



Goulden Street, Manchester
Planning and Listed Statement

December 2019

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1 Introduction

- 1.1 This Planning and Listed Building Statement ('the Statement') has been prepared by Deloitte LLP in support of a Full Planning Application and Listed Building Consent for the redevelopment of the walled vacant site, bound by the pedestrianised Bendix Street, Chadderton Street, Goulden Street and Cross Keys Street ('the Site'). The application boundary in this regard is provided at Figure 1.1 below.
- 1.2 This Statement provides details regarding the wider surrounding context and how the Proposed Development relate to both national and local planning policy, as well as identifying the Site specific issues which have been considered in the assessment of the Proposed Development.

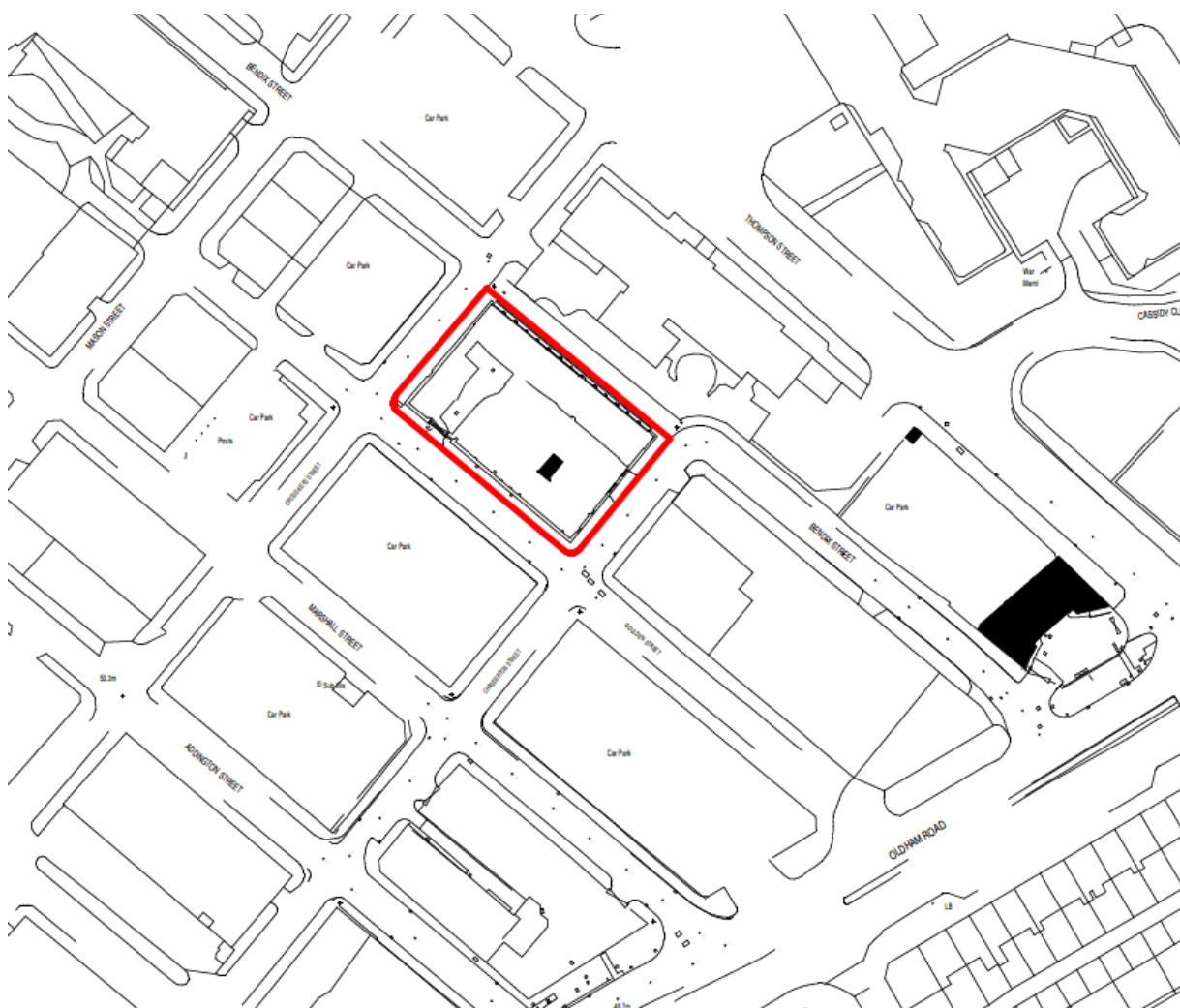


Figure 1.1 Existing Site Plan (Tim Groom Architects).

- 1.3 Full Planning Permission and Listed Building Consent is sought for the erection of an 8 storey residential building with ground floor commercial unit. The Proposed Development includes:
- Mix of 1, 2 and 3 bedroomed apartments, making up 73 residential units and landscaping.
 - Private external courtyard space at ground floor.
 - Commercial space is provided on the ground floor fronting Cross Keys Street.

- Creation of a light box to the apex of the existing ventilation chimney stack.

1.4 The Proposed Development is described as follows:

Planning Permission: "Erection of 8-storey residential building comprising residential units, with ground floor commercial use; alterations to the retained perimeter wall and chimney including the introduction of a light box; car parking for disabled people, highways, landscaping and other associated works."

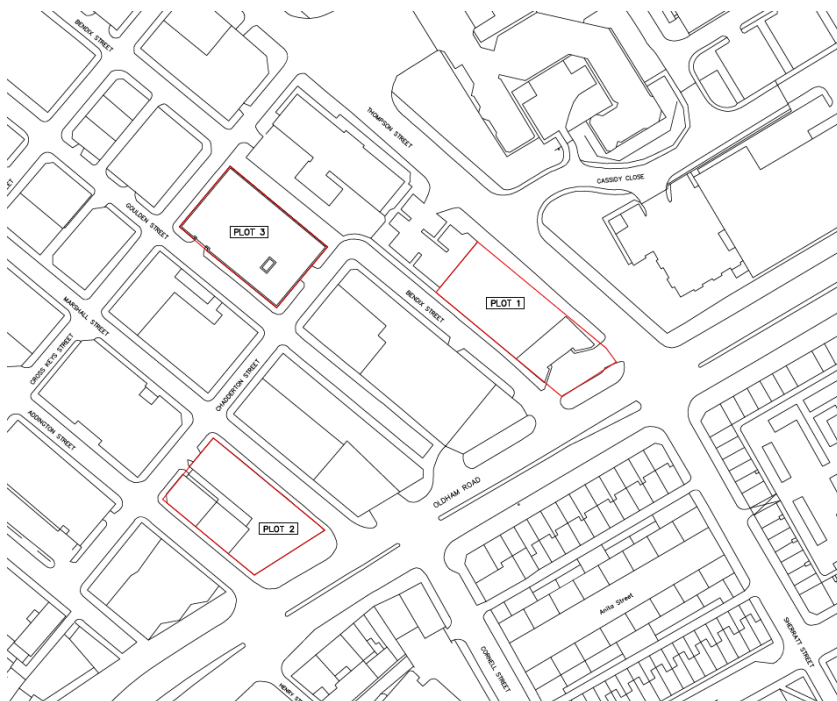
Listed Building Consent: "Alterations to the retained perimeter wall and chimney structure, including the introduction of a light box and erection of an 8-storey residential building comprising residential units, with flexible ground floor commercial use, associated landscape and other associated works."

1.5 The Applicant is Mulbury Homes (Goulden Street) Limited. Mulbury is currently delivering a number of schemes across Manchester, including; Blossom Street, Port Street, and Excelsior Works.

1.6 The Site is 0.12 ha and is located at the north of Manchester City Centre within Zone A of the New Cross Neighbourhood Development Area (2015). The Proposed Development will play an important role in delivering the residential led objectives of the area and accord with the 2015 framework. The most recent update of this document (2016) focuses on Zone B and C, and therefore does not affect this site. This is addressed in more detail in Section 3.

Wider Applications

1.7 This application, known as Goulden Street (Plot 3), is one of three applications being submitted concurrently. All three applications are illustrated below.



1.8 Plot 1 (Bendix Street) will also contain 161 residences in a building of a 12 storeys.

1.9 Plot 2 (Oldham Road) is the third residential plot that is also 12 storeys, providing 144 residences, located to the south of the Site.

1.10 Each application is to be considered on its own merits in terms of the planning considerations, however, as they are being brought forward together, a cumulative assessment has been carried out where necessary. In addition, the schemes are linked in terms of delivery and viability. This is discussed further in Chapter 6.

The Applicant

- 1.11 Mulbury Homes (Goulden Street) Limited is a subsidiary of Mulbury City. Mulbury City is the niche Mulbury division that focuses on city centre and PRS schemes, working with private and institutional investors in the UK and overseas. The Mulbury City division includes experience in urban regeneration, mixed-use and luxury apartment schemes.
- 1.12 The proposals represent Mulbury City's fourth residential development in Manchester City Centre. Their previous projects, Port Street, Blossom Street and Excelsior Mill are all under construction, with Port Street due to be completed imminently.
- 1.13 Mulbury City's track record demonstrates their commitment to delivering high quality residential development in a city centre context. Mulbury City will continue this commitment with the three sites at New Cross, to deliver inspiring, high quality development that will facilitate the ongoing regeneration of the New Cross area.

Pre-application Stakeholder Engagement

- 1.14 A Statement of Consultation has been prepared by Deloitte LLP in support of the application. This document explains the programme of consultation that the Proposed Development underwent in order to ensure that issues could be considered and addressed as the design and content of the scheme developed.
- 1.15 A pre-application public exhibition took place on 23 August 2018 between 3pm and 7pm. Invites were sent to approximately 600 local residents and businesses.
- 1.16 At the time of submitting this application, a letter drop was performed to inform local residents and businesses of the minor adjustments to the scheme since this exhibition. This is detailed in full in the Statement of Consultation.
- 1.17 The Proposed Development has also been developed in consultation with MCC as the Local Planning Authority, Local Members, Historic England and Greater Manchester Police, Secure by Design. In addition, the Proposed Development was presented at Places Matter! Design Review Panel on 16 August 2018.
- 1.18 A full description of the pre-application stakeholder engagement process including responses to the key issues are set out within the Statement of Consultation.

EIA Screening

- 1.19 An EIA Screening Letter was submitted to the Local Planning Authority on 13 August 2018 and a response was received on 24 September 2018 confirming that the proposed development does not constitute EIA development and therefore an EIA is not required to be submitted.

Application Documentation

- 1.20 This Planning Statement should be read in conjunction with the following supporting documents submitted as part of this application:
- Planning application form, fees and ownership certificates;
 - Planning application red-line boundary plan prepared by Tim Groom Architects;
 - Existing plans, sections and elevations prepared by Tim Groom Architects;
 - Proposed elevations, plans and sections prepared by Tim Groom Architects;
 - Design and Access Statement prepared by Tim Groom Architects;
 - Planning and Listed Building Statement prepared by Deloitte Real Estate;

- Statement of Consultation prepared by Deloitte Real Estate
- Heritage Statement prepared by Heritage Architecture;
- Ventilation Strategy prepared by Future Serv;
- Landscaping / Public Realm Strategy prepared by Layer-ing;
- Archaeological Desktop Report prepared by Salford Archaeology;
- Environmental Standards Statement prepared by Watergrove;
- Energy Statement prepared by Future Serv;
- Ecological Assessment prepared by Penny Anderson Associates;
- Crime Impact Statement prepared Greater Manchester Police;
- Ground Conditions Report prepared by E3P;
- Transport Statement prepared by SKTP;
- Travel Plan Framework prepared by SKTP;
- Site Waste Management Strategy prepared Tim Groom Architects;
- TV Reception Survey prepared by pager Power;
- Noise Assessment prepared by DBX Acoustics;
- Sunlight, Daylight and Overshadowing prepared by Gray Scanlan Hill;
- Drainage Strategy prepared by Scott Hughes Design;
- Air Quality Assessment prepared by Wardell Armstrong;
- Structural Survey and Building Condition Survey prepared by Scott Hughes Design;
- Residential Management Strategy prepared by Mulbury; and
- Construction Management Plan prepared by Mulbury

Document Structure

1.21 The remainder of this document is set out as follows;

- 2 – Site and Surroundings
- 3 – Strategic and Regeneration Context
- 4 – Proposed Development
- 5 – Planning Policy Framework
- 6 – Other Key Planning Considerations
- 7 - Conclusions

2 Site and Surroundings

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

Site Description

- 2.2 The Site, as described in paragraph 1.1, consists of 0.12ha of hardstanding, contained within the four remaining Grade II Listed boundary walls of the former police and fire station.
- 2.3 The building was constructed between 1870 and 1872 as a purpose-built police station and fire station. An ambulance station was incorporated into the site during the early 1900s. A serious fire destroyed the majority of the building in November 2002. All parts of the original building were demolished, except for the four remaining walls and the ventilation chimney stack.
- 2.4 There are no trees or shrubbery on the Site.
- 2.5 The Site lies within the Piccadilly Ward, west of Oldham Road (A62), which forms a key arterial route into Manchester City Centre. The Site is within the New Cross Development Framework area and is located approximately 170m to the north-west of the Ancoats Conservation Area boundary, which lies beyond the opposite side of Oldham Road.
- 2.6 To the north, west, and south are surface level car parks. To the north east is the Turning Point rehabilitation centre, and to the south east, the under construction Balfour Beatty residential scheme (Lancastrian – see paragraph 2.10 below).

New Cross Area

- 2.7 There is significant variation in the scale and style of buildings in the New Cross area; with one storey warehousing manufacturing units situated across the area, three to four storey buildings situated within the Northern Quarter comprising ground floor commercial space with residential above; and five to seven-storey residential apartment buildings fronting onto Oldham Road and beyond within the Ancoats Conservation Area. The tallest building in the immediate vicinity is the residential development known as Nuovo, which was completed in 2014 and is fourteen storeys in height.
- 2.8 Despite recent investment into nearby residential developments within Ancoats on the opposite side of Oldham Road, the New Cross area generally suffers from limited activity, a poor quality of the built environment and public realm and disjointed land uses due to surface car parking.
- 2.9 New Cross remains an area in transition and, despite progress in terms of regeneration within the adjacent Ancoats, a number of vacant or underutilised Sites remain on the New Cross side of Oldham Road. However, several planning applications have been submitted and approved throughout New Cross, for a variety of residential and commercial uses.
- 2.10 The planning applications within the immediate vicinity in the last two years consist of;
- 1. Lancastrian (Ref:112015): 6 - 10 storey residential building providing 274 residential apartments (under construction)
 - 2. Stay City (Ref: 118057): 9 storey 224 bed aparthotel (under construction)
 - 3. Thompson Street (Ref:118120): 7-15 storey residential building to provide 155 apartments (under construction)

- 4. Addington Street (Ref:124888): 6 – 9 storey residential building providing 9 townhouses and 71 apartments (awaiting determination)
- 5. 8 Cable Street (Ref:123781): Refurbishment of Listed Building for the creation of 14 residential apartments (awaiting determination)
- 6. Swan House (Ref:121380): 5 – 31 storey residential building to provide 373 apartments (approved)

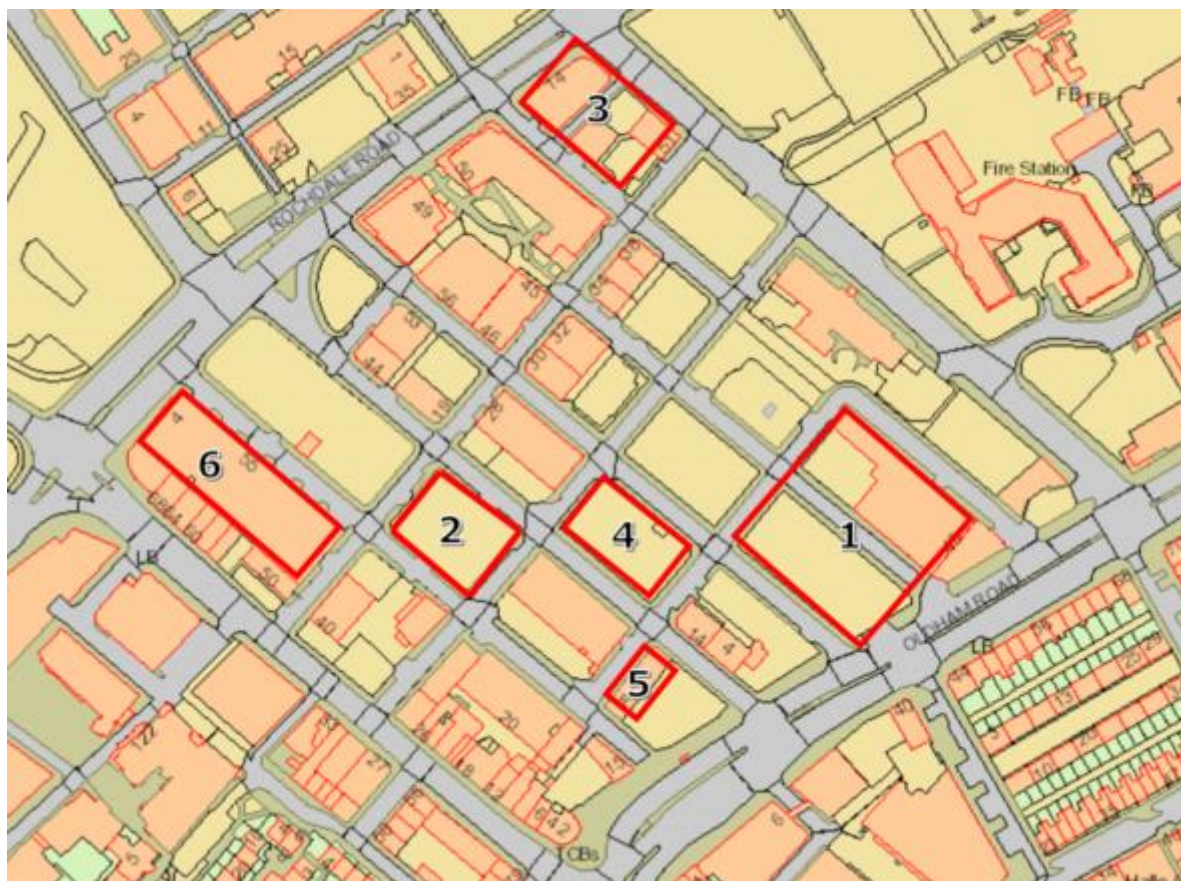


Figure 2-1: Surrounding Planning Applications

2.11 This proposal will contribute to the momentum of the regeneration of the New Cross Area.

New Cross Neighbourhood Development Framework

2.12 The Site sits within the New Cross Neighbourhood Development Framework, a key gateway into Manchester City Centre from the north. The wider New Cross Neighbourhood Development Framework covers an area of c. 30 ha, however this is broken up into three zones, A, B and C. The Site sits within Zone A.



Figure 2-2 - New Cross Neighbourhood Development Framework

2.13 Existing uses within the Zone A of the Framework area include primarily commuter surface car parking, with some residential developments that are under construction and small scale commercial properties. The framework promotes Zone A as a primarily residential led opportunity, but also that it should incorporate a mix of uses to create a distinctive neighbourhood with life on weekdays and evenings.

Surrounding Context

2.14 Ancoats generally comprises medium and high density residential schemes; including both new build developments and mill conversions for residential use and occasional ground floor commercial floorspace situated along Oldham Road. The closest residential dwellings to the application Site are as follows:

- Terraced properties, Anita St / George Leigh St: comprises four rows of terraced properties dating to 1897 with shared entrances and occasionally split between ground and first floor tenants.
- Flats above shops, Oldham Road: directly to the west of the terraced properties on Anita Street and George Leigh Street lies a row of shops with flats above.
- 8 – 30 Great Ancoats Street: comprises two new build blocks located and accessed from Henry Street off Oldham Road. The complex is composed of 56 no. 1 and 2 bedroom apartments and benefits from underground car parking for residents. The buildings are approximately 7 storeys tall including the duplex set-backs on the top floors.
- Victoria Square: conversion of a Grade II Listed building by Urban Splash which includes 21 residential units and loft apartments combined with a number of commercial shells for office space.

- 2.15 The Ancoats and New Islington area, situated in to the east beyond Oldham Road, also has a Strategic Regeneration Framework that was endorsed by Manchester City Council in 2014 to help establish the principle of development within two distinctive neighbourhoods. The aim of the SRF is to provide for a range and mix of residential accommodation in a high quality and well managed environment that will ensure the emergence of vibrant new neighbourhoods of choice in Ancoats and New Islington.
- 2.16 There are several sites that are under construction, such as The Lancastrian which sits between the Site and the Oldham Road proposal to the south, and also MODA Angel Gardens to the west.
- 2.17 To the south of the Site beyond Swan Street, lies the Northern Quarter; an area recognised as one of Manchester's prime retail and leisure destinations and comprises small independent retailers, cafes, bars and restaurants, including Mackie Mayor which lies close to the New Cross Zone A's Swan Street boundary. Planning Permission was also recently granted at Swan House, on Swan Street, to allow 373 residential apartments and 12 serviced apartments in a development of between 5 and 31 storeys.
- 2.18 To the west, Planning Permission has been granted on the corner of Thompson Street and Rochdale Road for a residential scheme comprising 155 apartments and rising to 15 storeys.

Conservation and Heritage

- 2.19 The Site is not located within a Conservation Area; however, there are eleven Listed Buildings located within a 250m radius from the Site, outlined below and shown in Figure .
- Derros Building (Grade II – Ref: 1119732)
 - Former Midland Bank (Grade II – Ref: 1270668)
 - Victoria Square (Grade II – Ref: 1246277)
 - Daily Express Building (Grade II* - Ref: 1218285)
 - 8 Cable Street (Grade II – Ref: 1208255)
 - Crown and Kettle Public House (Grade II – Ref: 1246276)
 - Smithfield Market Hall (Grade II - Ref: 1254687)
 - The City Public House (Grade II – Ref: 1271456)
 - Warehouse on West Corner of Junction with Simpson Street (Grade II – Ref: 1270681)
 - Marble Arch Inn (Grade II – Ref: 1247604)
 - 29 Swan Street (Grade II – Ref: 1270667)

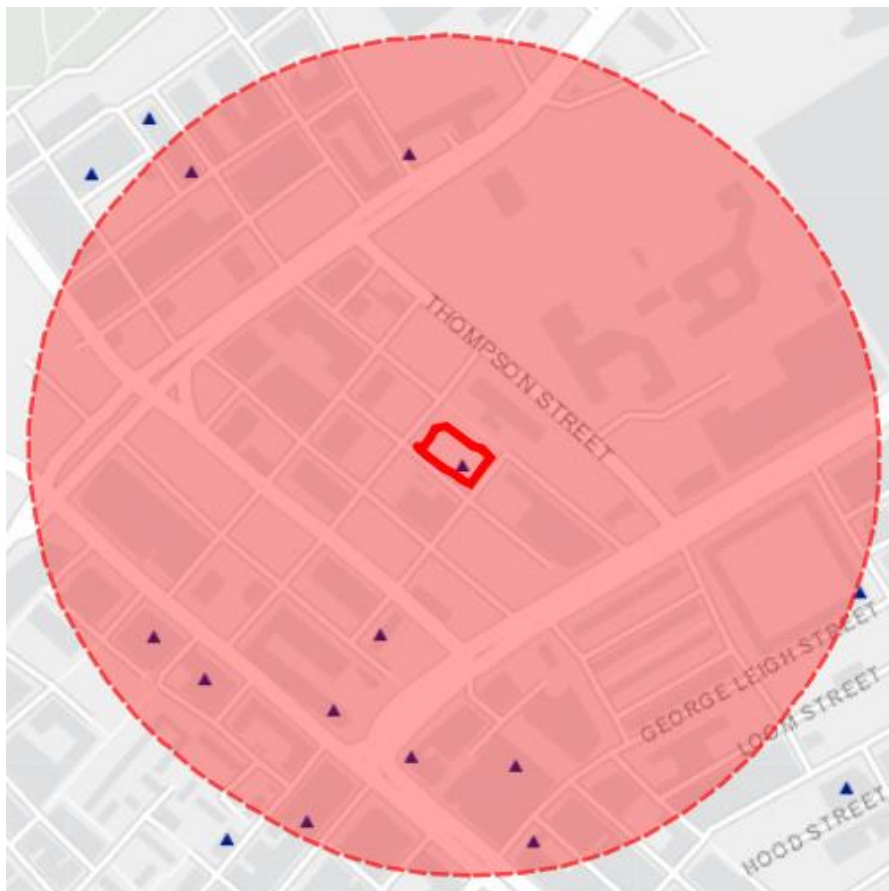


Figure 2.2 - Listed Assets within 250m, Site shown in red. (Historic England, August 2018)

- 2.20 The Site was Grade II Listed on 20 January 1992; however, a fire destroyed the majority of the building in November 2002. All parts of the original buildings were subsequently demolished, except for the four remaining external walls and ventilation chimney stack, which are still Grade II Listed. The original list description (reference 1292052) is as follows:

Former police and fire station. Mid to later C19, altered and part reduced. Red brick with some sandstone ashlar, hipped slate roofs. Rectangular plan on island site incorporating office and domestic block on west side, cell range to south of this, with tall chimney stack, and fire engine garage on east side, all within a curtain wall. One, 2 and 4 storeys, with basements. Curtain wall with sandstone ashlar plinth, rusticated quoins to the angles, plain cornice and parapet carried round. The principal feature of the entrance front on the west side is the gable end of the 4-storey main block, which has a 3-bay facade of ashlar, in classical style, the ground floor pilastered and panelled, with a cornice, a giant arcade of round-headed blank arches to the upper floors, with plain pilasters, moulded imposts and moulded heads with volute keystones, frieze with raised lettering "POLICE STATION B DIVISION", a prominent modillioned cornice, and a balustraded parapet with carved shield of Arms in the centre (with lion and unicorn supporters) under a segmental pediment.

To the left is a short rebuilt section of the curtain wall containing a square-headed wagon doorway with square cast-iron pillars, and left of this the ground floor facade of a formerly similar tall block on this corner. To the right of the main block the curtain wall is blind, and rising above it is a tall rectangular chimney with panelled sides and stone cornice with brackets. The right-hand return wall, which includes the south end of a 2-storey block (containing 1st-floor drill hall) has 2 small and 2 large doorways (all apparently inserted doorways). The east side is almost filled by a colonnade of 13 garage doorways with square panelled cast-iron columns and wooden lintels. Interior: many original features including offices with domestic quarters above, prison cells with plain wooden bunks, etc. Representative of growth of

administrative institutions of large city; strikingly defensive design, making an interesting comparison with the later Police and Fire Station in London Road (q.v.).

Significance

2.21 The Heritage Statement assesses the significance of the Site's assets in full. In summary;

- The surviving parts of the Goulden Street building form Mr James Gascoigne Lynde's earliest police station, and only one of two of his sites that survive today. The other station that survives, being the Newton Street station was substantially altered in the 1900s and is largely now unrepresentative of Lynde's original design ethos.
- The Goulden Street police and fire station was the earliest and most architecturally successful of Lynde's designs. The remains of the building still illustrate Lynde's strikingly defensive original design of the Site, and now retain the only example of Lynde's windowless elevational treatment.
- Heritage values - the Site yields high evidential value due to the lack of current understanding of the original appearance, and functions of the buildings that were demolished.
- The Site yields high aesthetic value through the surviving parts of the Site which were designed by Lynde.
- Only surviving, unique building type in Manchester, defining the 1870s fortress which had subsided by the 1880s.
- The Site yields high communal value through the original use of the Site, provided a public service for the area through its police force, fire fighting force and later ambulance station, itself being the first in Manchester
- The special architectural and historic interest of the former Goulden Street police and fire station is recognised by its Grade II Listed designation. Although the building has been largely demolished, the remaining elements, including the four external walls and ventilation chimney stack are still statutorily protected, and are considered to still meet the criteria for listing.
- The significance of the remaining parts of the buildings, as a whole, lie in its purposely designed 'fortress' design, purposely designed by James Lynde in order to be forbidding, robust and strong in character, in an area which, at that time, was the scene of petty crime, drunkenness and vandalism. His designs directly responded to this need.
- The south-west elevation forms the principal entrance elevation onto Goulden Street. Although lessened by the removal of the upper floors, the elevation still portrays its strong original design ethos and robust character, and **consequently this elevation is of high significance. The modern metal gates and brickwork to the pedestrian gateway are of detrimental significance.**
- The south-east elevation on Chadderton Street forms the plainest and least successful of the four elevations, however, the original stone quoins to both ends and stone plinth are **of high significance, whilst the altered parts are of low significance/detrimental significance.**
- The north-west elevation on Cross Keys Street forms the second primary elevation. Its design continues from Goulden Street, however, uses brick instead of stone for the deep, recessed panels. This elevation continues the deep stone plinth and pediment, which becomes fragmented towards the eastern end of the elevation. Although the elevation appears disjointed, this illustrates the original location and uses of the buildings behind the wall, and is **consequently of high significance, whilst the inserted openings are of low significance/detrimental significance.**
- The north-east elevation on Bendix Street, consisting of a series of cast iron columns, is of **high significance**, this includes the three phases of cast iron columns. The surviving timber ambulance station doors are concealed from this elevation; however, the doors are not of high design quality and

are largely altered, damaged or lost, and are **consequently of low significance, with their current metal sheet coverings of detrimental significance.**

- The remaining internal glazed tiles to the 1916 and 1926 ends of the former ambulance station survive in part, and as the only examples of historic decorative scheme remaining, **and are consequently of low significance/considerable significance.**
- The ventilation chimney stack is considered to be of **high significance**, and forms the most complete, prominent and characteristic element of the Site, which was always included in Lynde's police station designs.
- It is considered that below ground archaeological remains may survive relating to the original police and fire station buildings.

Transport and Accessibility

2.22 The site is in a highly accessible and sustainable location, with a large amount of sustainable transport within walking distance.

Walking

2.23 The Site is within walking distance of a number of key services and facilities by virtue of being within Manchester City Centre. A 1km walk from the Sites covers much of the City Centre, which includes many food outlets, bars, restaurants, and leisure and retail facilities.

2.24 There are several points of interest less than a 20 minute walk from the site, including;

- Angel Meadows Public Park, 5 mins
- Shudehill Bus and Metrolink Station, 7 mins
- Arndale Shopping Centre, 8 mins
- Victoria Rail Station, 12 mins
- Piccadilly Rail Station, 18 mins

Cycling

2.25 The Proposed Development relates well to existing formal and informal cycle routes on the Greater Manchester Cycle Network. Marked cycle routes are provided along the Oldham Road corridor linking to a toucan crossing at the junction with Swan Street. Beyond Addington Street and Swan Street, the local streets through New Cross are lightly trafficked and provide a suitable environment for cycle trips.

2.26 Cycling England recommends 8km as a maximum cycling distance in the document 'Integrating Cycling into Development Proposals' and the CIHT document 'Planning for Cycling' states that cycling has the potential to substitute for car trips under five miles (8km). The entire city centre and further afield is therefore accessible by bicycle.

Metrolink

2.27 The Site is situated 500 metres from Shudehill Metrolink, providing direct services to Ashton-under-Lyne, East Didsbury, Rochdale, Oldham, Eccles, Altrincham, Bury, MediaCity:UK and Piccadilly Railway Station.

2.28 In addition, there is major committed investment in Metrolink infrastructure currently being delivered to allow direct Metrolink access between the City Centre and Manchester Airport and Wythenshawe. There are also plans to extend the Metrolink to Trafford Park, which were recently consulted on by Transport for Greater Manchester.

Rail

- 2.29 The Site is accessible from a number of railway stations with the closest being Victoria Station approximately 750m from the Site. Other stations include Piccadilly within 1km from the Site and Oxford Road within 1.5km.
- 2.30 These stations provide local commuter services, as well as transport coverage across the North West and the United Kingdom including direct services to London. Direct services to Manchester Airport can also be taken from Piccadilly and Oxford Road.
- 2.31 There are significant plans to improve infrastructure across the North through schemes including HS2 and The Northern Hub.
- 2.32 The HS2 is a high-speed rail network which will allow enhanced connections to London and Birmingham, halving the current travel time, and Europe via the successful HS1. The delivery of a HS2 Station alongside the existing Manchester Piccadilly station will have a substantial positive impact on driving forward a wider commercial and regeneration plan for the Oxford Road Corridor.
- 2.33 The Northern Hub is a Network Rail plan to stimulate economic growth in the north of England through better connections between key towns and cities. The Northern Programme is a series of targeted upgrades to the railway in the north of England. It will allow hundreds more trains to run each day and provide space for millions more passengers a year. The Hub will bring service improvements and economic benefits across the whole of the north of England which could be hugely beneficial for New Cross. These include:
- Over £4bn worth of wider economic benefits to the region and potentially 20,000 to 30,000 jobs;
 - The ability to double into the Trafford Park freight terminals;
 - Two new fast trains per hour between Manchester Victoria and Liverpool;
 - More frequent services between Manchester and Leeds (six per hour);
 - Faster passenger services across the TransPennine route – improving journey times of up to 15 minutes between Manchester Victoria to York via Leeds;
 - Journey times between Liverpool and Manchester could be reduced by 10-15 minutes;
 - New direct services from across the north to Manchester Airport; and
 - Faster journey times to Sheffield and the East Midlands, Bradford, Halifax, Hull, Newcastle and the North-east.

Bus and Metro shuttle

- 2.34 The closest bus stop is on Oldham Road, serving locations across the North West including Bolton, Accrington, Blackburn, Burnley and Preston.
- 2.35 In addition, the free, fully accessible Metroshuttle service operates from Victoria Station allowing access to Piccadilly, Oxford Road and Deansgate Railway stations as well as locations across the City Centre. There are three separate services, which stop within relative proximity to Shudehill, running on a 6 to 10 minute frequency.

Coach

- 2.36 The Site is located within walking distance of the Shudehill Bus Interchange, which provides National Express and Megabus coach services to destinations nationwide. Coach services run to other cities in the UK and abroad at hourly intervals, therefore providing another means of transport to future residents of the Proposed Development.

Car

- 2.37 For car users, there is immediate access to the Inner Ring Road (IRR) and the strategic road network beyond. The IRR connects all the major road routes into the City Centre (including Rochdale Road) and as a result carries a high volume of traffic at all times of the day.
- 2.38 The IRR connects Manchester to the national highway network beyond including the M62, which connects cities across the north of England and the M6, which journeys south before terminating at Birmingham.

Summary

- 2.39 The Site is in a strategically important position. It is extremely well connected through public transport links, sustainable modes of transport and private vehicles. The Site is in close proximity to a number of city centre facilities including places of work, retail, cultural and leisure uses. Manchester Airport is also easily accessible from the Site. These features make the Site well placed for the proposed residential use.

Flood Risk

- 2.40 According to the Environment Agency's Flood Mapping, the Site does not fall within Flood Zones 2 or 3; it is therefore considered to fall within Flood Zone 1 – land assessed as having a less than 1 in 1,000 annual probability of river or sea flooding (see Figure 2.3 – extract from the Environment Agency Flood Map).
- 2.41 In accordance with the National Planning Policy Framework, new development should be steered towards areas with the lowest risk of flooding. Land within Zone 1 is considered to be suitable for a range of development, including residential. A Flood Risk Assessment is not therefore required.
- 2.42 The site is located entirely within the Manchester, Salford and Trafford Conurbation Core Critical Drainage Area and therefore a Drainage Strategy has been prepared and submitted as part of this planning application.

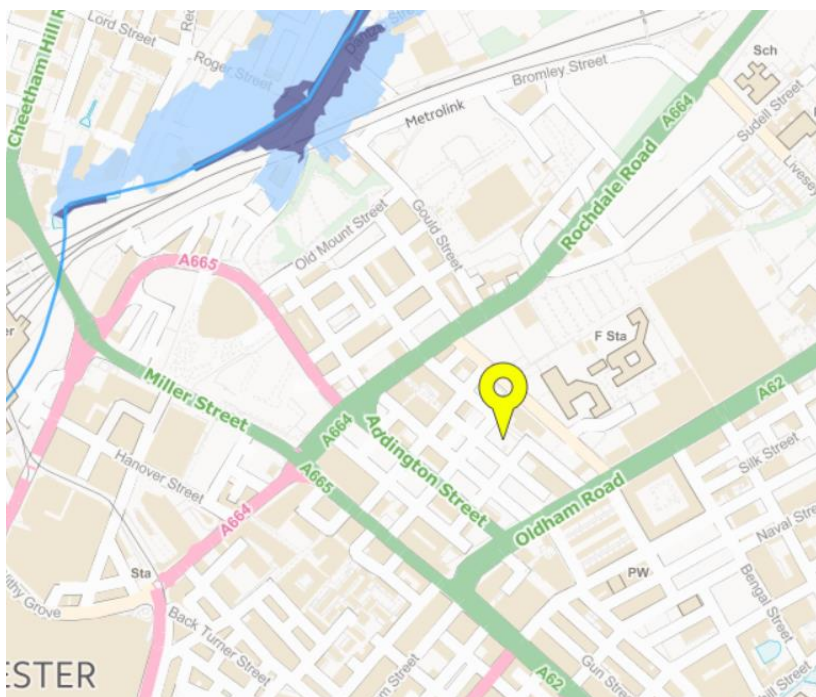


Figure 2.3 - Flood Risk Map (Environment Agency, August 2018)

Planning History

- 2.43 There have been no recent applications of interest on the Site.

3 Strategic and Regeneration Context

- 3.1 This Chapter details the socio-economic context of Manchester City Centre as a whole, and sets out the key drivers of change and development within the city centre.
- 3.2 This Chapter details the socio-economic context of Manchester City Centre as a whole, and sets out the key drivers of change and development within the city centre.

Manchester - A Growing City

- 3.3 With a diverse population of close to 600,000 people, the City of Manchester is economic and cultural hub of Greater Manchester, the largest conurbation outside of London with a total population of 2.8 million.
- 3.4 Manchester has experienced an exceptional increase in its population since the late 1990s and is the leading example in both Europe and the UK of a major urban centre reversing long-term population decline. While this level of population growth is exceptional, the City is still some way below its historical peak population of 766,311, achieved in 1931.
- 3.5 Manchester's enhanced economic performance has been underpinned by a move from its traditional manufacturing and industrial role towards a more knowledge intensive service-based high-growth economy. Manchester's economy is continuing to strengthen and diversify with strong high added value growth forecast in Business, Financial and Professional Services, Science and Innovation, and Creative and Digital, as well as Sports and Culture, Leisure and Tourism sectors¹.
- 3.6 Over the last twenty years, Manchester City Council has driven the physical and economic renewal of the City Centre through the development and implementation of strategic frameworks for sustained regeneration, investment and service improvement to ensure that Manchester maintains its position as the nation's leading City Centre location. The success of this approach sees Manchester successfully compete as an international investment location and visitor destination today.
- 3.7 There is a finite supply of land within the City Centre to support this successful growth.

Manchester - A Mobile and Skilled Workforce

- 3.8 The City Region offers a high quality and growing workforce of some 7.2 million people within a one hour commute of the City². There is access to a pool of skilled people across a wide range of industries, and over 99,000 students in four universities across Greater Manchester³.
- 3.9 A feature of the City's economy and its employment growth has been the ability to attract an international workforce from Europe and beyond. International migration has contributed to economic growth in both the high skilled occupations, such as health and digital, and also in the leisure and care economies.

¹ Manchester City Council, *State of the City Report 2018*, https://www.manchester.gov.uk/downloads/download/6964/state_of_the_city_report_2018_whole_document.

² Invest in Manchester, *Workforce*, <https://www.investinmanchester.com/why-manchester/workforce>.

³ Invest in Manchester, *Universities in Manchester*, <https://www.investinmanchester.com/why-manchester/education/universities>.

Manchester – Encouraging the Growth of a Dynamic Private Sector

- 3.10 With a thriving private sector, the City has attracted more foreign direct investment in the past decade than any other city outside of London⁴. In 2019, Manchester saw the highest first half take-up figures on record, indicating the demand for businesses to locate in the City whilst supply of available office space available is at its lowest on record⁵.
- 3.11 Increasingly businesses are looking for benefits from agglomeration. Business sectors that are influenced by agglomeration (where entrepreneurs, companies, new start-ups and talented workers from disparate economic growth sectors are keen to cluster in locations which can provide business and networking opportunities) are attracted to locations where there are deep labour markets offering an exceptional range of highly qualified and skilled staff.
- 3.12 Manchester's existing business base ensures that it is in prime position to attract such companies that benefit from clustering. This is particularly prevalent in the digital and creative industries, as well as life sciences and advanced manufacturing.
- 3.13 The award of Enterprise Zone status for Manchester Airport City and the Corridor Manchester has significantly assisted in creating such clusters and has further acted to provide significant new incentives for businesses to locate in Manchester.

Manchester – National, Regional and City Region Connectivity

- 3.14 Manchester has continued to invest significantly in its transport infrastructure, delivering major improvements in terms of accessibility to and within the Regional Centre. This increases the City's capacity of its travel to work area (and therefore its pool of labour), and enhances connectivity between businesses. It also makes the City Centre easier to get around and a better place to live.
- 3.15 Significant investment has been made in the Metrolink network, including the Manchester Airport link, which opened in 2015 and the Second City Crossing, which opened in 2017. Metrolink services run through Manchester Victoria Station and Shudehill. There is also good access to Manchester Piccadilly Station, Oxford Road Station and Deansgate Station. In the future, this will be significantly extended through the development of a new integrated station to accommodate High Speed 2 (HS2) and Northern Powerhouse Rail (NPR). The Metrolink expansion to Trafford Park is also currently under construction and will provide 5.5 km new track and six new tram stops, to reach the Trafford Centre.
- 3.16 In addition, accessibility improvements in terms of enhanced infrastructure to promote walking and cycling, continue to be delivered as part of major regeneration programmes. This enhances connectivity to jobs, education and recreational opportunities for the local workforce and residents.

Manchester - International Connectivity

- 3.17 Manchester International Airport is the third largest airport in the UK and is the primary gateway for the north of England. It serves 29 million passengers a year and connects to over 200 destinations worldwide. Direct flights serve all of Europe's major cities and the airport provides multiple long haul routes to North America, the Middle East, Asia and Australasia. The Airport is currently embarking on a £1 billion transformation programme of investment and improvement, including the new Terminal 2 Extension which is set to open in 2020. Work at the Airport will also be carried out to maximise the potential of Manchester's existing two runways, which have the capacity to handle 55m passengers a year⁶.

⁴ Savills, Manchester Office Market (September 2019), <https://pdf.euro.savills.co.uk/uk/office-reports/mim-manchester-offices---summer-2019.pdf>.

⁵ Ibid.

⁶ Manchester Airport Group (MAG), *Manchester Airport is the UK's global gateway in the North* (2019), <https://www.manap.co.uk/about/>.

Emerging Residential Trends

- 3.18 Developing socio-economic trends, as described above, are driving changes in how people chose to live and work.

Residential Supply and Demand

- 3.19 Manchester's ongoing economic and population growth will continue to drive the need for new high quality residential accommodation across a range of tenures. This includes both the continued formalisation of the city centre residential rental market, as well as family homes and other forms of accommodation.
- 3.20 The number of new units under construction grew significantly in 2018 following many years of zero activity, with 14,480 units on Site, before falling slightly during 2019 to 12,163 units under construction. Whilst reduced, there is sufficient development in this short term to address significant residential demand.
- 3.21 The Manchester Growth Strategy target has been increased from 25,000 in the ten-year period between 2016 – 2025, to 35,000. More residential supply is therefore needed to deliver future targets.
- 3.22 As outlined above, the growing strength of the residential market is underpinned by the city's resilient economic growth, investment in infrastructure and employment sector diversification. Retail, leisure and world class cultural institutions based in the city centre support the lifestyle aspirations and focused growth on city centre living.
- 3.23 Demand is a mixture of professionals moving into the city, key workers and people relocating or downsizing.
- 3.24 Demand for rented accommodation has soared in recent years, especially in the city centre, given the availability for lifestyle and employment opportunities. The edge of the city centre is an area of expansion in the residential sector.
- 3.25 Build to rent will continue to be important, reflecting the trend towards this type of tenure both in Manchester and nationally. It is a form of development that, if delivered well, can assist in both dealing with supply issues as well as raising the bar around quality management, maintenance and flexibility.
- 3.26 Given New Cross' strategic location, it is geographically well-placed to play a significant role in satisfying this demand for new dwellings to support population and economic growth.
- 3.27 The neighbourhood setting offers many of the ingredients sought in terms of location, scale, accessibility to public transport and employment.

Regeneration Context

New Cross Neighbourhood Development Framework (NDF) 2015

- 3.28 The New Cross Neighbourhood Development Framework ("NDF") was originally adopted by Manchester City Council's Executive in July 2015 and is a material consideration for planning applications in the area. The NDF framework has been prepared on the basis of three distinct but interconnected zones: A, B and C. The proposed development site is located in Zone A.
- 3.29 Zone A is a natural extension of the Northern Quarter and Ancoats. It has a complicated and fragmented ownership pattern which the NDF seeks to address by establishing urban design principles for the area to ensure co-ordinated and complementary development. The NDF envisions a predominantly residential area attractive to young professionals and young families which supports the City's growth ambitions. Zone A will be a predominantly residential area with a range of typologies that can sensibly respond to the form of development plots, the grid pattern, the character and density of surrounding neighbourhoods and the target market for the neighbourhood. New buildings should be designed with active frontages to

promote street life and enhanced animation to the street scene. Whilst regeneration will be residential led, opportunities for a mix of uses should be sought that combine to create a distinctive sense of place and neighbourhood, ensuring life and vitality on weekdays and evenings.

- 3.30 The NDF aspires for new development to be architecturally diverse in order to create a neighbourhood that is varied in character and which makes the most of the remaining assets with heritage and/or built environment value to contribute toward the creation of a neighbourhood with a high quality urban environment and a strong sense of place.
- 3.31 The provision of additional public space within Zone A should be considered on sites that will add value to the wider public realm and street hierarchy, and provide amenity for new residential and mixed use developments. This should include well-designed public realm and tree planting which will help to establish and enhance connections, encourage sense of place and encourage movement through Zone A.
- 3.32 The NDF sets out the ambition of an improved connection to the City Centre through multiple pedestrian and cycle friendly routes which correspond to the principle north-east and south-west alignments of streets in this part of the City Centre to establish a safe and attractive alternative route to Rochdale Road.
- 3.33 The overarching objective on height will be to develop a well-considered height profile that includes well-composed and human scale spaces, complements the natural topography whilst responding to the height and massing of adjacent places.
- 3.34 New development will be required to sensitively integrate car and cycle parking requirements. This should be justified on a site by site basis in line with the guidance and recommendation of the City Council's adopted Manchester Residential Quality Guidance (2017).
- 3.35 The NDF does not consider Skyline Central as a landmark building, as it is not located on a gateway site, but rather at the mid-point of the streetscape between key nodes or gateways.
- 3.36 Due to Zone A's relationship to wide streets, heritage assets, arterial routes into the city centre and existing buildings of scale, it is the part of the Masterplan that is most likely to be able to accommodate higher density development, and potentially any further feature buildings.
- 3.37 Building heights within Zone A should express a 'tilted bowl,' through the tallest buildings being located along the Rochdale Road frontage, in line with the 35 storey Angel Gardens scheme, and then taper off towards Ancoats and the Oldham Road frontage being slightly taller than buildings which line Cross Keys Street. In line with this, the NDF identifies the perimeter of Zone A is suitable for high density development along Rochdale Road and Thompson Street.

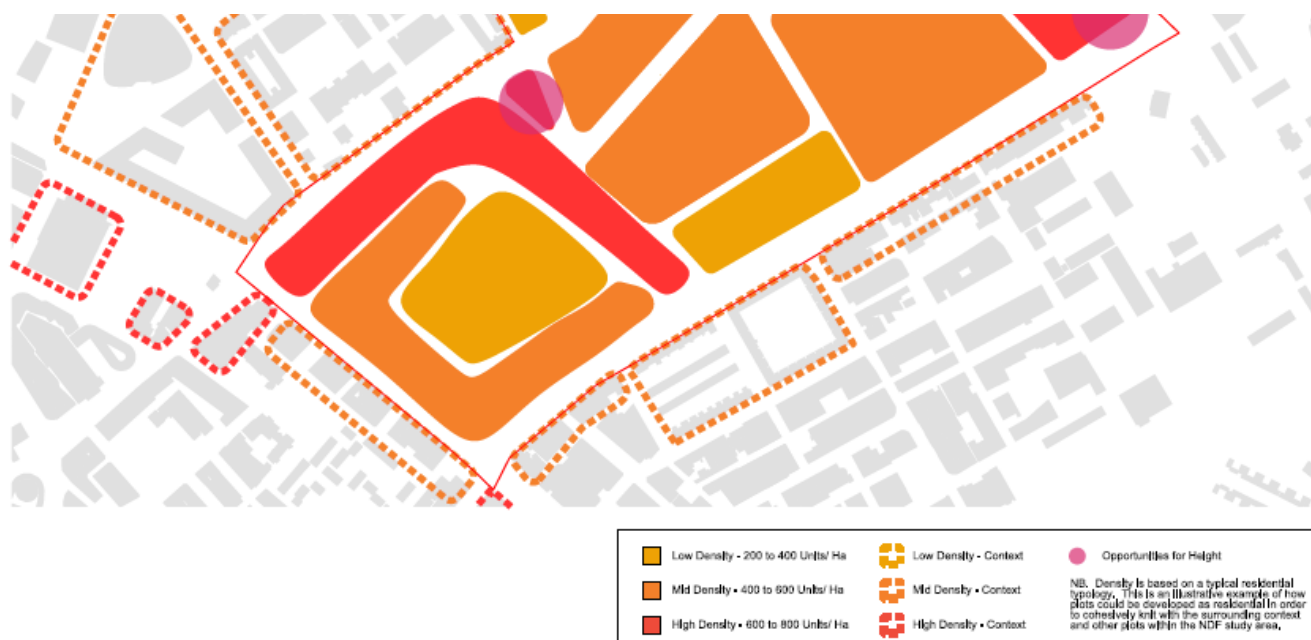


Figure 3-1 – Proposed Densities (source: NDF 2015)

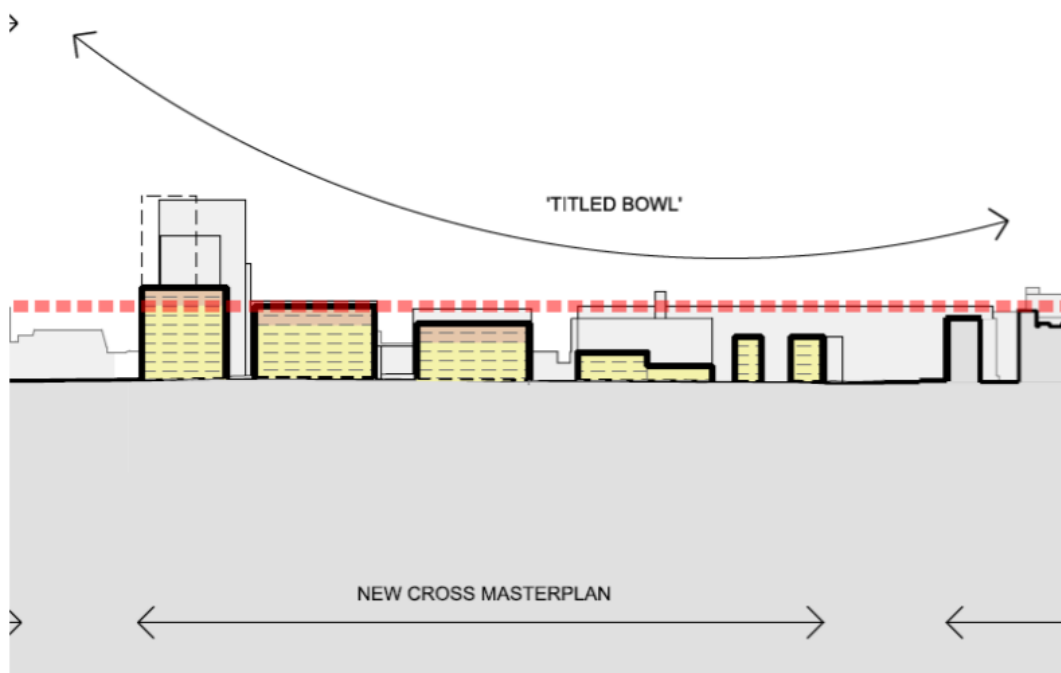


Figure 3-2: 'Tilted Bowl' NDF 2015

New Cross Neighbourhood Development Framework Update (2017)

3.38 An updated NDF version was endorsed in March 2017. The original NDF focused on Zone A due to its proximity to other key regeneration areas including the Northern Quarter, NOMA and Ancoats. As such Zone A was the immediate focus for development activity. The 2017 update focuses on Zones B and C, taking into account the forthcoming developments within New Cross and the surrounding area.

- 3.39 The vision for the New Cross area remains the same as the original NDF; to make the area a distinctive and welcoming neighbourhood where people want to live. Given the focus of the updated NDF on Zones B and C it is of limited relevance to this application site.

New Cross Public Realm Strategy 2017

- 3.40 The New Cross Public Realm Strategy has been prepared on behalf of Manchester City Council, in order to articulate a vision for the public realm within the New Cross study area which will enable the creation of a vibrant residential led neighbourhood. The strategy is intended to be read alongside the 2015 NDF.
- 3.41 The site is shown below (red star) as an opportunity to utilise active frontage on each side of the site to encourage walkability. It shows the listed building on site, and the development to the east that is currently under construction.



Figure 3.3 - Active Frontages and Public Realm Interface (Taken from Public Realm Strategy pg 50)

- 3.42 The strategy also identifies the opportunity for tree planting and upgrades to gateways into New Cross, and identifies the area to the west of the site as having potential for a public open space.

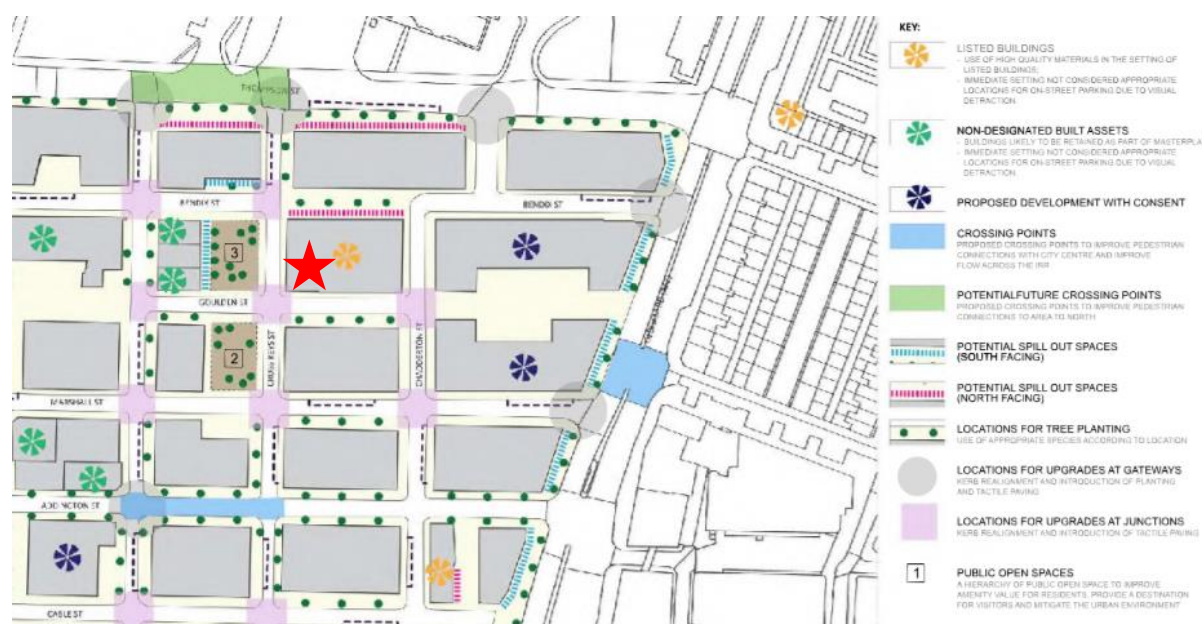


Figure 3.4 - Public Realm Improvements (taken from Public Realm Strategy pg 54)

Northern Gateway Framework Strategic Regeneration Framework (SRF)

- 3.43 The Northern Gateway development is a joint venture between Manchester City Council and the Northern Gateway project office of the Far Eastern Consortium (FEC).
- 3.44 The Northern Gateway will extend the residential opportunities north from the city centre creating the cluster of well-designed and distinct sustainable neighbourhoods, opening up a range of new retail and family-friendly leisure destinations in the north of the city.
- 3.45 With much improved connectivity – focusing on green transport, including walking, cycling and public transport – the Northern Gateway has the potential to attract a range of visitors from the city centre and beyond, taking advantage of the green space and leisure amenities, while improving the lifestyle residents.
- 3.46 At its heart, the Northern Gateway is a residential-led development and aims to build a mix of 15,000 new homes over the next 15 years with at least 3,000 affordable homes across a range of tenures. The Northern Gateway SRF was approved by Manchester City Council's Executive on 13 February 2019. The delivery of the Northern Gateway and NOMA is key to supporting wider regeneration across the City.
- 3.47 The NDF illustrates height at the Site being of between 6-8 stories.

NOMA

- 3.48 Once completed it is intended that the redevelopment of NOMA will result in a commercially-led, mixed-use destination at the northern gateway to the city centre.
- 3.49 The NOMA Masterplan is a result of a partnership between the Coop and Hermes Investment Management. Most of the NOMA Masterplan area is currently undeveloped, and consists of surface level car parks. However, a number of consented schemes have been coming forward over recent years, including the new Coop Headquarters at 1 Angel Square completed in 2013, the new 36-storey residential tower at Angel Gardens which will provide around 460 Build for Rent units, as well as office developments opening within the former industrial buildings known as Dantzie and Federation.
- 3.50 Further substantial phases of work have been completed and substantial investment made to commence the next phases. This includes Phases 2 and 3 of the public realm works, including the creation of Sadler's Yard in the heart of the Listed Estate, and enhancement works to Angel Meadow. The creation of the new

public square is an essential part of the strategy to revitalise the Listed Estate and create conditions that will allow the high quality re-use and reinvention of the late 19th and 20th Century Listed Buildings.

- 3.51 Hanover Building, a refurbishment of Grade II Listed Buildings to create 11,000 sq.m. of office space and 3,000 sq.m. of retail, was completed in 2019 for occupation by Amazon.

Ancoats and New Islington

- 3.52 Ancoats and New Islington on the eastern edge of the City Centre are two neighbourhoods that have been the subject of two long term regeneration programmes since the late 1990s/ early 2000s. The economic recession of 2008 / 2009 had a significant impact on the delivery of these programmes with commercial and residential development stalling for a number of years due to the lack of availability of finance from lending institutions.
- 3.53 In 2014, Abu Dhabi United Group (ADUG) expanded their interests in Manchester through the establishment of a new commercial joint venture with Manchester City Council with the purpose of playing a part in the Council's wider residential strategy for these neighbourhoods. Manchester Life Development Company Ltd (Manchester Life) was established to deliver predominantly new homes in an eastward expansion of the City Centre, with the focus of investment initially being in the Ancoats and New Islington neighbourhoods, and with the ability in the medium to longer term to expand further eastwards towards the Etihad Campus.
- 3.54 New planning frameworks for Ancoats and New Islington were developed and new residential development have been delivered at pace, transforming the entire neighbourhood. At the same time place-creation championed, along with new place management arrangements which are now being instigated. Manchester Life has worked closely with the City Council and other local developers to foster a collaborative approach to placemaking. An important part of the placemaking strategy has been to target local and independent operators for the portfolio of ground floor units. This has been a successful strategy, resulting in a range of independent bars, cafes and restaurants now in operation and attracting people to the area. These activities have all been coordinated and choreographed to underpin the expansion of the City Centre eastwards with the clear objective of creating successful mixed use residential led neighbourhoods.

Strategic Context

Our Manchester Strategy 2016-25

- 3.55 The Our Manchester Strategy 2016-25 was adopted by Manchester City Council in January 2016 and sets the ambitions for the City for the next decade. The Strategy sets out a vision for Manchester to be in the top flight of world-class cities by 2025, when the City will:
- have a competitive, dynamic and sustainable economy that draws on our distinctive strengths in science, advanced manufacturing, culture, and creative and digital business – cultivating and encouraging new ideas;
 - possess highly skilled, enterprising and industrious people;
 - be connected, internationally and within the UK;
 - play its full part in limiting the impacts of climate change;
 - be a place where residents from all backgrounds feel safe, can aspire, succeed and live well; and
 - be clean, attractive, culturally rich, outward-looking and welcoming.
- 3.56 The Our Manchester Strategy also commits to giving the local community and other stakeholders the opportunity to be involved in decision making, with a primary focus on a continuous approach to engagement.

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

Manchester's Green and Blue Infrastructure Strategy

- 3.58 Manchester City Council recognises that green and blue infrastructure is an essential part of creating a successful, liveable city. Parks, river valleys, gardens, street trees, green roofs, canals and many other components all form part of a rich network that is integrated with the built environment in the world's most popular cities.
- 3.59 The vision for green and blue infrastructure in Manchester over the next ten years is that by 2025 high quality, well maintained green and blue spaces will be an integral part of all neighbourhoods. The City's communities will be living healthy, fulfilled lives, enjoying access to parks and green spaces and safe green routes for walking, cycling and exercise throughout the City. Businesses will be investing in areas with a high environmental quality and attractive surroundings, enjoying access to a healthy, talented workforce. New funding models will be in place, ensuring progress achieved by 2025 can be sustained and provide the platform for ongoing investment in the years to follow.
- 3.60 Manchester's Green and Blue Infrastructure (G&BI) Strategy, together with its Stakeholder Implementation Plan, was approved in July 2015. The strategy is founded on the basis that attractive, multi-functional green and blue infrastructure is a key component of shaping and delivering the quality of life people expect and enhancing the City's global image as a place in which to live, work and invest.

Playing Our Part on Climate Change

- 3.61 There is increasing evidence of global temperature rises and the prospect therefore of increasing incidences of extreme weather as well as risk of water and food shortages and flooding, all causing increasing insecurity. Whilst Manchester may not feel these effects as severely as other areas globally, there is an identified urgent need for all cities to consider what they need to do to play their full part in addressing climate change.
- 3.62 In November 2018, Manchester City Council made a series of commitments, informed by the Manchester Climate Change Agency's (MCCA) work with the world renowned Tyndall Centre for Climate Research based at University of Manchester. The key commitments are as follows:
- To becoming zero carbon by 2038, significantly accelerated from the original target of 2050;
 - To adopt a carbon budget and emit only a maximum of 15 million tonnes CO₂ for the period 2018-2100. This has been transposed from a global carbon budget which has been calculated as "likely" to maintain global temperature change within 2°C as agreed in the Paris Agreement;
 - To achieve a 13% year-on-year reduction in citywide CO₂ emissions from 2018 to achieve this carbon budget.
- 3.63 A draft Manchester Zero Carbon Framework has been developed which sets out the City's overarching approach to meeting its science-based climate change targets over the period 2020-38 and draft action plans for the period 2020-22 are being developed by the Council and other strategic organisations and sectors.
- 3.64 On 10 July 2019, a motion asking Manchester City Council to formally declare a climate emergency was unanimously agreed. The motion declares that climate change is a serious risk to Manchester's future and committed to embedding the issue as an integral part of council decision-making – making sure that all key decisions are taken with the city's target of becoming zero-carbon by 2038 in mind. Whilst not formally translated into changes to planning policy yet, it further strengthens the emerging Manchester Zero Carbon Framework.

4 Proposed Development

- 4.1 This Section should be read in conjunction with the submitted application drawings and Design and Access Statement (DAS) prepared by Tim Groom Architects. It provides a summary description of the key elements of the Proposed Development.

Proposed Development

- 4.2 Full Planning and Listed Building Consent is sought for the erection of a residential building with ground floor commercial use, the restoration of the existing ventilation chimney stack, and addition of a 'light box' to the top of the chimney.
- 4.3 The Design and Access Statement, prepared by Tim Groom Architects, has been submitted in support of this application for Full Planning Permission and Listed Building Consent, and it contains more information on the design of the Proposed Development.

Design Principles

- 4.4 The Design and Access Statement explains that the New Cross area is largely undeveloped with a large amount of surface parking, derelict buildings and garages. As a result, the historic ventilation chimney stack remaining on site has become a prominent feature and something of a beacon/landmark in the area. However, with the area currently undergoing a major regeneration, it is envisaged that this will completely change the character and density of the area. The NDF suggests a drastic increase in height both on the periphery of the area and those more centrally located. The chimney will lose its landmark status and vistas when all sites identified in the NDF are eventually built. This therefore presents an opportunity in terms of considering how to retain and make a feature of the existing chimney stack as part of the Proposed Development.
- 4.5 The following principles have guided the design of the proposed development, against the backdrop of the approved New Cross NDF:
- To reinvigorate the historic grain of the site and placing the Grade II Listed existing ventilation chimney stack at the heart of the Proposed Development, ensuring it remains a 'beacon' for the New Cross Area.
 - To provide a roofscape which responds to the city skyline.
 - To develop a scheme which will come to anchor future New Cross developments centred around the proposed adjacent public square.
 - To provide a ground level communal space/ garden which revolves around the existing ventilation chimney stack.
 - To provide on-site amenities to the residents in the form of a roof top garden.
 - To provide a range of residential unit types which meet the Manchester Residential Quality Guidance and provide an enhanced offer to the market in terms of space, natural light and orientation.
 - To manage the various datums across the site and New Cross to ensure the ventilation chimney stack remains the focal point of the proposal.
 - To minimise the potential impact on the existing Grade II Listed wall whilst ensuring the seamless transition to new fabric of the scheme.

- To plan an active frontage to as many street frontages as possible to balance the defensible, imposing nature of the existing wall(s).

Use and Quantum

4.6 The quantum of the Proposed Development is detailed in Figure below.

Use	Proposed Development – Goulden Street
Site Area	0.12 ha
Commercial Space	205 sq. m
Residential Units	73 residential units: • 1 bed: 25 (34%) • 2 bed: 41 (56%) • 3 bed: 7 (10%)
Height (AOD)	8 storeys / 29.75 m
Cycle Parking	73

Figure 4.1 - Proposed Development Quantums

Works to the Listed Building

4.7 The Proposals are designed to retain as much of the original external walls of the former police and fire station, whilst creating a new apartment building, with commercial space at ground floor level, within the largely retained original external walls. The Proposals will see an amount of alteration to the surviving structures which will largely concentrate on the removal of later fabric, the opening up of former window and door openings, and the insertion of new openings to facilitate an effective commercial unit in terms of use and street presence. The works to the Listed Building include:

North-east Elevation

- Retain and restore the original cast iron gate columns.
- Remove remaining timber ambulance doors and position new service doors and glazing.
- Remove remaining timber lintels over ambulance doors and replace with modern examples.
- Demolish original stone quoins to north and south ends.

South-east Elevation

- Stone plinth – remove area of plinth to north east and south west ends.
- Remove remaining stone cornice.
- Remove majority of altered areas of brickwork and replace with vertical fin structures opening into courtyard.

South-west Elevation

- Retain and restore original stone ashlar entrance to form new apartment entrance (north west end).
- Remove majority of central portion of wall and cornice, retaining stone quoins and surrounding brickwork to the corner and area of brickwork and cornice adjacent to stone ashlar entrance.

- The entire stone plinth will be retained and restored.
- Remove stone cornice above proposed area of removed brickwork.
- Quoins at junction of Goulden Street and Chadderton Street to be retained and restored.
- Retain and restore remaining three original cast iron gate posts and pilasters to form new entrance into apartments.

North-west Elevation

- Blind brick paneling to insert new window openings.
- Demolish quoins to corner of Cross Keys Street and Bendix Street.
- Demolish brickwork, plinth and quoins close to junction of Bendix Street.

Ventilation Chimney Stack

- Construct light box feature to top of the stack.
- Consolidate original brick and stonework to stack, and retain all openings and exposed brickwork to base as a feature within new garden space.
- Enclose lower part of ventilation chimney stack with timber fins and fireplace.

Internal face of Elevations

- Removal of the remains of later glazed Edwardian internal tiles.
- Retain majority of exposed brickwork.
- Secure new build elements to existing internal face of brickwork.

Layout of Proposed Development

- **External courtyard:** The private ground floor courtyard will provide amenity space for residents.
- **Level 1 (Ground):** The ground floor provides a commercial unit, bin store and cycle stores, plant and a private residents' amenity space.
- **Level 2 - 7:** Each floor holds between 8 and 12 apartments.
- **Level 8:** Includes a private roof terrace.

Appearance

- 4.8 The Proposed Development includes high quality materials throughout its design.
- 4.9 The Proposed Development aims to re-establish the historic grain and incorporate a contemporary extension to bridge old and new.
- 4.10 There is an addition of a lantern to the existing chimney, again reinforcing the site's heritage whilst bringing the structure in line with the area's regeneration. The proposed scheme is no higher than the existing chimney. By adding a 'crown' to the chimney, it re-establishes itself as a landmark and creates a visible marker when approaching the site. Integrity of the chimney is retained and adapted to monopolise on integrating the old and new. The base of the chimney becomes part of the private amenity space by integrating a communal activity such as a pizza oven or fire place.

- 4.11 The ashlar wall is solid and impenetrable. It is retained and restored in keeping with the original footprint. The original features of the main entrance including the gate post, side pilasters and stone reveals are also retained by offsetting the curtain wall line increasing the sense of arrival.
- 4.12 New windows are proposed to the Cross Keys Street elevation through brickwork with openings to mimic existing wall articulation to service commercial unit and create a visual connection to the proposed public realm.
- 4.13 To enhance the characteristics of the chimney and promote a sense of permeability and connection with the internal courtyard, it has been proposed to alter the wall to Goulden Street where the full ashlar terminates wrapping at Chadderton Street and instead wrapping around the new proposal.
- 4.14 Original sandstone lintels are kept throughout and wrap around building. Original red brick wall in state of disrepair is replaced with new iron work, reflecting of New Cross' historic past and modern lintels continued to bridge the old and new elements of the site together. The proposed iron work allows permeability into the site, allowing views in and out of the private outdoor space.
- 4.15 All columns are to be retained and kept to their original positions, however the lintel is in poor condition and is to be committed. The design will seek to reintroduce this lintel via the new elevation treatment to ensure the columns retain the feeling of being anchored. All columns are to be retained and kept to their original positions and to be integrated seamlessly within the fabric of the new wall with metal fins.
- 4.16 The integration of a new lintel within the scheme presents the opportunity to establish a natural datum across the whole site linking the old with the new. The aluminium lintel colour has been matched to metal fins to run around all four elevations to create a natural datum for design and transition in material.
- 4.17 All structurally sound quoins have been retained to the west and north elevations.
- 4.18 Although much of the site is in disrepair and unsafe, there is an opportunity to salvage and create something new from the discarded materials. As the site formally housed horses for the police this design takes simplified pattern design of a saddle, layered to create a patterned facade and created using previous decorative elements found with the site. Using the horse shoe as a starting point, a pattern is created by splitting and rearranging the semi-circle element of the horse shoe.
- 4.19 In keeping with the domesticity of the site, the traditional 'greenhouse' is re-imagined into a contemporary installation at the top of the existing ventilation chimney stack. In the same way the glass extension marries the old and new aspects of the building, glass bricks are proposed to be used to create a contemporary 'crown' to the retained chimney.
- 4.20 The new build element incorporates a neutral colour palette of black, grey and a range of neutral tones.
- 4.21 The design is further explored in the Design and Access Statement prepared by Tim Groom Architects.

Height and Compliance with the New Cross NDF

- 4.22 Within Zone A of the New Cross SRF there are three distinct character areas: a) the edges to Rochdale Road and Thompson Street; b) the heart of the site; and c) the edges to Oldham Road and Swan Street sweeping into Mason Street. The site sits within character area a).
- 4.23 The NDF finds character area a) to be frontages on wide, vehicular dominated routes. This area is generally considered to be 'less sensitive in terms of its relationship to designated heritage assets'. The NDF acknowledges that Skyline Central (20 storeys) is not a landmark building and has not had the galvanizing effect on regeneration in the New Cross area. Given this it goes on to note that this area of the NDF masterplan is 'most likely to be able to accommodate higher density development, and potentially any further feature buildings'.

- 4.24 The proposed height, scale and massing of the proposed development is considered to fit with the vision of the NDF. The NDF suggests a height of 4-6 storeys for the Site. During design development, the proposal was initially 6 storeys in height, however due to the height of the Lancastrian development being 6 storeys, the site relationships felt disproportionate. The proposed site massing was therefore staggered to 7 storeys at the area of closest proximity to the Lancastrian development, then 8 storeys to respond to the suggested massing contained within the NDF along the perimeter of Zone A.
- 4.25 The proposed design was also developed with the local heritage context in mind. The size and height of the proposed buildings intentionally do not exceed the height of the existing chimney with the extended 'lantern' chimney element. The design concept was focused around keeping the development at a smaller size to allow the Grade II Listed wall and other elements to still have an important role in the redevelopment of the site.
- 4.26 It is considered that the height of the Proposals fits within the street scene and the wider NDF area. The density of residential units will also contribute to the neighbourhood and residential community being created in the area.
- 4.27 Though this application is submitted as a standalone planning application, it is also inherently linked to the Oldham Road and Bendix Street schemes being submitted at the same time, with the proposals likely to come forward concurrently.
- 4.28 The proposed redevelopment of the subject Site includes the refurbishment and reuse of the existing Listed structures on the site, including walls and chimney, and requires a sensitive response in relation to scale and massing – and at eight storeys, the Proposed Development is appropriately scaled in relation to the urban grain of this area. This scheme in isolation therefore is more challenging site to bring forward from a viability point of view, but lies at the heart of the NDF area and has a significant role to play in terms of delivering comprehensive regeneration and adding to character and sense of place. It is the case that the scale of development on the Bendix Street and Oldham Street sites are inherently linked and support the viability of the more constrained nature of the subject Goulden site.

Landscaping

- 4.29 The wider New Cross Area benefits from the New Cross Public Realm Strategy approved by the Manchester Executive in 2017. This proposes several open spaces, regulation of wayfinding and signage, and improvements to the highways hierarchy in the area.
- 4.30 The strategy opens up a courtyard space around the chimney, with the introduction of ornamental perennial and grass planting. Most of the existing wall will be retained; with new 'windows' punched through to encourage a more active frontage. In addition, a roof terrace will be similarly planted for the use of the residents.
- 4.31 A full Landscape Strategy has been drawn up by Layer-ing which takes this into account, and sets the strategy for the three Sites.
- 4.32 The proposals will not require the re-alignment of any highways.

Servicing and Waste

- 4.33 Storage within each apartment would include separate containers or caddies for each category of waste. The building will house a recycling and refuse area in a dedicated bin store on the ground floor, which is accessible from the circulation cores.
- 4.34 Residents will take their waste to the ground floor to place refuse in the bins, combined with the provision of separate containers within the apartments will actively encourage waste segregation. The building management will monitor waste segregation and act accordingly. They will also be responsible for rotation of bins within the refuse store to ensure access to empty bins.

- 4.35 It is proposed that refuse collections and servicing would be carried out from Bendix Street rear alleyway and collected from Chadderton Street. Swept path tracking has been carried out by SKTP to verify that refuse vehicles can manoeuvre safely along Chadderton Street.
- 4.36 Smooth, level access will be provided between the bin store and the public highway with drop kerbs provided adjacent to the loading bay. Appropriate access will be provided within the bin store for people with disabilities.
- 4.37 Fifteen 1100L Euro Bins and five 240L wheeled bins will be provided.

Access

- 4.38 The main residential entrance is to be located on Goulden Street in place of the existing gated entrance, with a large double height glazed frontage to ensure it is easily located by visitors. A secondary gated entrance is proposed off Chadderton which will form a natural link to courtyard space for the residents and will be closed at night for security purposes.
- 4.39 Upon entering the building the user would pass through a common reception area with post boxes and a shared concierge/lounge area which spills out into the courtyard. The lifts and primary stairs are each located off this reception giving access to all residential floors with an additional means of escape towards the rear off Bendix Street. The location of the site on the edge of the city centre means a wide range of amenities and destinations are within easy walking reach of the proposed development.
- 4.40 As the development site is located on the inner ring road and on the edge of the city centre there are a wide range of opportunities for public transport within easy reach. Numerous bus routes and two tram stops are within a five minute walk from the site giving access to destinations across Greater Manchester. Piccadilly train station and the proposed HS2 station are also within a few minutes' walk giving access further afield.
- 4.41 The design and layout of the building has been developed with an inclusive approach to allow easy and safe and secure access throughout the building.

Ventilation

- 4.42 The ventilation strategy improves on the fundamental principles of the Building Regulations and will make a contribution to reducing the annual CO₂ emissions of the proposed development.
- 4.43 The proposed development will incorporate energy reduction measures in the ventilation systems to reduce the carbon footprint of the site using heat recovery devices and energy efficient fan selections.
- 4.44 Waste heat from the apartments will be recovered by the mechanical ventilation heat recovery (MVHR) systems. This type of ventilation will help to reduce heat demand and provide filtered air to the apartments thus promoting healthy living conditions for the occupants. All fans and motors shall be specified to incorporate ECA accredited technology and appropriate controls.

Climate Change, Energy and Sustainable Construction

- 4.1 The application is supported by an Energy Strategy by Future Serv. This document set out how the Proposed Development will incorporate sustainability measures, including energy efficiency and environmental design.
- 4.2 In respect of climate change, Paragraph 150 of the NPPF states new development should be planned for in ways that:
 - a) avoid increased vulnerability to the range of impacts arising from climate change. When new development is brought forward in areas which are vulnerable, care should be taken to ensure that risks can be managed through suitable adaptation measures, including through the planning of green infrastructure; and

- b) can help to reduce greenhouse gas emissions, such as through its location, orientation and design. Any local requirements for the sustainability of buildings should reflect the Government's policy for national technical standards

4.3 Further to this, Paragraph 154 states that local planning authorities should expect new development to:

- a) comply with any development plan policies on local requirements for decentralised energy supply unless it can be demonstrated by the Applicant, having regard to the type of development involved and its design, that this is not feasible or viable; and
- b) take account of landform, layout, building orientation, massing and landscaping to minimise energy consumption.

4.4 The Core Strategy Policy EN4 encourages the reduction on CO2 Emissions through following the Energy Hierarchy principles:

- To reduce the need for energy through design features that provide passive heating, natural lighting and cooling.
- To reduce the need for energy through energy efficient features such as improved insulation and glazing to meet residual energy requirements through the use of low or zero carbon energy generating technologies.

4.5 Policy EN6 of the Core Strategy seeks CO2 reductions from low or zero carbon energy supplies and includes the following targets:

- A CHP/district heating anchor or connection, or where not feasible.
- A 15% increase on Part L 2010.

4.6 Policy DM1 notes that for new residential developments built after 2013 Code for Sustainable Homes (CfSH) Level 4 must be achieved. Although the code no longer applies this is still used as a point of reference.

4.7 The 2013 edition of Approved Document L1A: Conservation of fuel and power in new dwellings gives guidance for compliance with Building Regulations for building work carried out in England.

4.8 The supplementary planning document, Guide to Development in Manchester (2007) also details the Environmental Standards development in Manchester is expected to achieve, including energy efficiency, renewable energy and environmental design.

4.9 The Energy Statement summarises the energy hierarchy requirements for the Proposed Development to respond to emission reduction targets set out within the Manchester Core Strategy policies EN4 and EN6.

4.10 Reduction of carbon emissions will be sought through a combination of: improved fabric performance; energy efficient mechanical and electrical servicing; and LZC technologies including Combined Heat & Power.

4.11 **Passive Energy Measures:** The energy used for heating the building will be reduced through the design of a thermally efficient fabric, in excess of the thermal properties set out within the Building Regulations, intended to avoid cooling requirements.

4.12 **Energy Efficiency Measures:** Highly efficient plant, heat recovery systems, and energy efficient and highly controllable lighting will be specified. The central heating plant will be designed around a high efficiency heat generator, providing Domestic Water Heating. Pre-heat to the systems will utilise low carbon energy taken from a 50kWth Combined Heat & Power system acting as lead heat source in conjunction with thermal storage.

- 4.13 Highly efficient electric heat emitters will be provided complete with time and thermostatic control provisions, to minimise wasted energy when areas are unoccupied.
- 4.14 The Proposed Development will incorporate energy reduction measures in the ventilation systems to reduce the carbon footprint of the site using heat recovery devices and energy efficient fan selections. Waste heat from the apartments will be recovered by the mechanical ventilation heat recovery (MVHR) systems. This type of ventilation will help to reduce heat demand and provide filtered air to the apartments thus promoting healthy living conditions for the occupants.
- 4.15 **Low or Zero Carbon (LZC) Measures:** The proposed 20kW_e Combined Heat and Power system (CHP) will provide a source of low carbon electricity to the development and where possible, redundant generation will be exported back to grid.
- 4.16 All plant and equipment would be equipped with energy control measures incorporating variable speed drives, with low energy motors provided on ventilation fans and hydraulic pumps.
- 4.17 A+ energy rated white goods will be used where possible to limit unregulated energy demand, and energy reducing features such as daylighting sensors will also be used.
- 4.18 Surface water run-off rates will be reduced, beyond good practice, to flows of less than 50% of pre-development discharge rates. A maximum surface water discharge rate of 12.6 L/s will be achieved through below ground attenuation storage in the form of geocellular storage crates with restricted outflow.
- 4.19 The development Site is located within Flood Risk Zone 1 and as such is not considered to be at risk of flooding. The Site drainage strategy will be designed to manage the surface water runoff to ensure that the peak rate and volume of surface water run-off will be no greater post-development than pre-development and accord with the local planning policies.
- 4.20 A water efficient strategy will be established to manage daily water consumption by occupants. Water efficiency measures to reduce water heating energy loads and to cut the process energy required to supply clean drinking water will be included. The development would be provided with a boosted cold water supply system located within the main plant rooms and all sanitary appliances are to be equipped with low water flow devices. A water efficient strategy will be established to manage daily water consumption by occupants including:
- Low flow/flush taps, showers and toilets
 - A-rated, low water consuming appliances (where provided)
 - Water meters and sub-meters to enable tenants to monitor water use
 - Water leak prevention and leak detection systems, subject to feasibility
- 4.21 The construction site will be managed in an environmentally considerate manner. The Code of Considerate Practice to be adopted by the contractor will involve adhering to best practice policies to prevent ground and surface water pollution. Construction impacts will be minimised through the Construction Management Plan, notably through: operation of an Environmental Management System; adoption of responsible construction management practices, implementation of pollution prevention policies; monitoring of construction site energy and water consumption; recording of CO₂ emissions associated with construction site vehicles (deliveries and waste removal); and, implementation of a Sustainable Procurement Plan to ensure key materials are responsibly sourced.
- 4.22 As a reflection of the highly accessible nature of the Site by modes of transport which are low impact in terms of CO₂ emissions, it is proposed that no on-site car parking will be provided. 73 cycle parking spaces would be provided within the building with secure spaces and extensive changing facilities. A further 10 spaces will be located in the public realm in the vicinity of the building.

- 4.23 The Travel Plan sets out a package of measures to reduce the transport and traffic impact of the Proposed Development, including the provision of public transport, walking and cycling information. The Plan would encourage individuals to choose alternative modes over single occupancy car use.
- 4.24 Opportunities to reduce waste at source, promote resource efficiency, and re-use or recycle materials will be identified in order to divert waste from landfill during the demolition and construction phases of the development.
- 4.25 Waste storage areas will include accessible, dedicated recyclable storage bins to ensure that occupants can take responsibility for the management of the waste produced, encouraging the separation of recyclable materials at source.
- 4.26 Ecology surveys have been undertaken to ensure no adverse impact on biodiversity will be caused. The Site in its current form has limited ecological value. Proposed enhancements to site ecology include incorporating areas of soft landscaping within the new development with native and/or wildlife friendly planting schemes, planting of additional native trees and, the provision of artificial wildlife shelters or boxes to provide safe areas for bats, birds and insects.
- 4.27 The Development will be on previously developed land; avoiding the use of virgin land, whilst bringing an underutilised site back in to circulation for sustained future use.
- 4.28 The absence of on-site car parking, provision of cycle storage, and funding of a car club bay will strongly encourage sustainable travel, along with high levels of accessibility to city centre amenities and public transport.
- 4.29 Sunlight, daylight, noise and air quality impacts have been assessed to inform the design and support the comfort and wellbeing of building end users and neighbours.
- 4.30 Overall the Proposed Development will incorporate energy efficiency measures in its building services including highly efficient heat generation plant, heat recovery systems and energy efficient and controllable lighting. The carbon emissions from the Proposed Bendix Street development shows potential for a total reduction in emissions from the baseline set by current Building Regulations Part L 2010, by 24%.

5 Planning Policy Framework

5.1 This chapter details the planning policy context against which this application will be assessed.

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

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

5.3 This Section details the relevant documents that make up the Development Plan and are material considerations in the determination of the application.

National Planning Policy and Guidance

National Planning Policy Framework (NPPF) – February 2019

- 5.4 The NPPF articulates the priorities of the Plan for Growth within planning policy. The NPPF introduces a 'presumption' in favour of sustainable development and supports proposals that are in accordance with policies in an up to date Development Plan.
- 5.5 The NPPF outlines that the purpose of the planning system is to contribute to the achievement of sustainable development (paragraph 7). There is a clear presumption in favour of sustainable development (paragraph 11). The NPPF constitutes the Government's view of what sustainable development means in practice for the planning system.
- 5.6 There are three dimensions to sustainable development; economic, social and environmental.
- 5.7 These dimensions give rise to the need for the planning system to perform a number of roles all of which should be undertaken together.
- 5.8 In achieving sustainable development Paragraph 8 of the NPPF notes that development can create a 'responsive' and 'competitive' economy through ensuring that development is located within the right places. It should support strong, vibrant and healthy communities, and protect and enhance our natural, built and historic environment.
- 5.9 Chapter 9 of the NPPF deals with the promotion of sustainable transport. Paragraph 103 states development should be focused on locations which are or can be made sustainable, through limiting the need to travel and offering a genuine choice of transport modes.
- 5.10 Chapter 6 of the NPPF advises that the Government is committed to securing economic growth in order to create jobs and prosperity, building on the country's inherent strengths, and to meet the twin challenges of global competition and of a low carbon future.
- 5.11 It goes on to state that investment in business should not be over-burdened by the combined requirements of planning policy expectations. Planning policies should recognise and seek to address potential barriers to investment, including a poor environment or any lack of infrastructure, services or housing.
- 5.12 Chapter 11 of the NPPF highlights within Paragraph 117 that planning policies and decisions should promote an effective use of land in meeting the need for homes and other uses, while safeguarding and improving the environment and ensuring safe and healthy living conditions.
- 5.13 Furthermore, in Paragraph 118 Part A it notes that planning policies and decisions should encourage multiple benefits from both urban and rural land, including through mixed use schemes. Part C gives

substantial weight to the value of using suitable brownfield land within settlements for homes and other identified needs, and support appropriate opportunities to remediate despoiled, degraded, derelict, contaminated or unstable land. Finally, Part D of the same paragraph promotes and supports the development of under-utilised land and buildings.

- 5.14 The NPPF (Chapter 12) advises that good design is a key aspect of sustainable development and that it is indivisible from good planning.
- 5.15 At Paragraph 124 it is advised “the creation of high quality buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities”.

National Planning Practice Guidance (NPPG)

- 5.16 The National Planning Practice Guidance (NPPG) was finalised in March 2014 and sets out advice, information and best practice on a wide range of planning issues with the overall objective of becoming a single source for planning guidance which will be maintained as a live resource. The principle behind the NPPG fits in the wider objectives of the current government’s attempt to make the planning system simpler, clearer and easier for people to use. This guidance was developed following a detailed review of planning policy guidance through the Taylor Review between October and December 2012.
- 5.17 The NPPG stresses the importance of good design and that planning should drive up standards across all forms of development. As a core planning principle plan makers and decision takers should always seek to ensure high quality design through creating places, buildings or space that work well for everyone, look good, last well and will adapt to the need of future generations.
- 5.18 With particular reference to housing design issues, the NPPG sets out that well-design housing should be functional, attractive and sustainable. Consideration should be given to the servicing of dwellings including the storage of bins and cycles and provision of space for drying clothes or places for deliveries. Additionally parking should be given consideration with there being several different approaches that can
- 5.19 The NPPG references pre-application discussions, Design and Access Statements and Design Reviews as some of the methods that can be used to achieve good design.
- 5.20 The NPPG also sets out processes and expectations on pre-application discussions. The NPPG sets out that pre-application engagement offers significant potential to improve both the efficiency and effectiveness of the planning system and improve the quality of planning applications and their likelihood of success.
- 5.21 This is achieved through providing:
- An understanding of the relevant planning policies;
 - Working collaboratively and openly with interested parties at an early stage to identify, understand and seek to resolve issues associated with a Proposed Development;
 - Discussion of possible mitigation methods against impacts of Proposed Development; and
 - Identifying the information required to accompany a formal planning application.

Adopted Manchester Local Development Plan

- 5.22 The Local Development Framework (LDF) is a collection of statutory Development Plan Documents (DPDs) that together set out the vision and spatial strategy for the future development of Manchester. To date only the Core Strategy DPD has been adopted by Manchester City Council. Within this context, the Development Plan comprises:

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

5.23 The Core Strategy was adopted in July 2012 and is the key overarching DPD within the LDF. The Core Strategy has replaced significant elements of the Manchester UDP as the document that sets out the long term strategic policies for Manchester's future development and forms the primary framework that planning applications will be assessed against. Despite being largely superseded by the Core Strategy, a number of UDP Policies have been "saved" and comprise part of the Development Plan also.

Core Strategy (2012)

5.24 The Core Strategy was adopted on 12 July 2012. It sets the overall strategic direction for planning in Manchester over the plan period from 2012 to 2027. The policies of the Core Strategy establish where major development and other forms of investment should be located in order to be sustainable, meet local needs and take full advantage of opportunities.

Unitary Development Plan (1995)

5.25 The Unitary Development Plan was adopted in July 1995. Coinciding with the adoption of the Core Strategy in 2012 significant proportions of the UDP have been replaced, however, a number of policies were saved on 11 July 2012 and remain extant.

Supplementary Planning Documents and Guidance

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

5.26 The Guide to Development in Manchester - Supplementary Planning Document and Planning Guidance (SPD) was originally adopted on 11 April 2007. The document reflects and provides guidance on the importance of creating attractive, well designed, well maintained neighbourhoods. It includes a set of reasoned principles which will guide developers, designers and residents to the sort of development which is anticipated in Manchester.

5.27 In addition, technical guidance for developers was published in December 2015. It is composed of two documents, GD03 Environmental Protection and GD05 Planning and Noise.

5.28 The documents reflect and provide guidance on the importance of creating attractive, well designed, well maintained neighbourhoods. It includes a set of reasoned principles which will guide developers, designers and residents to the sort of development which is anticipated in Manchester.

Providing for Housing Choice SPD (2008)

5.29 This document provides planning guidance about the mix of new housing provision required in Manchester to meet the requirements of the City's planning policies and government guidance about planning policies for housing provision.

5.30 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:

"It is through the creation of neighbourhoods of choice that (we) will succeed in delivering the household growth needed to underpin the City Region's economic growth potential. The creation of neighbourhoods of choice will demand 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."

- 5.31 One of the central themes in the 'Neighbourhoods of Choice' vision is that there should be wide choice of housing, 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. The residential building provides 1, 2 and 3 bed apartments with amenity facilities.

Manchester Residential Quality Guidance

- 5.32 As above, the Manchester Residential Quality Guide is considered a material consideration in all planning applications. Proposals for residential development will have to demonstrate the highest quality of design which aligns with the Guide. If a Proposed Development does not comply with the design principles the developer must provide sufficient justification, evidence and options analysis or else it will lead to the application being refused.

New Cross Development Framework

- 5.33 The New Cross Development Framework includes guidance for development that is brought forward on the Site. The NDF states that the purpose of the document is not to prescribe a definitive form of development, as inevitably there will be varying options and combinations of development that could deliver the vision and objectives for the Site. However, it does establish urban design principles that will inform future development. The NDF emphasises that it will be a material consideration in decision making to ensure that proposals are brought forward in a fully integrated and coordinated manner.
- 5.34 The Site falls within Zone A, which has a number of existing conditions that are relevant to how the wider area is developed. These are summarised as;
- Close proximity to established and emerging neighbourhoods
 - A large number of vacant and underutilised;
 - A strong grid street pattern; and
 - A complicated and fragmented ownership pattern.
- 5.35 The NDF identifies Zone A as a predominantly residential area, with a range of typologies that can respond to the existing grid pattern, character and density of surrounding neighbourhoods. The illustrative masterplan for Zone A provides the more specific guidance for future development of the application Site.

Summary of Accordance with Planning Policy

- 5.36 A full appraisal of how the Proposed Development addresses the specific planning policy considerations is set out in Chapters 6 as follows:
- Planning considerations
 - Socio Economic
 - Affordable Housing
 - Noise
 - Ground Conditions
 - Ecology
 - Archaeology
 - Energy
 - Crime and Security
 - Construction Management
 - Waste Management and Servicing

- Drainage
- Ventilation

5.37 The Proposed Development is fully in accordance with the Development Plan. Appendix A provides a response to each specific Local Development Plan Policy that relates to the Site.

6 Key Planning Considerations

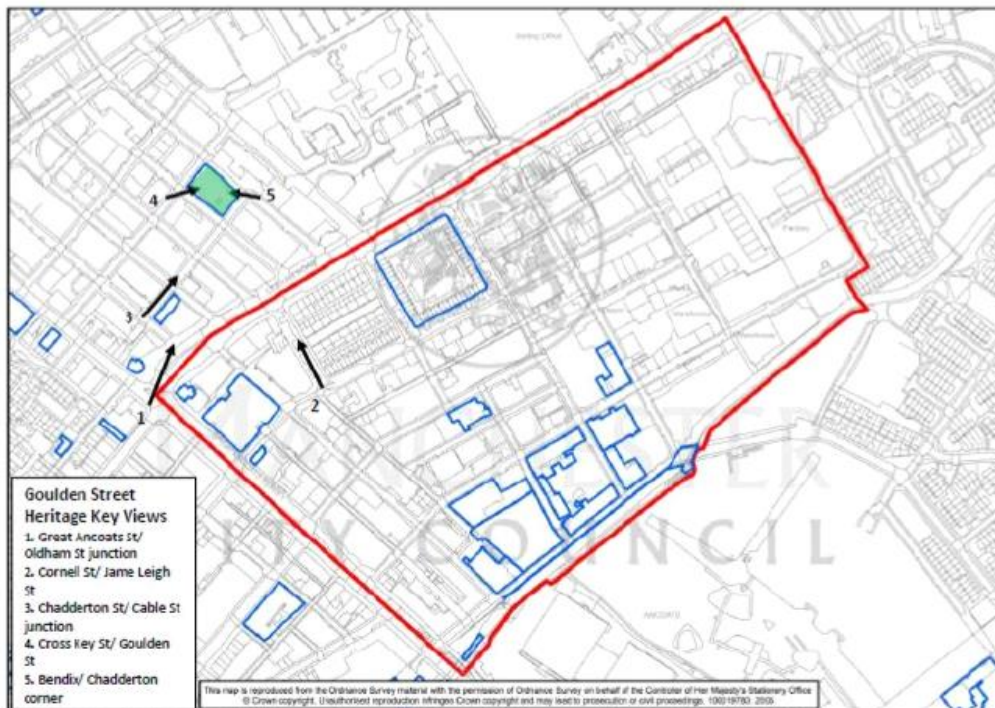
- 6.1 This section reviews the key planning policy considerations that have been derived from a review of local and national policies, responding to the Site specific context.

Heritage Characterisation Appraisal

- 6.2 In order to understand the impact of the Proposed Development on the historic built environment the area around the Site has been divided into distinct character areas and a Characterisation Appraisal has been undertaken within the immediate vicinity of the Site. There is one main Character Area, referred to as the 'Former Warehouse District' which is defined by strong surviving grid pattern of early streets, vast areas of modern surface car parking, and the sporadic survival of individual un-listed historic buildings largely dating to the early-20th Century, and originally part of the extensive range of food warehouses located in the area which supplied the large Smithfield food market on Swan Street.

Heritage Visual Impact Assessment

- 6.3 In order to assess the potential impact on the Proposed Development on the identified heritage assets, a visual impact assessment has been undertaken on the setting of the asset.



View 1 – Existing

- 6.4 View 1 shows the Site in the mid-distance to the centre of the view from the junction of Swan Street (left), Great Ancoats Street (right), Oldham Street (behind) and Oldham Road, which can be seen extending north-eastwards directly ahead.
- 6.5 Almost the entire northern side of Oldham Road is visible from this vantage point, with long-range views extending far north-easterly along Oldham Road. The baseline image clearly illustrates the poor and fragmented streetscape and low survival of historic features in the view when looking past this busy traffic junction.

- 6.6 To the extreme left is the Grade II Listed Former Midland Bank, which forms a curved entrance into Oldham Road from Swan Street. This setting of this building is only in part appreciated from this location, and as such its setting is considered to be of low significance. To the extreme right of the view is the Grade II Listed Crown and Kettle Public House. The setting of the pub has in part been altered due to the proximity of the busy multi-lane roadway and junction, and as such of low significance.
- 6.7 The lack of a coherent historic setting for the Ancoats Conservation Area to the extreme right of the view from this viewing place, results in it yielding low significance. The setting of the Grade II No. 8 Cable Street, of which its blind rear elevation can be seen to the left of the view, is considered to also be of low significance from this location due to modern buildings surrounding the building on three of its sides.
- 6.8 Other buildings within the view consist of modern apartment blocks to the right, and light industrial premises to the left. This view demonstrates the low significance of the settings of the identified heritage assets contained within this view, and consequently is considered to be of low significance.



Figure 6-1: View 1, As Existing

View 1 – Proposed

- 6.9 In the proposed view, the new buildings that form the development can be seen to partially encircle the listed ventilation chimney stack, giving it much needed intended physical context and re-establishing in a similar manner the lost height, scale and materiality of the now lost original buildings.
- 6.10 The Proposals reinstate the lost coherence to the streetscape around the Site, restoring a sense of place and a focus for further exploration northwards from the city limits. Due to the distance of the site to the surrounding heritage assets within the view, the impact on their settings will be minor beneficial.



Figure 6-2: View 1, As Proposed

View 2 - Existing

6.11 View 2 looks in a north-east direction along Cornell Street towards the Site, which can be seen by the full height of the original brick stack of the Grade II former police and fire station. This view does not best represent the character and appearance of the Ancoats Conservation Area, or the special architectural or historical interest of the Grade II former police and fire station, and consequently the view is considered to be of low significance.



Figure 6-5: View 2, As Existing

View 2 – Proposed

6.12 In the proposed view, the development, shown in red wire line is seen to be modest in scale and mass, with its pointed gables appearing at a similar height and to the unlisted terraced streets of housing to the right of the view. The 10-storey Lancastrian scheme (under construction) is visible in front of the Proposed Development and blocks it from view. The impact on the setting of the Ancoats Conservation Area and Grade II former police and fire station will be minor beneficial.



Figure 6-6: View 2, As Proposed

View 3 – Existing

- 6.13 This view shows the north-west corner of the Site as viewed from the northern end of Chadderton Street, looking north-east away from the City centre. The existing view is equally dominated by the modern c1990s industrial unit to the left, and the principal elevation of the Grade II Listed No. 8 Cable Street building to the right; both continuing the historic industrial character of the street, with No. 8 Cable Street being a robust and solid feature in the streetscape, however due to the modern developments around the building its setting is considered to be of low significance.
- 6.14 Along with fragmentary late-20th century low-rise industrial units and offices; this view frames the ventilation chimney stack of the Grade II Listed former Goulden Street police and fire station, which is a prominent feature in the skyline. Although the ventilation chimney stack is a prominent feature, this view has only been achieved with mass demolition of all surrounding blocks during the late-20th century, which was never designed to have been viewed from this position, and as such the building is better represented from other locations. This view is considered to be of low/medium significance.



Figure 6-7: View 3, As Existing

View 3 - Proposed

- 6.15 In the proposed view, the Development will not be fully visible due to the position of the c1980s industrial building to the left of the view. Where the Site is visible it offers a carefully considered and interesting design which allows for the Grade II Listed remains of the site to be largely retained and used to the advantage of the contemporary, but sensitive, design of the new build elements, which in part recreate the now lost buildings which originally formed the site.
- 6.16 The original ventilation chimney stack can be seen to be retained, and now forms a dominant landmark in the area that will be eliminated at its summit. Consequently, the impact on the identified heritage assets is considered to be moderate beneficial.



Figure 6-8: View 3, as proposed

View 4 - Existing

- 6.17 View 4 looks south-east along Cross Keys Street (left) from its junction with Marshall Street towards the principal elevation of the former Goulden Street Police and Fire Station (left). To the extreme right of the view is the rear aspects of the buildings forming the recently completed apartment buildings fronting Oldham Road.
- 6.18 This view best illustrates both the current cleared and open nature of the surrounding blocks of former buildings, and the historic character of the surviving walls and tower of the former Goulden Street Police and Fire Station, of which its high significance principal elevations can be fully appreciated and viewed from this position. Due to the mass clearance of historic buildings around the site this view is considered to be of low significance.



Figure 6-9: View 4, as existing

View 4 - Proposed

- 6.19 The proposed view demonstrably illustrates the vast change to the listed remains of the former Goulden Street Police and Fire Station.
- 6.20 The architectural qualities, design and understanding of the remains of the listed boundary walls of the Site are almost entirely lost due to the demolition of all buildings and upper parts of external walls in 2005.
- 6.21 The subsequent character resulting from the reimagined design ethos of the Site allows for the original scale, position of buildings and character to be enjoyed and understood once more, and gives a strong and dominant emphasis to this part of New Cross, which forms a local landmark and destination for exploration.
- 6.22 Although the ventilation chimney stack is concealed within this view, this largely follows the original design of the building which also largely concealed the stack from this location. Consequently, the impact on the setting of the former Goulden Street Police and Fire Station will be major beneficial.
- 6.23 It should be noted that the proposed view shows the proposed building massing only, and does not illustrate the repair works that will be sensitively undertaken to the boundary walls.



Figure 6-10: View 4, As proposed

View 5 – Existing

- 6.24 This view looks north-west towards the former Goulden Street Police and Fire Station from the position of Bendix Street where it becomes pedestrianised. This view has been dramatically altered during recent decades, with the realignment and stopping-up of the original Bennet Street, the demolition of all historic buildings and the recent construction of apartment blocks to the far left (Plots A & B), which along with the dominant surviving ventilation chimney stack and surviving external walls of the former Goulden Street Police and Fire Station, form the focus of the view.
- 6.25 However, due to the remains of the former fire and police station being better understood and appreciated from other locations, this view is considered to be of low significance.



Figure 6-11: View 5, as existing

View 5 – Proposed

- 6.26 The proposed view can be seen to clearly and robustly re-establish the lost historic streetscape and built form to Bendix Street and Chadderton Street. The new build elements of the proposed scheme positively re-establish a sense of the lost buildings within the police and fire station site, using their dominant 19th century characteristics in a reimagined way.
- 6.27 The original brick chimney stack will still be visible, and will become fully exposed and appreciated when traveling further along Bendix Street into Chadderton Street. Consequently, the impact on the setting of the former Goulden Street Police and Fire Station will be major beneficial.



Figure 6-12: View 5, as proposed

Heritage

- 6.28 The overriding aim of the Proposed Development has been to formulate a sustainable scheme that ensures the remains of the Listed structure has an appropriate long-term use. At the same time, the proposals minimise impact on the surviving historic fabric, whilst enhancing the setting of the Listed building and its legibility within the streetscape and wider townscape. This will also assist in repairing the historic character of the area which has been substantially eroded.
- 6.29 The Proposals are sensitive to the heritage values of the Listed structures, respecting the surviving built fabric and design. In this regard, they will not affect the character of the remaining elements of the Grade II Listed building as a building of special architectural or historic interest, and are considered to, in fact, enhance the architectural interest, understanding and setting of the Site.
- 6.30 The robust and enclosed nature of the remaining external perimeter walls and tall brick ventilation chimney stack allows for a degree of flexibility in the reuse and development of the Site, which since c2015 has largely consisted of only the external perimeter walls and stack. The dominant feature of the Site is the original ventilation chimney stack, which due to its dominance and height, is a distinct feature of the skyline and from surrounding streets. The stack can be seen to be utilised for creating a destination for pedestrians, which will be enhanced by a new lightbox feature to its summit. Although the proposed new build elements will lessen the vertical emphasis of the chimney stack from certain views, the dominance of the chimney will still remain the key feature of the principal elevations of the proposed scheme, which will be enhanced, and celebrated by the successful reuse of the ruined remains of the listed site.

- 6.31 The design of the new apartment building to the centre of the open site is largely representative of the original form, shape and dominance of the now demolished police and fire station buildings which were destroyed in c2005. The new building aims to reintroduce these strong vertical forms, with added interest added with a reimagined gable range at roof level.
- 6.32 Active street frontages will be seen to have been created to the south-east, south-west and north-west elevations of the island site, which aim to reactivate these largely blind elevations, diminishing the largely unused and anti-social aspects of the Site. The chosen materials and colour palate, along with the appropriate height and mass of the new build element, adds a contemporary take on the original design ethos of the former police and fire station buildings.
- 6.33 The visual impact of the Proposed Development on the setting of the Ancoats Conservation Area, and the settings of the identified listed buildings has been showed to be largely neutral/beneficial.

Impact

- 6.34 As the Proposals demonstrate, the works to the Site do not aim to restore the buildings back to their original appearance; instead the Proposals will stabilise much of the remaining fabric in-situ, and in order to avoid penetrating the original structure, the new build elements will be constructed independently immediately behind.
- 6.35 The Heritage Statement demonstrates that the Proposals will not affect the remaining character of the remaining parts of the Grade II Listed structures as a building of special architectural or historic interest.
- 6.36 The sensitive Proposals reflect the works required to connect the remains of the Grade II listed external walls into the wider scheme. Where areas of alteration or demolition are proposed, these physical interventions to the historic fabric are necessary to enable the successful and viable reuse of the Site, whilst retaining and exploiting the fortress-like characteristic of Lynde's designs.
- 6.37 Overall, it is considered that the instances of physical alterations resulting from the proposed works to the building are necessary in progressing a suitable and appropriate scheme, and these alterations do not detract from the ability to understand and appreciate the heritage values of the building, nor its clear original design ethos; and in fact are seen to enhance the Listed building.

Structural and Building Condition Survey

- 6.38 An intrusive survey regarding the existing listed boundary wall and historic chimney on the site has been undertaken by Scott Hughes Design to determine the condition and long term integrity of these items. The building suffered major fire damage in November 2002 when being used as a fireworks store, during the national fire service strike. After demolition to make safe, the remaining structures consisted of the perimeter walls / columns and the main brick chimney.
- 6.39 Any masonry to be retained will be fully cleaned, repaired and repointed, to achieve as close to its original appearance as practically possible.
- 6.40 The walls are considered to be in a fair condition, however local masonry repairs will be needed in several sections. This is discussed fully in the Structural Survey.
- 6.41 The chimney brickwork requires repair and repointing and coping stones at the top will be reset. The new feature light box will be added to the top of the chimney.

Socio Economic

- 6.42 As detailed in Chapter 3 of this statement, Manchester holds a strong economic position with growing and dynamic employment and residential sectors.

- 6.43 The Site is clearly in need of regeneration and the principle for its redevelopment for residential use has been supported through consultation with statutory consultees and the endorsed New Cross Neighbourhood Development Framework.
- 6.44 Manchester City Council's adopted town planning policies identify that there is an urgent need to deliver new residential development in the City to satisfy the demand that built during the economic downturn as development activity subsided and Manchester's population has continued to grow (growth that is projected to continue into the future) (Policy H1,H3 and SP1).
- 6.45 The Site provides an opportunity to help meet this demand. The Site is within the New Cross Neighbourhood Development Framework area, which was first endorsed by Manchester City Council in 2015 and has subsequently been updated and endorsed in 2016. The 2016 Update focuses on Zones B and C of the area that are not relevant to this proposal.
- 6.46 The Framework sets out the vision to create a vibrant, safe secure and sustainable residential community. It includes specific urban design principles including guidelines on the quantum of development within each of the defined plots of the Framework area.
- 6.47 There is an important link between economic growth, regeneration and the provision of new residential development. As Manchester is moving into its next phase of accelerated economic growth, further provision in the city centre is required to fuel and complement the significant economic growth of the city.
- 6.48 The Site's redevelopment will provide 73 homes with a range of sizes and units to meet the projected demand.

Affordable Housing

- 6.49 Affordable housing requirements are set out in Core Strategy Policy H8. It outlines that sites over 0.3ha or 15 units require affordable housing or an equivalent financial contribution. The contributions are outlined as 20% of the proposed number of residential units which must be inclusively designed within the development.
- 6.50 There are circumstances when residential developments are exempt from providing affordable housing. These include:
- Where it is demonstrated that the financial viability of the scheme would be undermined;
 - There is a very high level of affordable housing in the immediate area;
 - There is either a high proportion of social rented (35%), or low house prices in the immediate area compared to average incomes;
 - Affordable housing would be prejudicial to the diversification of the existing housing mix;
 - The inclusion of affordable housing would prejudice the achievement of other important planning or regeneration objectives which are included within existing Strategic Regeneration Frameworks, planning frameworks or other Council approved programmes;
 - It would financially undermine significant development proposals critical to economic growth within the City;
 - The financial impact of the provision of affordable housing, combined with other planning obligations would affect scheme viability;
 - There is a need for additional housing provision for older people or disabled people either as affordable or market housing dependent on the results of a financial viability assessment of the scheme.
- 6.51 A Viability Appraisal has been prepared and submitted in support of the application and the other, linked applications within New Cross. This Viability Appraisal will be independently tested and the conclusions of that exercise will determine the level of affordable housing provided in line with Policy H8.

Air Quality

- 6.52 An Air Quality Assessment (AQA) has been undertaken by Wardell Armstrong which assesses the potential air quality effects of the Proposed Development during construction and operation. The methodology for the AQA was agreed with MCC Environmental Health officers prior to submission.
- 6.53 With site specific mitigation measures in place, the significance of dust and fine particulate effects from demolition, earthworks, construction and trackout is considered to be not significant.
- 6.54 Predicted NO₂, PM₁₀ and PM_{2.5} concentrations are below the annual mean air quality objective and limit value concentrations, for 2022, at the proposed sensitive receptors considered for both the impact assessment and the sensitivity analysis. Air quality effects within the site are, therefore, considered to be not significant.
- 6.55 The assessment has demonstrated that the proposed development will not lead to an unacceptable risk from air pollution, nor will it lead to any breach of national objectives as required by national policy.

Ground Conditions

- 6.56 A Phase 1 Ground Conditions report has been prepared by E3P which determines potential contaminated land and geotechnical liabilities associated with the Proposed Development.
- 6.57 No landfills are identified within 250m of the site. Made Ground associated with historical development on and in the vicinity of the site, is anticipated. No invasive plant species were identified during the site walkover; however, their presence cannot be ruled out.
- 6.58 The report makes several recommendations:
- A detailed Phase II intrusive Geo-Environmental Ground Investigation should be undertaken to confirm the findings of the initial conceptual site model and value engineer a development solution.
 - A habitat survey may be required.
 - An asbestos survey may be required.

Transport

- 6.59 Promoting sustainable transport is central to the policies in the NPPF. Paragraph 103 highlights that encouragement should be given to solutions which support reductions in greenhouse gas emissions and reduce congestion.
- 6.60 One of the key elements of national and local planning policy is to ensure that developments are located in areas where alternative modes of travel are available. Developments should not be isolated, but should instead be located close to complementary land uses. Encouraging the integration of planning and transport supports the aim of reducing overall travel and use of private car.
- 6.61 The Core Strategy sets out a number of transport policies. Policy T1 outlines MCC's support of proposals which support sustainable modes of transport and encourage a shift away from a reliance on private vehicles.
- 6.62 Policy T2 outlines that the Council will actively manage the pattern of development to ensure that new development is located to ensure good access to the City's main economic drivers.
- 6.63 A Transport Statement has been provided by SKTP. The Site currently generates no traffic. The total traffic flow / trip rate generated by the Proposed Development is 3 in the AM and 1 in the PM. This very small uplift in traffic as a result of the Proposed Development will not result in a severe impact on the highway capacity.

- 6.64 The NPPF and local policies support reduced levels of parking in City Centre locations where accessibility is high, distance to key services is low and the travel requirements of key users are met. The Site is located in a highly accessible City Centre location. Para xxx outlines the Site's accessibility to a range of facilities and transport modes, the Site relates well to existing formal and informal cycle routes on the Greater Manchester Cycle Network, the closest bus routes are on Oldham Road and Rochdale Road which provide a regular and comprehensive coverage of the City and regional destination. The Site is also easily accessible on foot to Shudehill Interchange and Victoria Tran Station. In line with TfGM guidance a Greater Manchester Accessibility Level (GMAL) of 8, the highest level of accessibility, has been calculated for the Proposed Development.
- 6.65 In addition, the Transport Assessment provides details of car ownership trends in Manchester. This demonstrates that the intensification of population and activity in city centres is having an effect of lowering car ownership as car use is less necessary for day-to-day usage and the convenience of owning a car has reduced. MCC's 'Our Manchester: The Manchester Strategy' states that Manchester is the best city to live without a car. This is supported by TfGM's 'Greater Manchester Travel Diary Surveys (DATE)' for the city centre shows that 71% of city centre dwellers do not own a car. It also shows that 0% of city centre dwellers use their car to travel to work even if a car is available.
- 6.66 There are 6 public car parks with a 10 minute walk (700m) from the Site, providing over 3000 car parking space all of which offer season tickets for city centre residents. If a resident requires a parking space they will be able to purchase a season ticket from one of the several public car parking spaces within a 10 minute walk of the Site, this will be made aware to residents as part of the Travel Plan measures.
- 6.67 A Travel Plan Framework is included in Appendix D of the Transport Statement. This notes that the majority of residents will work in key destinations in the Regional Centre and leisure and retail trips will concentrate on the city centre. This means that sustainable modes will form the dominant movement patterns. The measures proposed in the Travel Plan are commensurate with the Proposed Development. The proposals include the provision of:
- 73 (100%) cycle parking spaces.
 - Car club bay located centrally on Marshall Street to serve the whole area. The Applicant will fund the Traffic Regulation Order (TRO) required to deliver the car club bay.
 - Promotion of car club scheme, public transport options and walking and cycle routes.
 - Car parking provision for disabled people.
 - Details of available season tickets within a 10 minute walk of the Site.
 - Improved pedestrian environment on the development frontage.
- 6.68 Whilst Proposed Development does not provide on-site car parking, this has been agreed during pre-application discussions with the City Council's Highways Team. The Transport Statement demonstrates that it is possible to live successfully in the city centre without owning a car and a high proportion of residents already do. In addition, there are a number of precedent schemes in the city centre that do not provide car parking.
- 6.69 Residents are fully aware of the car parking options available and alternative modes of travel and this is a factor in their decision when choosing a place to live. Furthermore the Site is highly accessible and the Travel Plan encourages measures, discussed below, promote alternative forms of travel than the private car. Finally, a reduction in car usage is a key item to address the city's Climate Change Emergency. It is therefore concluded that the Proposed Development meets local and national policy and the residual traffic, road safety and parking impact will not be significant.

Archaeology

- 6.70 An Archaeology Desk Based Assessment has been undertaken by Salford Archaeology. The report finds that the Site is of archaeological interest, as it has potential to yield evidence for the rapid expansion of New Cross as a residential and commercial district in the early 19th century. In addition there is potential for the upstanding and buried remains of the late 19th century Police and Fire Station on the Site to retain evidence for its construction and evolution.

- 6.71 The report concludes that the Site is likely to contain non-statutory below-ground heritage assets of at least high local and potentially regional significance, pending confirmation of the extent to which buried remains survive in-situ, including the remains of the late 19th century Police and Fire Station on the Site to retain evidence for its construction and evolution.
- 6.72 The report recommends that as the Proposed Development has the potential to damage buried archaeological remains, mitigation will be required through an archaeological record. The report recommends appropriate mitigation measures that will be implemented in consultation with the Greater Manchester Archaeological Advisory Service.
- 6.73 Should any significant remains be encountered during the initial investigation, further archaeological excavation in advance of development may be appropriate to ensure an archival record is compiled prior to the ultimate loss of the remains.

Daylight and Sunlight

- 6.74 Gray Scanlan Hill is appointed to evaluate the daylight and sunlight amenity impact of the Proposed Development on those key parts of the surrounding built environment. The appraisal is undertaken in line with Building Research Establishment ("BRE") design guidance Site Layout Planning for Daylight & Sunlight: A Guide to Good Practice, which is recognised as the industry standard, technically robust, methodology for appraising daylight and sunlight amenity impact in the built environment.
- 6.75 The assessment documents the impact that the Proposed Development will have on the daylight and sunlight amenity of the following neighbouring buildings:
- Turning Point Detoxification Centre, Thompson Street;
 - Victoria Square, Oldham Road;
 - 44-68 Oldham Road;
 - 8 - 30 Oldham Road Apartments;
 - 8 Cable Street;
 - 32 Mason Street;
 - The Skyline Central Apartments;
 - 34 Mason Street;
 - 36 Mason Street;
 - 38 Mason Street.
- 6.76 The Assessment considers the impact of the Proposed Development on the Daylight and Sunlight of surrounding receptors. The conclusions of the assessment are summarised below.

Daylight Amenity Impact

Generally

- 6.77 The Proposed Development will have a non-significant daylight amenity impact on Victoria Square, 44-68 Oldham Road, 8-30 Oldham Road, 8 Cable Street, 32 Mason Street, The Skyline Central Apartments, and 34 Mason Street.
- 6.78 All windows appraised would continue to achieve the BRE's 27% VSC target in the proposed condition or experience a reduction in baseline VSC of less than the 20% reduction that is accepted by the BRE, on the grounds that it would not be noticed by the room occupants. Further, all Site facing rooms of these buildings will also satisfy the BRE's No Sky Line test, with the majority experiencing no reduction in the area / extent to which direct sky light would be distributed within each room. Where rooms do experience a No Sky Line reduction, this is by less than the 20% reduction that is accepted by the BRE, on the grounds that it would not be noticed by the room occupants.

36 Mason Street

- 6.79 The Proposed Development will have a non-significant impact on the majority of the Site facing windows of this neighbouring building. Of the 5 individual windows appraised, all (100%) would continue to achieve the BRE's 27% VSC target in the proposed condition, or experience reduction in baseline VSC values of less than the 20% reduction that is accepted by the BRE on the grounds that it would not be noticed by the room occupants.
- 6.80 However, four of the five rooms appraised would not satisfy the BRE's No Sky Line test, insofar as they would experience an NSL reduction of more than the 20% that is accepted by the BRE. It is likely that this reduction or movement in the NSL line would be noticed by the room occupants, but in Gray Scanlan Hill's opinion, it amounts to a low magnitude of change, which should not be considered significant in a City Centre context.

38 Mason Street

- 6.81 The Proposed Development will have a non-significant impact on the majority of the Site facing windows of this neighbouring building. Of the 9 individual windows appraised, all (100%) would continue to achieve the BRE's 27% VSC target in the proposed condition, or experience reduction in baseline VSC values of less than the 20% reduction that is accepted by the BRE on the grounds that it would not be noticed by the room occupants.
- 6.82 However, one of the four rooms appraised would not satisfy the BRE's No Sky Line test, insofar as it would experience an NSL reduction of more than the 20% that is accepted by the BRE. It is likely that this reduction or movement in the NSL line would be noticed by the room occupants, but in Gray Scanlan Hill's opinion, it amounts to a low magnitude of change, which should not be considered significant in a City Centre context.

The Turning Point Centre

- 6.83 Of the 47 Site facing windows appraised, 27 (57%) would continue to achieve the BRE's 27% VSC target in the proposed condition or experience reductions in baseline VSC values of less than the 20% reduction that is accepted by the BRE on the grounds that it would not be noticed by the room occupants. A further 4 windows (9%) would achieve a 21.6% VSC, which we consider to be within an acceptable tolerance of the BRE's target. 16 windows (34%) would not achieve the BRE VSC targets or come within an acceptable tolerance of them, experiencing a reduction in baseline value that would be noticeable to the room occupants. 14 of these windows continue to achieve a VSC of between 18% and 21%, only slightly lower than the 21.6% alternative VSC target. 9 of these windows also serve rooms with multiple windows which, in Gray Scanlan Hill's opinion, mitigates the lower VSC values.
- 6.84 There are 2 remaining windows which achieve VSCs of circa 14% and 9%. Of these, the latter serves a room which is also served by another window achieving 24% VSC. 23 rooms (68%) of the 34 appraised would satisfy the BRE's NSL test, experiencing an NSL reduction of less than the 20% that is accepted by the BRE on the grounds it would not be noticeable to the room occupants. There are 11 rooms (32%) that would experience NSL reductions that would be noticed by the rooms' occupants.
- 6.85 It would be remiss to advise that the daylight amenity impact of the Proposed Development would go unnoticed by the room occupants of this neighbouring building.
- 6.86 However, given the City Centre context and massing that Manchester City Council have contemplated for the Site through the NDF, the impact is considered to be appropriate.
- 6.87 The rooms currently receive light over what is effectively an open parcel of land (save for an historic chimney). This is unusual in a City Centre context. It could be argued that the windows currently receive more than their fair share of daylight distribution over the Site.

- 6.88 Further, Manchester City Council's New Cross Neighbourhood Development Framework ("the NDF") contemplates a building of up to 5 storeys on the Site. A building of such height would have a noticeable measured impact on internal daylight distribution that would be noticed by the room occupants. Effectively, it is impossible for the Site to be developed to the height contemplated by the NDF without having a non-BRE compliant impact on the internal distribution of daylight of this neighbouring building.

Sunlight Amenity Impact

- 6.89 The Proposed Development will have a non-significant sunlight amenity impact on all neighbouring buildings considered as part of this Report, save for the localised and one off exception that is described below.
- 6.90 Notwithstanding localised reductions in sunlight amenity, all rooms appraised will continue to either achieve the BRE's sunlight targets of 5% winter APSH and 25% annual APSH, or experience reductions in winter or annual APSH of less than the 20% reduction that is accepted by the BRE on the grounds that it would not be noticed by the room occupants.
- 6.91 There is one room in The Turning Point Centre that would not achieve the BRE sunlight targets in the proposed condition. It will achieve a 0% winter APSH and a 24% annual APSH. Whilst this room would not receive direct sunlight in winter, across the whole year the room would, receive an acceptable level of sunlight given the City Centre Context. It is an isolated and minority example of non BRE sunlight compliance around the Site.
- 6.92 The BRE only requires windows to be sunlight appraised where they face within 90° of due south. On this basis, the majority of Site facing windows in the neighbouring 44-68 Oldham Road, 8-30 Oldham Road and 8 Cable Street have not been sunlight amenity appraised, because they are north facing – the physical relationship between these neighbouring windows / rooms and the Site / Proposed Development means that it will not influence sunlight amenity enjoyed in either the baseline or proposed conditions.

Sunlight to Open Spaces

- 6.93 In Gray Scanlan Hill's opinion, there are no neighbouring external amenity spaces around the Site that justify the need for a 2-hour time in sun appraisal (when compared against the list provided by the BRE of examples of external uses that do).

Crime and Security

- 6.94 A Crime Impact Statement (CIS) prepared by Greater Manchester Police Design for Security in support of this application. This follows a meeting with GMP on 15 August 2018.
- 6.95 The CIS outlines several positive aspects of the proposal, including active frontages, secure bicycle parking and inclusion of a reception desk. It outlines several recommendations that will be addressed in detailed design stage in order to ensure Secure by Design accreditation. The design team's response to each recommendation is provided at Section 7.6 of the Design and Access Statement.

Construction Management

- 6.96 A Construction Management Plan has been prepared, which outlines how potential adverse impacts will be minimised in line with Policy DM1 Development Management. The document includes measures which relate to:
- Working Hours;
 - Quality Environment Safety Monitoring;
 - Considerate Construction;
 - Methods to Control Noise Vibration Dust;
 - Roadway Control;

- Storage Areas;
- Refuelling Areas;
- Fires;
- Waste Control & Safety Aspects;
- Site Security;
- Site Constraints; and
- Site Logistics.

6.97 It is anticipated that a planning condition would be attached to any decision notice requiring the submission of a detailed plan following appointment of a contractor and in advance of commencement of development. Construction activity will generally be in line with MCC guidance, of 7.30am to 6pm Monday to Friday and 8am – 2pm on Saturdays, with any works outside of those hours being subject to prior approval from MCC in order to protect residential amenity.

Waste Management

6.98 A Waste Management Strategy has been prepared for the Proposed Development, with full consideration given to Manchester City Council's document GD 04 'Waste Storage and Collection Guidance for New Development' (version 6.0). A Waste Proforma is submitted with the Design and Access Statement, prepared by Tim Groom Architects, that demonstrates a requirement for 15 x 1100L Eurobins and 5 x 240L wheeled bins.

6.99 An on street loading bay is proposed on Chadderton Street, a swept path analysis is provided in the Transport Statement.

Drainage

6.100 The Surface Water Drainage Strategy has been prepared by Scott Hughes Design.

6.101 The strategy aims to direct all foul water and surface water runoff via new surface water drainage runs into the existing combined water sewer in Chadderton Street. The principle of the surface water drainage strategy has been discussed with United Utilities.

6.102 The proposals will ensure that foul and surface water are kept separate & the surface water drainage strategy will reduce the surface water run off rate by 50% as required by the MCC Strategic Flood Risk Assessment.

6.103 It is considered a Flood Risk Assessment is not necessary due to the Proposed Development not being within an area at risk of flooding.

Ventilation

6.104 The Ventilation Strategy has been prepared by FutureServ. It improves on the fundamental principles of the Building Regulations and will make a contribution to reducing the annual CO2 emissions of the Proposed Development.

6.105 The Proposed Development will incorporate energy reduction measures in the ventilation systems to reduce the carbon footprint of the site using heat recovery devices and energy efficient fan selections.

6.106 Waste heat from the apartments will be recovered by the mechanical ventilation heat recovery (MVHR) systems. This type of ventilation will help reduce heat demand and provide filtered air to the apartments thus promoting healthy living conditions for the occupants.

7 Conclusion

- 7.1 This Planning and Listed Building Statement (the Statement) has been prepared by Deloitte LLP in support of a Full Planning Application and Listed Building Consent for the redevelopment of the walled vacant plot, bound by the pedestrianised Bendix Street to the north east, Chadderton Street to the north east, Goulden Street to the south west, and Cross Keys Street to the north west ('the Site').
- 7.2 This Site, and the whole New Cross area, has been largely underutilised for many years. Therefore, the framework area has been earmarked as a priority regeneration area since 2015. The proposed productive re-use of the Site within the city centre is a positive contributor to Manchester's ongoing regeneration.
- 7.3 The redevelopment of the Site for use as a residential development accords with national and local policy as well as guidance. The proposals will support the ongoing positive regeneration of the New Cross Zone A neighbourhood development area. It is also considered to be in compliance with the general principles of the New Cross Strategic Regeneration Framework (2015, updated in 2017).
- 7.4 The Site is in a highly strategic location due to the proximity of a wide range of transport links and the current use does not fully utilise the Site's locational advantages. The Site is within easy reach of areas of work, leisure facilities, public transport and other social infrastructure facilities and would cater to the growing household numbers.
- 7.5 The Proposed Development has been designed taking into consideration a range of housing needs including families, through the provision of one, two, and three bed apartments. This will contribute to meeting the housing need of 3,333 new homes in Manchester every year as stated in Manchester's Core Strategy Policy H1 Overall Housing Provision (target since increased to 3,500). The increased housing provision will in turn result in population growth and an overall enhanced productivity within the city.
- 7.6 A comprehensive design evolution process has been undertaken, the design has been continuously tested to ensure that the optimal solution for the Site is achieved and that a viable and deliverable scheme is proposed. This has included consultation with a range of stakeholders including Manchester City Council, Places Matter!, Historic England, Greater Manchester Police and the wider community.
- 7.7 The Proposed Development respects the heritage of the Site through the inclusion of elements of the Grade II Listed features within the design, including the walls and ventilation chimney stack. The visual impact of the Proposed Development on the setting of the Ancoats Conservation Area, and the settings of the identified listed buildings has been showed to be largely neutral/beneficial.
- 7.8 The Proposed Development is a high quality scheme which is not only a benefit to the residents but also for the wider New Cross area and its connectivity to Ancoats, NOMA and the Northern Quarter, as well as the wider city centre.
- 7.9 In summary, the proposal complies with Planning Policy at all levels and merit the support of Manchester City Council as Local Planning Authority.

Appendix A

The Saved Policies of the Unitary Development Plan (1995)

Saved Policies of the Manchester UDP (1995)	Contribution and Benefits
DC26.1 Development and Noise - The Council intends to use the development control process to reduce the impact of noise on people living and working in, or visiting, the City. The Council will consider both the effect of new development proposals which are likely to be generators of noise and the implications of new development being exposed to existing noise sources which are effectively outside planning control.	The proposals are supported by a full Noise Assessment which assesses the impact of the proposals upon the local environment, recommends mitigation measures where necessary and concludes that the operational phase of the proposals will not have an adverse impact on the amenity of surrounding users.

Manchester Core Strategy (Adopted 2012)

Core Strategy Policy	Contribution and Benefits
Policy CC1 Primary Economic Development Focus: city centre and Fringe – Within the city centre a variety of high quality accommodation types, sizes and foot-plates will be encouraged to boost investment by local, national and international businesses. The city centre and fringe will be considered a suitable location for the consideration of high density buildings.	The proposed residential use includes a mix of dwelling sizes and types to cater to a range of households. These include 73 units as a mix of: • 1 bed: 25 (34%) • 2 bed: 41 (56%) • 3 bed: 7 (10%) This proposed high density and high quality development is located within the city centre, thus according with policy CC1.
Policy CC5 Transport - The Transport Strategy for Manchester city centre will be delivered to ensure that transport is managed in a way which supports the projected growth of the city centre. Proposals will be supported that improve pedestrian safety, improve air quality and increase the scope for accessible public realm improvements. The Council will seek to ensure that development includes adequate parking provision for cars and bicycles.	The Site is accessible by a choice of means of transport. The Proposed Development includes 73 residents' cycle spaces. The Transport Assessment by SK Transport Planning confirms that the vehicle and cycle parking numbers are acceptable for the Proposed Development.
Policy CC6 City Centre High Density Development - city centre development will generally be high-density. It is a location where land should be used to maximise its efficiency. The appropriate scale, massing and height of development in the city centre will significantly exceed what is appropriate elsewhere in the City. In terms of the environment, it is vital that the city centre is a focus for activity as this presents the greatest opportunities to reduce car use due to the availability of public transport alternatives. City centre land is also a limited resource, and it is essential that development is managed to make the most efficient use of it possible.	In accordance with Policy H1 the Proposals are considered high density residential development. This is considered entirely appropriate within the city centre, and its density and proposed mix of uses accord with those detailed in New Cross NDF (2015). The Site has excellent public transport links which a high density development such as these Proposals can utilise to reduce car use and make efficient use of this underutilised and strategically located brownfield Site.
Policy CC10 A Place for Everyone - The city centre will develop as a location which appeals to a wide range of residents and visitors. Development which promotes this objective will be supported, particularly through increasing the diversity of activity in the city centre and high standards of accessibility to buildings and across spaces.	The building is designed to be fully inclusive in terms of access, with step-free access. All floors above ground level will be accessed via lift as well as stairs. The design has been developed to provide a simple and clear layout which is easy to use for all regardless of disability, age or gender. For further information regarding accessibility through design, please refer to the Access Chapter in the Design and Access Statement.
Policy EN1 Design Principles and Strategic Character Areas - All development in Manchester will be expected to follow the seven principles of urban design and have regard to the strategic character area in which the development is located. New development should take maximum advantage of the area's key assets – its heritage, canal side settings and public spaces.	The Proposals respond to the character area though providing a high quality building that follows design principles set out in the New Cross NDF (2015). Care has been taken to ensure that the design contributes positively to the pedestrian experience surrounding the Site and complementing nearby heritage assets. A landscaping strategy prepared by Layer-ing has been submitted as part of the application. The landscape strategy has been created in partnership with the nearby development site, Bendix Street and Oldham Road, to create a cohesive, well-connected landscape

Manchester Core Strategy (Adopted 2012)

Core Strategy Policy	Contribution and Benefits
Policy EN4 Reducing CO2 Emissions by Enabling Low and Zero Carbon Development - The Council will seek to reduce fuel poverty and decouple growth in the economy, growth in CO2 emissions, and rising fossil fuel prices. All development must follow the principle of the Energy Hierarchy. Wherever possible development must be located and designed in a manner that allows advantage to be taken of opportunities for low and zero carbon energy supplies and should help to improve energy efficiency.	that enhances the environment for not just for the residents but also the wider public. Further information on the approach taken to design the scheme is provided within the accompanying Design and Access Statement prepared by Tim Groom Architects. Future Serv have produced an Energy Strategy demonstrating the CO2 reduction due to utilising the energy hierarchy of the proposed development has been calculated to be 24% on Part L 2010 and is therefore in line with Manchester City Council Core Strategy Development Plan Document. The anticipated carbon emissions for the Proposed Development is 852.72kgCO2/m2/annum. This is a total carbon reduction of 152.19kgCO2/m2/annum from the baseline emissions of 955.32kgCO2/m2/annum. The proposed development will be on previously developed land, bringing an underutilized site back into circulation for sustained future use. There is an absence of on-site car parking, provision of cycle storage, and funding of a car club cay to encourage sustainable travel. The site also enjoys high levels of accessibility to city centre amenities and transport links.
Policy EN6Target Framework for CO2 reductions from low or zero carbon energy supplies – Applications for all development over 1,000 sq. m. will be expected as a minimum to meet the targets set out in this policy, unless this can be shown to be not viable. This should be demonstrated through an energy statement. The energy statement will be expected to set out the projected regulated energy demand and associated CO2 emissions for all phases of the development.	The energy strategy produced by Future Serv outlines the projected energy demands and shows the potential for a total reduction in emissions from the baseline by 24%.
Policy EN8 Adaptation to Climate Change - All new development will be expected to be adaptable to climate change in terms of design, layout, siting and function of buildings and external spaces.	The Energy Statement and Environmental Standards Statement also details the measures taken to ensure the building is sustainable. Reduction of carbon emissions will be sought through a combination of: improved fabric performance; energy efficient mechanical and electrical servicing; and LZC technologies including Combined Heat & Power. Passive Energy Measures: The energy used for heating the building will be reduced through the design of a thermally efficient fabric, in excess of the thermal properties set out within the Building Regulations. Energy Efficiency Measures: Highly efficient plant, heat recovery systems, and energy efficient and highly controllable lighting will be specified. The central heating plant will be designed around a high efficiency heat generator, providing Domestic Water Heating. Pre-heat

Manchester Core Strategy (Adopted 2012)

Core Strategy Policy	Contribution and Benefits
	to the systems will utilise low carbon energy taken from a 50kWth Combined Heat & Power system acting as lead heat source in conjunction with thermal storage. Highly efficient electric heat emitters will be provided complete with time and thermostatic control provisions, to minimise wasted energy when areas are unoccupied. The Proposed Development will incorporate energy reduction measures in the ventilation systems to reduce the carbon footprint of the site using heat recovery devices and energy efficient fan selections. Waste heat from the apartments will be recovered by the mechanical ventilation heat recovery (MVHR) systems. This type of ventilation will help to reduce heat demand and provide filtered air to the apartments thus promoting healthy living conditions for the occupants. Low or Zero Carbon (LZC) Measures: The proposed 20kWth Combined Heat and Power system (CHP) will provide a source of low carbon electricity to the development and where possible, redundant generation will be exported back to grid. All plant and equipment would be equipped with energy control measures incorporating variable speed drives, with low energy motors provided on ventilation fans and hydraulic pumps. Surface water run-off rates will be reduced, beyond good practice, to flows of less than 50% of pre-development discharge rates. A maximum surface water discharge rate of 10.8 L/s will be achieved through below ground attenuation storage in the form of geocellular storage crates with restricted outflow. A water efficient strategy will be established to manage daily water consumption by occupants. The development would be provided with a boosted cold water supply system located within the main plant rooms and all sanitary appliances are to be equipped with low water flow devices. A water efficient strategy will be established to manage daily water consumption by occupants including: - Low flow/flush taps, showers and toilets - A-rated, low water consuming appliances (where provided) - Water meters and sub-meters to enable tenants to monitor water use - Water leak prevention and leak detection systems, subject to feasibility The construction site will be managed in an environmentally considerate manner. The Code of Considerate Practice to be adopted by the contractor will involve adhering to best practice policies to prevent ground and surface water pollution.

Manchester Core Strategy (Adopted 2012)

Core Strategy Policy	Contribution and Benefits
	Opportunities to reduce waste at source, promote resource efficiency, and re-use or recycle materials will be identified in order to divert waste from landfill during the demolition and construction phases of the development. Waste storage areas will include accessible, dedicated recyclable storage bins to ensure that occupants can take responsibility for the management of the waste produced, encouraging the separation of recyclable materials at source. Ecology surveys have been undertaken to ensure no adverse impact on biodiversity will be caused. The Site in its current form has limited ecological value. Proposed enhancements to site ecology include incorporating areas of soft landscaping within the new development with native and/or wildlife friendly planting schemes, planting of additional native trees and, the provision of artificial wildlife shelters or boxes to provide safe areas for bats, birds and insects.
Policy EN19 Waste – the Council will require all developers to demonstrate the proposals consistency with the principles of the waste hierarchy. All developers will be required to submit a waste management plan to demonstrate how both construction and demolition waste will be minimised and recycled wherever possible and how the sustainable waste management needs of the end user will be met.	The application is supported by a Waste Management Strategy prepared by Tim Groom Architects. This strategy sets out the arrangement for collection of general and recyclable waste within a residential development.
Policy H1 Housing - Approximately 60,000 new dwellings will be provided for in Manchester between March 2009 and March 2027. This equates to an average of 3,333 units per year. High density developments (over 75 units per hectare) are appropriate in both the city centre and parts of the Regional Centre given the accessible location. Within the city centre there will be a presumption towards high density housing development, within mixed use schemes which contribute to regeneration initiatives or niche housing markets by providing sustainable, well designed accommodation which meets the needs of workers moving to Manchester.	The Proposed Development is residential led and is considered to be high density, which is suitable given the proximity of the city centre to the Site location. The proposals will reinvigorate a brownfield Site and more efficiently utilise the Site's strategic location to a number of key transport hubs and to a wide range of social infrastructure. The proposal will deliver a high-quality and much needed residential development which meets the needs of a range of households including workers moving to Manchester.
Policy T1 Sustainable Transport - To deliver a sustainable, high quality, integrated transport system to encourage modal shift away from car travel to public transport, cycling and walking, to support the needs of residents and businesses. Details of the types of measures to achieve this are outlined in the policy.	A Transport Statement and Travel Plan has been prepared by SK Transport Planning which concludes the Site benefits from an exceptional level of accessibility by public transport. 1:1 cycle spaces are provided.
Policy T2 Accessible Areas of Opportunity and Need – The Council will actively manage the pattern of development to ensure that new development is located to ensure good access to the city's main economic drivers, including the Regional Centre, the Oxford Road Universities and Hospitals and the Airport; and, is easily accessible by walking, cycling and public transport, connecting residents to jobs, centres, health, leisure, open space	The Site is highly accessible, with the city centre within a 10 minute walk. There are 1:1 cycle spaces.

Manchester Core Strategy (Adopted 2012)

Core Strategy Policy	Contribution and Benefits
and educational opportunities. Proportionate Traffic Impact Assessments and Travel Plans should be provided for all major applications and for any proposals where there are likely to be access or transport issues. Policy DM1 Development Management - All development should have regard to the specific issues including: effects on amenity such as noise, light, air quality, road safety and traffic generation; accessibility; community safety and crime prevention; vehicular access; and, green infrastructure.	The application is supported by reports in relation to Noise, Transport, Waste Management and Servicing. The application is also supported by a Crime Impact Statement. These reports assess the impact of the Proposed Development upon the local environment, recommends mitigation measures where necessary and conclude that the Proposals will not have an adverse impact on the amenity of surrounding users.

Guide to Development in Manchester Supplementary Planning Document (2008)

Guide to Development in Manchester SPD (2008)	Contribution and Benefits
Buildings height should be carefully considered It is important that new developments are of an appropriate height having regard to location, character of the area and specific site circumstances and local effects, such as microclimatic ones.	The Proposed Development incorporates a 7 storey building. The Design and Access Statement fully justifies the height of the building in terms of its relationship with the surrounding area. It is not envisaged that there will be any significant effects in relation to microclimate, such as wind, and the relevant consultants' reports are included within this application submission.
New developments should maximise access for disabled people The Council will expect developers to comply with the standards detailed in its "Design for Access 2" Manual, and to produce an access statement, which identifies their philosophy and approach to inclusive design.	The design of this building has developed from first principles with an inclusive approach to allow easy, safe and secure access to all areas of the building for disabled guests. Further information is provided within the supporting Design and Access Statement.
Buildings should relate well to each other The scale, position and external appearance of new buildings should respect their setting and relationship to adjacent buildings, enhance the street scene and consider their impact on the roof line and skyline. Buildings should recognise the common building line created by the front face of adjacent buildings.	The buildings have been designed to respect the historic context of the surrounding area and the immediate locality of the currently under construction Balfour Beatty sites, which also form part of the New Cross Framework area. The chimney lightbox will maintain the use of the chimney as a landmark, incorporating a modern twist. The DAS provides full details of the relationship of the proposal in its context.
Development should help sustain local neighbourhoods The Council will encourage the most appropriate form of development to enliven neighbourhoods and sustain local facilities. The layout of the scheme and the design, scale, massing and orientation of its buildings should achieve a unified urban form which blends in with, and links to, adjacent areas. Increased development density can be appropriate where it is necessary to reinforce community identity, promote a more economic use of land, increase demand for local facilities and contribute to safer, self-policed streets. However density levels must be informed by the character of an area and the specific circumstances of a proposal.	The Proposed Development is located within the New Cross Framework area which proposes a high density residential development. The Proposed Development responds to the surrounding development context. The development of a brownfield land in a key location in the centre of New Cross will enhance the streetscape and will improve natural surveillance.



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