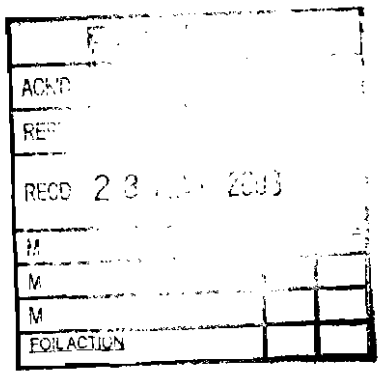
GVA Grimley

Burnage Court

Planning Statement

On behalf of Nawaz Khokhar

May 2008



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1. INTRODUCTION

1.1 This Statement has been prepared by GVA Grimley Ltd on behalf of Mr Nawaz Khokhar in relation to the proposed redevelopment of 1-4 Burnage Court, Burnage Lane in Manchester. The proposals will bring this existing, vacant property back into residential use, providing a mix of unit sizes including family accommodation.

1.2 GVA Grimley Ltd has been instructed by Nawaz Khokhar to prepare a detailed planning application for the proposed redevelopment of this existing 2-storey, 4-unit residential block into a 3-storey, 7-unit block of flats. Our client has an extensive property portfolio comprising a range of similar innovative residential schemes.

1.3 The remainder of this Statement provides a detailed description of the aforementioned development proposals and policy justification. This Statement addresses itself primarily to the planning issues raised by the proposals but sits alongside and should be read in conjunction with the suite of documents submitted in support of the application proposals. These are as follows:

- **Design and Access Statement** prepared by *Claridge Architects;*
- **Code for Sustainable Homes Pre-Assessment** prepared by *SKM;*
- **Sunlight and Visual Appraisal** prepared by *Drivers Jonas.*

1.4 For clarity, the remainder of this Statement comprises the following:

Section 2 – Site Context: description of the site and its surroundings, and planning history;

Section 3 – Planning Policy Framework: summarises national, regional and local planning policy, within which the proposals should be considered;

Section 4 – Development Proposals: details the various aspects of the proposals;

Section 5 – Justification: provides a detailed justification for the proposals;

Section 6 – Conclusions.

2. SITE CONTEXT

Site Description and Location

2.1 Located approximately 7 km from Manchester City Centre, Burnage lies within the suburbs of South Manchester. Predominantly comprising of 1930s and 1940s semi-detached housing, the area provides a popular neighbourhood for families and retains a strong sense of character with the presence of very little post-war development.

2.2 The area is bisected by Kingsway (A34), a dual carriageway which provides a main arterial route north into the city centre. To the east lies Levenshulme, along Stockport Road (A6), and Heaton Moor which features within the authoritative boundary of Stockport. Beyond Kingsway, to the south and west lie Didsbury and Withington.

2.3 The area of Burnage was originally known as one of Manchester's 'garden suburbs' and the character of this prevails today through the street network of avenues and the abundance of residential gardens and public open space. This provides a marked contrast to surrounding areas like Levenshulme or Withington which typically accommodate higher density residential neighbourhoods along a grid pattern of traditional terraced housing.

2.4 The application site at Burnage Court fronts onto Burnage Lane, close to its junction with Burnage Hall Road. The total area of the application site equates to 0.073 hectares. The site is currently occupied by an existing two-storey property and the remainder of its curtilage, which comprises hardstanding and garages. The existing property has been vacant for a number of years and is in a poor state of repair.

2.5 Burnage Lane forms the eastern boundary of the application site, from which the main vehicular access to the existing property is served. A public alleyway, providing pedestrian access to Hanlith Mews, bounds the site to the south. Surrounding residential property is made up of detached and semi-detached property to the north and south, along with a modern four storey apartment block directly opposite the application site.

2.6 The provision of local facilities is good with grocery stores and a post office located within a short walking distance from the site along Burnage Lane. There is also a wealth of surrounding public open space and parks nearby, such as, Fog Lane Park, Ladybarn and Cringle Park / Cringle Fields. Other nearby amenities include the Armitage Sports Centre and Burnage Library.

2.7 The application site is situated within walking distance to Mauldeth Road and Burnage railway stations (the former is less than a 5 minute walk). Levenshulme railway station is less than 1 km away. Stockport Road (A6) offers a high frequency bus corridor into the city centre and additional bus services are provided along Kingsway (A34) and Mauldeth Road.

3. PLANNING POLICY FRAMEWORK

3.1 Relevant planning policy at national, regional and local level is considered below.

National Policy

3.2 National planning policy is provided by a range of Planning Policy Guidance Notes (PPGs), which are currently being updated and replaced with Planning Policy Statements (PPSs) under the Government's reform of the planning system.

3.3 The following documents are considered relevant to the development proposals at Burnage Court.

PPS1 Delivering Sustainable Development (2005)

3.4 PPS1 provides broad policy guidance on delivering sustainable development and should be read in conjunction with other national policy statements. The Government's key objective is to encourage Local Planning Authorities to bring forward land of a suitable quality in appropriate locations for housing, retail commercial and industrial development. This should focus on the more efficient use of previously developed land and buildings, including actively seeking to bring forward vacant and underused brownfield land and buildings back into beneficial use. To create an integrated development process, an important principle established within PPS1 is the need to encourage patterns of new development which reduce the need to travel by private car. Development proposals should also endeavour to adopt a high-quality and inclusive design to enhance the character and quality of the built environment and its surroundings.

PPS3 Housing (2006)

3.5 The Government issued PPS3 in November 2006. PPS3 places a significant emphasis on achieving sustainability based on the principles set out in PPS1. The Government is committed to providing high quality housing, and to create sustainable, attractive, and secure mixed communities in all areas, both urban and rural. PPS3 promotes a mix of housing in terms of tenure and price, situated in suitable locations which offer a good range of community facilities and with good access to jobs, key services, community and green amenity space, and infrastructure. PPS3 continues to encourage a minimum density of 30 dwellings per hectare net, albeit where Local Planning Authorities wish to plan for or agree to

densities below this minimum, justification of such an approach will be required. New developments above a specified size should make provision for affordable housing where possible, often to a level set by the local authority. New housing development should also seek to minimise environmental impacts, and take account of potential climate change and flood risk.

3.6 PPS3 outlines the Government's objective to ensure that the planning system delivers a flexible, responsive supply of land. Reflecting the principles of *'Plan, Monitor, Manage'*, Local Planning Authorities and Regional Planning Bodies should develop policies and implementation strategies to ensure that sufficient, suitable land is available to achieve their housing and previously-developed land delivery objectives. At the local level, Local Planning Authorities should set out in Local Development Documents their policies and strategies for delivering the level of housing provision, including identifying broad locations and specific sites that will enable continuous delivery of housing for at least 15 years from the date of adoption, taking account of the level of housing provision set out in the Regional Spatial Strategy. Local Planning Authorities should identify sufficient specific deliverable sites to deliver housing in the first five years, and identify a further supply of specific, developable sites for years 6-10 and, where possible, for years 11-15. Where it is not possible to identify specific sites for years 11-15, broad locations for future growth should be indicated.

Regional Policy

Regional Planning Guidance for the North West (RPG13)

3.7 Under the 2004 Planning and Compulsory Purchase Act, RPG13 became the Regional Spatial Strategy (RSS) for the North West and part of the statutory development plan. This document provides regional planning guidance for the region until it is replaced by the emerging RSS.

3.8 **Policy DP1** advocates economy in the use of land and buildings. New development should be located in sustainable locations, and assist people to meet their needs locally. The guidance states that a sequential approach should be adopted to ensure that vacant buildings are prioritised for redevelopment.

3.9 **Policy DP3** requires new development to demonstrate good design quality and respect for its settings. The guidance seeks high-quality living and working environments, especially in housing terms, which incorporate:

- more efficient use of energy and materials;

- more eco-friendly and adaptable buildings;
- sustainable drainage systems;
- community safety and 'designing out' of crime; and
- appropriate parking provision and best practice in the application of highway standards.

3.10 **Policy SD1** prioritises development within the North West Metropolitan Area, namely the city centre area of Manchester/Salford and its surrounding inner area. Development which will result in social, economic and environmental benefits is supported in particular.

3.11 **Policy UR1** states that urban renaissance should be promoted by measures such as reviving local economies and communities; ensuring the delivery of decent services; encouraging leadership and joint working practices; and tackling low demand for housing and poor physical conditions. To achieve this Manchester is allocated an annual average rate of 1,350 dwellings (net of clearance) to 2016, as set out in **Policy UR7**.

3.12 **Policy UR4** promotes the redevelopment and re-use of vacant sites and buildings within urban areas. Local authorities are required to set targets for the proportion of new housing on previously developed land, the figure for the Manchester/Salford City Council area is set at a minimum of 90 percent.

Submitted Draft Regional Spatial Strategy for the North West (RSS)

3.13 The Draft RSS sets out the scale, priorities and broad locations for future development across the region. Although currently in draft format, the Government has published its Proposed Changes on 20 March 2008 in response to the Panel Report. The final document is due to be adopted in Summer 2008.

3.14 **Policy DP1** states that proposals and development schemes should be located to promote sustainable communities and sustainable economic development, make the best use of existing resources and infrastructure, reduce the need to travel and promote environmental quality.

3.15 **Policy RDF1** supports the concentration of most new development within the urban areas of the Regional Centres (including Manchester). This will ensure that the growth potential of Manchester is maximised to reflect its role as a key economic driver in the Region.

3.16 **Policy L3** makes reference the renewal and refurbishment of existing housing stock in the Region. Where appropriate, plans and strategies should make the best use of existing stock in order to regenerate local communities.

3.17 **Policy L4** refers to regional housing provision and states that local authorities should monitor and manage the availability of land released in plans and strategies, and through development control decisions. The policy also sets out required housing figures for each Borough within the Region. It is stated that there is a requirement for an annual average rate of housing provision of 3,500 dwellings (net of clearance) in Manchester; at least 90 percent of these are required to be provided on brownfield land and buildings. These figures have been accepted by the Secretary of State in its Proposed Changes to the RSS. However it is proposed that these figures represent the minimum provision, as opposed to the maxima. This is in line with the more flexible approach of PPS3, thus enabling additional housing growth to be accommodated.

3.18 **Policy RT6** sets out parking policy and provision. Plans and strategies are required to incorporate maximum parking standards and provide dedicated parking facilities for cycles and two wheel motorised vehicles.

3.19 **Policy MCR1** sets out the priorities for the Manchester City Region including encouraging investment and sustainable development in the Regional Centre. It states that a high level of residential development will be encouraged in the inner areas to secure a significant increase in the population of these areas. It is also important to provide high quality housing to attract and retain new population in order to support economic growth.

Local Policy

Manchester Unitary Development Plan

3.20 The Manchester Unitary Development Plan (UDP) was adopted by the City Council in 1995 with a Plan period up until 2010. It will be 'saved' until the adoption of the Core Strategy. The UDP therefore provides the immediate planning context for the application site.

3.21 The application site is identified as 'white land' by the UDP Proposals Map which means it is not designated for a particular use. However, it is important to note that Burnage Court falls within the UDP sub-area of Longsight and Levenshulme (Area 12). These are primarily residential areas linked by an important radial route, Stockport Road (A6). This area of Manchester is densely populated, although disparities exist in the quality of its living environment. To this end, sub-area policy **LL1 (General Policy)** notes that the Council will have regard to the general policies of the UDP in order to:

- improve the quality and range of housing to meet the needs of the local community;

- improve the quality of the local environment.

3.22 The general policies of relevance to the Burnage Court proposal, which has overreaching regeneration benefits, are reviewed below.

3.23 **H1.2 (Housing)** seeks to ensure that the housing stock contains a range of housing types. The Council will particularly encourage the further provision of:

- accommodation for 1 and 2 person households including units suitable for elderly people;
- accommodation for larger households (6+) including units suitable to meet the needs of ethnic minorities with extended families;
- low cost housing for sale or rent;
- properties for sale in the higher price range;
- accommodation specifically designed for disabled people.

3.24 **H2.2 (Housing)** opposes development which will have an unacceptable impact on residential areas. In this respect, the Council will consider matters including the scale and appearance of the development and its impact in terms of noise, vibration, traffic generation, road safety and air pollution.

3.25 **H2.4 (Housing)** seeks to eliminate low quality incidental open spaces which serve little useful purpose and cause residential disamenity. The Council aims to allocate land for more productive uses such as private gardens; using it for development; or creating car parking spaces for existing homes.

3.26 **H2.5 (Housing)** permits the conversion of houses into flats and residential institutions when it can be demonstrated that:

- either off-street car parking can be provided without undue loss of amenity space around the house or it can be demonstrated that on-street parking is unlikely to create significant problems;
- the conversion will not detract from the character of the area by, for example, the removal of trees, hedges or garden walls which are important elements in the street scene.

3.27 **H2.7 (Housing)** expects new housing schemes to be designed to a high standard. The creation of incidental open space is opposed as this is regarded as detrimental to the City's environment.

Local Development Framework

3.28 Under the Planning and Compulsory Purchase Act 2004, the Manchester UDP will be gradually replaced by the emerging Local Development Framework (LDF). The LDF consists of a portfolio of documents that set out the spatial planning strategy for the area.

3.29 The Local Development Scheme 2007-2011 sets out indicative timescales for the production of LDF documents. Key documents and associated timescales for production are set out in *Table 1* below.

Document	Description	Consultation on Preferred Options	Submission to the Secretary of State	Examination	Adoption
Core Strategy	Sets out vision, objectives, strategy for the spatial development of the area and policy framework for addressing development proposals.	June 2008	March 2009	June 2010	October 2010
Site Specific Allocations and Proposals Map	Contains detailed policies and proposals to deliver and guide land allocated for specific uses.	June 2008	September 2010	March 2011	December 2011

Table 1

Guide to Development in Manchester

3.30 The 'Guide to Development in Manchester – Supplementary Planning Document and Planning Guidance' (SPD) was adopted in April 2007. It provides additional guidance on the following issues:

- Creating a sense of place
- Design
- Accessibility
- Environmental standards
- Street hierarchy
- Parking guidelines
- Housing density and mix

- Community safety and crime prevention
- Design for health
- Internal design principles and the provision of space within housing

Providing for Housing Choice

3.31 The 'Providing for Housing Choice – Supplementary Planning Document and Planning Guidance' (SPD) was approved by Manchester City Council Executive Committee for development control purposes in March 2008. This SPD concerns the mix of new housing provision required in Manchester, namely the supply of affordable housing.

Design for Access 2

3.32 'Design for Access 2' was adopted in December 2003 to provide technical guidance on best practice. The guidance, to assist in meeting the requirements of the 1995 Disability Discrimination Act, sets out standards with respect to the design of dwellings and external areas (i.e. car parking and external steps). The accompanying Design and Access Statement provides a further review of this guidance.

4. DEVELOPMENT PROPOSALS

4.1 As outlined within Section 2 of this Statement, the existing property at 1-4 Burnage Court is currently vacant and in a poor state of repair. The property was purpose built to comprise 4 no. self-contained flats, however in recent years the property has suffered from neglect to the extent that its physical condition is detrimental to the amenity of the surrounding area. Informal on-site car parking is currently provided to the rear of the property.

Internal

4.2 The proposals have been carefully designed with respect to the provision of a mix of unit sizes. On the ground floor, it is proposed that the existing (2 no.) two-bedroom flats will be redeveloped to comprise 1 no. two-bedroom flat and 1 no. three-bedroom flat. The redevelopment proposals for the first floor are the same as those for the ground floor. In terms of the proposed new second floor, an additional storey and new roof will be added to the existing two-storey property to comprise 3 no. one-bedroom flats. The proposed gross internal area of each of these 7 no. self-contained flats is shown in *Table 2* below.

		Number of bedrooms	Gross internal area (sqm)
Ground Floor	Flat 1	2	68.5
	Flat 2	3	70
First Floor	Flat 1	2	68.5
	Flat 2	3	70
Second Floor	Flat 1	1	56
	Flat 2	1	44
	Flat 3	1	40

Table 2

4.4 The proposed three-storey property will provide a mix of family and single occupancy accommodation. These proposals reflect discussions with Manchester City Council and accord with the provisions of the Code for Sustainable Homes (Level 2) in terms of design and environmental standards.

4.5 A new internal, central staircase is proposed thus allowing access to the flats and maximising natural daylight within the flight due to additional windows.

External

4.6 The proposals, which include a roof extension, have sought to minimise the impacts of redevelopment on neighbouring properties by incorporating local materials and typology, thus protecting and enhancing the existing character of the area. Windows will be kept in the existing style of the property and the surrounding area. All external staircases are proposed to be removed.

4.7 In summary, the proposed external alterations to the existing property comprise the following:

Front Elevation (East) – removal of 2 no. external staircases; removal of 2 no. external doors on the ground floor; removal of 2 no. external doors on the first floor; removal of 2 no. window openings on the first floor; 4 no. new window openings on the ground floor; 4 no. new window openings on the first floor; 6 no. new window openings on the proposed second floor; removal of chimney.

Rear Elevation (West) – removal of 2 no. external staircases; removal of 2 no. external doors on the ground floor; removal of 2 no. external doors on the first floor; removal of 4 no. window openings on the ground floor; removal of 4 no. window openings on the first floor; 1 no. new external door opening on the ground floor; 2 no. new patio door openings on the ground floor; 2 no. new window openings on the ground floor; 5 no. new window openings on the first floor; 5 no. new window openings on the proposed second floor.

Side Elevation (North) – removal of 3 no. window openings on the ground floor; removal of 2 no. window openings on the first floor; 2 no. new window openings on the ground floor; 2 no. new window openings on the first floor; 2 no. new window openings on the proposed second floor; removal of chimney; removal of chimney.

Side Elevation (South) – removal of 3 no. window openings on the ground floor; removal of 2 no. window openings on the first floor; 2 no. new window openings on the ground floor; 2 no. new window openings on the first floor; 2 no. new window openings on the proposed second floor; removal of chimney.

4.8 It is proposed that on-site car parking will be provided in the form of 7 no. parking bays (including 1 no. disabled parking bay). These will replace the informal parking arrangement as existing to the rear of the property. Access to these parking bays will be provided off Burnage Lane via the existing driveway to the south of the property. Sufficient turning space is provided to allow vehicular access into and out of the site.

4.9 The proposals provide for an appropriate level of green space for amenity purposes. To this end, 4 no. private gardens are proposed within the curtilage of the application site in addition to a public garden (to the fore of the property following the removal of hardstanding). This public garden will act as a buffer between the existing property and Burnage Lane. Covered bin storage will further be provided to the fore of the property, access to which will be gained via a walkway to the north of the property.

5. JUSTIFICATION

5.1 In the light of the redevelopment proposals, we consider the primary issues for consideration to be:

1. Principle of redevelopment
2. Design and layout
3. Sustainability
4. Sunlight and visual appraisal
5. Accessibility / linkages
6. Regeneration

1. Principle of redevelopment

5.2 At present, Burnage Court remains vacant and in a poor state of repair. A more efficient use of this existing property, in accordance with the objectives of PPS1, will essentially provide high quality living space and enhance the amenity of the surrounding area.

5.3 In terms of regional policy, the proposed redevelopment of Burnage Court satisfies Policy DP1 of the existing RSS13. This policy prioritises the re-use of vacant buildings through the sequential approach. Furthermore, the proposals will contribute towards the target of developing at least 90 percent of new housing on previously development land, as set out by Policy UR4 of the existing RSS13 and Policy L4 of the emerging RSS13.

2. Design and layout

5.4 The *Design and Access Statement*, prepared by Claridge Architects in support of the planning application, identifies a series of design principles and parameters reflecting site-specific considerations. The Statement applies best practice and high-quality standards to satisfy the relevant national, regional and local design-led policy requirements.

5.5 The proposed redevelopment of Burnage Court incorporates the provisions of both PPS1 and Policy DP3 of the existing RSS13 through providing a high quality, inclusive design to enhance the character and quality of the built environment. In addition to meeting the requirements of UDP Policy H2.7 with respect to design standards, the proposals take into

account 'Design for Access 2' concerning the design of dwellings and external areas. For instance, the residential amenity of the occupants will be protected through the provision of an appropriate level of green space.

5.6 However, the proposals do not comply with policy 21.2 of 'Design for Access 2' in relation to the three-bedroom flats. Throughout the design scheme for this proposal the aspiration has been to provide a mix of housing tenures to complement this suburban location. The inclusion of a three-bed apartment will provide accommodation suitable for family residence but in doing so within the conversion of an existing property it is not possible to meet the minimum space requirements of policy 21.2. In consideration of this point we conclude that the positive benefits, of providing a mix of apartment sizes, with family accommodation included, outweigh any constraints posed by the proposals failure to comply fully with the provisions of each policy within Design for Access 2.

3. Sustainability

5.7 The proposals for Burnage Court accord with the provisions of the Code for Sustainable Homes (Level 2). A more detailed assessment is provided within the accompanying *Code for Sustainable Homes Pre-Assessment*, prepared by SKM.

4. Sunlight and visual appraisal

5.8 The *Sunlight and Visual Appraisal*, prepared by Drivers Jonas in support of the planning application, assesses the effects of the proposed redevelopment of Burnage Court on its surroundings. Based on BRE Guidelines, the proposals will retain good daylight and sunlight levels to the neighbouring residential properties. As such, the proposed scheme will provide no material impact to surrounding dwellings with regards to sunlight and visual impact and consequently the planning application should not be refused upon these grounds.

5. Accessibility / linkages

5.9 Burnage Court is situated within walking distance of a range of local shopping and community facilities, thus reducing the need to travel. The existing property also benefits from its proximity to local railway stations and a high frequency bus corridor, providing access to jobs and services in the city centre. The proposals therefore accord with national planning guidance (namely PPS1 and PPS3) and Policy DP1 of the emerging RSS13 given that the application site is situated in an appropriate location for residential development.

6. Regeneration

5.10 The regeneration benefits to the local area will be twofold; the proposal seeks to bring back into use a dilapidated, vacant property which currently blights what is otherwise a vibrant and attractive residential street. In line with the objectives of PPS1 and UDP Policy H2.7, the proposed redevelopment of Burnage Court is designed to a high standard and will thereby enhance the local environment. The proposed design details mimic that of the existing property to ensure that the character of the existing property or surrounding development is not undermined.

5.11 Secondly, the proposal will offer a range of unit sizes to help diversify the residential offer within the locality. The mix of apartment sizes will provide a mix of family and single occupant dwellings in accordance with the provisions of PPS3, as detailed in Section 4 of this report and UDP policy H1.2 which seeks a choice of housing stock. The apartment mix will therefore supplement the local housing offer within the Burnage area, providing additional housing choice to the local community and those wishing to locate there.

5.12 In considering these points it is evident that the proposals will contribute towards the regeneration of this area of Manchester and result in social, economic and environmental benefits, as sought by Policy SD1 of the existing RSS13. The proposals also reflect the provisions of Policy L3 of the emerging RSS13, which promotes the renewal and refurbishment of existing housing stock.

6. CONCLUSION

6.1 The proposed redevelopment of Burnage Court is considered to satisfy national sustainability and housing objectives expressed within PPS1 and PPS3 through the redevelopment of an existing property for residential use. Furthermore the proposal is also considered to meet the thrust of existing and emerging policies on housing, sustainability and regeneration contained within RPG13 and draft RSS. The application proposals are further considered to be in general accordance with the provisions of the Manchester UDP, in addition to the Council's supporting documents of relevance.

6.2 The proposal is considered to satisfy local amenity requirements; the accompanying Sunlight and Visual appraisal demonstrates no material impact on surrounding residential properties and due care has been taken to provide sufficient off-street parking and waste management.

6.3 In conclusion the proposed development can be considered to be in accordance with the adopted and emerging development plan, thus Manchester City Council is therefore invited to approve this planning application.