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Planning Statement

Proposed Residential Development

at [Kenyon Lane, Moston](#)

for [Adelphi \(Kenyon Lane\)
Developments Limited](#)

July 2020

Kenyon Lane

Full planning application for demolition of existing structures and construction of a four storey building providing 33 apartments (Use Class C3) with associated car parking, amenity space and access

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1. INTRODUCTION

- 1.1 This Planning Statement has been prepared on behalf of the applicant, Adelphi (Kenyon Lane) Developments Limited, to support an application seeking full planning consent for the erection a residential apartment building.

THE PROPOSALS AND CONTEXT

- 1.2 The site currently accommodates a former cinema currently in use as a DIY store, and vacant land to the rear accommodating hardstanding and scrub. It is bounded by Kenyon Lane to the north; a church to the east; and a plumbing supplier to the west. To the north-west of the site is the junction with Deanway. The area is largely characterised by residential dwellings.
- 1.3 The proposal involves demolition of the existing building and construction of a four storey building providing 33 apartments (Use Class C3) with associated car parking, amenity space and access.
- 1.4 The description of development is as follows:

"Full planning application for demolition of existing structures and construction of building providing residential apartments (Use Class C3) with associated car parking, amenity space and access."

PURPOSE OF THE STATEMENT

- 1.5 This statement describes the proposals and examines the planning considerations which they raise. In accordance with Section 38(6) of the Planning and Compulsory Purchase Act 2004. Determination of the planning application must be made in accordance with the development plan, unless material considerations indicate otherwise.
- 1.6 This statement should be read in conjunction with the other documents submitted with the planning application.

CONTENT OF THE PLANNING APPLICATION

1.7 This planning submission includes supporting documents which demonstrate how the scheme responds appropriately to best practice in design and sustainability, as well as planning policy objectives. The documents submitted as part of this application are:

- Design and Access Statement, prepared by FCH Architects;
- Planning Statement, prepared by Zerum;
- Noise Impact Assessment, prepared by RBA Acoustics;
- Air Quality Assessment, prepared by Redmore Environmental;
- Heritage and Archaeological Assessments, prepared by Archaeological Research Services;
- Environmental Standards Statement, prepared by PSD;
- Utilities and Ventilation Strategies, prepared by PSD;
- Phase 1 Ground Conditions Report, prepared by Clancy;
- Drainage Strategy, prepared by Waterco;
- Preliminary Ecological Assessment and Bat Survey, prepared by Penny Anderson;
- Arboricultural Impact Assessment, prepared by DEP;
- Crime Impact Statement prepared by GMP; and
- Transport Statement, prepared by Vectos.

1.8 The application is supported by a full set of plans and elevations, prepared by the scheme architect, FCH Architects; and a landscaping scheme prepared by DEP.

CONSULTATION

1.9 The general approach to, and content of, this application has been discussed with officers of Manchester City Council prior to its submission. These discussions have influenced the evolution of the scheme into its final form.

STATEMENT STRUCTURE

1.10 The remainder of this statement is as follows:

Section 2 – Provides context and describes the site and its surroundings alongside details of any relevant planning history and details of consultation;

Section 3 – Describes the development proposals in detail;

Section 4 – Outlines the development plan framework, relevant national policy guidance and any material considerations;

Section 5 - Sets out a detailed analysis of the relevant planning considerations; and

Section 6 – Concludes by summarising the main points raised in this document.

2. DEVELOPMENT CONTEXT

- 2.1 This section briefly describes the site, its surroundings and local setting, and outlines the relevant planning history of the site.

SITE DESCRIPTION

- 2.2 The site is located in Moston, north-east of Manchester city centre. It is bounded by Kenyon Lane to the north; a church to the east; and a plumbing supplier to the west. The area is characterised by residential uses. It accommodates a former cinema which was last used as a DIY shop, with hardstanding and scrub to the rear.
- 2.3 Details of the site location and strategic context can be found in the Design and Access Statement, produced by FCH Architects.

SURROUNDINGS

- 2.4 The site is located to the north-east of Manchester city centre, in an area which is predominantly residential with complementary uses including churches, primary schools and convenience shops and services. The site is close to Moston Vale and Broadhurst Park which provide amenity open space.

SITE ACCESSIBILITY

- 2.5 The site benefits from local convenience services at the corner of Kenyon Lane and Chinley Avenue (50m away), and further services at Moston Lane (650m away) including a pharmacy. It is well located in relation to the broader local amenities and facilities provided at Walton Road, which are around 1km away.
- 2.6 There are good, continuous pavements and crossing points which enable pedestrians to navigate the local area safely. The nearest bus stop is within 50m of the site. There are further bus stops on Moston Lane. These provide access to the amenity, education and employment opportunities in Manchester city centre as well as locations across north Manchester and Oldham. The nearest railway station is Moston, located 2.6km away, and can be accessed by bus or bicycle. The area

is also served by the Metrolink light rail network, being on the Oldham and Rochdale line. The closest stations are Newton Heath and Moston; and Central Park. Both are around 1.3km from the site, accessible on foot or reachable by bus.

- 2.7 The accompanying Design and Access Statement and Transport Statement provide more detail in terms of the site's connections and accessibility.

HERITAGE DESIGNATIONS

- 2.8 The site is not located in or close to a Conservation Area. It does not contain any listed buildings, nor is it located close to any listed buildings. This submission includes heritage and archaeological assessments which cover these aspects in detail.

PLANNING HISTORY

- 2.9 Two historic planning applications have been identified in relation to the site. In October 1991, an application was withdrawn for the construction of dwellings after demolition of the cinema (ref 39370). In December 1993, consent was granted for the change of use of the Adelphi Bingo Hall to plumbers' and builders' merchants (ref 044279/FU/NORTH2/93).

STATEMENT OF CONSULTATION

- 2.10 Consistent with the Council's adopted Statement of Community Involvement (2018), the applicant has undertaken pre-application discussions with the local planning authority. Both the applicant and their professional advisors have sought to adopt a 'best practice' approach to both design and delivery. Pre-application discussions with Manchester City Council commenced in advance of the submission of the application and have informed the proposals.
- 2.11 Initial iterations of the proposal reached five storeys and incorporated townhouses to the rear. Pre-application discussions with the Council resulted in a reduction in scale and an expansion of amenity space.

- 2.12 Early versions of the proposal sought to include the adjacent plumbers' merchant to the west, but this has not proved possible. Further feedback resulted in the current scheme, which adapts to the smaller site and provides generous amenity space and suitable levels of parking.
- 2.13 The proposal is the optimum development option for the site, having arisen from in-depth review and discussion with officers.
- 2.14 The proposal's importance is limited to the local level. It accords with the local Development Plan, therefore a wider community engagement exercise was not felt to be necessary. Should the application attract significant local interest on its submission, we would be happy to arrange for a consultation event to take place to inform members of the public or key local interests.
- 2.15 Given the scale of the scheme and its compliance with plan policy, we are satisfied that an appropriately comprehensive process of pre-application consultation has been undertaken.

STATUTORY DEVELOPMENT PLAN

- 2.16 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that when determining a planning application, local planning authorities must make the determination in accordance with the development plan unless material considerations indicate otherwise. The development plan relating to the site currently consists of the Manchester Core Strategy (2012) and the Saved Policies of the Manchester Unitary Development Plan (UDP, 1995).

SITE DESIGNATIONS

- 2.17 The site is located within the North Manchester area (Policies EC4, H3) and the Inner Areas (Policy SP1). The scheme's response to these and other relevant policies is considered in Section 5.

3. PROPOSED DEVELOPMENT

- 3.1 The preliminary sections of this statement have touched on the context and content of the application. More detail is provided as part of the submitted Design and Access Statement, prepared by FCH Architects.
- 3.2 The application seeks full planning consent for demolition of the existing building and construction of a four storey building providing 33 apartments (Use Class C3) with associated car parking, amenity space and access
- 3.3 The proposed site layout plan shows the extent of the proposed development in relation to the nearest roads, surrounding land uses and wider area. Careful thought has been given to ensure that the proposed scheme conforms to the surrounding land uses and respects both wider views of the development and its more immediate surroundings.

ACCOMMODATION

- 3.4 The development addresses the adjacent street, Kenyon Lane, with built form and windows, thereby providing surveillance and activity.
- 3.5 Vehicular access into the rear car park is achieved through the building, from Kenyon Lane. Parking is provided for 37 cars (of which six are disabled spaces). There is secure storage for 24 bicycles.
- 3.6 The ground floor accommodates an entrance lobby accessed from Kenyon Lane, which gives access to the stair/lift core, refuse store and four two-bedroom apartments. The other two ground floor, two-bedroom apartments are located beyond the vehicle access, and benefit from a pedestrian entrance which is reached via a pavement. Both the pavement and an entrance from the residents' lobby give access to the car park, bicycle storage and residents' garden, via continuous pavements.
- 3.7 The first to fourth floors each accommodate eight two-bedroom and one one-bedroom apartments, accessed off a central core.
- 3.8 Provision of dwellings is as follows:

- 3x one-bedroom apartments; and
 - 30x two-bedroom apartments.
- 3.9 All apartments are well proportioned dwellings. All residential units provide a comfortable living space.
- 3.10 The refuse store accommodates 6x 1,100l bins, of which 3 will be for general waste purposes and 3 for recycling provision. Refuse vehicles will collect waste from the kerb. This is considered to be the optimal solution for the site.

DESIGN

- 3.11 The aim of the scheme is to create a modern, high quality development that relates to, respects and responds to the character of the surrounding area, and creates a sense of place. The proposal represents a comprehensive opportunity to regenerate a brownfield site and to knit together part of the streetscape which has become disjointed.
- 3.12 The design intention is to reintroduce built form to the street edge and provide a complementary development to surrounding land uses and buildings. The building has been designed to maximise opportunities for activity on the ground floor and within the street scene.
- 3.13 The site has been developed following a detailed analysis of the site and local context whilst taking into consideration national and local requirements. The accompanying Design and Access Statement sets out how the design concept for the scheme has developed in terms of both form and function.
- 3.14 The proposals have been developed through careful consideration of the site including:
- Analysis of the local character and context;
 - Evaluation of use requirements of the local area;
 - Detailed analysis of the site itself including orientation, topography, access, proximity to neighbours and connection with the streetscape;
 - Local movement networks and how they can be enhanced; and
 - Review with planners during the pre-application process.

- 3.15 The development is placed within the plot so as to create a street edge to Kenyon Lane. It has been designed to complement and knit together the existing streetscape and create a sense of place.

REFUSE STRATEGY AND SERVICING

- 3.16 A refuse and servicing strategy is included within the Design and Access Statement. The refuse store is located at ground floor level. This location enables convenient use by residents and operatives. Storage is provided for general waste and recycling. This takes the form of 6x 1,100l bins, of which 3 will be for general waste purposes and 3 for recycling provision.

LANDSCAPING AND TREES

- 3.17 The built form will be softened by edge planting, which also serves to mark out the building entrance. A residents' garden is proposed to the rear of the site which will be edged with planting. The original intention was to retain existing trees within the garden, but the submitted Arboricultural Impact Assessment demonstrates that the trees are not in good condition. As such, they will be removed. A landscape layout plan is included within the submission, and incorporates 13 new trees along with extensive shrub planting which will more than compensate for the losses.

ACCESS AND PARKING

- 3.18 The building has been designed to be fully accessible to all users, to comply with all relevant parts of the Building Regulations and to provide access for all. Further details on accessibility are outlined in the Design and Access Statement.
- 3.19 The proposal incorporates 37 parking spaces, of which 6 are for disabled users. A total of 24 bicycle spaces are provided for the proposal. The Transport Statement finds that the site is well located to make use of existing public transport links and pedestrian/cycle links.

MATERIALS

- 3.20 The proposed scheme will be constructed using a carefully balanced palette of materials, focused on red multi brick with aluminium PPC windows, perforated aluminium screen

detailing and recessed brick. The Design and Access Statement explains how this references the surrounding context which includes red brick and vertical emphasis.

- 3.21 The accompanying DAS provides further details on the choice of materials, elevational details and the care which has been taken to complement existing character whilst creating a distinctive sense of place.

4. PLANNING POLICY CONTEXT

PLANNING AND COMPULSORY PURCHASE ACT 2004

- 4.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that when determining a planning application, the decision maker must make their determination in accordance with the development plan unless material considerations indicate otherwise.
- 4.2 This chapter therefore considers the relevant national planning policy and guidance which form a material consideration in the determination of this application, and the development plan which consists of the Manchester Core Strategy (2012) and the Saved Policies of the UDP (1995).

NATIONAL PLANNING POLICY FRAMEWORK

- 4.3 The National Planning Policy Framework (NPPF) was published in February 2019 and is a material consideration in planning decisions.
- 4.4 The NPPF has a clear presumption in favour of sustainable development at its heart (para 10). Sustainable development means that the planning system pursues economic, social and environmental objectives (para 8), although they are not criteria against which every decision can or should be judged (para 9). Local planning authorities should approach decisions on proposed development in a positive and creative way, with decision-makers at every level required to seek to approve applications for sustainable development where possible (para 38).
- 4.5 The presumption in favour of sustainable development means that local planning authorities should, without delay, approve development plans that accord with an up-to-date development plan, and where the relevant policies are out-of-date, granting permission unless other policies provide a clear reason for refusal or if any adverse impacts of doing so would significantly and demonstrably outweigh the benefits (para 11).
- 4.6 Section 5 seeks to deliver a sufficient supply of homes in support of the government's objective of significantly boosting the supply of homes (para 59). To support the redevelopment of brownfield land, affordable housing contributions should be reduced by

a proportionate amount (para 63). The development of windfall sites should be supported, with great weight given to the benefits of using suitable sites within existing settlements for homes (para 68).

- 4.7 Section 8 seeks inclusive and safe places. This can be achieved through street layouts that allow for easy pedestrian and cycle connections and layouts that support healthy lifestyles by encouraging walking and cycling (para 91). The NPPF recognises the benefits of an integrated approach to considering the location of housing and community facilities and services (para 92).
- 4.8 Section 9 of the NPPF seeks sustainable transport, with promotion of walking, cycling and public transport, environmental impacts taken into account, and well-considered patterns of movement which relate to the design (para 102). The NPPF states that development should only be prevented on highway grounds if there would be an unacceptable impact on highway safety or severe cumulative highway impacts (para 109). Applications should prioritise pedestrian and cycle movements, address the needs of those with disabilities and allow for efficient servicing (para 110).
- 4.9 Section 11 requires planning decisions to promote an effective use of land, with as much use of previously-developed land as possible. Substantial weight should be given to the use of suitable brownfield land within settlements and to the development of underutilised land (para 118). The development of under-utilised land and buildings should be promoted and supported, especially if this would meet identified needs for housing (para 118). The document recognises that land in retail or employment use may be better directed to residential use, and can do so without impacting negatively on key economic sectors: 'local planning authorities should also take a positive approach to applications for alternative uses of land which is currently developed but not allocated or a specific purpose ... in particular, they should support proposals to use retail and employment land for homes' (para 121). The NPPF seeks 'a significant uplift in the average density of residential development' within well-connected locations; local authorities should refuse applications that fail to make efficient use of land (para 123).
- 4.10 Section 12 of the NPPF identifies good design as 'a key aspect of sustainable development' (para 124). Developments must function well over their lifetimes, be visually attractive with good architecture and layout, effective landscaping, sympathetic to local character whilst

not discouraging appropriate innovation or change such as increased densities, and providing a high standard of amenity (para 128). Development of poor design should be refused (para 130). Great weight should be given to innovative designs which raise the standard of design more generally in an area, as long as they fit in with the overall form and layout of their surroundings (para 131).

- 4.11 Decisions should ensure that a site is suitable for its use in terms of ground conditions, land instability and contamination (para 178).
- 4.12 Section 16 sets out policy requirements in relation to the historic environment. Heritage assets are an irreplaceable resource and should be conserved in a manner appropriate to their significance (para 184). Applicants must describe the significance of affected heritage assets including contribution made by their setting including archaeological interest as necessary (para 189). The level of detail should be proportionate to the assets' importance.
- 4.13 Paragraph 190 then goes on to state Local Planning Authorities should undertake an assessment of 'significance' and take this into account when considering the impact of a proposal on a heritage asset. When considering the impact of a proposed development, the effect on the significance of a non-designated heritage asset should be taken into account, with balanced judgement required as to the scale of any harm or loss and the significance of the heritage asset (para 197).

MANCHESTER CORE STRATEGY (2012)

- 4.14 Manchester's Core Strategy was adopted in July 2012 and is the key Development Plan Document in the Local Development Framework (LDF). It replaces significant elements of the existing Unitary Development Plan as the document that sets out the long term strategic policies for Manchester's future development and forms the framework against which planning applications will be assessed.
- 4.15 The Core Strategy locates the site in the North Manchester Regeneration Area, and is defined as being within the most deprived 10% of areas nationally, at the time that the plan was produced. Challenges for the area are identified as including high rates of worklessness; lack of quality in built form and public realm; and the need to improve and diversify the housing offer.

4.16 The following Core Strategy policies are considered relevant to this application:

- Policy SP1: Spatial Principles
- Policy H1: Overall Housing Provision
- Policy H3: North Manchester
- Policy H8: Affordable Housing
- Policy T1: Sustainable Transport
- Policy T2: Accessible Areas of Opportunity and Need
- Policy EN1: Design Principles and Strategic Character Areas
- Policy EN3: Heritage
- Policy EN4: Reducing CO2 Emissions by Enabling Low and Zero Carbon Development
- Policy EN6: Target Framework for CO2 Reductions from Low or Zero Carbon Energy Supplies
- Policy EN8: Adaptation to Climate Change
- Policy EN9: Green Infrastructure
- Policy EN14: Flood Risk
- Policy EN15: Biodiversity and Geological Conservation
- Policy EN16: Air Quality
- Policy EN18: Contaminated Land and Ground Stability
- Policy EN19: Waste
- Policy PA1: Developer Contributions
- Policy DM1: Development Management

4.17 Relevant policy requirements will now be reviewed in detail.

4.18 Policy SP1 sets out the key spatial principles which will guide strategic development. Outside the Regional Centre, the emphasis is the creation of neighbourhoods of choice, providing high quality and diverse housing. The majority of new residential development is to be in particular areas including the North Manchester Regeneration Area. Development should make a positive contribution to creating neighbourhoods of choice by creating well designed places that enhance or create character; make a positive contribution to health and wellbeing; make efficient use of land and resources; and be located to reduce the need to travel.

- 4.19 Policy H1 sets out housing delivery targets, and recognises that housing delivery supports regeneration and growth. It also notes the benefit of diversifying housing stock in areas where a single type or tenure tends to dominate. In North Manchester, densities will be around 40 units per hectare, with type, size and tenure to be assessed on a site by site basis in light of local housing need and economic viability. The reuse of previously-developed land is supported. Residential development should contribute to the creation of mixed communities through providing a range of housing types; contribute to local character; provide suitable amenity space, and prioritise sites in close proximity to centres or high frequency public transport routes.
- 4.20 Policy H3 states that North Manchester will accommodate around 20% of new residential development, with priority to high value, high quality development where this can be sustained. Supporting paragraph 9.17 notes that this will provide significant opportunities to change the character of the area and support the economic growth of the City Region.
- 4.21 Policy H8 requires provision of affordable housing or an equivalent financial contribution on sites of 0.3ha and above, or where 15 or more units are proposed. The starting point for provision is 20%. Of new housing provision, 5% is anticipated to be social or affordable rent, and 15% intermediate housing. Exemptions may be made on the basis of viability or where affordable housing would be inappropriate due to material considerations.
- 4.22 Policy T2 states that the pattern of development will be managed to ensure that new proposals are located to ensure good access to the City's main economic drivers; and are easily accessible by various transport modes. Outside the city centre, development should provide appropriate car parking facilities, taking account of the Appendix B car parking standards.
- 4.23 Policy EN1 expects all development to follow the seven principles of urban design and to have regard to the strategic character area in which the proposal is located. In the Northern Character Area, development should respond to the underlying topography and varied townscape created by the balance between built form and tree-covered landscape.
- 4.24 Policy EN3 encourages development that complements and takes advantage of the distinct historic and heritage features of the districts and neighbourhoods.

- 4.25 Policy EN4 requires development to follow the principles of the Energy Hierarchy, being designed to reduce the need for energy through passive design and natural lighting; reducing the need for energy through energy efficient features such as improved insulation and glazing; and the meet residual energy requirements through the use of low or zero carbon energy generating technologies. Wherever possible, new and retrofit projects should be designed to allow opportunities for low and zero carbon energy supplies; to improve energy efficiency; to enable future connection to decentralised energy schemes; and to use materials with low embodied carbon.
- 4.26 Policy EN6 requires applications for residential development of 10 or more units to meet, as a minimum, specified energy targets unless demonstrably unviable. Policy EN8 requires all new development to be adaptable to climate change in terms of layout, design, siting and function. Flood risk should be minimised; passive design should be used to control overheating; and green infrastructure incorporated where possible. Policy EN9 requires new development to maintain existing green infrastructure, and where possible, to improve the performance of its functions.
- 4.27 Policy EN15 requires any adverse impacts on biodiversity to be justified against the wider benefits of the proposal. Policy EN16 requires developers to take measures to minimise and mitigate the local impact of emissions from traffic generated by development, as well as emissions created by the development itself.
- 4.28 Policy DM1 requires development to have regard to siting, layout, scale, form, massing, materials and detail; impact on the surrounding areas in terms of scale and appearance; effects on amenity including privacy, light, noise, vibration, air quality, odours, litter and road safety; accessibility including sustainable transport; community safety; design for health; refuse storage and collection; vehicular access and parking; effects relating to biodiversity, archaeological or built heritage; flood risk and drainage.

SAVED POLICIES OF THE MANCHESTER UDP (1995)

- 4.29 The Manchester Unitary Development Plan (UDP) was adopted in 1995 and some policies remain extant notwithstanding the adoption of the Manchester Core Strategy and the NPPF. The saved policies most relevant to this proposal are:

- Policy DC7: New Housing Development
- Policy DC26: Development and Noise

OTHER MATERIAL CONSIDERATIONS

4.30 Other material considerations include:

- National Planning Practice Guidance;
- Draft Greater Manchester Spatial Framework (2019);
- Manchester Residential Quality Guidance (2017);
- Guide to Development in Manchester SPD (2007); and
- Providing for Housing Choice SPD (2007).

NATIONAL PLANNING PRACTICE GUIDANCE

4.31 The NPPG is a material consideration in the determination of planning applications. It states that good design is integral to sustainable development, and requires the creation of places that work well for everyone and are adaptable for the long term. It identifies key design issues including local character, safe efficient streets, crime prevention, access and inclusion, and cohesive and vibrant neighbourhoods.

GREATER MANCHESTER SPATIAL FRAMEWORK CONSULTATION DRAFT (2019)

4.32 The GMSF will be a Spatial Development Strategy for the ten authorities that make up the Greater Manchester Combined Authority. Whilst the plan is still emerging, and policies cannot be given weight, it is noteworthy as a direction of travel. The latest draft seeks to deliver new homes, making the most of previously developed land, and seeking to redress the balance between those areas with varied levels of deprivation, educational attainment and health outcomes.

MANCHESTER RESIDENTIAL QUALITY GUIDANCE (2017)

4.33 This document sets out design standards to provide a clear direction on what is required to deliver sustainable neighbourhoods of choice where people will want to live and also raise the quality of life across Manchester. It outlines the considerations, qualities, and

opportunities that will help to deliver high quality residential development as part of successful and sustainable neighbourhoods across Manchester, without being prescriptive. The document is arranged by theme, as follows:

- Manchester: Understanding the character and qualities of the various parts of the city;
- Bring People Together: Encourage a sense of community and neighbourliness;
- Animate Street and Spaces: The interrelationship between buildings, streets and spaces in making a place feel safer and inviting;
- Easy to Get Around: Ensuring that development is accessible, well-connected and easy to get around;
- Work with The Landscape: Enhancing and improving the connection with landscape and nature;
- Practical: Dealing with the clutter of life;
- Future Proof: Anticipate the impacts and effects of climate change that can make residential design more efficient;
- Homes: Providing sufficient space, natural light and storage to allow people to settle down and flourish;
- Happen: Ensuring that proposals are delivered as designed, well-constructed and sustainably built.

- 4.34 The guidance is based on a principle of 'Comply or Justify'. In this respect, deviation from the compliance elements set out within the document must provide robust and evidence-based justification. The document also includes Manchester's emerging space standards.

GUIDE TO DEVELOPMENT IN MANCHESTER SPD (2007)

- 4.35 This document is a material consideration in decision making and sets out the design principles and standards that the City Council expects new development to achieve. Part 1 of the SPD sets out design principles and standards including high quality developments that are safe, secure and accessible to all.
- 4.36 The SPD states that proposals should seek to ensure that the uses of buildings reflect their purpose and place. Development should enliven and define neighbourhoods and

promote a sense of place. It should have regard for the location of sustainable public transport and its proximity.

- 4.37 Developments that remain flexible and allow for new users and functions will be supported. Internal space within buildings should be designed such that it retains a long-term flexibility for adaptation for use by future users. The SPD requires crime prevention measures such as informal surveillance, good lighting and stewardship.

PROVIDING FOR HOUSING CHOICE SPD (2007)

- 4.38 This document provides planning guidance in relation to the mix of new housing provision required in Manchester. The SPD highlights that a core driver of success will be the creation of "Neighbourhoods of Choice" with truly sustainable communities where people choose to live because of the quality of life on offer. Through the creation of neighbourhoods of choice, the City will succeed in delivering the household growth needed to underpin the City Region's economic growth potential. This will require an integrated and planned approach that can ensure that there are quality public services in the right location, along with quality local amenities, a choice of housing, a quality local environment and low levels of crime and disorder. One of the central themes in the 'Neighbourhoods of Choice' vision is that there will be wide choice of housing, including across tenures; with higher levels of home ownership than currently exist and higher overall property values. The needs of existing residents should also be met.

5. PLANNING ASSESSMENT

5.1 This chapter considers the key issues that are relevant to the application:

- Principle of development;
- Scale, massing, design and landscaping including arboriculture;
- Heritage and archaeology;
- Access and parking;
- Drainage;
- Ecology including bats;
- Energy;
- Amenity, including noise, air quality and ground conditions; and
- Planning obligations.

PRINCIPLE OF DEVELOPMENT

Loss of existing buildings/use

5.2 The building was most recently used as a DIY store. The area is not designated for retail use. The building was repurposed and there are more suitable premises for the retail use. The use has relocated and continues to operate. The loss of the retail use is therefore not a reason to refuse consent.

5.3 The existing building which is to be demolished is an unremarkable structure. Its loss is considered and justified by the submitted Heritage Assessment.

5.4 Redevelopment of a brownfield site has support from the NPPF and the Core Strategy. They promote the reuse of previously developed land particularly in sustainable locations. Policies SP1 and H1 seek the efficient use of land. This proposal represents an effective use of land, as promoted by local and national policy. The principle of the development therefore accords with the NPPF and Policies SP1 and H1.

Residential use

5.5 Loss of the building currently on the site will enable the delivery of a net increase in local housing in the form of 33 dwellings, including affordable homes, in a suitable location which is

close to local amenities and accessible to sources of employment. The site is located within a primarily residential area, and is within the North Manchester Area and the Inner Area where residential use is supported by Policies H3 and SP1. The proposal will contribute to the aim of these policies, which seek new residential development. The provision of one- and two-bedroom apartments and the high quality nature of the scheme responds to the policies' focus on development which makes a positive contribution to creating neighbourhoods of choice where there is a range of dwelling types. It aligns with Policy H3 which seeks residential development that changes the character of North Manchester and supports economic growth.

- 5.6 The applicant has specified the type and size of dwellings in response to the requirements of the local market. The provision of one- and two-bedroom apartments enhances choice, in line with national policy. The dwellings will appeal to young professionals and older downsizers. As well as providing these occupiers with a high-quality dwelling choice, it will free up family homes for those who will occupy them fully, encouraging young people out of shared accommodation and 'empty nesters' from family homes which their adult children have left. This will have economic benefits in retaining and attracting local residents.

SCALE, MASSING AND DESIGN

- 5.7 The site is located in a mixed area in suburban Manchester. It is characterised by terraced housing but also includes larger format properties including the former cinema on the site, the adjacent church and apartment buildings to the northern side of Kenyon Lane. As such, there are varied built scales in the local area, with the apartments reaching four storeys.
- 5.8 There is a varied design approach in the local area. Materials are predominantly brick in various shades with some use of render.

Scale

- 5.9 Careful consideration has been given to the size, scale and design of the proposed building, in terms of the living environment for future residents and interactions with the wider townscape and the impact on existing residents. Particular care has been taken in identifying an appropriate scale.

- 5.10 As set out in the earlier part of the Statement, the proposal has been subject to detailed review and redesign resulting from early engagement with the Council.
- 5.11 The proposed four-storey height of the proposal is very similar in height to the existing building. Replicating the existing height is appropriate, as it responds to the three- to four-storey apartment block directly opposite it, and the church adjacent to the east. The Design and Access Statement includes massing images which demonstrate that the building is appropriately scaled in comparison to its neighbours. Landscaping is proposed to Kenyon Lane which will soften the built form.
- 5.12 The proposed building's footprint lies more centrally in the plot than the existing built form, and is focused to the street edge. This results in the reinstatement of a building line across the site frontage, thereby repairing the gaps in the streetscape which are presented by the current built form. This creates a more cohesive environment and is a positive design response. It also allows a residential amenity space to be provided to the rear of the building. Parking is also relegated to the rear, and is accessed via an undercroft. This design solution is similarly used on the apartment buildings opposite the proposal site, and is a safe, effective means of maximising space in a constrained urban location.
- 5.13 The proposal is the optimum development option for the site and is appropriate in scale for its context. It has arisen from in-depth review and discussion with officers.

Separation Distances

- 5.14 The proposed building replaces a building of similar proportions, and is located no closer to the two-storey dwellings than the present built form. As such, the relationship of the proposal with the existing dwellings to the west remains suitable. Good levels of amenity will be maintained for existing residents. Similarly, residents of the apartments on the northern side of Kenyon Lane will experience no negative impacts on their amenity.
- 5.15 The proposed building is focused to the front of the plot therefore separation distances to the rear of properties on Brendon Avenue will be increased in comparison to the existing situation.
- 5.16 Neither local policy nor guidance sets required separation distances. This matter has been discussed in detail with officers at the pre-application stage and the submitted scheme represents an agreed, suitable position.

Design approach and materials

- 5.17 The proposed scheme will be constructed using a carefully balanced palette of materials. The existing built form in the surrounding area is unremarkable and uses brick in varying tones and pale render. The proposal scheme seeks to introduce a greater sense of place through a well-designed, contemporary scheme.
- 5.18 The selected materials have been chosen for their contemporary appearance whilst referencing the traditional brick. The proposal generates a sense of identity and reflects the aspiration for a high quality product which will sit as a benchmark for future projects in the area.

Arboriculture

- 5.19 The trees currently on the site were originally to be incorporated into the residents' garden. However, the submitted Arboricultural Impact Assessment demonstrates that they are not of a high quality. As such, they will be removed. The proposed landscaping scheme incorporates 13 new trees and extensive shrub planting which more than compensates for the loss. This is appropriate, and complies with relevant policy. Note, the group of trees 'G2' is covered by the AIA for completeness, but it is located outwith the site boundary, and will not be affected by the proposals.

Landscaping and Amenity Space

- 5.20 The proposal includes landscaping to enhance the sense of place and create a pleasant environment. It is placed around the building edges including to Kenyon Lane, softening and framing the built form and providing an enhanced public and private realm.
- 5.21 The provision of on-site amenity space in the form of a residents' garden aligns with local policies which seek to provide a high quality living environment. The selection of a largely grassed area means that this is a multi-purpose space which residents can use in a variety of ways.
- 1.11 The vehicular access to the scheme is gated. This has been considered in great detail but is felt to be necessary due to the potential for crime, and in order to increase perceptions of security for residents and visitors. Gated access to the car park is requested by GMP in the Crime Impact Statement.

- 5.22 The application scheme is a positive response to the design principles of the NPPF and Policies SP1, H1, H3 and DM1, and well as relevant SPDs.

HERITAGE AND ARCHAEOLOGY

- 5.23 The application is supported by a Historic Environment Desk-Based Assessment which covers both heritage and archaeology, undertaken by Archaeological Research Services.
- 5.24 The report runs through the history of the site. Whilst the site was largely unchanged from meadow/pasture in the mid-late c19th, the wider area showed signs of significant development including dwellings and the laying out of roads on former fields. Around 1914, a cinema named the Empress Picture House was built within the site boundary, described as 'a tin hut that would accommodate an audience of 900'. By 1922, it was renamed the Adelphi Cinema. In the late 1930s, it came into the ownership of the HD Moorhouse chain, who owned various cinemas in Greater Manchester and Leicester. There may be some archaeological remains of this building in the north-eastern corner of the site, depending on the level of site clearance undertaken at the time of demolition.
- 5.25 By 1937, the existing building had been demolished and the present building was constructed to the west. This was a larger cinema, seating 1,312 in a stadium plan with an Art Deco frontage similar to Moorhouse's Leicester cinema. The cinema was converted to a bingo club in 1962, and later a social club. There was a fire in the 1960s, but the extent of damage is not known.
- 5.26 The report includes an account of the building's interior and exterior. The original seating has been removed to provide a trading floor for the DIY occupier. Some original tiling is identified, along with the proscenium arch and probably seating risers. A more detailed survey is recommended as the modern fixtures are removed in order to record any other features that may remain.
- 5.27 The building has some, limited significance due to its illustrative historical value and aesthetic interest arising from its identity as a cinema built during the period in which this form of entertainment expanded. There is some evidential value resulting from the few discernible cinema-related features. The building has some communal value to those who remember its use as a cinema and then bingo hall. There is some associative historical value in the relation to the HD Moorhouse cinema chain, although 17 such buildings remain in existence. The

Heritage Assessment finds that the building's low medium significance has been reduced to low significance by virtue of alterations, degradation and fire damage.

- 5.28 Whilst there would be a loss of this significance through the demolition of the building, the Heritage Assessment explains that the level of significance is very minimal. As such, the loss of the building is acceptable.
- 5.29 Targeted archaeological trial trenching is suggested in the vicinity of the building which was demolished in the 1930s.
- 5.30 The scheme is found to be compliant with the NPPF and relevant local policies.

ACCESS AND PARKING

- 5.31 Vectos was appointed to provide transport and highways advice for the proposal, and this statement should be read alongside their submitted report.

Sustainability

- 5.32 The Transport Statement confirms that the site and surroundings benefit from good pavement coverage. There are a range of services within a 1km catchment including primary schools, a convenience store, post office GP surgery and pharmacy. The surrounding area is conducive to cycling and access to the National Cycle Route is approximately 1.6km away, offering a traffic-free route into Manchester city centre.
- 5.33 There are a large number of bus services operating in the vicinity of the site, providing access to Manchester, North Manchester General Hospital and other local destinations. There are two Manchester Metrolink stations in the vicinity of the site, offering an alternative route into Manchester city centre and destinations across Greater Manchester. The development is therefore sustainably located, as required in local and national policy.

Parking

- 5.34 Parking is provided for 37 cars, which constitutes 112% provision. Of these, six spaces are for disabled users, representing a rate of 16%, which is considered generous.

- 5.35 The Residential Quality Guidance seeks 1 space per apartment as a starting point, but recognises that each site will have its own particular context. The inclusion of 112% provision is considered suitable. Whilst the site is accessible by a range of travel modes, many suburban residents have cars.
- 5.36 The proposed level of provision is therefore appropriate.
- 5.37 The provision of 24 secure cycle parking spaces represents 73% provision. This is significantly more than the 50% provision suggested by the Residential Quality Guidance SPD.
- 5.38 Motorcycle parking is not planned for the site, but there are opportunities for it to be provided if demand dictates.
- 5.39 The approach towards provision of car and cycle parking spaces is therefore considered to be compliant with the objectives of national policy and local Policy T2, as it avoids any negative highway impacts and encourages modal shift in this location which is highly accessible by public transport and other sustainable travel modes.

Refuse

- 5.40 Refuse storage is provided at ground floor within the building. Collections will be made directly from Kenyon Lane. The refuse store will provide direct access onto the street, thereby facilitating ease of collection in line with the Council guidelines. The report confirms that waste servicing of the site can be safely and efficiently undertaken in this way.

Site Access

- 5.41 Vehicle access to the site is from Kenyon Lane via an undercroft. This is the same approach as consented and delivered on the apartment building opposite the proposal site. Access will be gained via a priority controlled junction, positioned in approximately the same location as the existing access serving the site. This is found to be safe and suitable by the submitted Transport Statement.
- 5.42 The Transport Statement concludes that the development will have no material impact on the safe or efficient operation of the surrounding highway network.

- 5.43 The NPPF states that development should only be prevented or refused on transport grounds where the residual cumulative impacts would be severe (para 109). The submitted transport assessment confirms there will be no adverse impacts upon the operation of the local highway network.
- 5.44 The proposal accords with the NPPF, local Policies T1 and T2 and relevant SPDs.

DRAINAGE

- 5.45 A Surface Water Drainage Strategy has been carried out by Clancy. It describes the site and policy backdrop. Site-specific evaluation is carried out of the various attenuation methods.
- 5.46 Separate foul and surface water systems will be provided on the development. The development has been considered to be brownfield as it is previously developed, with assumed existing connections off the development and a 50% betterment will be offered on existing 1 in 2 year storm event flows using current impermeable surfaces, as in accordance with the LLFA requirements. This has resulted in a permitted 10l/s overall discharge rate from the site controlled on site using a flow control chamber, thereby reducing local area flood risk.
- 5.47 The disposal and SUDs hierarchies have been analysed and it is currently proposed to use a combination of attenuation tanks and soft landscaping as means of disposal, with the primary means of disposal into the combined sewer below Kenyon Lane. Further detailed design and infiltrating testing is required.
- 5.48 The proposed system will be designed to control surface water run-off for all storms up to and including the 100 year plus climate change event. Water will be stored on site below ground before being discharged at the agreed flow rate.
- 5.49 The proposed development is demonstrated to be safe from flooding and will not increase flood risk elsewhere. It therefore complies with all relevant national and local policies.

ECOLOGY

- 5.50 The application is accompanied by an Ecological Appraisal comprising an extended Phase 1 habitat survey, an inspection of buildings for bats and a dusk emergence bat survey, undertaken by Penny Anderson Associates.
- 5.51 The report identifies ecologically valuable areas within the 2km search radius, but none were found likely to be impacted by the proposal. All botanical species found on the site were common and widespread, being typical of unmanaged urban locations. The immediate habitat was considered limited and of low suitability for bats. The building on the site was found to have low potential to support roosting bats based on the relevant criteria. A dusk emergence survey was undertaken, with no bats seen emerging from the structure. No further recommendations are therefore made regarding bats for the site.
- 5.52 No evidence of other protected species including nesting birds was found during the extended Phase 1 habitat survey. The site was generally considered unsuitable for other protected and notable species due to a lack of suitable habitat within the site. The report also provides potential measures for ecological enhancement.
- 5.53 The proposal therefore complies with national and local ecology requirements including Policy EN15.

ENERGY

- 5.54 The application is accompanied by Utility and Ventilation Strategies, as well as an Environmental Standards Statement, all prepared by PSD. The Environmental Standards Statement reviews the alternative sources of energy for the provision of heat and power to the development and explores alternative renewable technologies that can be used to enhance the overall carbon footprint and energy consumption of the building. In line with Policy EN6, it takes a fabric first approach, making improvements to the envelope first and then reviewing suitable technologies to enhance the design philosophy where feasible.
- 5.55 The report concludes that the scheme is capable of meeting the energy reduction requirements set out in local policy.

AMENITY

- 5.56 The location in an area characterised by residential uses; the positioning of the building within the plot; the placing of well-considered landscaping; and the overall design ethos have been demonstrated to provide a high quality living environment for residents of the proposal.
- 5.57 Existing residents of nearby dwellings will experience no reduction in their amenity. The proposal's scale is appropriate for its location which is characterised by a mix of scales including three- to four-storey apartments on the opposite side of Kenyon Lane. The property is the same approximate height as the building it replaces. The scale and appearance of the proposal has developed from detailed, ongoing discussions and review with officers. It constitutes the optimum development option for the site.
- 5.58 The separation distances, set out and reviewed above, have been demonstrated to uphold suitable standards of amenity for existing residents and guarantee a high standard of living for new residents. There will be no unacceptable overlooking. Privacy will be maintained.

Noise

- 5.59 A Noise Assessment has been undertaken by RBA Acoustics. The methodology and findings are detailed. Minimum preliminary acoustic performance specifications are outlined and demonstrate that solutions are available to suitably mitigate noise intrusion. Standards are set for the proposed ventilation. The proposed amenity space is found to experience suitable noise conditions. The report demonstrates that suitable noise levels can be achieved across the development. There is no reason for refusal of planning permission on acoustic grounds.

Air Quality

- 5.60 An Air Quality Assessment has been undertaken by Redmore Environmental. The assessment shows there will be no significant impact from the additional vehicle movements on surrounding sensitive receptors. The use of good practice control measures will provide suitable mitigation for the construction phase. Air quality factors are not considered a constraint to planning consent for the development.

Refuse

- 5.61 The refuse store is provided internally in a convenient location. This removes the potential for visual impact from bins whilst providing a facility which is easy and convenient for use by residents and collection by operatives. Sufficient waste storage is provided for general and recyclable waste.

Ground Conditions

- 5.62 A Phase 1 Geo-Environmental Appraisal Report has been undertaken by Clancy Consulting and forms part of the application. It finds that the site was agricultural land in the 1800s, subsequently a brickworks in the early c20th, and then a cinema. A number of clay pits were noted in the area historically. The site is indicated to be at moderate risk from UXO but a detailed desk study is not essential in this instance. There are no shallow mining features on or in the vicinity of the site. It is considered that the site is not at risk from coal mining.
- 5.63 Potential geotechnical constraints on the site include the potential infilled land associated with the former brickworks and with an infilled pond in the north-east of the site.
- 5.64 The report recommends further works including an intrusive site investigation, soil sampling, chemical testing of shallow soils and combined gas and groundwater monitoring wells.

PLANNING OBLIGATIONS

- 5.65 National policy makes clear that planning obligations must be necessary to make the development acceptable in planning terms, directly related to the development, and fairly and reasonably related in scale and kind.
- 5.66 The applicant is willing to provide the necessary quantum of affordable housing to comply with relevant policies. Sufficient amenity space is provided onsite.
- 5.67 No highways contributions are required, because there will be no impacts as a result of the scheme which would require mitigation. This is fully justified by the submitted Transport Statement.

6. CONCLUSION

- 6.1 This statement has described the proposal and set out the planning policy framework against which it will be assessed. The scheme represents the optimum development approach for the site, and has been reviewed and honed through ongoing pre-application discussions with Council officers which took place prior to submission of the application. This process has shaped the scheme into its current form.
- 6.2 The application has been considered against the policies of the current development plan and national government policies and guidance.
- 6.3 The proposal will bring the following benefits:
- Delivers 33 high quality dwellings in a pleasant development with amenity space, sustainably located with suitable parking and achieving the required separation distances to uphold the amenity of existing and future occupiers;
 - Provides an appropriate quantum of accessible and affordable dwellings;
 - Constitutes brownfield development of an appropriate use in a sustainable location, at the right scale, knitting together the urban fabric and constituting positive regeneration for the site and the wider area;
 - Will generate construction jobs and contribute to urban vitality and activity;
 - Provides significant financial investment in the site and area; and
 - Provides a contemporary design appropriate to the site.
- 6.4 The principle of residential development in this location is suitable. The proposal delivers the vision of the Core Strategy which is for diverse, high quality neighbourhoods of choice in North Manchester.
- 6.5 This report clearly demonstrates that the proposed development has policy support and is aligned with national policy. Overall, the principle of development is acceptable.
- 6.6 The NPPF makes it clear that there is a 'presumption in favour of sustainable development' running through the decision-taking process. The proposed development is consistent with the NPPF's core principles. The scheme has been

designed to a very high standard, makes use of brownfield land and is in a sustainable, central location that benefits from nearby services and community facilities.

- 6.7 The proposal is entirely suitable and will generate economic, social and environmental benefits.
- 6.8 Statute requires that this application be determined in accordance with the development plan unless material considerations dictate otherwise. This proposal satisfies all relevant national and local policy considerations.