WOOD STREET MISSION

Wood Street, Manchester M3 3EF

PROPOSAL TO CONVERT VACANT PART OF FORMER MISSION BUILDING TO 3 SELF-CONTAINED TOWNHOUSES

Planning, Design & Access Statement



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1.0 CONTEXT

SITE LOCATION AND DESCRIPTION

The development site is situated on Wood Street in Manchester, off Deansgate and parallel to Bridge Street. It comprises a vacant four-storey brick building which forms part of the former Manchester & Salford Street Children's Mission building dating from 1896.

It is located within the Spinningfields area of the city centre, a large mixed-use area which has been recently transformed to create a modern business quarter offering office, retail and residential accommodation of the very highest quality, set in an exceptional public realm. The site is therefore part of the rich social mix of living, working and leisure that is the hallmark of the modern city.

Wood Street is one of the 4 designated service link roads to Spinningfields and as such has a key strategic role as a servicing route.

The development site is a tight urban plot built to the back of pavement on Wood Street and bounded at the rear by the back of buildings on Bridge Street. The footprint of the building occupies the entire development site at ground level but steps back to the upper floors at the rear.

The area features a diverse range of uses as would be expected from a city centre site, including offices, shops and a number of small scale residential uses on nearby streets and larger scale residential blocks within 500m of the site.

Immediately to the west of and adjoining the site is the still functioning part of the Wood Street Mission, to the north is the rear of the Bridge Street Public House which fronts onto Bridge Street and also has an entrance from Wood Street. To the east other commercial and residential properties fronting onto Wood Street and Bridge Street. The John Rylands library is opposite the site to the south on Wood Street. To the south west, further up Wood Street, is the rear of the Magistrates Court building.



HISTORY OF USE

The main function of the Wood Street Mission when originally constructed was residential, offering living accommodation to children who would otherwise have been homeless. Since the 1980s, Wood Street Mission has primarily focused on the distribution of clothing, bedding, baby equipment and toys. The Mission's goal is to ensure that all children, young people and families in the Manchester and Salford areas are free from poverty and able to provide essential items for themselves and their families.

Latterly, the application building was used for storage, distribution and offices in association with the distribution function of the Mission. It became vacant in 2007 however, when the Mission moved all its functions into the newly refurbished adjoining building, dating from 1905 (formerly the Working Men's Church and followed by the Children's Mission – not part of the development site) and still functions from that building today.

The application building itself has remained vacant since 2007 and is slowly deteriorating through disuse.

PLANNING HISTORY

It appears from a search of the records that the property has only 2 planning applications in its (recorded) history:

1) In 1976 a permission for an illuminated double-sided box sign on front elevation
2) In 1985 a permission for a single storey rear extension for a store room.

There was no planning application for office use submitted, since this use was ancillary to the wider planning unit's primary original Mission use. Therefore, it is contended that the existing planning use remains as a residential institution.

Several other residential planning permissions have been granted in the surrounding area in recent years.

PLANNING DESIGNATION

The building is not listed, although it is an attractive Victorian building, but the site does fall within the northern boundary of the Deansgate / Peter Street Conservation Area. See Appendix A. This is one of the fourteen designated conservation areas within the city centre. These are essential ingredients to the city's sense of place, providing aesthetic quality and strong references to the city's past, which will always be a central part of Manchester's character. Development is expected to respond to the opportunities that this context affords in a positive way.

The building has the potential to contribute positively to the character of the Conservation Area but does not do so at present due to having being empty for some time.

2.0 DEVELOPMENT PROPOSAL

PROPOSED USE

Despite the proximity of successful large scale developments nearby the building itself, the current economic climate makes any commercial development of the building unlikely in the short to medium term, particularly given the current amount of empty office space in the city centre.

The building has been purchased with the specific intent of re-development as family dwellings for occupation by the applicant. This would seem to be the best re-use of the building since it was originally purpose built for use as a residential institution. It is also the most likely way of securing a positive future for the building.

The proposal therefore is to convert the building into 3no. self-contained family town houses.

There is a paucity of family accommodation in the city centre at present, with the great majority of dwelling units constructed in the last decade having been apartments, mostly with small floorspaces. This development would expand the range and diversity of housing stock in the city, a key stated priority of the City Council, together with the commitment to provide more family homes.

It is therefore the intention to bring the building back into a beneficial use through re-development as private townhouses, addressing both the building's original function and responding to Manchester City Council's development priorities.

AMOUNT

The amount of accommodation is primarily governed by the constraints of the existing building and the natural lines of sub-division. There are currently three entrance doors off Wood Street and these are known as 20, 22 & 24 Wood Street. Nos. 20 & 22 are currently a single space above ground floor level, whilst No. 24 is in effect a separate building.

The natural line of sub-division is therefore into three independent dwellings, each over five storeys with three bedrooms, two bathrooms and generous family living space over two floors. Private entrances into each dwelling would be from the existing entrance doors off Wood Street, with a new separating wall between Nos. 20 & 22.

OWNERSHIP

The proposal is not a speculative development or a commercial venture but a collaboration between two families – the applicant, who owns Nos. 20-22 and proposes to provide two dwellings for their own use and their grown up son and his family; and another family, friends of the applicants, who owns No. 24 which will be converted into a house to be occupied by them and their family. The owners of No. 24, although not stated as the applicant, have worked fully as a team with the applicants and their jointly commissioned agent and architect in drawing the submission together.

The owners of No. 24 have a lawyers' practice based at 64a Bridge Street, next door but one from the site. For them, the proposal to live a few doors from their workplace is an appealing prospect and a convenient arrangement which will make a big difference to their daily lives.

Together with an interest in 64a Bridge Street, they also own nos. 50, 52, 54 and 56 Bridge Street, to the rear of the development site, and of course the development site itself. Collectively, this group of properties forms the greater part of a significant block with frontage on Wood Street and Bridge Street. In the case of the few properties they do not own or have control of, they are in discussions with and/or are working with the owners.

As prospective owner-occupiers with a considerable stake in the area, there will be good stewardship of the locality.

There is a generally shared aim to tidy up and improve the image of the whole wider block. They already (since 1997) maintain and arrange and pay for daily cleaning by private contractors of the small access side road, known as Bradley Fold which runs to their property. The plan is to extend this maintenance programme along Wood Street, facilitating a consortium of all owners in the area.

3.0 PLANNING POLICY CONTEXT

The planning policy and guidance relevant to the proposal is summarised as follows.

NATIONAL LEVEL

Planning Policy Statement 1 – Delivering Sustainable Development (PPS1)

This document sets out the overarching planning policies on the delivery of sustainable development through the planning system. In summary, its message is that planning should facilitate and promote sustainable and inclusive patterns of development by ensuring high quality development through good and inclusive design, and the efficient use of resources.

One of the key strands of the guidance is the promotion of a prudent use of natural resources, including re-using vacant buildings.

It advocates providing good connections between people and places by considering the needs of people to access jobs and key services.

Planning Policy Statement 3 – Housing (PPS3)

This sets out the national planning policy for housing. Paragraph 69 summarises its aims where new developments are concerned, and states that in deciding planning applications, Local Planning Authorities should have regard to:

- Achieving high quality housing.
- Ensuring developments achieve a good mix of housing reflecting the accommodation requirements of specific groups, in particular, families and older people.
- The sustainability of a site for housing, including its environmental sustainability.
- Using land effectively and efficiently.
- Ensuring the proposed development is in line with planning for housing objectives, reflecting the need and demand for housing in and the spatial vision for, the area.

Planning Policy Guidance Note 13 – Transport (PPG13)

This guidance reinforces the sentiments of PPS3 and seeks to reduce dependence on the private car by promoting development in sustainable locations such as the appeal site.

Paragraph 75 states that walking is the most important mode of travel at the local level and offers the greatest potential to replace short car trips, particularly under 2km.

Paragraph 78 highlights the importance of cycling, stating that cycling also has potential to substitute for short car trips, particularly those under 5km, and to form part of a longer journey by public transport.

Emerging National Planning Policy Framework

The aforementioned Planning Policy Statements will eventually become superseded by the emerging National Planning Policy Framework (NPPF). The draft NPPF sets out the coalition Government's identified direction of travel on planning matters. A draft was produced for consultation in July 2011. The document contains more consolidated advice on matters such as design.

The Government sets out a clear presumption in favour of development. This follows on from the Chancellor's budget speech and the 'Planning for Growth' document, both of which reinforce the presumption in favour of sustainable development. It is further reiterated in paragraph 54 that there is a need for local planning authorities to promote sustainable development and attach significant weight to the benefits of housing growth.

Paragraph 107 of the consultation draft document promotes the delivery of high quality homes, the opportunities for home ownership and encourages sustainable, inclusive and mixed communities.

REGIONAL LEVEL

It is noted that Central Government intends to abolish Regional Strategies in forthcoming legislation, however, the North West Regional Spatial Strategy, adopted 2008, currently remains part of the Development Plan for decision-making purposes.

It advocates fostering sustainable relationships between homes, workplaces and other concentrations of regularly used services and facilities. Development should be located so as to reduce the need to travel, especially by car, and to enable people as far as possible to meet their needs locally.

It sets out a sequential preference for the location of development, with the first priority for growth and development being the regional centres of Manchester and Liverpool. On a smaller scale, it requires the re-use of vacant and under-used brownfield land and buildings to be maximised and sets out a preference for existing buildings (including conversion) within settlements to be developed before any other type of site.

For the Manchester City Region, it provides that housing development will be accommodated in locations that are accessible by public transport to areas of economic growth. A high level will be encouraged in the inner areas to secure a significant increase in the population of these areas; provide high quality housing and where appropriate refurbish existing properties, to meet the needs of existing residents, and attract and retain new population in order to support economic growth.

LOCAL LEVEL

Manchester's Unitary Development Plan (UDP) – adopted 1995

Although now somewhat outdated and in the process of being superseded by the emerging LDF, the UDP nonetheless remains the adopted development plan for Manchester.

One of the two broad aims set out for Housing in the UDP is to make use of the many opportunities to provide new housing in order to meet the needs of people who wish to live in the City and extend the range of housing available. The document states that the Council wishes to see new housing schemes of a high quality.

It will expect all schemes to be designed so that they provide safe and attractive places for people to live. It advocates widening the range of property sizes and types to cater for the needs of people at different stages in their life or with different housing requirements.

It continues, that the opportunities for new housing will enable many vacant buildings to be brought back into use and this will make a positive contribution towards improving the environment.

Manchester's Local Development Framework (LDF) – Core Strategy Development Plan Document – Public Consultation (February 2011)

The Core Strategy, whilst still at the early draft stage, nonetheless expresses the Council's latest position where local planning policy is concerned and will, when progressed to adoption along with the rest of the LDF, replace the current UDP.

To Core Strategy states that, amongst other things, Manchester must provide a choice of high quality, safe and sustainable lifetime homes for a growing population. It emphasises that there is a strong link between economy and housing, in that there is a need to create neighbourhoods of choice if skilled workers are be attracted to and retained in the City Region.

Spatial Objective S03 is to provide for a significant increase in high quality housing provision at sustainable locations throughout the city, to both address demographic needs and to support economic growth. It states that the emphasis will be on providing a good range of high quality housing, (in terms of size, type, tenure, and price); to create sustainable homes within high quality environments, good local facilities and with easy access to employment opportunities.

The Regional Centre will be the focus for economic and commercial development, leisure and cultural activity, alongside high quality city living. One of the three challenges identified for the city centre is improving the area as a residential location.

Policy CC3, relating to Housing, states that the city centre will see the most intensive development of housing in the city. It is expected that around 28% of all new housing to be provided from 2010-2027, will be in the city centre. It states that residential development will continue to be supported in the city centre, and it must contribute to the primary aim of supporting economic growth.

It will be necessary that proposals which come forward promote sustainable and mixed communities. This means providing housing options for a range of household types, including the flexibility to accommodate different household circumstances, including families. The Council will encourage accommodation of a high standard which offers accommodation which is large enough to suit a range of occupants, in terms of both the number of rooms and their size.

Policy CC6, relating to high density development in the city centre, talks about making efficient use of the land and maximising development opportunities in the city centre, thus providing for growth in the centre, lessening development pressure on other areas of the city and reducing the need for car journeys.

Policy CC9, Design and Heritage, states that development in the city centre should preserve or enhance identified heritage assets, including conservation areas.

Spatial Objective SO3 is to provide for a significant increase in high quality housing provision at sustainable locations throughout the city, to both address demographic needs and to support economic growth. The explanatory text states that more houses are required to cater for the increasing population, including properties which will attract economically active families who will contribute to the long term economic growth of the city. Approximately 60,000 new dwellings are required to be provided for in Manchester by 2027, an average of 3,333 units per year, including a projected 6,650 windfall units.

The Council is committed to the development of new housing which provides a range of house types and tenures to meet the needs of a diverse and growing population in locations which promote the efficient use of resources and use of sustainable transport modes, support regeneration and local services and encourage economic growth.

The Council wishes to diversify the city's housing offer through a policy framework which supports economic growth. There is a particular need identified to provide more larger family housing to diversify the mix of house types to meet the needs of people wishing to move to, or within, Manchester.

90% of new homes should be on previously developed sites in sustainable locations. New developments should take advantage of existing buildings where appropriate through refurbishment works, or renewal of vacant buildings.

Policy T2 states that within the city centre, development should provide a level of car parking which reflects the highly accessible nature of the location, as well as the realistic requirements of the users of the development. Schemes should make provision for parking cars and bicycles and the need for appropriate levels of sound insulation. Sites which are in close proximity to centres or high frequency public transport routes will be prioritised.

Policy EN1 states that within the city centre character area, developers will be expected to consider the city's heritage and continue the rich pattern of activity in the core area.

Policy EN3, Heritage, states that the Council will encourage development that complements and takes advantage of the distinct historic and heritage features of the city centre. Within Conservation Areas, the special architectural and historic interest must be preserved or enhanced.

Policy DM1, Development Management, requires all development to have regard to the following:

- The character of the surrounding area.
- Effects on amenity, including privacy, light, noise, road safety and traffic generation.
- Accessibility: buildings and neighbourhoods fully accessible to disabled people
- Access to new development by sustainable transport modes.
- Community safety and crime prevention.
- Adequacy of internal accommodation.
- Refuse storage and collection.
- Vehicular access and car parking.
- Effects relating to built heritage.

Manchester City Centre Strategic Plan 2009-12

This document states that maintaining the quality of the residential offer in the city centre will help to sustain the draw of Manchester for high skill workers needed to support the growing knowledge economy.

It continues that, in keeping with Manchester's position as a highly desirable residential location, it will be vital to recognise the need to offer a range of choice, both in terms of type of accommodation, and price bands, to cater for a variety of lifestyles from loft living to waterside dwelling, and from pied a terre to family townhouse. Manchester must maintain its position as an exciting lifestyle residential destination, attracting highly mobile knowledge workers in the city centre.

The stated aim must be to establish Manchester city centre in people's minds as an exemplary location that is widely regarded as clean, safe, well- maintained and managed, and indeed stewarded; a place that is actively looked-after and cared-for.

Guide to Development In Manchester – Supplementary Planning Document and Planning Guidance, adopted 2007

The document sets out a range of specific guidance relating to design, accessibility, environmental standards, streets and parking, and safety, with which development is expected to comply. These are followed and explained in some detail in relation to the development proposal, in other sections of the Design and Access Statement.

PLANNING CONCLUSION

The proposal meets fully the aims and objectives of the relevant policy and guidance which is summarised above and does not conflict with any of the policies.

In particular, it will bring back into beneficial use an important vacant building on a highly sustainable and accessible plot, provide three new large high quality family homes of exemplary design, and importantly contribute towards the preservation and enhancement of the Conservation Area's character.

4.0 CONSULTATION STATEMENT

The applicants, together with Creative Planning and Total Architecture, met at the pre-application stage with Council Planning Officers Dave Roscoe and Anthony Mitchell on 7 December 2011, following some earlier discussion, to present the scheme and discuss all considerations relating to the forthcoming application.

The officers expressed support of the proposals in principle and stated that they share the aspiration to tidy up the block and would wish to work together with the owners to that aim.

The officers recommended that the applicants speak to certain neighbours of the site in advance of submission of the application, in the spirit of good practice in consultation and to try to negotiate on any sticking points to avoid objections once the application had been lodged. In particular, the Magistrates Courts, Allied London and John Rylands Library were mentioned.

The applicants duly carried out the relevant discussions. An email dialogue between a Director of Allied London and the Regional Estates Manager of the Magistrates Courts is understood to have taken place concluding in a statement that neither party had an issue with the proposals.

Several other neighbours were also consulted with on an informal basis and none expressed an objection to the proposal.

5.0 DESIGN STATEMENT

DESIGN CONCEPT

The intention is to create generous-sized family accommodation in the city centre but, as such, it will not be a suburban living model transferred to the city and will require a different sensibility that embraces the restrictions of context.

The development will seek to respond positively to those restrictions and embrace the character of the existing building to create unique dwellings of high quality that add to the diversity of homes in the city centre.

LAYOUT

The layout is significantly constrained by the existing envelope and door and window positions, which dictate many of the fundamental issues. The aim is to achieve an efficient layout that maximises room sizes whilst complying with regulations and working with the existing building and the restrictions that imposes.

Again, the natural split for the layout is to have the living accommodation on the ground and basement floor with upper floors used for bedrooms and bathrooms. The ground floor is partially removed and glazed over at the rear to provide additional light into the basement area and these two floors are linked by an open stair to create generous kitchen, dining and living space.

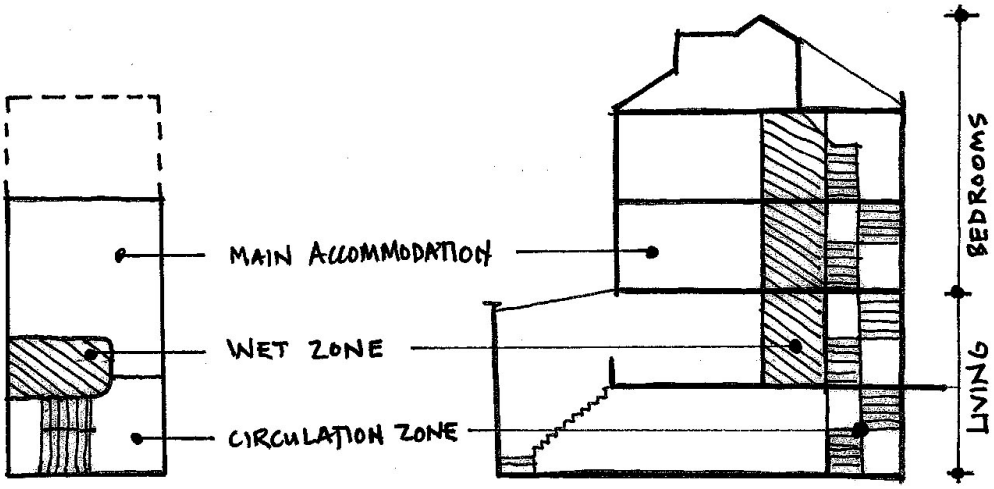
On plan, the various areas are arranged with circulation spaces situated along the Wood Street elevation, incorporating entrance doors and a new staircase through all floors, which serves as the primary circulation and means of escape. The circulation is separated from the main accommodation by a zone of ‘wet areas’ containing bathrooms, WC’s and en-suites stacked vertically over all floors.

This arrangement allows the main accommodation to be the full width of each unit, thereby maximising the potential for the space to be used effectively and taking advantage of large window openings and a quieter rear aspect.

SCALE

The scale is determined by the constraints of the existing envelope. Whilst additional floorspace will be created in the roofspace and some dormers provided there are no other extensions to the existing volume of the building.

The building is currently spread over four floors but, as outlined above, an additional floor will be provided within the roofspace. The floor-to-floor heights are a generous 3m and these will be maintained throughout.



Plan and section diagrams illustrating layout concept

APPEARANCE

There are no significant alterations to the brick facade to Wood Street other than tidying up by removing disused pipework and cleaning the brickwork and stone. The existing timber windows are to be retained, repaired and upgraded to new thermal standards where possible.

There will be changes to the appearance at roof level to create roof terraces and dormer windows but the existing roof profile will generally be retained, as all alterations will be below existing ridge lines and the roof slopes are not visible from the street.

At the rear, the existing glazed brick facade and stone mullioned windows to No. 24 are retained, whilst to Nos. 20 & 22 the much poorer quality facade is rationalised and tidied up to unify and enhance the appearance.

6.0 ACCESS STATEMENT

ACCESS LINKS

Being in the city centre the site has very good access links with a full range of public transport options available within 500m and major highways within 50m.

INCLUSIVE ACCESS

It is inevitable that there will be compromises when developing an existing building, however as these are not public buildings and the dwellings are for occupation by the applicants the issues are perhaps not as significant as in other developments.

The following sections outline the provisions made for disabled access into and throughout the properties.

Access Routes and Entrances

The three existing entrance positions on Wood Street are retained and form the new entrances to each dwelling with each door being over 1m wide. There is a level difference of approx 200mm between the street and the internal floor level, which involves negotiating two steps.

As these entrance doors are directly off the pavement, there is no space in which to provide ramped access and the internal floor level can not be lowered without compromising usability of the floor below and incurring substantial expense so the stepped entrance will remain.





Existing Entrance Steps
L to R Nos. 24, 22 & 20

Internal Circulation

Access between floors within each dwelling is via a new staircase forming part of the entrance lobby at ground floor. The stair features straight flights with half landings in No.24 whilst the narrow floor plan to Nos. 20 & 22 requires a stair with winders. The stairs will be 900mm wide.

The main doors from landings into rooms will be at least 1.2m wide and able to be held open in order to create a feeling of uninterrupted space. A clear opening in excess of 850mm will be provided on all bathroom and store doors.

Facilities

A WC is provided at the entrance level of the dwelling and at the lower living area. Each bedroom has direct access to a generously sized bathroom and WC with the exception of the top floor, which has a bathroom on the floor below.

Switches & Sockets

Switches and socket outlets for lighting and other equipment will be located no higher than 1200mm and no lower than 450mm so that they are easily accessible.

7.0 TRAFFIC AND PARKING

TTHC Consultants have carried out a TRICS trip generation exercise which has found that the proposed change of use would generate less traffic than the existing use. This is contained in a letter, submitted at Appendix B, together with observations on the impact of the proposal on the operation of the Magistrates Court further up Wood Street and in particular its access ramp.

There is no option for parking on site as the footprint of the building occupies all of the site area at ground floor level. Parking is available on a contract basis at several NCP car parks within close proximity and this would be employed for any parking needs. Confirmation of contract parking availability is contained in Appendix C.

8.0 COMMUNITY SAFETY

The occupation of the building, particularly at night, will significantly enhance the natural surveillance levels of the street thereby reducing the risk and perception of risk of crime.

9.0 ENVIRONMENTAL SUSTAINABILITY

The most significant contribution to environmental sustainability comes from the re-use and adaption of an existing building rather than demolition and new-build. Due to this and the restrictions of the tight urban site there are limited opportunities to incorporate the full range of sustainability measures that might be expected of a new building.

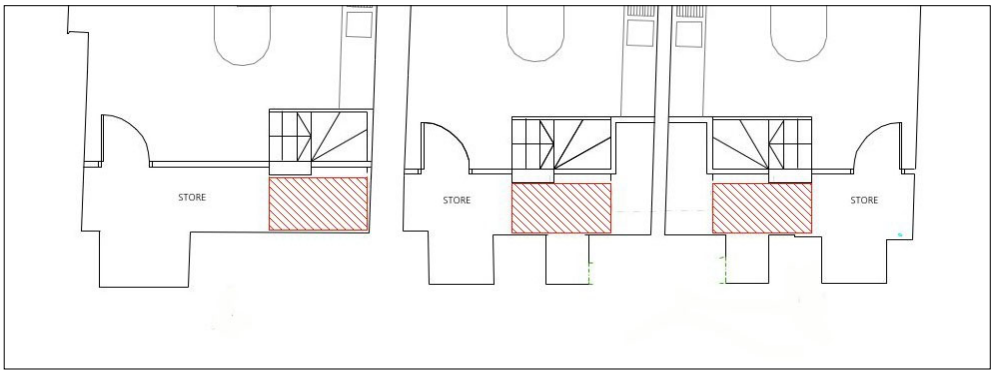
However, the aspiration is to produce as sustainable development as possible within necessary physical and financial restrictions. In order to assess the sustainability a pre-assessment study has been carried out by RSK Environmental using BREEAM EcoHomes, which is the appropriate methodology for a residential refurbishment project.

The building has achieved a provisional rating of 'Good' on this basis although the aspiration will be to improve on this through the development of energy use strategies and services installations. A copy of the pre-assessment is enclosed in Appendix D together with a commentary on the results and restrictions that determine them.

10.0 WASTE MANAGEMENT

The tight urban site creates problems for the external storage of waste as the building footprint occupies the entire site at ground floor level. As a consequence of having no external storage area the refuse collection strategy depends on a commercial collection service rather than a local authority collection.

Space is provided for the storage and segregation of waste within each dwelling through recycling containers in the generous storage area adjacent to the kitchen. This is then collected by appointment by a commercial operator, such as New Look Waste Management who operate in the city centre and are accredited by the Environment Agency. Confirmation of the services offered, including daily collections and recycling facilities, is contained in Appendix E.



Location of internal storage area for recycling containers adjacent to Kitchen area

11.0 ACOUSTICS

A Noise Impact Assessment has been carried out by Hepworth Acoustics and is included at Appendix F.

It has identified that the site is within Noise Exposure Category B (PPG 24) during the daytime and at night. It proposes a noise mitigation scheme that will achieve acceptable noise levels within the dwellings, as defined in British Standard 8233, and thus safeguard residential amenity.

The implementation of the mitigation measures can be ensured by the use of an appropriately worded planning condition.

Appendix A Conservation Area Plan

Provided under separate cover

Appendix B Traffic Statement from TTHC

Provided under separate cover

Appendix C NCP Car Parks: Contract Availability

From: Burke, Lee [mailto:Lee.Burke@ncp.co.uk]
Sent: 21 September 2011 16:40
To: Linzi Parkinson
Subject: RE: NCP Manchester

Hi Linzi

Thank you for your email

I can confirm the two best options are King Street West (Kendal's) MSCP and the Spinningfields MSCP. The costs, based on 3 tickets are as follows:

King Street West:
Annual: £1,200 per ticket
Quarterly: £330 per ticket

Spinningfields:
Annual: £1,800 per ticket
Quarterly: £495 per ticket

All prices include VAT and allow unlimited access and egress 24/7 365 days. Prices are current as of date and time of this email and are subject to standard NCP terms and conditions.

Another option would be Salford New Bailey Street, this is further away and is a surface site, the costs are as follows:

Annual: £960
Quarterly: £264

I look forward to your response

Kind Regards

Lee Burke | Sales Development Executive | Manchester & Bolton
National Car Parks Limited
m: 07827895577 | t: 0845 0507080 | e: lee.burke@ncp.co.uk | w: www.ncp.co.uk
NML House, 61 High Street, Manchester, M4 1EY

Appendix D BREEAM EcoHomes Pre-assessment

Provided under separate cover

Appendix E New Look Waste Disposal: Services Offered



Appendix F Noise Impact Survey

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