use of Ancoats Dispensary itself can be found in the medium term through appropriate marketing of the Site.

Conservation by grant-funding or some form of not for profit, charitable or public ownership is demonstrably not possible

- 6.42 Conservation of Ancoats Dispensary through grant-funding or some form of not for profit, charitable or public ownership has been demonstrated as not possible as evidenced by the difficult planning history of the Site as set out in Section 3 of this Statement.
- 6.43 Alternative funding options have been explored previously (HLF, Garfield Weston, Architectural Heritage Fund, Historic England) with the challenges to securing necessary funding being:
- the limited availability of external funding available for market residential products as a result of the nature of these products requiring viable schemes to be brought forward in the first place;
 - grant amounts being insufficient to support the repurposing of the building for any form of future use. When ADT sought to secure funding from the HLF they were ultimately unsuccessful as the grant amount was not large enough and they could not secure match funding of £800,000 from other backers; and
 - timescales that go beyond the medium term as a result of the length of the process to secure funding. For reference, it took ADT two years to receive a resolution declining the grant funds from the HLF mentioned above.
- 6.44 Evidently, issues with access to funding has ultimately played a key role in the deterioration of the building over the years. More recently, attempts to redevelop or refurbish the building by ADT never came into fruition because ADT failed to secure enough funding, which is the most pertinent ownership

to this test as described below. The narrative surrounding the variety of funding opportunities that have been explored is provided below, which shows the various attempts to secure funding that have ultimately been unsuccessful in the past.

- 6.45 An application to demolish the building by Urban Splash was withdrawn in June 2013 following action from ADT, which included community meetings, objections to the application to demolish the building, a petition of over 5,000 signatures, and a community vigil. The community raised funds to pay for the survey of the Dispensary to determine whether the building was beyond repair or could be salvaged and brought back into use.
- 6.46 Subsequent meetings took place between ADT and Urban Splash, Manchester City Council Planning Department, Homes & Communities Agency (which had replaced NWDA), English Heritage (now Historic England), MCC Regeneration representatives and members of the campaign group. At this meeting, the developer agreed to delay the demolition process in order to see if we could raise the funds required to restore the Dispensary¹⁶.
- 6.47 In 2013, the Ancoats Dispensary Trust was set up and in July 2014 Ancoats Dispensary Ltd ('ADL' - a subsidiary of ADT) received £770,000 from the HLF to help stabilise the building. This funding was provided under the Heritage Enterprise Scheme, which aims to save historic buildings deemed not commercially viable to restore. In September 2015, ADL took over the lease of Ancoats Dispensary from Urban Splash¹⁷.
- 6.48 As part of the bid to HLF, ADL commissioned Purcell to prepare a Conservation Management Plan for further enabling project funds of £4.3m. The report detailed the site's history to date, defined elements of its significance, and drafted a set of conservation policies which could be used to guide restoration and change on the Site¹⁸.
- 6.49 In October 2015, retrospective Listed Building Consent for the removal and stabilisation of stone and brickwork to the roof and to building frontage was approved (107983/LO/2015/N2). In 2017, in advance of receiving confirmation of potential funding availability from the HLF, ADL then submitted a planning application and an application for listed building consent to MCC for the reconstruction, restoration and reconfiguration of the Ancoats Dispensary to provide a development for community use (116665/FO/2017). The description of development of the application is as follows:
- "Reconstruction, restoration, reconfiguration and elevational alterations to former dispensary building to height of 3-storeys above a basement with re-instatement of a central tower and incorporation of dormer windows to roof in connection with the formation of internal community use, exhibition space and community café at ground floor and managed office space on 1st and 2nd floors (sui generis use) with new access arrangements, formation of an external service / court yard, mini-bus and cycle parking, bin storage areas and boundary treatments."*
- 6.50 However, the progress of this application relied on the HLF funding in order to carry out the scheme, which it was unsuccessful in obtaining as they could not secure match funding of £800,000 from other backers. Ultimately, despite Ancoats Dispensary Trust comprising of a community organisation significantly backed by public support and grants, the use proposed for the building by ADT failed to reduce the conservation deficit far enough to enable the scheme to be viable.
- 6.51 The options appraisal undertaken has now established that the redevelopment of Ancoats Dispensary for affordable housing presents the only viable use for the building because of the range of grant funding

¹⁶ Ancoats Dispensary Trust, 2021: <https://ancoatsdispensary.org/formation-of-ancoats-dispensary-trust>

¹⁷ Kerr, 2016

¹⁸ Kerr, 2016

solutions that are available to schemes delivering affordable housing. Grants identified through MCC and the Greater Manchester Combined Authority via their Brownfield Housing Fund are critical to bridging the building's conservation deficit.

- 6.52 However, given the scale of the conservation deficit, these grants alone would be insufficient to enable the long-term conservation of the heritage asset. The interventions, which are proposed to the Grade II Listed Building and considered to lead to substantial harm, are necessary to close the conservation deficit as far as possible and deliver a viable scheme.

The harm or loss is outweighed by the benefit of bringing the site back into use / Substantial Public Benefits

- 6.53 The design development for the Proposed Development has been to take a heritage-led approach. As such, the design of the Proposed Development has been centred around keeping and restoring the façades to Old Mill Street and Lampwick Lane, which are of higher heritage significance. The central tower, which was previously removed from the site due to structural and safety concerns, is proposed to be rebuilt.
- 6.54 In order to make the scheme viable, a small increase of 1.5 storeys in height is proposed through the introduction of a rooftop extension, which will be set back from Old Mill Street to allow the reinstated central tower to be the main focus of the building's primary frontage. Given the constraints presented by the Site, the Proposed Development will require the demolition of the external walls to the south and west, which are of lesser heritage importance; this enables a crane to access the inside of the building that is required to remove the existing rubble in the basement.
- 6.55 The Proposed Development presents the only viable use of the building and the proposed interventions, including the partial demolition, which are considered necessary to secure the long-term viable reuse of the building and in so doing driving significant public benefits. However, the physical impact of the Proposed Development on the Grade II Listed Ancoats Dispensary building will result in fundamental change to the significance, completeness, fabric authenticity, intended design, and understanding and appreciation of the Grade II listed building.
- 6.56 It is concluded that, whilst the Proposed Development will have a mix of adverse and beneficial impacts as a result of the proposed redevelopment and restoration of the building, the changes required to secure its long-term viable use would result in substantial harm to the designated heritage asset. On this basis, the public benefits case must be provided to demonstrate that substantial harm is outweighed.
- 6.57 In order to provide the necessary detail and full range of all public benefits that are brought about by the proposals, a dedicated section is provided in Section 7 of this Statement. The changes to the Grade II listed building are deemed to be necessary in order to create a viable development, as set out in the Viability Assessment prepared by Lambert Smith Hampton and Section 4 of the Design and Access Statement prepared by Buttress. It is considered that heritage benefits have been maximised to mitigate the extent of harm as much as possible and this is set out in detail within the Heritage Statement prepared by KM Heritage and submitted in support of this application.

Archaeology

- 6.58 An Archaeological Desktop Appraisal has been undertaken by Salford Archaeology and is submitted in support of this planning application. This is intended to establish, as far as possible, the nature and significance of the sub-surface archaeological resource in order to enable informed recommendations to be made for the designs of the proposed scheme and the future treatment of any surviving remains.
- 6.59 The Assessment identifies that archaeological remains associated with the brickfields previously occupying the area, may survive in-situ within the footprint of the development area, which may include

remains of clamp kilns associated with brick manufacture. Archaeological research pertaining to the manufacture of bricks during the industrial period has been identified as a legitimate avenue of research within the northwest region's archaeological framework. Therefore, remains indicative of 19th -century brick manufacture would be of local (low) significance.

- 6.60 The Proposed Development has the potential to remove the archaeological remains associated with brick manufacture during the ground-breaking phase of development, however the potential for archaeological remains to survive is limited to areas of the Site without basements.
- 6.61 The scope and extent of any further investigation will be determined by the Greater Manchester Archaeological Advisory Service (GMAAS), in their capacity as archaeological advisor to MCC. It is anticipated, however, that an archaeological watching brief may be required during the ground-breaking works phase of development to record any archaeological remains surviving within the development area. Any such watching brief will only be required outside the footprint of any existing basements.
- 6.62 The Dispensary may require further archaeological building recording via an archaeological survey, potentially prior to, and during the proposed redevelopment works, the scope of which will also be determined by GMAAS.
- 6.63 Further details are provided within the Archaeological Desktop Appraisal prepared by Salford Archaeology and submitted as part of this application.

Summary

- 6.64 Overall, the heritage assessment concludes that the Proposed Development will cause substantial harm to the architectural and historic interest of the Ancoats (Grade II Listed) but will also preserve the character and appearance of certain significant elements of the building where possible to do so. As such, the tests within Paragraph 194 and 195 of the NPPF have been met, details of which are set out in Paragraphs 6.27 to 6.56 of this Statement, Section 7 (Public Benefits Case), and the Heritage Statement prepared by KM heritage and submitted with this Application. This is summarised below.
- 6.65 The Options Appraisal undertaken and set out in Section 4 of this Statement identifies that affordable housing represents the only viable use because of the range of grant funding solutions that are available to schemes delivering affordable housing. The study also demonstrated that affordable housing presents the most sustainable long term use of the building, consistent with the retention of its heritage values and highly significant elements of the building as far as possible, and the conservation-led approach to the project that has been adopted.
- 6.66 The Site has a long history of ownerships who have all failed to secure the viable redevelopment of Ancoats Dispensary due to the Site's condition and the associated conservation deficit. Access to funding has also played a key role in the deterioration of the building over the years. The Site's history has ultimately demonstrated that the conservation of Ancoats Dispensary through grant-funding or some form of not for profit, charitable or public ownership has been demonstrated as not possible. Appropriate marketing from the Site's history has also demonstrated that Ancoats Dispensary in its existing form would have no viable use in the short or medium term without substantial harm.
- 6.67 Refurbishment and redevelopment, in order to provide a permanent restraint to the remaining structure, is required in order to enable any future reasonable use of Ancoats Dispensary. Yet, the scheme is not viable without the provision of grant funding to support its conservation due to the scale of the conservation deficit.

- 6.68 The Proposed Development presents the only viable use of the building and the proposed interventions, including the partial demolition, which are considered necessary to secure the long-term viable reuse of the building and in so doing driving significant public benefits.
- 6.69 It is recognised that the physical impact of the Proposed Development on the Grade II Listed Ancoats Dispensary building will result in fundamental change to the significance, completeness, fabric authenticity, intended design, and understanding and appreciation of the Grade II listed building. Whilst the Proposed Development will result in substantial harm to the designated heritage asset, the public benefits demonstrate that substantial harm is outweighed.
- 6.70 The interventions, which are proposed to the Grade II Listed Building and considered to lead to substantial harm, are necessary to close the conservation deficit as far as possible and deliver a viable scheme.
- 6.71 On a local level, the Proposed Development is in accordance with MCC Core Strategy Policy EN3 (Preserving and enhancing the historic environment) and Saved UDP Citywide Development Control Policy DC 18.1 (Conservation Areas) and Policy DC19.1 (Listed Buildings), which is provided in detail within Appendix A of this document. The Proposed Development will preserve and provide enhancements to the Grade II listed Ancoats Dispensary by safeguarding the future of the building and ensuring its architectural and heritage significance can be appreciated through the delivery of 39 affordable homes.
- 6.72 Given the above and referenced elements of this application, the Proposed Development is considered to satisfy the statutory duty set out in Section 66 of the Planning (Listed Building and Conservation Areas) Act 1990 as it is in accordance with national and local planning policy.

Affordable housing and mix

Policy and Guidance

- 6.73 Core Strategy Policy H1 (Overall Housing Provision) states that approximately 60,000 new dwellings will be provided for in Manchester between March 2009 and March 2027. New housing will be predominantly in the North, East, City Centre and Central Manchester. Within the Inner Areas in North, East and Central Manchester densities around 40 units per hectare will be supported. The type, size and tenure of the housing mix will be assessed on a Site by Site basis and be influenced by local housing need and economic viability. 90% of residential development will be on previously development land.
- 6.74 Core Strategy Policy H2 (Strategic Housing Location) states that the identified area to the east and north of Manchester City Centre will accommodate a significant amount of new residential development with an emphasis on providing medium density (40-50 dwellings per hectare) family housing including affordable housing. Locations close to the City Centre will expect higher densities as appropriate.
- 6.75 Core Strategy H4 (East Manchester) states that c. 30% of new residential development will be provided within East Manchester and high-density housing will be permitted within the parts of East Manchester that fall within the Regional Centre which are adjacent to the City Centre. These neighbourhoods include Ancoats and New Islington.
- 6.76 Core Strategy Policy H8 (Affordable Housing) states that new development will contribute to the City-wide target for 20% of new housing provision to be affordable. It is envisaged that 5% of new housing provision will be social or affordable rented and 15% will be intermediate housing, delivering affordable home ownership options. The proportion of affordable housing units should reflect the type and size of the development as a whole and should be subject to a financial viability assessment. Affordable housing units will be inclusively designed to reflect the character of development on the site. A variation

in the proportions of socially rented and intermediate housing, as applied for by this Proposed Development, may be permitted where either a financial viability assessment is conducted and demonstrates that it is viable to deliver intermediate or social rented housing as appropriate.

- 6.77 The Ancoats and New Islington NDF sets out a clear vision for the future uses of the area for affordable housing. The NDF states that development should respect past historic form and character and be a welcoming residential area with a range and mix of accommodation benefitting a neighbourhood of choice, complemented by active and dynamic street spaces. In particular, the 2020 NDF outlines Ancoats Dispensary as suitable to deliver affordable housing.
- 6.78 The Eastlands Regeneration Framework states that the Site will continue to function as a primarily residential neighbourhood while continuing to provide a greater range of housing types and tenures suitable to the new and existing residents of East Manchester. Development will be promoted on vacant Sites that have resulted from housing and other demolitions and that will reinforce the Rochdale Canal. Affordable housing will be promoted in areas within East Manchester including Miles Platting.
- 6.79 The Manchester Residential Quality Guidance (2017) places emphasis on the need to deliver a range of housing types and tenures that anticipate and fulfil the needs of different demographic groups. Residential development that targets a specific demographic group should be driven by a clear demonstrable need.
- 6.80 As specified in the Validation Checklist, the Council at present would only look to 33% of any residential development being one bedroom homes, with the rest being two bedrooms or one-bed larger homes, in order to achieve a more sustainable and stable population within the City Centre. It is therefore a requirement to justify the apartment mix as a greater percentage of one bed homes is being applied for, as set out below.

Compliance of the Proposed Development

- 6.81 The principle of the delivery of affordable housing on this Site is supported by the Development Plan, policy and other material considerations. The Proposed Development would deliver 100% affordable housing on the Site (39 homes in total) and will contribute to the overall affordable housing provision for Ancoats and New Islington, East Manchester, the Regional Centre and the edge of the City Centre.
- 6.82 All units proposed at Ancoats Dispensary are for Affordable Rent capped at 80% of Market Rent, meaning they will be rental properties in perpetuity. Whilst it is recognised that the Council seeks to promote an increase in the range of affordable housing products for home ownership, the tenure proposed at Ancoats Dispensary is appropriate within this local context. As described further below, the provision of affordable rent units will help to create a balanced housing supply, with a form of affordable housing that will complement other housing developments in the area, and will enable the delivery of a viable scheme. Thus, the proposed tenure is a critical proposition that will ensure the long-term conservation of the Grade II Listed Building and support the overarching heritage benefits.
- 6.83 It is important to recognise that the proposals for Ancoats Dispensary are being brought forward by Great Places alongside their other proposals for affordable housing at Downley Drive and the next phase of development being delivered at Ancoats and New Islington. The delivery at Downley Drive of mostly social rented (45 units) and shared ownership housing units (12 units), with less affordable rented housing units (11 units), provides a complementary mix to the type of affordable housing proposed in the area in addition to that proposed at Ancoats Dispensary.
- 6.84 Critically, there is a clear need for the delivery of affordable housing of any kind. The provision of affordable rent units, capped at 80% market rent, enable the delivery of a viable scheme, and thus

ensures the long-term conservation of the Grade II Listed Building. Although the provision at Downley Drive is complementary, the application at Ancoats Dispensary can be supported on its own merits.

6.85 In relation to the form of the residential development being brought forward, which is a core component of the Policy H8, the scheme proposes 39 apartments with the following mix:

- 25 no. 1 bed: 64%
- 14 no. 2 bed: 36%

6.86 A minimum of 39 units is required for the scheme to become viable as demonstrated by the Viability Assessment submitted with the application. This requirement has also been balanced with the need for compliance with the space standards set out the Manchester Residential Quality Guidance and Nationally Described Space Standards, which is confirmed within the Design and Access Statement.

6.87 The proposals include a higher provision of one-bedroom apartments than the Council specifies as their preference. It is considered that the specific circumstances of this case including site constraints and a finely balanced viability, provide an exceptional case for the proposed apartment mix. A one-bedroom Supporting Memo (justification note) has been prepared by Great Places and is submitted in support of this planning application.

6.88 The mix of the proposed units has been influenced by the viability of the scheme as well as the shape and footprint of the building, with the four-metre rear extension being more appropriate to provide larger one beds rather than two beds. Due to the current derelict state of the Ancoats Dispensary building, there is a significant cost attached to preserving as much of the original Grade II Listed building as possible, focusing on the retention of the Old Mill Street and Lampwick Lane facades, which are the most viable to retain and are of greater heritage significance.

6.89 The Supporting Memo states that the proposed mix has been reviewed and supported by Housing Strategy at Manchester City Council. In addition, it states that the Choice Based Lettings data provided by Manchester City Council evidences the high level of demand for affordable one beds within the city centre, with currently 6,271 applicants on the Housing Register waiting for a one bed property and the average wait time for a one-bed being 12-24 months. It is therefore considered that the Proposed Development will contribute towards meeting the high demand for working households to access affordable rental properties in this location.

6.90 The provision of a higher number of one bedroom homes is therefore considered to be justified and the requirements of Policy H8 in relation to the higher provision for affordable rent, rather than intermediate, have been addressed. For further details, please refer to the One Bed Supporting Memo (justification note), prepared by Great Places and submitted as part of this Application.

Design

Policy and Guidance

6.91 Core Strategy Policy EN1 (Design Principles and Strategic Character Areas) states that all development in Manchester will be expected to follow the seven principles of urban design (character, continuity and enclosure, public realm, ease of movement, legibility, adaptability and diversity) and have regard to the strategic character area in which the development is located.

6.92 Core Strategy Policy CC9 (Design and Heritage) requires the design of new buildings in the City Centre to be of the highest standard whilst preserving or, where possible, enhancing the historic environment, the character, setting and accessibility of areas and buildings of acknowledged importance.

- 6.93 Core Strategy Policy DM1 (Development Management) states that development should have regard to appropriate siting, layout, scale, form, massing, materials and detail; and to impact on the surrounding area in terms of the design, scale and appearance.
- 6.94 Core Strategy Policy CC10 (A Place for Everyone) states that development will be supported where they promote high standards of accessibility to buildings and across spaces in the City Centre. Core Strategy Policy DM1 states that buildings and neighbourhoods should be fully accessible to people with disabilities.
- 6.95 Guide to Development in Manchester Supplementary Planning Document (2007) and Technical Guidance (2015) also provides design guidance for developers. The Manchester Residential Quality Guide (2017) sets design criteria that has been followed through the design development of the scheme.
- 6.96 In addition to the Development Plan policies, the NPPF advises that good design is a key aspect of sustainable development. At Paragraph 127 it is advised that planning policies and decisions should ensure that developments:
- Will function well and add to the overall quality of the area, over the lifetime of the development;
 - Are visually attractive;
 - Are sympathetic to local character and history, while not preventing or discouraging appropriate innovation or change;
 - Establish or maintain a strong sense of place, using the arrangement of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit;
 - Optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development and support local facilities and transport networks; and,
 - Create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users' and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience.
- 6.97 NPPF chapter 12: Achieving well-designed places sets out the importance of high-quality buildings, *"The creation of high quality buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities"*.
- 6.98 As a further material planning consideration, the Ancoats and New Islington NDF outlines that development should take advantage of the area's heritage. Development in the NDF area should respect past historic form and character and create a welcoming residential area with a range and mix of accommodation benefitting a neighbourhood of choice, complemented by active and dynamic street spaces.
- 6.99 The NDF adds that in New Islington and the Ashton Canal Corridor, architectural diversity should be encouraged to create a neighbourhood that is varied in character and reflects its organic, historic development. It states that visual scale and massing of large buildings should be moderated through techniques such as variation in massing, materiality, colour and texture that can break up the appearance of larger facades. Facades should contribute to street life through their design.

- 6.100 The NDF defines several Character Areas within the Framework area and provides guiding principles which will form a material consideration in the determination of future planning applications. The Site is located within Character Area 6 – Ashton Canal Corridor.
- 6.101 This Character Area is identified as appropriate for higher density development, but the height and massing of new development should be justified based on detailed urban design appraisals of individual sites and their adjoining context. As part of this area’s place-making strategy, the NDF identifies an opportunity to consider stepping up the scale of development away from the Ashton Canal.
- 6.102 The NDF goes on to state that the desire to maximise density should also be carefully balanced with place-making requirements and the need to protect residential amenity regarding the following points:
- New development should carefully consider and respond to the setting of listed buildings.
 - The layout and scale should consider the relationship with lower scale cottages and mews houses.
 - The way in which residential amenity issues – privacy, sunlight and daylight etc. have been considered will need to be fully justified in future planning applications.
- 6.103 Design for Access 2 is also relevant. The document provides guidance on measures that should be incorporated into schemes to increase their accessibility.

Scale and Density

- 6.104 In order to deliver a scheme that would be viable, when taking into account the grant funding options available, the number of units required to be delivered is 39. The requirement to deliver this number of units, alongside the recognition for the need to protect the significance of the Grade II Listed Building as far as possible, has guided the scale of the roof and rear extension.
- 6.105 A 1.5 storey roof extension is proposed that will result in an increase in the height of Ancoats Dispensary, which has carefully balanced the need to sensitively respond to the existing building with the need to deliver a viable scheme and conserve the heritage significance of the building as far as possible. For example, the rooftop extension step-backs and allows it be subservient to the retaining Old Mill Street facade and the reinstated central tower.
- 6.106 The central tower was formerly a key focal point within the Ancoats and New Islington Neighbourhood, but was removed due to structural concerns. The proposed rebuilding of the tower will re-establish the heritage building through the rebuilding of the central tower, reinstating the former key landmark. The addition of the reinstated tower will provide heritage benefits for the scheme, as well as a valuable contribution to both the streetscape and wider townscape.
- 6.107 Furthermore, the rebuilding of the central tower will also be a sympathetic response to local character and history whilst helping to enhance a sense of place and improve legibility through the reintroduction of the central tower and refurbishment of a landmark heritage building.
- 6.108 The Proposed Development is further considered to suitably respond to the surrounding area with regard to layout, scale, form and massing; particularly given its relationship with the adjacent Lampwick and Weavers Quay developments rising to 10 storeys in height respectively. In comparison, once complete Ancoats Dispensary will rise to 5 storeys.
- 6.109 The contrasting materiality and stepped-back approach to the rooftop extension, which is discussed further below, moderates any potential impact from the increase in height and scale through ensuring

that it remains a separate design element. A delicate balance has been struck to deliver a scheme which provides positive placemaking and protects the significance of the Grade II Listed building, with the need to increase the scale to deliver a viable scheme.

- 6.110 Overall, the massing and scale of the Proposed Development is considered to suitably and sensitively respond to the immediate built environment whilst enhancing the historic character of the area and adhering to key placemaking principles.

Architectural Design Quality

- 6.111 In accordance with Policy CC9, the Proposed Development seeks to preserve and enhance the Grade II Listed Ancoats Dispensary as far as possible, with a focus on the protection of the facades of higher significance, to ensure the viable long-term conservation of the heritage asset. The Proposed Development will ensure that the architectural and heritage significance of the Ancoats Dispensary can be appreciated through the removal of the scaffolding structure currently holding it in place and through the repair of the Old Mill Street and Lampwick Lane facades and the reinstatement of the central tower. The Proposed Development will improve the appearance of the key facades ensuring that the Dispensary remains a landmark building within Ancoats and New Islington
- 6.112 In order to achieve this objective, a detailed analysis has been undertaken to establish that the proposed use for affordable housing represents the building's optimum viable use. This analysis of optimum viable use takes into account the need to protect the building's heritage values as far as possible by ensuring that any impacts associated with re-purposing of the building are clearly justified as being proportionate in relation to securing the long term future re-use of the building. In this case, the Proposed Development has identified a viable basis for delivering extensive repair, partial demolition and restoration works as part of the conservation led approach to the building alongside the need to extend the building footprint and height.
- 6.113 The building is currently in a state of disrepair and a significant scaffolding structure is providing permanent support to the building. Whilst the project team recognise that delivering a scheme that is viable is necessary to ensure the long-term conservation of the heritage asset, the importance of protecting the significance of the heritage asset as far as possible is recognised.
- 6.114 The Proposed Development has been prepared by Buttress who have extensive experience in designing high quality residential developments. The Proposed Development has been designed by a highly experienced design team through a process of close consultation with the Local Planning Authority and key stakeholders including statutory and non-statutory consultees, Ward Councillors and the general public.
- 6.115 The proposed design is a considered response that provides a high-quality development through the restoration and redevelopment of a vacant, at risk Grade II Listed building. The Ancoats Dispensary building is currently in poor condition and has fallen into a state of disrepair and as such it fails to make a positive contribution to the local streetscape or wider built environment, whilst also preventing the buildings architectural and heritage interest from being appreciated.
- 6.116 The retention and restoration of the Old Mill Street and Lampwick Lane facades and the reintroduction of the central tower will enhance the architectural and historic quality of these elevations. Furthermore, a complementary palette of high-quality materials will be used as part of the redevelopment, namely around the rooftop extension and rear extension. The proposed high-quality materials have been carefully incorporated to be sympathetic to the retained historic fabric whilst being visually attractive.

- 6.117 The design of the Proposed Development shows a recognition for the eclectic character of the area and the architectural diversity, principles which are supported in this character area of the NDF. In summary, the Project Team and Applicant have pushed the project budget for the design of the refurbishment, redevelopment and extension of the Dispensary to the limit to ensure that the proposals coming forward represent the highest quality design possible and ensure the delivery of a viable development, which will conserve the Grade II Listed Building in the long term and prevent it from further decline.

Inclusive Design and Accessibility

- 6.118 The proposals have been designed to apply inclusive design principles to the internal spaces, creating a safe and secure environment which respond to the needs of all users. The design has been developed in full consideration of national legislation.
- 6.119 The proposed residential units are designed to achieve Part M4(1) Visitable Dwellings. As such they are not designed to house disabled people, but instead allow disabled visitors. As outlined in The Building Regulations Approved Document M Volume 1 2015, the requirements for accessibility should be balanced against preserving historic buildings or environments.
- 6.120 Optional requirements M4(2) Accessible and adaptable dwellings & M4(3) Wheelchair User Dwelling both require the principal entrance to have a covered external landing. This would require intervention on the Listed façade and retention of the existing façade has ultimately imposed challenges on the internal space planning.
- 6.121 M4(2) & M4(3) dwellings also impose larger space requirements. For example, a 300mm leading edge to entrance doors and increased circulation zones could not be incorporated without reducing the number of dwellings and thus adversely impacting viability. Furthermore, a Part M4(3) dwelling would ideally be provided with a dedicated parking space within close proximity to the entrance. Due to site restrictions, there is space to provide only one off-site disabled bay. The proposed accessible space to Lampwick Lane is therefore proposed to be for visitors only as the apartments are designed to Part M4(1) Visitable Dwellings.
- 6.122 Overall, the design also reflects the importance that the Applicant places on complying with the requirements of the Equality Act 2010 and emerging Equality Act 2010 (Amendment) Bill 2015-16. The considerations seek to ensure that people are not discriminated against regardless of disability, age or gender. These extend from accessing the new buildings through to moving around the internal parts of the buildings and accessing information, including signage and contact details. The design inclusivity of the Proposed Development is addressed in further detail within the Design and Access Statement prepared by Buttress.
- 6.123 In summary, an extensive design development process has taken place, which has also been informed by the consultation undertaken with various stakeholders, including MCC, ADT and Historic England. The Proposed Development will deliver high quality affordable accommodation that suitably responds to the surrounding area as well as the historic context of the Site. The Proposed Development will restore an important listed building, deliver much needed affordable housing, and adhere to the principles and ambitions set out in the Ancoats and New Islington NDF.
- 6.124 As set out earlier in this Statement, the Proposed Development has been designed with careful consideration of the impact on the Listed Building and with a focus on the retention of the elements of the building of higher significance. The aim of the design process has been being to protect the significance of the Grade II listed building as far as is reasonably possible and deliver a scheme and ensures the long-term conservation of the heritage asset by delivering an optimum viable use.

Sustainability

Policy and Guidance

- 6.125 Policies EN4 (Reducing CO2 Emissions by Enabling Low and Zero Carbon Development) and EN6 (Target Framework for CO2 reductions from low or zero carbon energy supplies) of the Core Strategy are the policies considered key to reduction of CO2 from the built environment during construction and operation. An assessment against this policy is detailed in Appendix A, and is summarised under specific topic areas in combination with other material considerations below.
- 6.126 At a national level, Chapter 14 of the NPPF is titled 'Meeting the challenge of climate change, flooding and coastal change' and sets out the need for new development to consider climate change. It has a focus on improving energy efficiencies and promoting renewable and low carbon energy. It also sets out in paragraph 131 that, *"In determining applications, great weight should be given to outstanding or innovative designs which promote high levels of sustainability"*.
- 6.127 This Application is supported by an Environmental Standards Statement and an Energy Statement prepared by Ridge. These supporting documents provide details of the Proposed Development sustainability measures that have been considered and those that have been incorporated into the Proposed Development.

Energy

- 6.128 The Energy Strategy for the Proposed Development has followed a sequential approach. The energy hierarchy has been adopted, assessing in turn the feasibility of reducing the energy demand of the building, using energy more cleanly, and then applying renewable technologies.
- 6.129 A number of passive design measures are to be implemented including optimising the thermal performance of the building envelope beyond the minimum U value and air infiltration standards set out in Part L1A of the Building Regulations. Key proposed energy efficient building services systems include LED lighting installations, heat recovery, photocell/ occupancy sensing controls and low energy mechanical ventilation systems.
- 6.130 A Statement on the Integration of Mechanical & Electrical Services is submitted in support of this planning application. The Statement outlines that from the onset the design intent of the mechanical & electrical services is to minimise intervention into existing building fabric. The key aspect of this intent has been to utilise passive or low energy ventilation measures to reduce the extent of mechanical systems.
- 6.131 The feasibility of connection to a decentralised energy and heating network has been explored. It has been determined that there is a lack of a developed decentralised network in the vicinity of the Site, however there is scope for the Proposed Development to connect to a new decentralised energy network should one develop in the vicinity in the future.
- 6.132 A feasibility assessment has been undertaken into the applicability of renewable technologies. PV panels have been identified as an appropriate form of low to zero carbon technology and are included as part of the Proposed Development. For further details on the inclusion of PV panels please refer to the Energy Strategy prepared by Ridge and submitted as part of this application.
- 6.133 Preliminary energy performance calculations have been undertaken utilising government approved SAP software to verify the Building Regulations Part L1A compliance of the proposed strategy and indicate the impact of the incorporation of the proposed PV panels.

- 6.134 In summary, for the existing building elements, the thermal fabric of the building has been upgraded to meet the standards set out in Part L2B and building services are proposed which are the energy efficient systems proposed for the new building elements. These new build elements meet the planning policy requirements of Manchester City Council Policy EN6 by having an approximate 18% pass on SAP 2010, exceeding the 15% betterment on Part L 2010 required by the policy.

Sustainable Travel

- 6.135 A Transport Statement and Travel Plan have also been prepared in support of this Application. The Statements provide a review of the existing situation with regards to transport to and from the Site by various modes, including by car, public transport, walking and cycling and the measures that will be implemented on site regarding the promotion of sustainable transport options for residents.
- 6.136 The Site is located on the edge of Manchester City Centre and has high levels of accessibility and connectivity to public transport. The Proposed Development seeks to encourage the use of sustainable transport modes through the inclusion of 100% cycle parking provision and no on-site car parking – except for one disabled parking bay for visitors only.
- 6.137 As such, it is considered that the Proposed Development will not result in any significant increase in vehicle use and therefore is unlikely to result in a significant increase in transport related carbon emissions. Policies T1 and T2 are addressed separately in this Section under the ‘Transport’ heading.

Materials and Waste

- 6.138 Other sustainability measures have also been included in the design of the Proposed Development, including a strategy, which addresses key issues such as material and waste efficiency.
- 6.139 During construction the contractor will seek to manage and reduce carbon emissions wherever possible. Given that the Proposed Development centres around the re-use of an existing building, it is making exemplary use of existing resources and material, thus reducing the need for new materials during construction. Where new materials are required, consideration will be given to minimising the embodied carbon of these materials.
- 6.140 The Proposed Development will also seek to minimise waste as much as possible in line with best practice efficiency benchmarks and will ensure that at least 80% of waste volume is diverted from landfill. This will be delivered through the creation of a project specific Resource Management Plan (or Site Waste Management Plan) that covers on-site construction waste, off-site manufacturing waste and accurately records waste arisings and waste management practices. The scheme will also encourage residents to recycle through the provision of space for the storage of recyclable waste.

Compliance of the Proposed Development

- 6.141 Overall, in line with Core Strategy Policy EN4 and EN6, it is considered that the Proposed Development is policy compliant. This is achieved by through utilisation of low and heat recovery technologies, improving the building fabric, using natural ventilation where possible and including an array of PV cells on the roof.
- 6.142 The inclusion of the PV cells helps to improve the building’s Part L improvements above the requirements of Planning Policy and the reuse of the existing building, where possible, helps to mitigate the level of embodied carbon within the Proposed Development.

Neighbourhood Amenity

Policy and Guidance

- 6.143 This is further echoed in Core Strategy Policy DM1 (Development Management), which sets out that all development should have regard to the specific issues including: effects on amenity such as noise, privacy, light, air quality, road safety and traffic generation; accessibility; community safety and crime prevention; vehicular access; and, green infrastructure.
- 6.144 Core Strategy Policy EN16 states that *“the Council will seek to improve the air quality within Manchester, and particularly within Air Quality Management Areas, located along Manchester’s principal traffic routes and at Manchester Airport, Developers will be expected to take measures to minimise and mitigate the local impact of emissions from traffic generated by the development, as well as emissions created by the use of the development itself.”*
- 6.145 Paragraph 12.81 continues that other policies within the Core Strategy will guide the location of development in order to reduce the need for private transport and encourage the use of decentralised and renewable energy and green infrastructure to reduce both emissions and their impact still further.
- 6.146 Saved Unitary Development Policy DC26 also sets out that the Council will consider the impact of noise on people living in or working in the city.
- 6.147 On a national level, Chapter 15 of the NPPF states at paragraph 170 that planning policies and decisions should prevent new and existing development from contributing to, being put at unacceptable risk from, or being adversely affected by, unacceptable levels of soil, air, water or noise pollution or land instability.
- 6.148 NPPF paragraph 180 sets out that planning decision should, *“ensure that new development is appropriate for its location taking into account the likely effects (including cumulative effects) of pollution on health, living conditions and the natural environment, as well as the potential sensitivity of the site or the wider area to impacts that could arise from the development”*.
- 6.149 Paragraph 181 sets out that planning policies and decisions should sustain and contribute toward compliance with relevant limit values or national objectives for pollutants, taking into account the presence of Air Quality Management Areas or Clean Air Zones
- 6.150 These factors relating to amenity, as set out in Local and National policy are dealt with in turn below under each relevant topic area.

Air Quality

- 6.151 As noted in Section 3, the Site is located within an Air Quality Management Area which is designated for the potential exceedances of the annual mean nitrogen dioxide (NO₂) air quality objective.
- 6.152 Hilson Moran have undertaken an Air Quality Assessment Report that addresses the potential air quality impacts during both the construction and operational stages of the Proposed Development, which is submitted in support of the planning application.
- 6.153 A qualitative assessment of construction phase impacts has identified that there is a medium risk of dust soiling and a low to negligible risk of fugitive PM₁₀ emissions during the construction phase. Through good site practice, the implementation of suitable mitigation measures, the impact of dust and PM₁₀ releases will be minimised. The residual effect of the construction phase on air quality is therefore not significant.

- 6.154 No car parking is proposed on-site as part of the Proposed Development and only one on-street accessible car parking space for disabled visitors is proposed. A detailed assessment of operational road traffic has been undertaken to consider the potential impact on NO₂, PM₁₀ and PM_{2.5} concentrations at existing and proposed receptor locations. The findings of the assessment indicate compliance with the annual AQS objectives for NO₂, PM₁₀ and PM_{2.5} at all modelled receptors. Furthermore, no exceedances were predicted at any of the modelled receptors with regards to the 1-hour NO₂ and 24-hour PM₁₀ AQS objectives.
- 6.155 Based on the findings of the assessment site specific mitigation to protect existing receptors and future users of the Proposed Development from poor air quality are not required. Several potential mitigation measures to reduce potential impacts from the construction phase have been recommended in the assessment and are outlined within the Construction Management Plan submitted in support of the application. Several measures are also proposed within the Travel Plan to further encourage the use of sustainable modes of transport.
- 6.156 Overall, with the recommended mitigation measure in place during the construction of the Proposed Development, the proposals are fully compliant with legislation and policy.

Noise and Vibration

- 6.157 A Noise Impact Assessment has been prepared by dBx Acoustics and is submitted in support of this planning application.
- 6.158 Due to the COVID-19 lockdown/local restriction tiers and its effect on road traffic, it has not been possible to carry out a noise survey on-site. This assessment therefore uses publicly available noise impact assessment data from nearby developments to determine the noise climate affecting the Site. This approach has been agreed with MCC Environmental Health in advance of the submission of the application and confirmation of this is appended to the Noise Impact Assessment.
- 6.159 Using these baseline noise levels derived from previous data, calculations have been undertaken to determine the requirements for glazing and the ventilators to achieve internal noise level limits in compliance with BS8233:2014 and MCC criteria.
- 6.160 It has been determined that natural ventilation by means of openable windows will not be appropriate for this Site. Ventilation via trickle vents are therefore proposed instead. The Assessment identified the minimum sound insulation requirements for glazing and ventilators and the Proposed Development has been designed in response to this.
- 6.161 Plant noise limits have been set such that plant noise at the nearest noise sensitive properties would not be expected to affect residential amenity. Plant noise limits have been set at a rating level of 5 dB below the background noise levels during the period of operation.
- 6.162 On this basis, it is considered that there would be no significant adverse impact from acoustics as a result of the Proposed Development and the proposed apartments meet the requirements for noise ingress. The Proposed Development is therefore considered to be in accordance with relevant policy in this respect.

Daylight and Sunlight

- 6.163 A Daylight and Sunlight Assessment has been undertaken by Gray Scanlan Hill and is submitted in support of the planning application.

- 6.164 The Assessment evaluates the daylight and sunlight amenity impact of the Proposed Development on those key parts of the surrounding built environment comprising the neighbouring residential buildings of Weavers Quay and Lampwick.
- 6.165 It has been carried out using the provisions set out in the Building Research Establishment (“BRE”) design guidance Site Layout Planning for Daylight & Sunlight: A Guide to Good Practice, which is recognised as the industry standard and technically robust methodology for appraising daylight and sunlight amenity impact in the built environment.
- 6.166 To facilitate the flexible application of the BRE Guidance, it promotes the setting of alternative target values for use in such areas where high density exists, such as City Centres, or where increased density is being sought/encouraged, such as Ancoats and New Islington.
- 6.167 Overall, the Proposed Development will have an impact on daylight amenity that is considered to be appropriate and balanced to the Site’s context.
- 6.168 Despite some measured reductions in VSC levels, all (100%) windows appraised in both Weavers Quay and the Lampwick Development would continue to achieve the BRE’s 27% VSC target or experience a reduction in VSC of less than the 20% reduction that is accepted by the BRE on the grounds that it would not be noticed by the room occupants.
- 6.169 All rooms within Weavers Quay would also pass the BRE’s NSL test, and any reductions in daylight distribution within the rooms would not be noticeable to the room occupants.
- 6.170 Within the Lampwick Development, 177 rooms (95 %) would pass the BRE’s NSL test. There are nine rooms (5%) within the Lampwick Development that would experience a reduction or movement in the baseline NSL that could be noticed by the room occupants.
- 6.171 This is considered to be a statistical minority and notwithstanding the reduction, the NSL for these nine rooms is still greater than some rooms within the Lampwick Development achieve in the baseline condition. On this basis, in our opinion, the impact that the Proposed Development has on the daylight amenity of the Lampwick Development is a balanced and appropriate, given the Site’s urban context and that Planning Policy requires impact to be judged on the basis of standards that are typical of City Centre developments in Manchester.
- 6.172 All rooms appraised within Weavers Quay would continue to achieve the BRE’s Winter and Annual sunlight targets in the Proposed Condition. On that basis, the Proposed Development will not have a material impact on sunlight amenity of Weavers Quay.
- 6.173 The Lampwick Development does not have any windows through which the Proposed Development will be seen that face within 90 degrees of due south. On this basis, the sunlight amenity of the rooms is not influenced by the Site nor will it be adversely impacted through the construction of the Proposed Development.
- 6.174 There are no neighbouring external amenity areas in the vicinity of the Site / Proposed Development that would justify a BRE “Time in Sun” assessment.

Safety and Security

- 6.175 The Proposed Development has been designed in consultation with GMP to ensure that the proposals being brought forward are safe and ensure that crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience in this area.

- 6.176 A Crime Impact Statement (CIS) has been prepared by GMP Design for Security in support of this Application. The CIS outlines a number of positive attributes of the development and outlines the particular secure by designed merits of the scheme:
- The Proposed Development makes a positive use of a semi-derelict structure that has previously been subject to minor acts of criminal damage and other abuse. Repopulation and regular use of the proposed facility will bring additional vitality and should help to improve informal policing of the area.
 - The main entrance to the building off Old Mill Street is clearly defined and in an obvious location readily apparent on approaching the Site.
 - The main residents' entrance to the building has potential to be load out with a double door entry system, creating a lobby / foyer area and inner access-controlled doors to allow further entry to the lifts and stair well. This helps to discourage tailgating into the blocks, which is the most common method of entry for intruders.
 - The layout of internal areas of the block is relatively free of projections or recesses that could impede sight lines.
 - Individual apartment entrance doors appear to be flush with the corridor walls.
 - Many of the flats will have routinely-occupied rooms overlooking the Site, which will help increase natural surveillance along adjacent streets and areas around the block.
 - The Proposed Development provides an opportunity to include security features built into the design and construction of the building and avoid the need for obtrusive retrofitted security measures that can increase the fear of crime. Security measures carefully incorporated into the design can ensure the building is reasonably secure, without visibly announcing that the design was concerned about crime.
- 6.177 It is not considered that there is an existing safety issue that is likely to be exacerbated by the Proposed Development.
- 6.178 The CIS also outlines several recommendations to be considered as part of the detailed design process and future occupation, these are outlined and discussed within the Design and Access Statement submitted in support of the applications. The design team is committed to exploring these suggestions further at a more detailed design stage.

TV and Radio Reception

- 6.179 A Television and Radio Reception Impact Assessment has been undertaken by GTech Surveys Ltd and is submitted in support of the planning application. It comprises a baseline (pre-construction) signal survey and reception impact assessment undertaken to determine the potential effects on the local reception of television and radio broadcast services resulting from the development of Ancoats Dispensary.
- 6.180 Due to the existing excellent coverage and the robust nature of reception conditions in any theoretical signal shadow zone, the Proposed Development is not expected to impact the reception of digital terrestrial television (DTT), also known as 'Freeview' services.
- 6.181 Due to lack of viewers and satellite dishes in any theoretical signal shadow zone, the Proposed Development will not cause any interference to local digital satellite television reception, such as Freesat and Sky.

- 6.182 The Proposed Development is also unlikely to adversely impact the reception of VHF(FM) radio broadcasts due to the existing good coverage in the survey area and the technology used to encode and decode radio signals.
- 6.183 Overall, the Proposed Development is unlikely to cause any interference to the reception of any television or radio broadcast platform. As no interference is expected, no mitigation measures are required to restore the reception of any broadcast service.

Broadband Connectivity

- 6.184 A Broadband Connectivity Assessment has been prepared by Watt Energy and is submitted in support of the planning application. The Assessment found that though discussions with Openreach, Virgin Media and third-party fibre providers, a full fibre solution shall be provided to the development.
- 6.185 External and internal fibre to the property cabling will be provided in line with the Government Guidelines for Data Ducting Infrastructure for New Homes. External Infrastructure comprises fibre cabling to be brought into the development via underground ducting and into the building terminating at the data cabinet within the plant room. Internally, fibre is provided via cable tray and GPON fibre direct to the utility area of each dwelling.
- 6.186 The Proposed Development has been designed to comply with Building Regulations Part R – Physical Infrastructure for high speed electronics communications networks. This will ensure compliance with Part R1 of the relevant Guidance and with the fibre installation already in place to each dwelling will be capable of delivering broadband speeds of greater than 30Mbps.

Residential Management

- 6.187 A Residential Management Strategy has been provided in support of the Application and, in addition, the proposals have been reviewed in detail by GMP. The details of management are contained within Residential Management Strategy prepared by Great Places and the project team's response to comments received from GMP are provided within the Design and Access Statement.
- 6.188 A Crime Impact Statement has also been prepared by GMP which includes recommendations on measures that could be implemented to enhance security within the Proposed Development and will be submitted as part of the application.
- 6.189 In terms of maintenance and management of the building, the apartment block is proposed to benefit from a part time caretaking service provided by Great Places Housing Association who will manage the communal areas of the development, both internally and externally, including bin management. Residents will also be provided with a single point of contact for the Neighbourhood Management Team through a Neighbourhood Services Manager who will be available to assist from pre lettings through to tenancy.
- 6.190 Great Places Housing Association also have an in-house repairs team who will oversee the repair and maintenance of the rented properties following the expiration of the contractor's 12 month defect liability period post-handover.

Transport

Policy and Guidance

- 6.191 Core Strategy Policy SP1 (Spatial Principles) states that, *“new development will maximise the potential of the City’s transport infra-structure, in particular promoting walking, cycling and the use of public transport.”*
- 6.192 Core Strategy T1 (Sustainable Transport) states that the Council will support proposals that improve choice by alternative means than cars; reduce the negative impacts of road traffic, for example, congestion, air pollution and road accident casualties; and take account of road users’ needs according to a broad hierarchy consisting of, in order of priority: pedestrians and disabled people; cyclists; public transport; commercial access; general off peak traffic; and lastly, general peak time traffic.
- 6.193 Core Strategy Policy T2 (Accessible Areas of Opportunities and Needs) states that the Council will actively manage the pattern of development to ensure that new development, *“is located to ensure good access to the City’s main economic drivers, including the Regional Centre, the Oxford Road Universities and Hospitals and the Airport and to ensure good national and international connections; and is easily accessible by walking, cycling and public transport; connecting residents to jobs, centres, health, leisure, open space and educational opportunities.”*
- 6.194 NPPF Chapter 9 (Promoting sustainable transport) (paragraphs 102 to 111) requires proposals to promote walking, cycling and public transport, and states that patterns of movement, streets, parking and other considerations should be integral to the design of schemes. Proposals should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe.
- 6.195 The PPG sets out the overarching principles behind Travel Plans, Transport Assessments and Statements which are methods of assessing and helping mitigate the negative transport impacts of development in order to promote sustainable development. LPAs must make a judgement as to whether a development proposal would generate significant amounts of movement on a case-by-case basis.
- 6.196 As outlined in Paragraph 5.47 the City Centre Transport Strategy sets out seven ambitions which focus on areas that will help to achieve the vision:
- Walking will be the main way of getting around the city centre.
 - The city centre will be cleaner, greener and less congested.
 - More people will choose to cycle to destinations within the city centre.
 - The city centre will benefit from better public transport connections.
 - Parking in the city centre will be smarter and integrated within other modes.
 - Goods will be moved and delivered sustainably and efficiently into and within the city centre.
 - Innovation will be embraced where it benefits the city centre and its users.

Compliance of the Proposed Development

- 6.197 This summary should be read in alongside the Transport Statement prepared by Ashley Helme, which fully considers the transport implications of the Proposed Development in line with the Development

Plan and material considerations, and the Interim Travel Plan, which provides details of measures to further encourage alternative modes of transport to the private car.

- 6.198 The Transport Statement identifies that the Proposed Development is in a highly accessible location in New Islington and so is well located to make use of the existing and proposed public transport links and pedestrian/ cycle routes.
- 6.199 The Site is within a walkable neighbourhood within Manchester city centre, with a wide range of amenities and employment opportunities within close proximity of the Site. There is a range of bus services calling within close proximity of the Site, and New Islington Metrolink stop is within a 300m walk of the Site. Additionally, Piccadilly and Victoria rail stations are accessible by walk/cycle from the Site, providing opportunity for residents of the Proposed Development to undertake journeys to a very wide range of destinations by rail.
- 6.200 The proposed access strategy is that resident journeys to/from the Site are undertaken by sustainable transport modes, and no off-street car parking is proposed as part of the development. A single on-street accessible parking space for disabled visitors is proposed along Lampwick Lane.
- 6.201 Great Places are to agree a local lettings policy with MCC, that would allow the properties to be offered and let to 'non car owners' on first let and this would be encouraged on subsequent lets. Great Places Housing Group own a large housing stock holding within the Ancoats and New Islington area that has parking provision, including the new proposals for Downley Drive, located within a 400m (5 minute) walk of the Site. Prospective tenants who rely on a car or van (e.g. For work) would be offered alternative accommodation within the area, that would be more suited to their circumstances and requirements.
- 6.202 Given this proposed access strategy, the Proposed Development is estimated to generate a negligible number of vehicle trips in the AM & PM peak hours. It is concluded that the Proposed Development will not have a material impact on the local highway network in the AM and PM peak hours.
- 6.203 A comprehensive appraisal of the transport impacts of the Proposed Development has been undertaken. It is concluded that the Proposed Development is in accordance with national and local transport policies, and that there are no transport/highways reasons for refusal of planning permission.
- 6.204 Additionally, the Proposed Development is in line with the ambitions of the City Centre Transport Strategy. As a result of its lack of on-site car parking, residents within the development will be encouraged to walk to get around the city centre and benefit from close proximity to the wide range of employment, retail, and leisure opportunities within the city centre. Furthermore, the approach to car parking will play a part in reducing congestion in this part of Ancoats and may encourage greater cycling due to the on-site cycle-store.
- 6.205 Consistent with recommendations from MCC, 39 secure cycle parking spaces are proposed at the Site representing a 1:1 cycle space to apartment ratio.
- 6.206 A Framework Travel Plan, prepared by Ashley Helme, has also been prepared for the Site and submitted as a standalone planning document. The key aim is to inform residents of the alternatives to driving their cars, to increase awareness of and promote greener, cleaner modes of travel such as EV, to reduce reliance on the private car and create sustainable communities consistent with the overarching aims of the NPPF.
- 6.207 Travel plan initiatives include:
- Appointment of a Travel Plan Coordinator;

- Provision of promotional literature and maps included within a Travel Pack to encourage walking and cycling and emphasise the health benefits and information in relation to the local public transport network, including bus stop and metrolink stop locations;
- Provision of information in relation to the Enterprise Car Club within 100m of the site at Lamwick Lane; and
- Promotion of sustainability benefits of working from home.

6.208 In summary, given that no car parking is proposed on-site at the Proposed Development and only a single accessible on-street parking space is proposed, the access strategy generates negligible trips within the AM and PM peak period. An appropriate letting strategy, whereby the units are promoted to non-car owners and other Great Places sites are identified for car owners, ensures that the Proposed Development will not impact negatively on the local highways network in terms of traffic or parking. To further encourage the use of sustainable transport modes a Travel Plan has been prepared.

6.209 In light of the above, it is considered that the Proposed Development is in full accordance with national and local planning policy and encourages sustainable development.

Waste Management and Servicing

Policy and Guidance

- 6.210 Core Strategy Policy EN19 states that the Council will require all developers to submit a waste management plan to demonstrate how both construction and demolition waste will be minimised and recycled on site wherever possible and how the sustainable waste management needs of the end user will be met.
- 6.211 The Council will also require waste management practices to have full regard to the environmental, social and economic impacts of such development and encourage long-term benefits in improving the environment, the regeneration of areas in need of investment and co-location with other employment uses where appropriate.

Compliance of the Proposed Development

- 6.212 A Waste Management Strategy, which includes the MCC Waste Proforma for Planning Applications has been prepared by Buttress and is submitted in support of the planning application. Alongside the relevant policy and guidance, the Strategy sets out the following:
- Forecast waste generation & recycling rates;
 - Proposed waste management strategy; and
 - Proposed waste storage facilities.
- 6.213 The Strategy outlines the requirement for four 1100 litre bins, including the following: two for general refuse / organic matter; one for paper and card recycling; and one for plastic, metal and glass. The bin store located to the west of the building has sufficient space for 10 1100 litre bins and is considered suitable.
- 6.214 The building management will transfer the bins along Old Mill Street to the collection point on Lampwick Lane and return the bins immediately after to ensure areas are kept clean. The route will be step free and will have a minimum travel distance of 76.8m, ensuring adequate space for a bin to pass.

- 6.215 It is proposed that Residential Waste will be collected by the local Authority waste collection company from Lampwick Lane.

Other Environmental Considerations

Ecology

Policy and Guidance

- 6.216 Chapter 15 of the NPPF Conserving and enhancing the natural environment (paragraphs 170 to 183), identifies numerous ways in which planning policies and decisions can contribute to and enhance the natural and local environment. It states that new development should minimise impacts on ecology, and should provide net gains for biodiversity, including by establishing coherent ecological networks that are more resilient to current and future pressures.
- 6.217 Core Strategy Policy EN15 (Biodiversity and Geological Conservation) outlines that the Council will seek to maintain and enhance sites of ecological value throughout the City. Developers are required to demonstrate that they have assessed and taken account of the potential effect of the Proposed Development on biodiversity including national and locally priority species such as the great crested newt, pipistrelle bats and certain bird species.

Compliance of the Proposed Development

- 6.218 An Ecological Impact Assessment prepared by ERAP is submitted in support of this Application. It includes a licensed bat and bird survey and assessment of the Site and the Ancoats Dispensary building.
- 6.219 This report presents the results of a desktop study and data search, a daylight licensed bat survey and assessment, including a dawn re-entry survey, carried out in September 2020.
- 6.220 The Survey identified that the Site has no statutory or non-statutory designation for nature conservation. Direct and indirect adverse effects on statutory and non-statutory designated sites for nature conservation are reasonably discounted.
- 6.221 The Desktop Appraisal also found that vegetation at the Site is limited to self-seeded ruderal herbs and grasses of common and widespread species within the floors and curtilage of the building and occasional rupestral herbs on the elevation walls of the building. No invasive plant species listed on Schedule 9 of the Wildlife and Countryside Act 1981 (as amended) were detected.
- 6.222 No evidence of current or previous use of the building by roosting bats was detected. Owing to the exposed condition of the dilapidated building and its location on a well-illuminated urban street, the building is assessed to be of negligible to low suitability for use by roosting bats. Except for feral pigeon, no evidence of use of the building by nesting birds was detected.
- 6.223 It is considered that an appropriate and proportionate level of survey has been applied to determine the presence / likely absence of roosting bats. No further surveys for roosting bats or other protected species are required to comply with the relevant survey guidelines and inform the planning application and decision.
- 6.224 There are no trees located on or immediately adjacent to the Site.
- 6.225 As such, it is considered that the restoration and redevelopment proposals at Ancoats Dispensary can be achieved with no adverse effect on designated sites for nature conservation, ecologically valuable habitats and roosting bats. Mitigation and actions to be applied for the protection of nesting birds will be implemented.

- 6.226 Prior to the commencement of works a Toolbox Talk in relation to bats will be issued to the contractor. Works will also take place outside of the bird breeding season (March to August) unless it is appropriately demonstrated that no nesting birds are present.
- 6.227 In summary, the restoration and redevelopment proposals at Ancoats Dispensary can be achieved with no adverse effect on designated sites for nature conservation, ecologically valuable habitats, roosting bats and other relevant protected species.

Ground Conditions

Policy and Guidance

- 6.228 Core Strategy Policy EN18 Contaminated Land and Ground Stability sets out that the Council will give priority for the remediation of contaminated land to strategic locations.
- 6.229 Paragraph 178 of the NPPF requires that planning policies and decisions should ensure that sites are suitable for any proposed use by taking account of ground conditions and land instability, including from natural hazards or former activities such as mining and pollution arising from previous uses.

Compliance of the Proposed Development

- 6.230 A Phase 1 Ground Conditions Desktop Report has been carried out by Applied Geology and is submitted as part of this Application.
- 6.231 The Desktop Report has indicated the potential for some contamination (in soil and groundwater) and ground gas to be present at the Site, generally associated with the historical site usage as a hospital and historical land use in the immediate vicinity (i.e., wider hospital site and various works/industrial facilities).
- 6.232 Given the proposed end use, the proposed layout and the absence of ingestion and dermal pathways across much of the Site, it is considered that significant remedial actions to mitigate human health risk are unlikely to be required.
- 6.233 Given the likely presence of cohesive Glacial Till from shallow depth, it is envisaged that extensive remedial actions are unlikely to be necessary to protect groundwater.
- 6.234 The Site is classified as Characteristic Situation 2 with regards to gas protection measures, which is based on the gas monitoring undertaken as part of the adjacent Lampwick ground investigation by Hydrock in 2017. This approach was agreed with Manchester City Council Environmental Protection officers.
- 6.235 The Phase 1 Desktop Report recommends the following:
- A ground investigation be undertaken to confirm the initial conceptual model;
 - A series of foundation inspection pits be undertaken to investigate the existing Ancoats Dispensary building foundations;
 - A series of driven continuous sample boreholes should be undertaken alongside the foundation inspection pits to prove the thickness of Made Ground and depth to natural glacial soils across the Site
- 6.236 It should be noted that any future ground investigation would be subject to a suitable structural assessment of the existing Ancoats Dispensary Building and available access, dependant on the extent of any additional future demolition. Based on the most recent walkover undertaken by Applied Geology on

17th September 2020, access to the internal areas did not appear possible with standard sampling techniques.

6.237 Additional testing will also be carried out, namely:

- Engineering laboratory testing to aid foundation design.
- Chemical testing on selected soil recovered during the ground investigation with the results being assessed against the relevant screening criteria.
- Groundwater samples will be obtained (if present within response zone of standpipes) and tested for similar potential contaminants (or leachate testing of Made Ground soils).

6.238 Additional specific investigation may be warranted based on visual and olfactory evidence during fieldwork. If contamination is encountered, then it may be necessary to undertake further risk assessment and produce a remediation strategy to comply with likely Planning Conditions.

Flood Risk and Drainage

Policy and Guidance

6.239 Chapter 14 of the NPPF, Meeting the challenge of climate change, flooding and coastal change (paragraphs 148 to 169) sets out how the planning system should support the transition to a low carbon future in a changing climate, taking full account of flood risk and coastal change. It should help to: shape places in ways that contribute to radical reductions in greenhouse gas emissions, minimise vulnerability and improve resilience; encourage the re-use of existing resources, including the conversion of existing buildings; and support renewable and low carbon energy and associated infrastructure.

6.240 Paragraphs 155 to 165 address planning and flood risk. This section of Chapter 14 provides details regarding strategic planning to manage and minimise flood risk, by avoiding inappropriate development and applying a sequential, risk-based approach when assessing plans and development proposals.

6.241 Core Strategy Policies SP1 (Spatial Principles), CC1 (Primary Economic Development Focus: City Centre and Fringe), H1 (Overall Housing provision) and DM1 (Development Management) state that new development proposals must have regard to flood risk and drainage.

6.242 Core Strategy Policy EN14 states that an appropriate Flood Risk Assessment will be required for all development proposals on sites greater than 0.5 ha within Critical Drainage Areas (this requirement is extended within the NPPF to all sites greater in size than 0.5ha notwithstanding whether they are in a Critical Drainage Area). Policy EN14 also states that all new development should minimise surface water run-off, including through Sustainable Urban Drainage Systems (SuDS) and the appropriate use of Green Infrastructure. In Critical Drainage Areas, evidence to justify surface water run-offs will be required.

6.243 Core Strategy Policy EN17 (Water Quality) states that development should avoid any adverse impact on water quality, including during construction; should minimise surface water run-off from development and associated roads; and maximise use of sustainable urban drainage systems.

Compliance of the Proposed Development

6.244 A Drainage Strategy was been prepared by Ridge which identifies any drainage-related points associated with the Proposed Development, including surface water run-off, the inclusion of Sustainable Drainage Systems (SuDS), foul water drainage and mitigation measures. The Strategy also considers the potential risk of surface water flooding, off-site impacts and residual risks.

- 6.245 The Environment Agency flood map for planning indicates that the Site is located within Flood Zone 1, which is land having a less than 1 in 1,000 annual probability of river or sea flooding. As the Site is both in Flood Zone 1 and is less than 0.5 hectare a Flood Risk Assessment is not required as part of the planning application. However, as the Site is located within the Manchester Conurbation Core Critical Drainage Area, a Drainage Strategy, detailed above has been submitted as part of this Application.
- 6.246 The Assessment found that there is no residual flood risk from the Site to the surrounding district due to the 50% reduction of existing storm water flow rates. Therefore, the development does not increase the risk of flooding to the other adjacent properties and roads.
- 6.247 An Assessment of suitable sustainable drainage systems for the Site have therefore been undertaken, with the aim to minimise the impacts from the development on the quantity and quality of the runoff and maximise amenity and biodiversity opportunities.
- 6.248 The size and type of the development plot and the importance of design in protecting the significance of the Grade II Listed Building restricts the range of source control and site control SuDS devices to potentially be considered both above and below ground.
- 6.249 The following design philosophy is proposed:
- Surface water treatment using the 'Management Train' approach to remove and isolate contamination at all SuDS facilities prior to conveyance to the ground.
 - Discharge to the adjacent combined sewer at a rate of 50% less than that existing.
 - Site control in the form of geocellular storage with restricted outflow.
 - Aim to limit where possible the impermeable fraction of development.
- 6.250 The surface water drainage strategy is to collect runoff from the roof and other site areas and direct it to new below-ground surface water drainage pipework that will discharge into the public combined sewer in Upper Kirby Street / Lampwick Lane. The discharge rate will be restricted to 50% of the existing brownfield rate.
- 6.251 The use of SuDS in the form of Site Control measures, with controlled (restricted) outflow, will help to minimise the impact to the surrounding sewer network by restricting the rates of discharge into the combined sewer.
- 6.252 The outline foul water drainage strategy is to connect to the public combined sewer in Upper Kirby Street / Lampwick Lane. With careful design of the drainage elements, as described above, there will be no residual flood-related risks that will remain after the development has been completed.
- 6.253 For further details please refer to the Drainage Strategy prepared by Ridge.

Summary Appraisal

- 6.254 The relevant parts of the NPPF, Development Plan and all material considerations are considered within the remainder of this document and at Appendix A.
- 6.255 Fundamentally, our assessment demonstrates that the principle of affordable housing (Use Class C3) in this location is in accordance with national and local planning policy, which is supportive of well designed, sustainable proposals that will support the long term redevelopment of the Grade II listed Ancoats Dispensary.

7 Public Benefits of the Proposed Development

- 7.1 It has been demonstrated in the previous sections of this Statement that a number of interventions to the Grade II Listed Ancoats Dispensary are necessary in order to facilitate its viable long-term use. In addition, it has been demonstrated that this will result in substantial harm to the listed building.
- 7.2 As detailed in Section 5 of this Statement, the NPPF places great weight on the conservation of designated heritage assets, emphasising the need to avoid “substantial harm” in terms of demolition, significant alteration, or the compromise of setting unless that harm is clearly justified or there are substantial public benefits that outweigh that harm. Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use. In Section 5 it was established that the Proposed Development would secure the optimum viable use of the building.
- 7.3 This details the public benefits which are derived from the Proposed Development. These have been divided into Social, Environmental and Economic, as per the three core tenets of the NPPF as well as Heritage Benefits, as identified by the NPPG. In addition, consideration has been given as to what may happen should the Proposed Development not go ahead.

Heritage

- 7.4 ***The repair, refurbishment and extension of Ancoats Dispensary enables the delivery of a viable scheme required to ensure its long term conservation.*** Without these proposals the building would only fall into further managed decline and result in greater damage to the historic fabric.
- 7.5 **Increasing the number of people who will be able to access and utilise Ancoats Dispensary and appreciate its historical aesthetic appearance and character.** Removing the risk of further deterioration to this Grade II Listed Building will secure the beneficial, long-term re-use of Ancoats Dispensary, allowing the building’s architectural and heritage significance to be fully appreciated by passers-by and occupiers. Reinstating former features of Ancoats Dispensary that have been lost over time, including the ‘ANCOATS DISPENSARY’ stonework, is proposed to be erected on the wall of the cycle store facing onto Old Mill Street and able to be seen by passers-by. Similarly, a memorial and timeline for the building is proposed within the lobby and entrance areas of the building to allow residents to read and understand the history of the building.
- 7.6 ***Consolidating and improving the historic character of the area.*** The Dispensary, alongside Stubbs Mill, is one of the few assets of heritage value along Old Mill Street and is therefore key to the character of the area, importantly representing the history of New Islington. The building is currently masked with scaffolding, which is essential to secure the stability of the remaining structure but is currently preventing it from being able to be fully seen and appreciated. Should proposals not come forward for Ancoats Dispensary then the scaffolding would need to be maintained. Refurbishment and redevelopment of the building will enable the removal of the scaffolding structure and the facades of higher significance will also be repaired and refurbished bringing them back to their former glory, enhancing the heritage character of the immediate area alongside Stubbs Mill.

- 7.7 ***Reconstruction of the central tower.*** The central tower would have formally been one of the most prominent features in the skyline in New Islington before it was removed, and a key element of Ancoats and New Islington's identity. Although no longer the tallest element in the area due to the surrounding new developments, the rebuilding of the central tower will re-establish the heritage at height and reinstate this key element of Ancoats and New Islington's identity; having a positive impact on placemaking in the area.

Social Benefits

- 7.8 ***Provision of affordable housing.*** Providing housing that is required to meet the needs of the present and future generations. In particular, the Proposed Development will help to balance the housing stock on the edge of Manchester City Centre through providing much needed affordable housing for rent, which is a clear aspiration set by the City.
- 7.9 ***Removes the risk to public safety as a result of its instability.*** Ancoats Dispensary is currently secured with a scaffolding structure and access to the Site is restricted due to structural and safety concerns. The redevelopment of the building will remove these safety concerns and will enable access into and immediately adjacent to the building.
- 7.10 ***Reducing the potential for crime.*** Bringing this derelict building which has previously been subject to minor acts of criminal damage and other abuse, back into active use will increase footfall to and around the Site and will reduce the potential for crime and the fear of crime within the area, including the potential for heritage vandalism.
- 7.11 ***Placemaking and regeneration.*** The Proposed Development will ensure rejuvenation of Ancoats Dispensary, a cultural landmark with significant local importance to the neighbourhood as well as the wider city of Manchester. The proposed redevelopment and refurbishment will enhance and strengthen the local streetscape by providing an active, visually attractive frontage to Old Mill Street. As such the Proposed Development will support key placemaking deliverables, including by enhancing legibility, providing vibrancy and increasing feelings of safety. The Proposed Development will also deliver on the regeneration vision set out in the NDF alongside the additional six sites being developed as part of the next phase of redevelopment within Ancoats and New Islington. This regeneration will further enhance the area as a desirable place to both live and work. The redevelopment of the Site will thus create an attractive environment and will encourage further investment in the surrounding area.

Economic Benefits

- 7.12 ***Preventing a Further Increase in the Conservation Deficit.*** Ensuring the heritage asset can be brought into active viable use and thus preventing the further dereliction of the asset and growth of the conservation deficit, which would further weaken the opportunities to viably redevelop the building.

Contribution to the Wider Economy

During Construction

- 7.13 ***Construction works will deliver a regular source of opportunities for the local supply chain as well as providing a timely boost to the construction sector, helping to support the local economic recovery following the COVID-19 pandemic.*** This would support the 'Build build build' campaign set out by the UK Government to support the country's economic recovery from the effects of the pandemic. A key part of this will be enabling development, as indicated by the Prime Minister announcing in July 2020 the intention to simplify the English planning system and make it easier to gain the necessary permissions to allow development to proceed. There is also a 'Build Back Better' campaign at a regional and local level through the Greater Manchester Combined Authority led by Andy Burnham and MCC in the Economic

Recovery Plan (May 2020). Therefore, the construction opportunities this development could bring at a critical time is of significance and in line with national, regional and local recovery plans.

- 7.14 **Direct Construction jobs.** Over the anticipated two-year build period it is expected that 250-300 FTE construction workers will be employed as a result of the proposals, which provide a portion to the total £7.8m build and investment cost to deliver the Proposed Development. The Proposed Development will result in investment in jobs and skills, including a focus on the provision of skilled jobs related to heritage construction and conservation work.
- 7.15 **Indirect construction jobs.** Indirectly, the construction sector is recognised as generating considerable multiplier effects with a high proportion of construction related expenditure and wages recirculating in the economy, which can help to support employment in the supply chain and wider economy. The indirect (supply chain) and induced (jobs created in the local area by increased expenditure from the construction site) will support further jobs in the local area.
- 7.16 **A Social Value Agreement (previously known as a Local Labour Agreement) will be in place.** This will help ensure that employment opportunities resulting from this development are made available to Manchester residents through the existing recruitment offer and allow hard to reach groups equal opportunity to be successful in applying. During this construction period it is anticipated that the workers will be spending in the local area.
- 7.17 The Local Labour Agreement outlines that through the construction contract 60% of the total expenditure will be spent within the local supply chain. In addition, 40 hours will be spent dedicated to supporting young people up to the age of 24 years into work (e.g. career/sector talks; cv writing support; mock interviews) and a further eight hours for unemployed adults (over 24 years). 22 weeks of meaningful works placements or pre-employment training for secondary school and further education students will also be provided.

During Operation

- 7.18 **Council Tax.** Receipts through the delivery of 39 affordable housing units on the edge of the City Centre, which will likely be Band B to D, and will generate approximately £58,600 per annum for MCC to help pay for core public services.
- 7.19 **Increased local spend.** Increasing the residential population within the neighbourhood, with a subsequent increase in spending within the local and city centre economy, will help to support the ongoing creation of businesses in the area.

Environmental Benefits

Sustainability and Energy Efficiency

- 7.20 **Supporting the sustainable reuse of underutilised brownfield land.** At present the Site and Ancoats Dispensary building are of poor condition in a highly sustainable location on the edge of the Site Centre. The Proposed Development will utilise a previously developed Site and deliver high quality affordable homes.
- 7.21 **Reuse and restoration of an 'at risk' Grade II Listed Building.** The Proposed Development will see the sustainable reuse of the Ancoats Dispensary building alongside the delivery of a high-quality rear and rooftop extension. With regard to materials sourcing and construction of the Proposed Development, there are clear benefits to the re-use of the existing building. The reuse of building materials and structures associated with the refurbishment of the building helps to reduce the embodied carbon of the building overall.

- 7.22 **Improving the environment and visual appearance surrounding the building.** The Ancoats Dispensary building is currently under-appreciated as it remains vacant and derelict. The Proposed Development will enhance the Site with the proposed refurbishment and reuse of the building set to make a positive contribution to the local streetscape and wider Ancoats and New Islington neighbourhood. The Proposed Development will improve the visual appearance of the Site whilst bringing vitality and restoring an active frontage to Old Mill Street. The Proposed development will strengthen the townscape by providing a high-quality development that effectively responds to the surrounding context.
- 7.23 **Reducing energy demand using passive measures.** This includes optimising the thermal performance of the building envelope beyond the minimum U value and air infiltration standards set out in Part L1A of the Building Regulations. PV panels will also be included as part of the Proposed Development, having been identified as an appropriate form of low to zero carbon technology. Wider sustainability aspects are also proposed including a strategy for the key issues of material and waste efficiency.
- 7.24 **Encouraging the use of sustainable modes of transport** within this highly accessible location through delivering substantial cycle parking for residents within the development and no provision of on-site car parking; only a single on-street accessible parking space for visitors.

Place-Making and Regeneration

- 7.25 **Positive place-making is a vital part of an urban environment** and can have a beneficial impact on the quality of a development and surrounding buildings but also wider benefits to the City. Places are fundamental to connecting different areas of the City and linking key regeneration areas.
- 7.26 **Ancoats Dispensary occupies a key site along Old Mill Street** and is within an important location in Ancoats and New Islington. Old Mill Street is a key pedestrian route and cycleway that provides connects areas to the east such as Miles Platting with the city centre. The Proposed Development will improve the quality of this pedestrian and cycle route adjacent to the Site, with the refurbishment and redevelopment of the vacant, derelict Ancoats Dispensary building providing increased safety and security from natural surveillance and active frontages.
- 7.27 **The redevelopment of Ancoats Dispensary will enable the scaffolding structure to be removed** and key historic facades of the Grade II Listed Building fronting onto Old Mill Street and Lampwick Lane, which were formally a key element of placemaking in the area, to be repaired and reinstated. Through doing this, the Grade II Listed Building can be seen and fully appreciated by residents, workers, and visitors to the neighbourhood.
- 7.28 **Consolidating the Grade II Listed Building with other heritage assets within the wider area**, including Stubbs Mill and further afield within Ancoats and along the Ashton Canal, to add to the historic character of the neighbourhood.
- 7.29 **The rebuilding of the central tower will re-establish heritage at height and reinstate this key element of Ancoats and New Islington's identity;** having a positive impact on placemaking in the area and the overall character of Ancoats and New Islington.

Summary

- 7.30 In summary, the Heritage Assessment considers that, even with the optimum viable use of the building and the focus on the conservation-led approach to design as far as possible, the impact of the Proposed Development leads to substantial harm, which is deemed necessary in order to secure the viable long term use of the heritage asset. Given the level of harm caused, the Proposed Development must meet the tests set out in NPPF paragraphs 194 and 195. These tests have been met and details of which are set out in Paragraphs 6.21 to 6.72 of this Statement.

- 7.31 In summary, the Options Appraisal undertaken and set out in Section 4 of this Statement identifies that affordable housing represents the only viable use because of the range of grant funding solutions that are available to schemes delivering affordable housing. The study also demonstrated that affordable housing presents the most sustainable long term use of the building, consistent with the retention of its heritage values and highly significant elements of the building as far as possible, and the conservation-led approach to the project that has been adopted.
- 7.32 The Site has a long history of ownerships who have all failed to secure the viable redevelopment of Ancoats Dispensary due to the Site's condition and the associated conservation deficit. Access to funding has also played a key role in the deterioration of the building over the years. The Site's history has ultimately demonstrated that the conservation of Ancoats Dispensary through grant-funding or some form of not for profit, charitable or public ownership has been demonstrated as not possible. Appropriate marketing from the Site's history has also demonstrated that Ancoats Dispensary in its existing form would have no viable use in the short or medium term without substantial harm.
- 7.33 Refurbishment and redevelopment, in order to provide a permanent restraint to the remaining structure, is required in order to enable any future reasonable use of Ancoats Dispensary. Yet, the scheme is not viable without the provision of grant funding to support its conservation due to the scale of the conservation deficit. The Proposed Development presents the only viable use of the building and the proposed interventions, including the partial demolition, which are considered necessary to secure the long-term viable reuse of the building and in so doing driving significant public benefits.
- 7.34 Whilst the Proposed Development will result in substantial harm to the designated heritage asset, the public benefits detailed within this Section demonstrate that this harm is outweighed. It is clear the Proposed Development provides a number of public benefits including heritage benefits that will deliver economic, social and environmental benefits to the local community. The cumulative effect of all these benefits will be very significant.
- 7.35 On a local level, the Proposed development has been demonstrated to be in accordance with local planning policy. With specific regard to those heritage policies, the Proposed Development is in accordance with MCC Core Strategy Policy EN3 (Preserving and enhancing the historic environment) and Saved UDP Citywide Development Control Policy DC 18.1 (Conservation Areas) and Policy DC19.1 (Listed Buildings), which is provided in detail within Appendix A of this document. The Proposed Development will preserve and provide enhancements to the Grade II listed Ancoats Dispensary by safeguarding the future of the building and ensuring its architectural and heritage significance can be appreciated through the delivery of 39 affordable homes.
- 7.36 As such, in accordance with Section 38(6) of the Town and Country Planning Act, the presumption in favour of sustainable development and NPPF Paragraph 11 (c), the Proposed Development should be approved without delay.
- 7.37 Given the above and referenced elements of this application, the Proposed Development is considered to satisfy the statutory duty set out in Section 66 of the Planning (Listed Building and Conservation Areas) Act 1990 as it is in accordance with national and local planning policy.

8 Summary and Conclusions

- 8.1 This Planning and Public Benefits Statement accompanies applications for Full Planning Permission and Listed Building Consent for the refurbishment, redevelopment and extension of the Grade II Listed Ancoats Dispensary building for a scheme comprising of 39 affordable housing units. The Applicant is Great Places Housing Group Ltd (“the Applicant”).
- 8.2 The refurbishment and redevelopment of Ancoats Dispensary has been a long-standing priority for the Council and for the local community. Most notably, a proposal to demolish the building by Urban Splash in 2011 was halted due to community action from the ADT.
- 8.3 However, the Site has a long history of ownership, repair, demolition, and attempted redevelopment. Most recently proposals for refurbishment by the ADT did not come to fruition because of the significant challenges presented by the building’s condition; and associated conservation deficit, and challenging access to funding.
- 8.4 In the interim the building has continued to deteriorate and is at continued risk. Although the scaffolding structure currently in place is preventing the building from further collapse, the lack of roof structure means that the building is open to the elements. Further deterioration could ultimately prevent any form of viable redevelopment unless action is taken now to bring forward a viable proposal.
- 8.5 It has been demonstrated through an options study supported by a detailed Viability Appraisal that the only, and therefore optimum viable, use is for affordable housing. Due to the building’s condition there is a large conservation deficit, and this is only addressed due to the range of grant funding solutions which are available to schemes delivering affordable housing. Affordable housing therefore presents the most sustainable long-term use of the building, consistent with the retention of its heritage values and significance as far as possible, and the conservation-led approach to the project that has been adopted.
- 8.6 The Applicant, Great Places Housing Group Ltd, is a Registered Provider, with a significant track record of delivery, and they are therefore uniquely placed to be able to bring forward this scheme.
- 8.7 The proposed interventions, including the partial demolition, are considered necessary to secure the long-term viable reuse of the building. Despite this, the impact of the work does result in a high level of harm to the overall significance of the building. However, this Statement has demonstrated that this harm is proportionate, meeting the tests set out by policy, and is outweighed by the significant public benefits.
- 8.8 In summary these social, economic, environmental and heritage benefits include:
- Securing the long-term preservation of the Grade II Listed Building following years of neglect, removing the risk of further deterioration to this Grade II Listed Building, whilst also removing the risk to public safety as a result of its instability.
 - Improving the character and neighbourhood identity of New Islington by restoring the appearance of two facades of the Grade II Listed Building and reinstating the central tower; redefining Ancoats Dispensary as a distinctive heritage asset in the area. The Proposed Development will enable the removal of the significant scaffolding structure which is currently holding the building in place and therefore will allow the architectural and heritage significance of Ancoats Dispensary to be fully appreciated. The Ancoats Dispensary, alongside Stubbs Mill, is

one of the few assets of heritage value along Old Mill Street and is therefore key to the character of the area, importantly representing the history of New Islington.

- Investment in jobs and skills, including a focus on the provision of skilled jobs related to the refurbishment of heritage structures. A Local Labour Agreement will be implemented to ensure that employment opportunities are fully inclusive.
- Increasing housing, including the provision of much needed affordable housing, within a highly accessible location near the City Centre, a key employment location, and near to a highly sustainable transport network including the New Islington Metrolink stop and the nearby Piccadilly Train Station.
- Supporting Manchester's economic growth, and recovery from COVID-19. There is a clear need for more housing to be delivered in Manchester City Centre and delivery gives confidence to businesses to locate and expand within the city-centre in the knowledge that there will be a reliable pipeline of accommodation for future staff. In addition, the Proposed Development will create direct economic benefits through taxation receipts and future resident spend in the local economy.
- Provision of only one on-street accessible car parking space alongside 100% secure cycle parking provision for residents, supporting several ambitions within the recently endorsed City Centre Transport Strategy.

- 8.9 The substantial consultation undertaken with the local community and other stakeholders, including ADT, as detailed in the Statement of Consultation, has also evidenced the strong support for the Proposed Development, with 81% of respondents supporting the approach taken to heritage retention.
- 8.10 The Proposed Development is considered to satisfy the statutory duty set out in Section 66 of the Planning (Listed Building and Conservation Areas) Act 1990.
- 8.11 It is in accordance with national and local planning policy, along with Section 38(6) of the Town and Country Planning Act, and NPPF Paragraph 11 (c) – the presumption in favour of sustainable development.
- 8.12 The Proposed Development therefore merits of the support of the Local Planning Authority and the grant of Planning Permission and Listed Building Consent without delay.

Appendix A: Planning Policy Review

National Planning Policy

The Government is committed to a plan-led system of development control, which was given statutory force by Section 38(6) of the 2004 Planning and Compulsory Purchase Act. Where an adopted or approved development plan contains relevant policies, Section 38(6) requires that an application for Planning Permission or an appeal shall be determined in accordance with the plan, unless material considerations indicate otherwise.

In accordance with Section 38(6), the Development Plan for Manchester is provided below, and each relevant policy is assessed in turn.

Local Planning Policy

Manchester Core Strategy (July 2012)

The key policies of the Manchester Core Strategy are provided in the table below and the scheme's compliance is provided against each relevant policy.

Core Strategy Policy (2012)	Contribution and Benefits
Policy SP1 – Spatial Principles: The Regional Centre will be the focus for economic and commercial development, retail, leisure and cultural activity, alongside high quality city living. Development in all parts of the City should make a positive contribution to neighbourhoods of choice including: Improving access to jobs, services, education and open space by being located to reduce the need to travel and provide good access to sustainable transport provision. As well as creating well designed places that enhance or create character; making a positive contribution to the health, safety and wellbeing of residents considering the needs of all members of the community; protect and enhance the built and natural environment; minimise emissions, ensure efficient use of natural resources and reuse previously developed land wherever possible.	The Proposed Development is located within the regional centre, the focus for high-quality city-living, and will deliver 39 high quality affordable housing units. In recognition of the housing pressures locally and nationally, the Proposed Development helps to accommodate for the demographic need for further affordable housing. The Proposed Development aims to protect the Grade II Listed Building from further deterioration, ensuring the long term conservation of this heritage asset through its refurbishment, redevelopment and extension. If proposals were not to come forward, there would be a continuing need for the scaffolding to restrain the structure and prevent it from further collapse. As such, the proposals are considered necessary to enhance this Grade II Listed Building and the wider built environment and enable this key piece of heritage in Ancoats and New Islington to be fully appreciated. With acknowledgement for the importance of the Site's heritage significance and character, the development of Ancoats Dispensary has been designed of a high quality and from fruition, to protect as much of the historic fabric as possible; with a focus on elements of the building of higher significance. As such, the Proposed Development is considered to enhance the built environment and make a positive contribution to character and placemaking in Ancoats and New Islington.

Core Strategy Policy (2012)	Contribution and Benefits
Policy EC 3 The Regional Centre Housing will be an appropriate use within the Regional Centre, although this should complement the development of mixed use employment areas. Subject to site and location details, the Regional Centre will generally be a location where higher density residential development is appropriate.	The Site, which is located within the Regional Centre and in a highly accessible location on the edge of the City Centre, seeks to deliver high quality and high density affordable housing.
Policy CC1 Primary Economic Development Focus – City Centre and Fringe Within the City Centre a variety of high-quality accommodation types, sizes and foot-plates will be encouraged to boost investment by local, national and international businesses. The City Centre and fringe will be considered a suitable location for the consideration of high-density buildings.	The Proposed Development will deliver a high quality affordable residential accommodation within the Ancoats and New Islington regeneration area to support the local and city centre economy. Whilst the Site is not formally located in the City Centre, within the Development Plan, the Site is located in a key location on the edge of Manchester City Centre.
Policy CC9 – Design and Heritage: Development in Manchester City Centre should preserve or enhance the heritage assets that have been identified, including listed buildings, conservation areas and scheduled ancient monuments. The Council will support high density and mixed-use development, but developers must recognise the specific design challenges that must be overcome to ensure complementarity of function and form.	The Proposed Development seeks to preserve and enhance the Grade II Listed Ancoats Dispensary as far as possible, with a focus on the protection of the facades of higher significance, to ensure the viable long term conservation of the heritage asset. The Proposed Development will ensure that the architectural and heritage significance of the Ancoats Dispensary can be appreciated through the removal of the scaffolding structure currently holding it in place and through the repair of the Old Mill Street and Lampwick Lane facades and the reinstatement of the central tower. The Proposed Development will improve the appearance of the key facades ensuring that the Dispensary remains a landmark building within Ancoats and New Islington In order to achieve this objective, a detailed analysis has been undertaken to establish that the proposed use for affordable housing represents the building's optimum viable use. This analysis of optimum viable use takes into account the need to protect the building's heritage values as far as possible by ensuring that any impacts associated with re-purposing of the building are clearly justified as being proportionate in relation to securing the long term future re-use of the building. In this case, the Proposed Development has identified a viable basis for delivering extensive repair, partial demolition and restoration works as part of the conservation led approach to the building alongside the need to extend the building footprint and height.
Policy EC 5 – East Manchester East Manchester is expected to provide approximately 80-85ha of employment land. The majority of this provision will	The Proposed Development will deliver a high quality affordable residential accommodation within the Ancoats and New Islington regeneration area to support the economic growth within East Manchester. The Proposed

Core Strategy Policy (2012)	Contribution and Benefits
be within the Regional Centre. In East Manchester, the Council will promote development which has regard to listed buildings and conservation areas including Ancoats and the industrial heritage of the area.	Development also seek to preserve and enhance a Grade II Listed Building which is currently falling into a state of disrepair to ensure the long term conservation of the asset.
Policy H1 Housing: Approximately 60,000 new dwellings will be provided for in Manchester between March 2009 and March 2027. This equates to an average of 3,333 units per year. Within the City Centre there will be a presumption towards high density housing development, within mixed use schemes which contribute to regeneration initiatives or niche housing markets by providing sustainable, well designed accommodation which meets the needs of workers moving to Manchester.	Ancoats Dispensary is a residential development that will deliver 39 affordable new homes. The Proposed Development is considered high density, which is considered suitable given the location of the Site. The Proposed Development will repurpose and existing building whilst enhancing and preserving both the architectural and historic significance of a Grade II Listed building, located in a highly sustainable location within the Ancoats and New Islington neighbourhood regeneration area. The Proposed Development will fully utilise the Site's strategic location to a number of key transport hubs and to a wide range of social infrastructure. Overall, the Proposed Development will deliver a high-quality, affordable, residential development in a location which meets the needs of a range of households.
Policy H4 – East Manchester Over the lifetime of the Core Strategy, East Manchester will accommodate around 30% of new residential development. It states that priority will be given to family housing and other high value, high quality development where this can be sustained. High density housing will be permitted within the parts of East Manchester that fall within the Regional Centre which are adjacent to the City Centre, including Ancoats and New Islington.	The Site comprises a brownfield site located within the Regional Centre and East Manchester, and is in a highly accessible location in close proximity to high frequency transport routes, including the Metrolink and Piccadilly Train Station. It is also on the edge of the City Centre, the main economic driver for the city-region. As such, the principle of high-density residential development in this location is supported. The principle of the delivery of affordable housing on this site is also supported by the Ancoats and New Islington NDF and will contribute to the regeneration of the Ancoats and New Islington Area.
Policy H8 – Affordable Housing: The following requirements for affordable housing or an equivalent financial contribution currently apply to all residential developments on sites of 0.3 hectares and above or where 15 or more units are proposed. New development will contribute to the City-wide target for 20% of new housing provision to be affordable. Developers are expected to use the 20% target as a starting point for calculating affordable housing provision. It is envisaged that 5% of new housing provision will be social or affordable rented and 15% will be intermediate housing, delivering affordable home ownership options. The proportion of affordable housing units will reflect the type and size of the development as a whole; and where appropriate provision will be made within Section 106	The Proposed Development will deliver 100% affordable housing on the Site and will contribute to the overall affordable housing provision for Ancoats and New Islington, East Manchester, the Regional Centre and the edge of the City Centre by providing a mix of one and two bed homes and deliver 39 affordable residential properties. Given that affordable housing provision has been low and for City Centre / City Centre Fringe schemes has often resulted in off-site affordable housing provision elsewhere, the provision of affordable housing in this highly accessible location on the edge of the City Centre should be supported. It is recognised that Policy H8 aims to provide steppingstones towards home ownership by increasing the range of products including shared equity, joint ownership

Core Strategy Policy (2012)	Contribution and Benefits
agreements to amend the proportion of affordable housing in light of changed economic conditions, subject to a financial viability assessment. Affordable housing units will be inclusively designed to reflect the character of development on the site. Either an exemption from providing affordable housing, or a lower proportion of affordable housing, a variation in the proportions of socially rented and intermediate housing, or a lower commuted sum, may be permitted where either a financial viability assessment is conducted and demonstrates that it is viable to deliver only a proportion of the affordable housing target of 20%; or where material considerations indicate that intermediate or social rented housing would be inappropriate. In the latter case, such circumstances could include: • There is a very high level of affordable housing in the immediate area; • There is either a high proportion of social rented (35%), or low house prices in the immediate area compared to average incomes; • Affordable housing would be prejudicial to the diversification of the existing housing mix. The inclusion of affordable housing would prejudice the achievement of other important planning or regeneration objectives which are included within existing Strategic Regeneration Frameworks, planning frameworks or other Council approved programmes; • It would financially undermine significant development proposals critical to economic growth within the City; • The financial impact of the provision of affordable housing, combined with other planning obligations would affect scheme viability; and • There is a need for additional housing provision for older people or disabled people either as affordable or market housing dependent on the results of a financial viability assessment of the scheme.	and rent to buy, enabling people to secure a stake in their own property. All units proposed at Ancoats Dispensary are for Affordable Rent capped at 80% of Market Rent and thus no intermediate housing is provided on-site. Yet, the proposals for Ancoats Dispensary are importantly being brought forward by Great Places alongside the proposals for affordable housing at Downley Drive; as part of the next phase of regeneration being delivered at Ancoats and New Islington. It is considered that the Proposed Development is therefore in accordance with Policy H8.
Policy T1 – Sustainable Transport: To deliver a sustainable, high quality, integrated transport system to encourage modal shift away from car travel to public transport, cycling and walking, to support the needs of residents and businesses and to prepare for carbon free modes of transport.	Due to the highly accessible location of the Site, no car parking provision is proposed with the exception of one on-street disabled parking bay being provided on Lampwick Lane. The Proposed Development benefits from excellent level of accessibility by sustainable transport modes, with good levels of existing sustainable transport infrastructure in the vicinity of the Site, as detailed within the Transport Statement submitted in support of this application. To further encourage the use of sustainable modes of transport, a total of 39 secure cycle spaces are proposed as

Core Strategy Policy (2012)	Contribution and Benefits
	part of the Ancoats Dispensary Development, equating to 100% provision.
Policy T 2 - Accessible areas of opportunity and need The Council will actively manage the pattern of development to ensure that new development: - Is located to ensure good access to the City's main economic drivers, including the Regional Centre, the Oxford Road Universities and Hospitals and the Airport and to ensure good national and international connections Is easily accessible by walking, cycling and public transport; connecting residents to jobs, centres, health, leisure, open space and educational opportunities.	The Site is located within the Regional centre in a highly accessible location near the City Centre, a key employment location, and near to a highly sustainable transport network including the New Islington Metrolink stop and the nearby Piccadilly Train Station. As detailed within the Transport Statement submitted in support of the planning application, the Site is within a highly accessible location and has strong connectivity to the City's main economic drivers being in close proximity to a number of city centre facilities including places of work, retail, cultural and leisure uses. Manchester airport is also easily accessible from the Site. The Site also benefits from a range of cycle routes within close proximity to the Site. These features make the Site well placed for the proposed residential use.
Policy EN 1 - Design Principles and Strategic Character Areas All development in Manchester will be expected to follow the seven principles of urban design, as identified in national planning guidance and listed above and have regard to the strategic character area in which the development is located. Opportunities for good design to enhance the overall image of the City should be fully realised. Within the City Centre Character Area, developers will be expected to consider the City's heritage and continue the rich pattern of activity in the core area.	The Design and Access Statement submitted in support of this Application details how the Proposed Development addresses the design principles, reinforces and enhances the character of New Islington through securing the long-term conservation of a Grade II Listed Building.
Policy EN3 – Heritage: Throughout the City, the Council will encourage development that complements and takes advantage of the distinct historic and heritage features of its districts and neighbourhoods, including those of the City Centre. New developments must be designed so as to support the Council in preserving or, where possible, enhancing the historic environment	As outlined in the Heritage Statement prepared by KM Heritage and the Design and Access Statement , prepared by Buttress, the proposals to partly demolish, refurbish and extend the Grade II Listed Ancoats Dispensary building has been carefully considered and has been designed with due regard to principles of scale, alignment, material and use. The Site is constrained in nature, the construction methodologies are complex and there is a need to deliver 39 affordable housing units to ensure this optimum viable use is deliverable. With acknowledgement of this the Proposed Development seeks to preserve and enhance the Grade II Listed Ancoats Dispensary as far as possible, with a focus on the protection of the facades of higher significance, to ensure the scheme being brought forward is architecturally impressive, but is also viable and can secure the long term conservation of the Grade II Listed Building; working through a significant conservation deficit.

Core Strategy Policy (2012)	Contribution and Benefits
	The Proposed Development will ensure that the architectural and heritage significance of the Ancoats Dispensary can be appreciated through the removal of the scaffolding structure currently holding it in place and through the repair of the Old Mill Street and Lampwick Lane facades and the reinstatement of the central tower. The Proposed Development will improve the appearance of the key facades ensuring that the Dispensary remains a landmark building within Ancoats and New Islington. In order to achieve this objective, a detailed analysis has been undertaken to establish that the proposed use for affordable housing represent the building's optimum viable use. This analysis of optimum viable use takes into account the need to protect the building's heritage values as far as possible by ensuring that any impacts associated with re-purposing of the building are clearly justified as being proportionate in relation to securing the long term future re-use of the building. In this case, the Proposed Development has identified a viable basis for delivering extensive repair, partial demolition and restoration works as part of the conservation led approach to the building alongside the need to extend the building footprint and height.
Policy EN4 – Reducing CO2 Emissions by Enabling Low and Zero Carbon Development: All development must follow the principle of the Energy Hierarchy, being designed: to reduce the need for energy through design features that provide passive heating, natural lighting and cooling; to reduce the need for energy through energy efficient features such as improved insulation and glazing; and, to meet residual energy requirements through the use of low or zero carbon energy generating technologies.	The energy hierarchy is detailed in the Energy Strategy prepared by Ridge and submitted as part of this Application. The Strategy outlines the energy saving measures that have been considered and also outlines the potential for the provision of Photovoltaic's to the roof to further improve the Strategy and sustainability credentials of the Proposed Development. In addition the Environmental Standards Statement ('ESS'), prepared by Ridge demonstrates how the Proposed Development will address the issue of climate change in line with MCC's policies and the Manchester Climate Change Framework – this includes looking at carbon reduction, passive measures, energy efficiency measures, renewable and low carbon technologies, energy related carbon emissions. The ESS also outlines which sustainability measures are proposed to be integrated into the final design solution, including in relation to materials and waste, construction management, biodiversity and pollution.
Policy EN6 - Target Framework for CO2 reductions from low or zero carbon energy supplies New development, regeneration and retrofit projects, will be expected to take place in the context of more detailed	An Environmental Standards Statement and Energy Strategy have been prepared by Ridge and is submitted in support of the application which sets out the planned energy reduction measures for the Proposed Development and addresses the requirements of Policy EN6.

Core Strategy Policy (2012)	Contribution and Benefits
proposals for decentralised low and zero carbon energy infrastructure in the form of energy proposals plans.	
Policy EN8 – Adaptation to Climate Change: All new development will be expected to be adaptable to climate change in terms of design, layout, siting and function of buildings and external spaces.	As detailed in the Environmental Standards Statement, the reuse of the existing building has included some measures and some methods will also be considered at further design stage. For further details please refer to the ESS and Energy Strategy both prepared by Ridge, and submitted as part of this Application.
Policy EN19 Waste: The Council will require all developers to demonstrate the proposals consistency with the principles of the waste hierarchy. All developers will be required to submit a waste management plan to demonstrate how both construction and demolition waste will be minimised and recycled wherever possible and how the sustainable waste management needs of the end user will be met.	The proposed arrangements for management of waste are set out within the Waste and Servicing Strategy prepared in accordance with MCC waste requirements. This strategy sets out the arrangement for collection of general and recyclable waste within the residential development. Measures to control construction and waste will be managed in accordance with the Outline Construction Management Plan (CMP).
Policy DM1 – Development Management: All development should have regard to the specific issues including: effects on amenity such as noise, light, air quality, road safety and traffic generation; accessibility; community safety and crime prevention; vehicular access; and, green infrastructure.	The Proposed Development takes into consideration key development management requirements and is supported by technical reports which set out how potential issues will be managed and mitigated through the construction and operational phase of the development. This includes: Construction Management Plan, Noise Assessment, Daylight and Sunlight Assessment, Air Quality Assessment, Transport Statement and Residential Management Strategy.

Guide to Development in Manchester (2007)

The Guide to Development SPD sets out the design principles and standards that the City Council expects new development to achieve. The key principles and standards of relevance to the Proposed Development are set out in the table below.

Guide to Development SPD (2007)	Contribution and Benefits
Heritage The City's Heritage is an Asset. The SPD advocates that buildings of architectural and historic importance together with their setting will be preserved and enhanced.	As outlined in the Heritage Statement prepared by KM Heritage and the Design and Access Statement, prepared by Buttress, the proposals to partly demolish, refurbish and extend the Grade II Listed Ancoats Dispensary building has been carefully considered and has been designed with due regard to principles of scale, alignment, material and use. The Site is constrained in nature, the construction methodologies are complex and there is a need to deliver 39 affordable housing units to ensure this optimum viable use is deliverable.

Guide to Development SPD (2007)	Contribution and Benefits
	With acknowledgement of this the Proposed Development seeks to preserve and enhance the Grade II Listed Ancoats Dispensary as far as possible, with a focus on the protection of the facades of higher significance, to ensure the scheme being brought forward is architecturally impressive, but is also viable and can secure the long term conservation of the Grade II Listed Building; working through a significant conservation deficit. The Proposed Development will ensure that the architectural and heritage significance of the Ancoats Dispensary can be appreciated through the removal of the scaffolding structure currently holding it in place and through the repair of the Old Mill Street and Lampwick Lane facades and the reinstatement of the central tower. The Proposed Development will improve the appearance of the key facades ensuring that the Dispensary remains a landmark building within Ancoats and New Islington. In order to achieve this objective, a detailed analysis has been undertaken to establish that the proposed use for affordable housing represent the building's optimum viable use. This analysis of optimum viable use takes into account the need to protect the building's heritage values as far as possible by ensuring that any impacts associated with re-purposing of the building are clearly justified as being proportionate in relation to securing the long term future re-use of the building. In this case, the Proposed Development has identified a viable basis for delivering extensive repair, partial demolition and restoration works as part of the conservation led approach to the building alongside the need to extend the building footprint and height.
Minimising the Impact of Car Parking The SPD recognising the demands for car parking within new development proposals. It recommends that the reliance of car parking should be reduced by ensuring easy access to amenities including public transport are provided.	It is not proposed to provide any car parking within the scheme. Ancoats Dispensary is located in a highly accessible area in terms of sustainable transport modes including public transport.
Adaptability The SPD required that new development should be easy to main and adapt. Successful developments should be sustainable and flexible so that as the need and requirements change over time and new users and functions take over, buildings should not have to be redevelopment again in a relatively short period.	The Proposed Development is largely focused on enabling the long term reuse of the building, which is currently derelict and held in place by a significant scaffolding structure. Without such interventions the building would continue in managed decline.
Encouraging the reuse of Existing Buildings	The Proposed Development will reuse the Grade II listed building, which is currently derelict, with the remaining structure held in place by scaffolding, and will support the

Guide to Development SPD (2007)	Contribution and Benefits
The SPD promotes the reuse of underutilised buildings and highlights the benefits of re-using existing buildings, as states that recycling building supports better energy efficiency.	need to bring back underutilised building back to life ensuring its long-term conservation.
Energy Efficiency The SPD encourages high standards of energy efficiency in new development and requires developers to consider necessary steps to reduce energy demand at earlier stages of design. It encourages proposal to minimise reliance on energy using equipment for heating, cooling, lighting and natural ventilation.	The energy hierarchy is detailed in the Energy Strategy prepared by Ridge and submitted as part of this Application. The Strategy outlines the energy saving measures that will be considered and also outlines which on-site renewable techniques could be appropriate if considered necessary. In addition the Environmental Standards Statement prepared by Ridge demonstrates how the Proposed Development will address the issue of climate change inline with MCC's policies and the Manchester Climate Change Framework – this includes looking at carbon reduction, passive measures, energy efficiency measures, renewable and low carbon technologies, energy related carbon emissions. The ESS also outlines which sustainability measures are proposed to be integrated into the final design solution. Potential measures which will support energy efficiency include ventilation heat recover, low energy lighting, variable speed drive, demand operated systems and electric heating and hot water generation.

Saved Policies of the Manchester Unitary Development Plan (1995)

Unitary Development Plan (1995)

The Unitary Development Plan was adopted in July 1995. Coinciding with the adoption of the Core Strategy in 2012 significant proportions of the UDP have been replaced, however, a number of policies were saved on 11 July 2012 and remain extant including DC18.1 Conservation Areas, which is relevant to the Proposed Development.

Saved UDP Policy (1995)	Contribution and Benefit
DC19.1 Listed Buildings: In determining applications for listed building consent or planning applications for development involving or having an impact on buildings of Special Architectural or Historic Interest, the Council will have regard to the desirability of securing the retention, restoration, maintenance and continued use of such buildings and to protecting their general setting.	As outlined in the Heritage Statement prepared by KM Heritage and the Design and Access Statement, prepared by Buttress, the proposals to partly demolish, refurbish and extend the Grade II Listed Ancoats Dispensary building has been carefully considered and has been designed with due regard to principles of scale, alignment, material and use. The Site is constrained in nature, the construction methodologies are complex and there is a need to deliver 39 affordable housing units to ensure this optimum viable use is deliverable. With acknowledgement of this the Proposed Development seeks to preserve and enhance the Grade II Listed Ancoats Dispensary as far as possible, with a focus on the

Saved UDP Policy (1995)	Contribution and Benefit
	protection of the facades of higher significance, to ensure the scheme being brought forward is architecturally impressive, but is also viable and can secure the long term conservation of the Grade II Listed Building; working through a significant conservation deficit. The Proposed Development will ensure that the architectural and heritage significance of the Ancoats Dispensary can be appreciated through the removal of the scaffolding structure currently holding it in place and through the repair of the Old Mill Street and Lampwick Lane facades and the reinstatement of the central tower. The Proposed Development will improve the appearance of the key facades ensuring that the Dispensary remains a landmark building within Ancoats and New Islington. In order to achieve this objective, a detailed analysis has been undertaken to establish that the proposed use for affordable housing represent the building's optimum viable use. This analysis of optimum viable use takes into account the need to protect the building's heritage values as far as possible by ensuring that any impacts associated with re-purposing of the building are clearly justified as being proportionate in relation to securing the long term future re-use of the building. In this case, the Proposed Development has identified a viable basis for delivering extensive repair, partial demolition and restoration works as part of the conservation led approach to the building alongside the need to extend the building footprint and height.
DC26.1 Development and Noise: The Council intends to use the development control process to reduce the impact of noise on people living and working in, or visiting, the City. 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.	A Noise Impact Assessment has been prepared and is submitted in support of the planning application. It details that there would be no significant adverse impact from acoustics as a result of the Proposed Development and the proposed apartments meet the requirements for noise ingress. The Proposed Development is therefore considered to be in accordance with this Policy.

Deloitte.

Real Estate

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