



Paul Butler Associates

Planning, Development & Heritage Consultants

Rowlinson Construction Ltd

Residential Development at Silk Street,
Newton Heath

Planning Statement

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1. Introduction

Purpose of this Statement

- 1.1 Paul Butler Associates have been commissioned by Rowlinson Construction Ltd to prepare a Planning Statement in support of a planning application on land at Silk Street, Newton Heath. The applicant for the planning application is Rowlinson Construction Ltd, the development will provide new housing on a long standing vacant site close to the centre of Newton Heath.
- 1.2 The application site is bordered to the north by the Rochdale Canal, Droylsden Road to the east, Great Newton Street to the south and Smallwood Street to the west. Silk Street runs east to west through the site, Cowley Street connects from Silk Street to Great Newton Street. The application site is centred on Grid Reference 388184 (Easting) / 400539 (Northing).
- 1.3 The application seeks full planning permission for the erection of 48 apartments within three apartment blocks and 21 terraces houses within 5 blocks, with associated parking, private amenity space and landscaping.
- 1.4 The proposed application offers the opportunity to regenerate a vacant, brownfield site with a scheme of high design quality providing new housing in a sustainable and accessible location.

Environmental Impact Assessment

- 1.5 The proposed development is not considered to be Environmental Impact Assessment (EIA) development when considered against the EIA regulations. The development proposed is residential in nature and therefore does not fall within Schedule 1 development. The quantum of development proposed at 69 dwellings does not meet or

exceed the thresholds in schedule 2 with reference to Category 10b 'urban development projects' and the site is not located within a sensitive area as defined in Regulation 2(1).

Application Content

1.6 This planning statement provides an overview of the development proposals, assesses the proposals against local and national planning policy and presents the case for granting planning permission.

1.7 The planning application is accompanied by drawings prepared by MCAU Architects and the following documents in line with Manchester City Council's validation checklist including:

- Application form and completed ownership certificates.
- Design and Access Statement (prepared by MCAU Architects)
- Landscaping Scheme (prepared by Trevor Bridge Associates)
- Statement of Community Involvement (prepared by Manchester City Council)
- Transport Assessment (prepared by Curtins)
- Travel Plan (prepared by Curtins)
- Waste Management Strategy (prepared by MCAU)
- Crime Impact Statement (prepared by Greater Manchester Police)
- Flood Risk Assessment and Surface Water Drainage Strategy (prepared by Ridge)

- Phase 1 Preliminary Risk Assessment and Phase 2 Geo-Environmental Investigation, Risk Assessment and Remediation Strategy, (prepared by LK Group)
- Energy and Sustainability Statement (prepared by Energy Council)
- Acoustic Assessment (prepared by Sandy Brown)
- Air Quality Assessment (prepared by Redmore Environmental)
- Preliminary Ecological Appraisal (prepared by The Ecology Consultancy)
- Tree Reporting (prepared by Bartlett Consulting)
- Archaeological Desk Based Study (prepared by Arch Wales)
- TV Reception Survey (prepared by Pager Power)
- RCL Social Value Offer/Local Labour Agreement (prepared by Rowlinsons)
- Affordable Housing Statement (prepared by Rowlinsons)

Structure of this Statement

1.8 The remainder of this statement is structured as follows:

- Section 2 examines the characteristics of the site and surrounding area.
- Section 3 examines the planning history associated with the site.

- Section 4 presents the proposed development for which planning permission is sought.
- Section 5 reviews the relevant local and national planning policy and guidance.
- Section 6 appraises the scheme against the Development Plan and all other material considerations.
- Section 7 concludes the statement providing an overall summary of the case for granting planning permission.

2. The Application Site and Surrounding Area

The Site

- 2.1 The site is located within the neighbourhood of Newton Heath, Manchester. The development site is approximately 0.7 ha in size and currently comprises vacant land with hardstanding predominating. The site is in the district centre of Newton Heath. There are some trees in the eastern part of the site, aligning Droylsden Road, along with some self-seeded and amenity vegetation.
- 2.2 The existing highway layout divides the site into three distinct parcels of land: the parcel to the north of Silk Street is vacant and unused with low kneel rail timber fencing enclosing the parcel. The two remaining areas of land are informally used as surface car parking. A bank of formal public parking spaces exists on the eastern side of Smallwood Street within the application site. The site location is illustrated in the satellite image below.



Figure 2.1: Aerial image of the application site (source: google earth)

- 2.3 The Rochdale Canal and towpath border the northern boundary of the site. North of the canal are the Martins Bakery site and Lidl supermarket. West of the site commercial buildings fronting Old Church Street back on to Smallwood Street. To the east, there are residential properties set back from Droylsden Road facing the direction of the application site. Due to the gradient of the land, the ground floor of the properties here are marginally lower than the surface level of Droylsden Road. South of Great Newton Street is the Sure Start Children's Centre, south west of here is the Newton Heath Working Men's club. Parking to these facilities is to the rear/ side of the properties with access gained from Great Newton Street.

The Surrounding Area

- 2.4 The suburb of Newton Heath is situated approximately 5km east of the city centre of Manchester. The area surrounding the site is a mixture of commercial and high street uses, industrial and residential. Educational and ecclesiastical uses are also present. The houses to the south west and east of the site are characterised by a typical mid-late 20th century estate layout incorporating a narrow range of standard house types. The properties are predominantly two storey semi-detached and terraced of red / brown brick construction with tiled roofs and private gardens. The properties south east of the site and immediately south west of the District Centre are historic red brick terraces with slate roofing.
- 2.5 The roads surrounding the site are reasonably well maintained with footways and street lighting. The roads surrounding the site are subject to a 20mph speed limit and generally encourage a pedestrian friendly environment with well-maintained footpaths and street lighting.
- 2.6 There is a generous supply of accessible open space surrounding the site which provides extensive recreation opportunities for local residents including Gaskell Street Park, Brookdale Park and informal parcels of maintained amenity space such as that off Rothman Close / Flash Street.



Figure 2.2: Newton Heath District Centre in blue (source MCC Interactive Mapping, 19.05.2021). Approximate area of application site in red

- 2.7 The site lies within an area identified as Newton Heath District Centre. Close to the application site are local services and facilities associated with the Newton Heath Centre, this includes local retail services off Old Church Street and Oldham Road, the Newton Heath Health Centre, local GP surgeries, the Brighter Beginnings Day Nursery, and local primary schools.
- 2.8 The nearby Oldham Road (A62) provides a major radial route into the site with frequent bus services to Piccadilly Gardens in the city centre. Further north, yet still only a 5-6 minute walk from the site is the Newton Heath and Moston metrolink station providing frequent services towards Manchester City Centre and Rochdale Town Centre (Pink Line: Rochdale/East Didsbury). The proximity to local transport facilities and local services is a significant benefit associated with the redevelopment of the site. The site's sustainability is examined in further detail in the supporting Transport Assessment.

3. Planning History

3.1 The planning history associated with the application site as at 14.05.2021 is summarised in the table below:

Planning Ref.	Location (As per MCC database)	Description of development	Decision	Decision issued date
102047/DE M/2013/N1	Newton Heath Market Droylsden Road, Newton Heath, Manchester	Application for prior notification of proposed demolition of market stalls/building	No Objection	23 April 2013
089606/VO V/2009/N1	Smallwood Street, from silk street to great newton street, Newton Heath, Manchester	City Council Development: Reconfiguration and widening of Smallwood street to incorporate parking bays and loading area with associated footway construction, drainage, street lighting and tree planting.	Approved	22 June 2009
069426/FO/2003/N1	Newton Heath Police Station off Droylsden Road	Erection of police deployment station and car park	Approved	01 December 2003
027458	Vacant Site on the Corner of Silk Street and Smallwood Street, Newton Heath	City Council Development: Construction of public conveniences.	Approved	08 October 1986
025730	Police Section Station, Droylsden Road, Newton Heath	G.M.C Development Erection of a 2 m high chain link fence around car park	Approved	12 February 1986
022498	Silk Street Market, Silk Street, Newton Heath	Redevelopment of existing market with associated parking servicing, access and landscaped areas and toilet facilities.	Approved	05 December 1984
F13768/LA	Junction of Droylsden Road and Great Newton Street, Newton Heath.	G.M.C Development. Erection of a single-storey building to form a police station with parking facilities.	Approved	02 September 1980
F11513	Land bounded by Droylsden Road/ Great Newton Street/ Smallwood Street and Rochdale Canal, Newton Heath	Renewal of an outline planning permission under section 41 or 42 of the Town and Country Planning Act 1971 for the redevelopment of existing market with associated servicing, parking, landscaping and pedestrian areas and toilet facilities (Previously approved)	Approved	06 February 1980

FO6326	Newton Heath Market, Hill Street, Newton Heath	Retention of sanitary accommodation for stall-holders on market ground (previously approved to 31.12.76 on 22.9.75 per ref TP.FO3323)	Approved	11 March 1977
FO4298	Land bounded by – Droylsden Road/Great Newton Street/Smallwood St & Rochdale Canal, Newton Heath	Redevelopment of existing market, with associated servicing, parking, landscaped and pedestrian areas and toilet facilities.	Approved	28 July 1976
FO3323	Newton Heath Market, Silk Street, Newton Heath	Retention of sanitary accommodation for stall holders on market ground.	Approved	22 September 1975

Table 3.1: Planning History

- 3.2 The above planning history identifies the relatively recent use of the eastern part of the site as a temporary police station. The northern part of the site was where the market stalls were previously located prior to demolition in 2013.

4. The Proposed Development

Introduction

4.1 The proposed layout shows a scheme for 69 dwellings incorporating a mix of 1, 2, 3 and 4 bed properties. The development can be broken down into two main elements: the three apartment blocks north of Silk Street looking out over the canal, and the terrace housing (south of Silk Street) providing frontages to Silk Street, Droylsden Road and Great Newton Street.

4.2 The proposed housing mix is as follows:

- 1 bed 2 person apartment: 36 (52%) (including 12 sheltered)
- 2 bed 4 person apartment: 12 (17%) (including 4 sheltered)
- 3 bed dwelling: 17 (25%)
- 4 bed 6 person dwelling: 04 (6%)

Overview

4.3 The above mix has been informed by Manchester City Council's Housing Team after careful consideration of the unit types that are in demand in the Miles Platting and Newton Heath area. 100% dwellings will be for affordable housing as defined by the National Planning Policy Framework.

4.4 Demand for affordable homes continues to exceed supply in Miles Platting and Newton Heath with average bidding numbers on Manchester Move ranging from 560 to 66 and only 182 homes of all sizes have been let in the ward between October 2018 and

September 2020. These bidding numbers are substantially higher than the average numbers across the city which ranges from 454 to 66. The affordable stock in Miles Platting and Newton Heath has reduced from 55% of the market in 2011 to 36% in 2020 and, whilst development in the ward is set to increase with c.1,390 homes expected within the next 5 years, only 225 will be for social rent (incl. MCC's Silk Street development).

- 4.5 With regard to tenure, MCC's development at Silk Street proposes 69 new homes for social rent - 36x 1bed homes (incl. 12 sheltered accommodation), 12x 2bed homes (incl. 4 sheltered accommodation) , 17x 3bed homes and 4x 4bed homes. The justification for this divergence from the Housing Choice Supplementary Planning Document (SPD) which outlines the proportion of each bedroom number for a development (20% 1bed, 37% 2bed, 25% 3bed & 18% 4bed) is due to levels of demand for each property size in the ward.
- 4.6 The majority of those in Priority Band 1 (53%) need 1bed accommodation and the development pipeline in the ward is not meeting this - 1bed homes are in the minority for the ward with c.270 to be built within the next 5 years, 13% of which will be generated from the Silk Street development. There are large numbers of people bidding for 1bed accommodation in the ward with 123 average bidders in Newton Heath and 182 average bidders in Miles Platting and a total of 100 lets agreed.
- 4.7 The development proposal outlines that 12 of the 69 properties will be 2bed homes (17% of the total development) which is substantially lower than the 37% set out in the Housing Choice SPD. The justification for this is that demand for 2bed properties in the Newton Heath area is lower than demand for 1bed, 3bed and 4bed properties. The number of average bids for 2beds is 66 and for 1bed, 3bed & 4beds the average bids are 123, 371 & 211 respectively. These numbers are similar for Miles Platting in which average bids for 2beds are at 112 and for 1bed, 3bed and 4bed properties the average bids are 182, 560 and 285 respectively. The current development pipeline for the ward shows that 2bed homes are c.42% of the number of homes expected to complete in the next 5 years and so fewer 2bed homes are required in the Silk Street development.

- 4.8 MCC proposes 16 sheltered accommodation units at the Silk Street development (12x 1bed apartments and 4x 2bed apartments) as Miles Platting and Newton Heath is undersupplied with rightsizing options with only 1 Extra Care site in the area. There is need for more rightsizing options in the ward as the ward suffers from poor health outcomes with the ward having the second highest proportion of its residents receiving long term care (1.2%) - two thirds of which are over the age of 65. In addition, the M40 postcode area in which Silk Street is located has a high number of older residents (aged 55+) currently registered on Manchester Move who live in family housing and are looking to downsize - there are currently 20 tenants registered for rehousing in the M40 postcode. Whilst the need for more sheltered accommodation is evident, previous experience suggests this may underestimate the demand for rightsizing in the area with 'Village 135' in Sharston and 'Minehead' in Withington attracting many who had not previously registered with Manchester Move.
- 4.9 Rowlinson Construction Ltd are to construct the properties on behalf of Manchester City Council, who are a Registered Provider. Following handover of the completed units, the Registered Provider will own and manage the units and be responsible for their future lettings and maintenance.

The Proposed Apartments

- 4.10 Three apartment blocks are proposed within the north of the site, each block accommodating 16 units over 4 storeys of accommodation. The accommodation is arranged around a central core comprising a stairwell and lift shaft. An expanse of glazing onto the stairs will provide natural light to the communal / circulation areas.
- 4.11 Each of the units from ground floor to the 3rd floor will contain a sheltered balcony (outside amenity space at ground floor). Parking for the apartments will be contained within two communal parking courtyards providing a total of 24 spaces. Defensible space is created along the frontage to Silk Street and along frontage with the Canal by mesh railings. The high quality hard and soft landscaping around the buildings as detailed in the Landscape

Proposals prepared by Trevor Bridge Associates will present a pleasing, attractive, functional and secure environment to future residents.

- 4.12 The apartment buildings at 4 storeys in height will create an appropriate scale along the canalside which builds upon the opportunity the canal offers to create an attractive environment over the waterfront. The scale and massing is considered to be appropriate having regard to the historic industrial buildings found alongside the canal.
- 4.13 The rooftop of the apartments incorporates a flat roof allowing solar panels to be installed to the rear of the low parapet.

The Proposed Terrace Housing

- 4.14 The terrace housing forms the remainder of the site and totals 21 dwellings, providing a mix of 3 and 4 bed accommodation. Two house types are proposed, a 4 bed house type and a 3 bed house type.
- 4.15 The three bed house type is a 2 storey property with traditional pitched roof. The four bedroom property is more contemporary with accommodation designed into the roof pitch, benefitting from a modern flat roofed dormer to provide additional bedroom space.
- 4.16 The properties will be arranged in five terraced blocks with at least 1 parking space for each property. Mostly parking spaces are in curtilage and then where this is not possible due to highway/site constraints as is applicable to the 5 dwellings fronting Droylsden Road, on street spaces are provided to the rear on Cowley Street. The layout has been designed so as to locate the terrace properties predominantly within the south of the site facing Silk Street, Great Newton Street and Droylsden Road which helps the development step down from the higher form of the apartments at the north of the site.

- 4.17 Each house will have its own private rear garden and private defensible space to the front of the property. Plot sizes are determined largely by site constraints and the need for the development to respond to and integrate with the surrounding highway network. The properties facing Silk Street have the parking to the front of the curtilage whilst those on Great Newton Street have front access or side access to Smallwood Street or Cowley Street.
- 4.18 MCAU note that the building materials shall be of high quality and from sustainable resources, informed by the adjacent developments and historic fabric of the area to provide a consistent design proposal in keeping with the local character. The material selection has therefore sought to fit the pattern of the immediate context with strong, high quality facing bricks and simple brick detailing to articulate the blocks. The two house types will both be of traditional build construction with a brick and tile finish.

5. Planning Policy Context

Introduction

- 5.1 This section of the statement sets out the national and local planning policy context relevant to the determination of this planning application. An appraisal of how the proposal relates to the key planning considerations relevant to the Site is set out in section 6 of this statement.

The Development Plan

- 5.2 Section 38 (6) of the Town and Country Planning Act 2004 states that applications for development should be determined in accordance with the adopted development plan unless material considerations indicate otherwise. In the case of Manchester City Council the adopted development plan consists of the Core Strategy (2012) and the saved policies of the Unitary Development Plan (1995). Due consideration in the determination of the application will also need to be afforded to national policies in the National Planning Policy Framework (NPPF) which represents a significant material consideration.

Manchester City Council

- 5.3 The policies of the Core Strategy which are considered relevant to the scheme are outlined in the following section. The spatial objectives which underpin the policies in the plan are examined first.
- 5.4 **Spatial Objective SO1 'Spatial Principles'** – states that the sustainable development of the city can contribute to halting climate change. Recognising the need for mitigation and adaption to climate change, the Core Strategy will guide the scale and distribution of economic, housing, transport, environmental, health, education and other service and infrastructure investment across the City.

- 5.5 **Spatial Objective SO2 'Economy'** – supports a significant further improvement of the city's economic performance to spread the benefits of this growth across the City to reduce economic, environmental and social disparities, and to help create sustainable communities.
- 5.6 **Spatial Objective SO3 'Housing'** – seeks the provision of a significant increase in high quality housing provision at sustainable locations to address demographic needs and support economic growth. The emphasis for the City Council is the provision of a good range of high quality housing, (in terms of size, type, tenure, accessibility and price) including affordable housing across the City in order to create sustainable lifetime neighbourhoods with high quality environments, good local facilities with easy access to employment opportunities.
- 5.7 **Spatial Objective SO4 'Centres'** – the objective seeks to 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.
- 5.8 **Spatial Objective SO5 'Transport'** – seeks to improve the connectivity of the city through sustainable and accessible transport networks in turn providing access to jobs, education, services, retail, leisure and recreation.
- 5.9 **Spatial Objective SO6 'Environment'** – seeks to protect and enhance the natural and built environment of the city, ensure the sustainable use of natural resources, and secure a high standard of design in all development proposals.
- 5.10 The detailed policies of the Core Strategy are organised to reflect the spatial objectives of the City Council in order to manage development within the local authority over the plan period. The relevant policies of the Core Strategy to the determination of this application are set out below.

- 5.11 **Policy SP1 Spatial Principles** – the policy sets out the key spatial principles which will guide the strategic development of Manchester to 2027. This places an emphasis on the creation of neighbourhoods of choice, providing high quality and diverse housing around district centres which meet local needs, all in a distinct environment. Further the policy also requires new development to maximise the potential of the City’s transport infrastructure in promoting walking, cycling and the use of public transport. The policy also sets out a series of ‘Core Development Principles’ which all development should adhere to.
- 5.12 **Policy EC5 East Manchester** – the policy identifies the district centres of Newton Heath, Eastlands, Gorton and Openshaw as having the potential to offer opportunities for small scale mixed use local employment opportunities. Larger scale proposals in these areas will be considered if good transport links exist to the City Centre / Regional Centre. Development should also: take advantage of key transport infrastructure; create links to the Rochdale and Ashton Canals and open space network; and have regard to listed buildings and conservation areas.
- 5.13 **Policy H1 Overall Housing Provision** – the policy sets out that approximately 60,000 new dwellings will be provided for in Manchester over the period 2009 to 2027. New Housing will be predominantly in the North, East, City Centre and Central Manchester areas. 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. Outside the Inner Areas the emphasis will be on increasing the availability of family housing therefore lower densities may be appropriate.
- 5.14 The policy also prioritises the redevelopment of brownfield land with a target for 90% of residential development to be on previously developed land. The approximate number of dwellings (net) to be provided over the plan period in East Manchester is 18,280.
- 5.15 New residential will need to take account of the need to: provide house types to meet a diverse and growing population; support growth on previously developed sites in sustainable locations; contribute to the Council’s design principles in terms of character, amenity space and parking provision; address deficiencies in, physical, social or green

infrastructure, prioritise sites in close proximity to centres of high frequency public transport routes; consider environmental constraints; and be designed to give privacy to both its residents and neighbours.

- 5.16 **Policy H4 East Manchester** – over the Core Strategy period, the area of East Manchester will accommodate around 30% of new residential development. Priority here will be given to family housing and other high value high quality development where this can be sustained. The policy identifies that East Manchester has a large amount of available land which can accommodate new residential development, meaning that this area provides a significant opportunity to expand the housing offer in Manchester.
- 5.17 **Policy H8 Affordable Housing** – the requirement for affordable housing or any alternative financial contribution applies to all residential developments consisting of more than 15 units. All new development will be expected to contribute towards the city wide policy of 20% of new housing 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. Affordable housing units should be inclusively designed to reflect the character of development on the site.
- 5.18 **Policy H10 Housing for people with additional support needs** - Policy H10 provides support for accommodation for elderly people provided that it does not result in an over concentration of this type of accommodation in the ward and adds to the vitality and viability of the neighbourhood and does not put a stress on local services.
- 5.19 **Policy C1 Centre Hierarchy** – the policy seeks to typically prioritise town centres as a focus for retail and community uses. Newton Heath is identified as a District Centre (Figure 2.2). The policy recognises that District Centres have an essential role in providing key services to the City's neighbourhoods including shopping, commercial, leisure, public and community functions, ensuring that residents can access such services easily. They are also seen as a focus for the City's residential neighbourhoods providing an important opportunity to define local character. Development in District Centres should primarily

respond to the needs of the catchment and recognise the need to support the vitality and viability of other centres.

- 5.20 **Policy C2 District Centres** – the policy recognises that housing can also be considered an appropriate use within District Centres, providing that it supports the vitality and viability of the centre. Development will also be supported that contributes positively to the reuse and regeneration of land and premises, together with wider regeneration and investment strategies.
- 5.21 **Policy C4 East Manchester District Centres – Eastland, Gorton, Newton Heath and Openshaw.** The policy recognises that Newton Heath District Centre offers significant opportunities for new housing and smaller scale employment opportunities. The policy also states that there is additional capacity (at the time of plan production in 2012) for a medium sized supermarket in the area. It is noted that at present there are a number of medium sized supermarkets now in the district centre: Asda, Iceland, Lidl and Farmfoods are all within 100 metres of the site boundaries.
- 5.22 **Policy T2 Accessible areas of opportunity and need** – new development will be actively managed to ensure that new development is easily accessible to the city's main economic drivers and is easily accessible by walking, cycling and public transport.
- 5.23 **Policy EN1 Design Principles and Strategic Character Areas** – All developments within Manchester are expected to follow the seven principles of urban design set out in national planning guidance. Development should also have regard to the strategic character in which the site is located. Newton Heath is identified as falling within both the Northern Character Area and Central Arc Character Area. Within these areas:
- Developers should respond to the underlying topography and varied townscape created by the balance between built form and the tree-covered landscape. (Northern Character Area only)

- The opportunity exists for development on a large scale using innovative urban design solutions. These should use District Centres and key nodes of public transport as focal points and involve existing communities.
- The opportunity should also be taken to use the canals to create a distinctive urban environment and enhance access through the City.

- 5.24 **Policy EN3 Heritage** – requires that new development should preserve or where possible enhance the historic environment, the character, setting and accessibility of areas and buildings of acknowledged importance.
- 5.25 **Policy EN4 Reducing CO2 emissions by enabling low and zero carbon development** - provides a strategy for reducing CO2 emissions and fuel poverty in line with the energy hierarchy.
- 5.26 **Policy EN14 Flood Risk** – the policy reiterates the sequential risk based approach to the location of new development required by national planning policy and expects all new development to minimise surface water run-off, including through the provision of Sustainable Drainage Systems and the appropriate use of green infrastructure.
- 5.27 **Policy EN15 Biodiversity and geological conservation** – the policy seeks to avoid any adverse impacts upon biodiversity. Where impacts are unavoidable, developers will be required to provide appropriate mitigation.
- 5.28 **Policy EN16 Air Quality** - the policy is in place to improve the air quality within Manchester, and particularly within Air Quality Management Areas.
- 5.29 **Policy EN18 Contaminated Land and Ground Stability** - the policy outlines the need for ground conditions associated with a development to be considered and assessed at the outset.

- 5.30 **Policy PA1 Developer Contributions** – the policy outlines the scope of potential planning obligations that may be sought. In determining the nature and scale of any planning obligation, the Council may take into account specific site conditions and other material planning considerations including viability, redevelopment of previous developed land or contamination.
- 5.31 **Policy DM1 Development Management** – sets out various issues that development should have regard to, including: appropriate siting, layout, scale, form, massing, materials and detail; impact on the surrounding areas; effects on amenity; accessibility; community safety and crime prevention; adequacy of internal accommodation; refuse storage and collection; effects relating to archaeological or built heritage; new residential development to meet as a minimum Code for Sustainable Homes Code Level 4.
- 5.32 The detailed assessment of the scheme within the following planning appraisal section confirms that the proposal accords with the above Core Strategy policies.

Saved Policies of the Unitary Development Plan (UDP) for the city of Manchester (adopted 1995)

- 5.33 The UDP was superseded by the Core Strategy, however, a number of UDP policies have been 'saved'. Extant policies contained within the UDP which are relevant to the proposed scheme include:
- 5.34 **DC7.1 New Housing Development** – seeks to ensure new housing is accessible at ground floor level for disabled people where this is practical.
- 5.35 **DC26.1 Development and Noise** – states that the Council will consider the implications of new development being exposed to existing noise sources which are effectively outside planning control.

6. Planning Appraisal

Introduction

- 6.1 It is a requirement of Section 38(6) of the Town and Country Planning Act 2004 that where a development plan contains policies relevant to an application, the decision must be made in accordance with the development plan, unless material considerations indicate otherwise.
- 6.2 The statutory development plan therefore relating to the application site consists of the Manchester City Council Core Strategy and the saved policies of the Unitary Development Plan. Material considerations relating to this application include the National Planning Policy Framework and Planning Practice Guidance and Supplementary Planning Documents prepared by Manchester City Council.

The Principle of Development

- 6.3 Core Strategy Policy SP1 sets out the key spatial principles which will guide development over the plan period. This states that beyond the airport and regional centre the emphasis of new development should be on creating neighbourhoods of choice, providing high quality and diverse housing around district centres which meet local needs, all in a distinct environment. Spatial Objective SO3 'Housing' also calls for a significant increase in high quality housing provision at sustainable locations throughout the city in order to address the demographic needs of the population and support continued economic growth. Spatial Objective SO5 'Transport' seeks to improve the physical connectivity of the city through sustainable and accessible transport networks to enhance its function, competitiveness and access to jobs.
- 6.4 The proposed development will support a sustainable pattern of growth, given its location in proximity to local services and facilities in the Newton Heath District Centre, and its high level of accessibility with high quality local public transport links within walking distance of

the site. By regenerating a site in a highly accessible location with high quality affordable housing which meets local needs, the development firmly meets the central policy objectives of the Core Strategy. The site is previously developed land and there is a long-standing aspiration to see it brought forward for residential development having been identified in the SHLAA for a number of years. The scheme proposed offers an ideal opportunity to bring forward family accommodation in line with Policy H4 which it does successfully across the majority of the site. The two bed family apartments and terraced family homes are all space standard compliant and offer good sized family accommodation to meet housing needs in this part of the city.

- 6.5 The Council's Core Strategy Proposals Map identifies the site as falling within the District Centre of Newton Heath. Policy EC5 'East Manchester' is therefore identified as being relevant. The policy does not expressly preclude residential development in the District Centre and states that larger scale proposals will be considered if good transport links exist to the city centre / regional centre. As set out above and in the submitted Transport Assessment, the site is in a highly sustainable location for new development with excellent links to the city centre and regional centre.
- 6.6 The proposals will provide for 16 sheltered apartments that provide suitable accommodation for people with additional support needs. Importantly with regard to Policy H10 a high concentration of similar uses is not present within the area surrounding the application site. Furthermore it is noted that the provision of sheltered accommodation within the District Centre which benefits from existing health care provision will undoubtedly contribute to the vitality and viability of the centre and of the wider neighbourhood. The sheltered apartments would not place disproportionate stress on local infrastructure and their provision on this site can be regarded as an appropriate addition to the local mix of housing types being therefore acceptable in principle.
- 6.7 Aligned with the above, policies C1 'Centre Hierarchy' and C2 'District Centres' support development in these centres which primarily respond to the needs of the catchment and support the viability and vitality of the centre. The proposed development will not result in the loss of any existing employment or retail floor space. Part of the site was previously

used as market stalls, however this use ceased prior to 2013. There is therefore no loss of town centre use to protect against. New residential development in this location will sustain local services by providing new housing in close proximity to key facilities and regenerating what is currently derelict and vacant land. The site offers an ideal location for new housing, facilitating the housing delivery targets set out in policies H1, H4 and H8. The development is capable of proceeding without any adverse impact to the local environment, offering significant benefits to the long term future of the district centre.

National Planning Policy Framework

- 6.8 Whilst the above demonstrates that the principle of development is acceptable when considered against local planning policy, the NPPF is a material consideration carrying significant weight and as such an assessment of the principle of development against the framework is required.
- 6.9 The scheme will clearly help meet an identified need for new housing in Manchester. The NPPF outlines a presumption in favour of sustainable development, whereby development proposals that accord with the development plan should be approved unless material considerations indicate otherwise.
- 6.10 Having regard to the adopted policies of the Core Strategy and Saved UDP and paragraph 11 of the NPPF, we consider that the principle of residential development on the Site is appropriate. Furthermore, it is also demonstrated that the proposed development constitutes sustainable development when assessed against the policies in the Framework as a whole. There are no other policies in the NPPF that in our view would restrict the development of the Site and any adverse impacts of granting planning permission would not significantly or demonstrably outweigh the benefits.
- 6.11 The following section demonstrates that the principle of development is considered to be consistent with the policies in the NPPF, specifically:

- 6.12 Section 5: Delivering a sufficient supply of homes – the development will support the government's objective of significantly boosting the supply of new homes, ensuring housing land comes forward where it is needed and that the needs of groups with specific housing requirements are addressed. The development will provide affordable housing in response to local need meeting the requirements of paragraph 64 in respect of affordability. The approach, providing as it does a variety of apartment and house types, also contributes to achieving the objective of creating mixed and balanced communities.
- 6.13 Section 6: Building a strong and competitive economy – the proposed development will provide high quality housing on an underused brownfield site representing an efficient use of land. The development will contribute to the wider regeneration of the city enabling the creation of a diverse and sustainable community which will exploit opportunities for the use of sustainable transport modes. The provision of construction jobs during the construction phase will assist in building a strong economy for the future, whilst new residents will sustain the existing (and proposed) commercial uses in the area.
- 6.14 Section 9: Promoting sustainable transport – the highly accessible location will encourage the use of more sustainable forms of transport. The Site is well located in relation to the metrolink and local bus routes, thereby reducing the reliance on the private car and providing access to jobs and services in the city centre / regional centre by non-car modes of transport.
- 6.15 Section 11: Making effective use of land – the proposed development makes the most of this 'brownfield' plot encouraging multiple benefits from the land. The application promotes and supports the development of under-utilised land and buildings meeting an identified need for housing in the Council's Development Plan. Further, the development will be able to maximise the availability and capacity of infrastructure and services that in turn can promote sustainable travel modes and limit future car use.
- 6.16 Section 12: Achieving well designed places - the development would introduce 48 apartments and 21 houses within a high quality residential environment contributing to the strategic aims of Manchester City Council.

Dwelling density, size and mix

6.17 The development proposes a density of development that is commensurate with surrounding developments. The apartment buildings respond positively to the location and design of surrounding buildings and spaces to create a coherency in form and structure.

6.18 In terms of dwelling mix, the proposed mix of dwellings proposed includes:

- 1 bed 2 person apartment: 36 (52%) (including 12 sheltered)
- 2 bed 4 person apartment: 12 (17%) (including 4 sheltered)
- 3 bed dwelling: 17 (25%)
- 4 bed 6 person dwelling: 04 (6%)

6.19 The range of accommodation responds to the needs of a rapidly growing city, facilitating the creation of a sustainable, balanced community in accordance with policy SP1 Spatial Principles. As confirmed at Section 4 of this Statement (Paras 4.3 to 4.8) the dwelling mix reflects local affordable housing demand in this part of East Manchester. The justification for the divergence from the Housing Choice Supplementary Planning Document (SPD) which outlines the proportion of each bedroom number for a development (20% 1bed, 37% 2bed, 25% 3bed & 18% 4bed) is due to levels of demand for each property size in the ward. In this instance, the development responds to an identified need in terms of local affordable housing provision and therefore the proportion of one bed units at 52%, can be considered an appropriate and robust response to local circumstances. Furthermore, it is noted that one third of these 1 bedroom units are for sheltered accommodation which means in this instance the number of standard one bedroom units is 24 (34%). At 35% the number of standard 1 bedroom units is only marginally in excess of the SPD.

Detailed Design Considerations

- 6.20 The application scheme presents a well-designed, functional, attractive and sustainable form of development that has evolved through a process of design review with internal and external stakeholders. The design aspects of the scheme and its pre-application development are considered in further detail in the Design and Access Statement prepared by MCAU Architects. The proposal has regard to the Rochdale Canal and its towpath and the reuse of the application site to accommodate an active residential development which provides passive surveillance will undoubtedly enhance the setting of the Canal and encourage greater use of this heritage asset thereby complying with Policy EN3 'Heritage'.

Residential Amenity

- 6.21 Existing residential properties in close proximity to the application site are principally found on the eastern side of Droylsden Road. These properties are two storeys in height and separated from Droylsden Road by a deep, tree lined grass verge and front gardens. The properties also sit at a lower level which provides a sense of separation from the road and land beyond.
- 6.22 Within the application site, the built form on the eastern edge of the site facing onto Droylsden Road will comprise five - two storey properties. The layout will ensure that the development does not dominate the surrounding built form, the separation between habitable room windows will be between approximately 25 and 30 metres which is considered to be a generous separation to ensure that no undue loss of privacy or outlook will arise. This will also be aided by the existing tree planting which will limit views of the development site.
- 6.23 The proposed apartment buildings have purposefully been located at the north of the site to ensure that the highest part of the development is located away from existing residential properties. The nearest habitable frontage of a residential property will be

approximately 40 metres away and again separated by Droylsden Road. The existing properties east of the site which align with the apartments are orientated facing the canals and therefore direct views of the apartments will not be visible from this location. Due to the separation it is not considered that any significant impacts in terms of overshadowing will occur.

Transport and Highways

- 6.24 A Transport Assessment (TA) has been prepared by Curtins and is submitted as part of this planning application. The statement assesses the accessibility of the site, the suitability of the access arrangements and the parking and traffic impact associated with the proposed development.
- 6.25 The TA confirms that the site is considered to be extremely well located in terms of accessibility by non-car modes of transport. The surrounding area exhibits good levels of pedestrian and cycling infrastructure and there are a number of public transport opportunities within acceptable walking distance of the site.
- 6.26 In respect of the displacement of existing parking which currently takes place on the site, the report confirms through the parking beat surveys that there are an abundance of locations for parking nearby and as such it is unlikely that these displaced vehicles would park in places that would have a negative impact on highway safety.
- 6.27 Parking within the site will comprise 24 spaces for the houses, representing a 100% per dwelling ratio and 26 spaces for the apartments, representing a 54% provision. Given the scale and accessible location of the development the amount of parking proposed is considered to be acceptable.
- 6.28 In terms of trip generation and the resulting impact on the surrounding highway network, as the site is currently vacant, all trips generated by the development will be new to the network. The TA analyses the TRICS Database and forecasts that a 75 unit residential

development would generate a total of 27 two-way trips in the AM Peak period and 27 two way trips in the PM Peak. The TA goes on to examine the capacity of surrounding key junctions to accommodate this change and finds that there is significant space capacity in both the AM and PM Peaks for all scenarios in the observed year of 2019 and the future year of 2024.

- 6.29 This allows Curtins to rightly conclude that the traffic impact of the Proposed Development is immaterial and would not result in a severe residual impact. The submitted scheme is reduced to 69 units and is therefore wholly acceptable.
- 6.30 An Interim Travel Plan (ITP) has been produced that contains a package of measures aimed at promoting greener, cleaner travel choices and reducing reliance on the private car. The first of these measures will consist of a Residential Welcome Pack, which will include: information on the health benefits of walking, cycling and environmental benefits of sustainable modes of transport; personal travel initiatives; maps showing local walking / cycling routes and places of interest; details of public transport services and details of the Travel Plan co-ordinator. This information will also be displayed on community notice boards throughout the apartment building.
- 6.31 Additional measures include those aimed at encouraging walking, cycling and use of public transport. These measures are set out in detail in the Travel Plan.
- 6.32 The submitted TA and TP demonstrate that the scheme accords with the transport requirements of the NPPF, policy T2 of the Core Strategy and section 3 'Accessibility' of the Guide to development in Manchester SPD.

Waste Management

- 6.33 A Waste Management Strategy prepared by MCAU and is submitted in support of the application. The strategy sets out the approach for the storage, management and

collection of waste to ensure that the development can be served by MCC refuse collections. The strategy is considered to be in accordance with MCC's Waste Storage and Collection Guidance for New Developments (GD04 v6.00).

Contamination

- 6.34 A Phase 1 Preliminary Risk Assessment and Phase 2 Geo-Environmental Investigation, Risk Assessment and Remediation Strategy has been prepared by LK Group. The Phase 1 report identifies potential contamination sources associated with the site due to its historical use and therefore recommends more detailed intrusive survey work. The Phase 2 report provides advice on the foundation design for the apartment blocks and housing. Furthermore, it identifies a series of remediation and validation requirements in order to ensure that contamination will not be a constraint to development.

Air Quality

- 6.35 An Air Quality Assessment (AQA) has been prepared by Redmore Environmental. The report identifies the potential for construction phase air quality impacts to occur, however it is considered that the use of good practice control measures would provide suitable mitigation for a development of this size and nature and reduce potential impacts to an acceptable level.
- 6.36 The AQA also examined the potential impacts that may occur due to road traffic exhaust emissions associated with vehicles travelling to and from the site. The modelling undertaken indicated that predicted pollution levels would not be significant at any sensitive location in the vicinity of the site. The results of the assessment also indicated that pollution levels were below the relevant criteria at all locations across the development. Accordingly the site is considered to be suitable for residential use when assessed from an air quality perspective.

Noise

- 6.37 A Noise Assessment has been prepared by Sandy Brown and is submitted in support of the application. The noise report provides recommendations in terms of fixed plant and acoustic performances for the facades with guidance on the ventilation strategy. Subject to these standard recommendations the development is considered to be capable of proceeding from a noise perspective.

Ecology and Trees

- 6.38 A Preliminary Ecological Appraisal accompanies the application and this has been prepared by The Ecology Consultancy. The appraisal found little potential for protected species to be present on the site with the exception of breeding birds. The report includes a series of best practice environmental recommendations to ensure that there are no impacts on protected habitat or species as a result of the construction process. Mitigations for lighting and the operational phase are also provided.
- 6.39 The application is also accompanied by an Arboricultural Impact Assessment prepared by Bartlett Consulting. The report identifies that only five trees are recommended for removal to facilitate the development, this includes 4 category C trees. The loss of these trees is not considered to have a significant impact of the overall public amenity of the area and can be successfully mitigated through the sensitive and beneficial replacement planting proposed as part of the Trevor Bridge Associates landscaping scheme.

Sustainability

- 5.36 An Energy and Sustainability Statement has been prepared by Energy Council. This concludes that by following the 'Be Lean, Be Clean, Be Green' hierarchy, the proposed design solutions indicated in the report are predicted to reduce the total carbon emissions by 53988Kg/CO₂/yr from the baseline emissions of 138720Kg/CO₂/yr. Using a fabric first approach supported by GSHP system and other measures, this equates to a 38.9% carbon

reduction from the calculated baseline regulated energy emissions. Table 6 of the report confirms that an overall 38.9% improvement in CO2 emissions above the current Building Regulations L1A 2016 baseline is proposed through passive means and GSHP to support the application. This equates to a 44.9% improvement on 2010 building regulations as required by MCC policy. The development can be regarded to be sustainable and compliant with Policy EN4 reducing CO2 emissions by enabling low carbon development.

Flood Risk and Drainage

- 6.40 Ridge have completed a Flood Risk Assessment and Drainage Strategy Report which is submitted in support of the planning application. Their report concludes that there is no residual flood risk from the development site to the surrounding area due to the reduction of existing storm water flow rates. Therefore, the development does not increase the risk of flooding to the other adjacent properties and roads. The report notes that out of chamber or gully flooding for the extreme 100-year plus climate change event may occur within the development site and is classed as exceedance flows. In mitigation it is proposed that flood water from this event will be contained within the development site and directed away from the buildings to the external hard and soft landscaped areas. The development is regarded to be compliant with Policy EN14 Flood Risk.

Crime Impact Statement

- 6.41 A Crime Impact Statement has been completed for an apartment development showing a layout of 54 apartments and 21 flats. The proposed scheme has been found acceptable in principle, but further consideration of certain detailed aspects is recommended including; definition of front garden boundaries; landscape treatment (inc. boundaries) of amenity spaces; boundary treatments of dwellings & amenity areas; access control to the apartment car parks and security to the apartment entrance lobbies. These measures have been reviewed, enhancements proposed and with the final scheme being considered appropriate for submission for secure by design accreditation.

Archaeology

- 6.42 An Archaeological Desk Based Assessment has been prepared by Archaeology Wales. The desk based assessment anticipates the potential for ground works associated with the development to encounter buried remains relating to the mill structure and workers terraced houses. In order to confirm and assess the presence, condition and significance of any remains the report recommends a series of targeted trial trenches as the most appropriate form of mitigation.

TV Reception

- 6.43 A Television Baseline Survey Report has been prepared by Pager Power and is submitted in support of the application. The survey report examined signal strength in the local area and found that terrestrial coverage was generally good. The report finds that it could be possible that there will no impact on television signals as a result of the development. A further survey will be required after construction has begun by means of a reception measurement. If there are effects which can be attributed to the proposed development then mitigation measures are available to safeguard against any negative effects.

RCL Social Value Offer/Local Labour Agreement

- 6.44 Rawlinsons have submitted as part of the application a local labour and training offer which amongst other things seeks to; agree local labour targets of a minimum of 20% of site labour from an agreed geographical area and 20% of scheme; provide 168 apprentice weeks and working with the Community Rowlinsons will donate £1,000 to a local community group. These activities will deliver benefits to the local area and local community.

7. Conclusions

- 7.1 This planning statement has been prepared on behalf of Rowlinson Construction Ltd in support of a full planning application for the redevelopment of vacant land at Silk Street, Newton Heath, Manchester with residential development comprising of 21no. 2-3 storey houses, 48no. apartments, associated parking spaces and outdoor residents' amenity spaces.
- 7.2 The application scheme is considered to be in full compliance with the adopted policies of the Core Strategy and Saved UDP. The proposals have been carefully considered with valuable input from local residents and key stakeholders during the design evolution.
- 7.3 The development site is located in a sustainable location close to local bus and metrolink transport links. The site also benefits from excellent local cycling and walking infrastructure. The proposed development maximises the opportunities that the site's sustainable location presents and plans for a development which makes the best use of an underutilised site and increases the supply of affordable housing in the East Manchester area.
- 7.4 As evidenced in this statement, the site has been shown to be a suitable and sustainable location for new development with no known adverse impacts arising from the development that would significantly and demonstrably outweigh its benefit. It is our view that no material planning considerations exist that would justify a refusal of planning permission. Consequently the proposals are considered to constitute sustainable development as defined by the NPPF and the presumption in favour of sustainable development should apply in the determination of this application.