5. Planning Policy Appraisal

The Proposal is Acceptable in Principle

5.1 The Turning Point Building Futures Ltd facility will fall within Use Class C2 of the TCPA Use Classes Order which allows use as a 'residential institution' providing residential accommodation and care to people in need of care. Examples of other C2 uses would include use as a hospital, nursing home or residential school, college or training centre.

5.2 As with most development plans, the Manchester UDP does not allocate specific sites for C2 use. Instead planning applications for C2 uses must be judged against the relevant general policies of the plan.

5.3 Giltbrook Avenue lies within an area that is predominantly residential in character. Part 1 UDP Policy EM7 notes that Miles Platting is located close to the City Centre and the public transport corridor on Oldham Road which makes it an appropriate and sustainable location for new living accommodation. Although the new facility is modest, the investment will nonetheless comply with Policy EM7 which seeks to encourage development that will extend the accommodation offer in Miles Platting and diversify what has traditionally been an area of predominantly Council and Housing Association stock dating from the 1960s and 1970s.

5.4 The Miles Platting area is currently benefiting from area based renewal and improvement through a Private Finance Initiative (PFI). The PFI is part of the wider regeneration of East Manchester where a range of regeneration schemes are securing improvements to homes, the environment and local facilities. PFI works underway in Miles Platting focus on the reshaping and renewal of the neighbourhood (Appendix 1). Refurbishment will be undertaken to around 1,500 council properties and 1,080 new homes (including family houses and apartments) for sale and rent will be built,

improving the quality of life here. It is understood that no supported living accommodation is proposed to be delivered as part of the PFI proposal.

5.5 The new Turning Point Building Futures Ltd facility will broaden the accommodation offer within the PFI area complementing the PFI which is tackling issues of poor condition. The investment will assist local people in need of specialised accommodation to remain in the area and help secure an inclusive and sustainable neighbourhood. The facility will replace a prominent vacant site with an attractive new building in landscaped grounds. The removal of an untidy eyesore site will undoubtedly increase confidence in the Miles Platting area which will be important if the PFI is to secure wider regeneration objectives.

5.6 Strategic Housing Policy H1.5 advises that the Council will generally welcome accommodation for people with 'special needs'. People with special needs are defined as including the single homeless, the elderly, those with mental health problems, women who have experienced domestic violence, people with a long term debilitating illness, people who suffer drug or alcohol addiction, young people with specific support needs, and travellers and people with learning or sensory disabilities. The justification to H1.5 notes that the Council will welcome the development of appropriately designed accommodation which enables people with special needs to maintain an independent lifestyle, and supports the work of housing associations and other agencies (such as Turning Point Building Futures Ltd) in this respect.

5.7 Whilst Council policy is concerned to ensure that special housing needs are adequately provided, it wishes to maintain an appropriate balance between different kinds of residential uses within neighbourhoods and will seek to avoid an over concentration of special housing provision in any one area. It will also seek to avoid locating accommodation for vulnerable people in areas which are highly unsustainable. H1.5 therefore notes that the Council will keep under review the question of which areas of the City might give rise for concern in this respect and will from time to time issue Supplementary Planning Guidance (SPG) in order to give detailed effect to this policy. At the time of writing, it is understood that no SPG had been issued.

5.8 Our survey of Miles Platting initially undertaken in October 2009 and then updated in May 2010 concluded that Miles Platting did not have an over concentration of any type of special needs accommodation. We conclude therefore that Turning Point Building Futures Ltd proposal is acceptable in principle within Miles Platting.

Presumption in Favour of C2 Uses in Residential Areas

5.9 Policy DC2.2 is a key policy and advises that there will be a general presumption in favour of Class C2 uses within residential areas, subject to compliance with other relevant policies of the Plan. Whilst the UDP does not specifically identify 'residential' areas, Giltbrook Avenue is clearly part of Miles Platting, which the UDP text notes to be a 'predominantly residential neighbourhood'. Development here is therefore considered acceptable and compatible with DC2.2 provided other policies are complied with.

5.10 The policy justification to DC2.2 notes that there is a continuing and growing need for C2 accommodation in the City and advises that new facilities should be integrated wherever possible into the established residential areas of the City, where their residents can access local services. There is a clear parallel between the City's planning approach and the Turning Point Building Futures Ltd philosophy of integrating supported living centres within established neighbourhoods as part of the care/education/treatment process.

5.11 Policy DC2b.1 advises that in deciding whether or not to grant planning permission for C2 uses, the Council, in consultation with other competent agencies, will from time to time assess whether or not localised parts of the City have already reached their effective capacity to accommodate further special housing needs. No planning policy has been adopted which provides that the City will resist C2 uses within Miles Platting. The proposal meets the requirements of DC2b.1.

High Standard of Accommodation Proposed: Internally and Externally

5.12 DC2.3 advises that the Council will require any development in the C2 category to provide appropriate internal accommodation and usable external amenity space. The Turning Point Building Futures Ltd proposal has been carefully designed to provide a high quality external and internal environment. Internally the accommodation is purpose designed to meet the specific support, education and treatment functions and care services that residents will require. Externally the approach is contemporary and is considered to meet regeneration expectations.

5.13 Communal rooms and glazed corridors open up into a landscaped courtyard with shrub planting and seating. The courtyard benefits from a south facing aspect and provides residents with a well proportioned and useable amenity space. Externally is a landscaped car park. Landscaped areas separate the property from Giltbrook Road (and the new access road) and provide residents with an essential 'buffer zone' between their private rooms and the highway.

5.14 The Turning Point Building Futures Ltd proposal is for a facility that is purpose designed to provide specialist care. The internal and external accommodation is integrated and the layout is an essential part of the care program. In conformity with Policy DC2.3, the scheme provides ample internal and external space and does not result in any loss of amenity to neighbours.

Site Specific Planning Matters

5.15 City wide Development Policies DC2.1, DC2a.1 and DC2b.1 set out the detailed considerations against which a C2 proposal in residential area would be judged.

5.16 DC2.1 advises that in determining planning applications for uses within Class C2 of the Use Classes Order, the Council will have regard to:

a. the effect of the operation of the business on the amenity of neighbouring residents;

b. the standard of accommodation for the intended occupiers of the premises, including the availability of private outdoor amenity space;

c. the effect of the proposals on visual amenity;

d. the availability of adequate, safe and convenient arrangements for car parking and servicing;

e. the ease of access for all, including disabled people;

f. the desirability of avoiding an over-concentration of special needs or housing in any one area of the City; and

g. the desirability of broadly maintaining the existing character of a residential street or group of adjoining streets.

5.17 The scheme appraises favourably against the criteria listed by DC2.1. Criteria A is concerned with ensuring the amenity of neighbouring residents is protected. There are no residential properties adjoining the application site. The closest residential property is over 55m away on the opposite side of Giltbrook Avenue.

5.18 The facility will provide first class facilities and compliance with Criteria B has been addressed above.

5.19 The proposal is for a high quality building to replace a prominent vacant site in a neighbourhood that is being regenerated by New East Manchester. Visual amenity is undoubtedly enhanced by the new building and Criteria C complied with.

5.20 The scheme complies with Criteria D. It provides adequate car parking arrangements for staff/visitors. On street car parking is also possible beyond the site. A bin store is provided within the building.

5.21 In terms of 'access for all' disabled car parking provision is incorporated. Entrances, corridors and communal facilities are designed to achieve Manchester City Council 'Design for Access 2' compliance. There are accessible WC/Bath/Shower facilities at ground level. The centre complies with Criteria E of Policy DC2.1.

5.22 As noted above, the Turning Point Building Futures Ltd facility is proposed in Miles Platting where there is no over-concentration of equivalent facilities in the immediate neighbourhood. Furthermore the proposal does not involve the demolition or loss of residential accommodation and hos no detrimental impact in this regard. Compliance with Criteria F) and G) are therefore demonstrated.

Relationship with Miles Platting Neighbourhood

5.23 Policy DC2a.1 resists C2 proposals in residential areas at risk from an over concentration/cluster of C2 uses and encourage a wider spread of accommodation to avoid the need for people to move from their local community to find the accommodation they require. One of the aims of DC2a.1 is to prevent large clusters of special needs accommodation creating unbalance in a neighbourhood, often through the redevelopment or conversion of larger residential properties.

5.24 The Turning Point Building Futures Ltd proposal is for a supported residential care facility specifically designed to meet the complex needs of a small number of vulnerable local people with learning difficulties. The facility meets a need that is not provided for elsewhere in Miles Platting or the wider area.

5.25 Miles Platting has no other equivalent facilities and the new centre will allow people in need to remain in their local community rather than being forced to move elsewhere. The new facility will diversify accommodation in Miles Platting allowing a wider diversity of people to live here, contributing to the policy goal of maintaining stable and self-sustaining communities.

5.26 DC2a.1 also seeks to restrict the conversion or demolition of larger dwelling houses that may be available for larger and extended families. The proposal does not involve the loss of any existing housing and involves only new build development. It complies with Policy DC2.1 and has no detrimental impact on the residential character of Miles Platting. Furthermore since the Turning Point Building Futures Ltd proposal reuses a vacant brownfield site, the only change to the neighbourhood will be a positive one:

the new facility will enhance this part of Miles Platting and improve perceptions of it. This is in line with the aims of the PFI initiative which aims to improve the environment for both existing and future residents.

Visual and Local Amenity Considerations

5.27 Where the Council consider that the principle of an application for a C2 use is acceptable, Policy DC2b.1 advises that attention will be given to visual and local amenity considerations in order that the quality of the physical environment for all local residents is protected.

5.28 DC2b.1 states that the Council will only grant planning permission for special needs housing proposals where it can be demonstrated that the proposals will not have an adverse impact on the character of the street or the locality in respect of:

(i) displays of signs and notices;

(ii) additional car parking space involving the loss of mature trees and landscaping, especially in front gardens;

(iii) design of vehicular cross-overs to parking spaces in front gardens;

(iv) provision of external fire escapes and lift shafts;

(v) positioning of paladin bins;

(vi) construction of links between what would otherwise be separate dwelling houses;

(vii) additional comings and goings from officials and professional visitors;

(viii) more intensive use of upper floors, which become main living accommodation. This can reduce privacy to adjoining gardens and lead to noise transmission problems through party walls; and

(ix) the quality and maintenance of external areas.

5.29 The majority of the criteria listed above are intended to control the conversion of an existing dwelling. Criteria ii, iii, iv, vi, vii, viii are not relevant to a new purpose designed building on a vacant site that is set well away from neighbouring residential accommodation.

5.30 Only criteria i) v) and ix) are relevant. Signage will be discrete, bin storage is integrated within the building and good quality external areas will be installed and maintained by Turning Point Building Futures Ltd. The proposal is therefore considered to comply with policy DC2b.1. It is also noted that the replacement of a prominent vacant site with a high quality building will do much to improve visual amenity and the quality of the physical environment. The proposal fully complies with DC2b.1.

Sustainability of the Location

5.31 Giltbrook Avenue is located within 0.75 kilometres of Manchester City Centre. The new facility will therefore be in comfortable walking distance of the City Centre. Cycling between Miles Platting and the Centre is particularly easy with flat terrain making the journey relatively quick.

5.32 Oldham Road (a major arterial route) and Alan Turing Way Road (a major radial route) are within a short walk of the site. For residents and staff travelling by public transport, the site has convenient access to a variety of bus stops and services. With 500m of the site are 13 bus stops providing services to various parts of the City and beyond (Tables 1 and 2). Few parts of the City enjoy such good accessibility by public transport. Frequency of services is also excellent: on Oldham Road there are services to and from Manchester every 5 minutes or so during peak periods on Monday to Friday. The Manchester bound services provide ready access to Central Manchester's Railway and Metrolink stations. Bus Services out of Manchester run to various destinations to the east of the City including Rochdale, Oldham and Huddersfield. North Manchester Hospital is also accessible by bus on special 151 Chadderton - N.M.G. Hospital - Cheetham Service.

Table 1: GMPTE Bus Stops within 500m

Stop Ref	Location
Eb3216	Alan Turing Way, Lord North St. Towards Belle Vue
Eb0592	Alan Turing Way, Norton Street Towards Belle Vue
Eb3220	Alan Turing Way, Oldham Road Towards Belle Vue
Eb0596	Alan Turing Way, Opp Textino Towards Cheetham Hill
Eb3219	Hulme Hall Lane, Opp Hadfield Tr Towards Cheetham Hill
Eb3221	Oldham Road , Alan Turing Way Towards Manchester
Eb3222	Oldham Road , Colchester St Towards Oldham
Eb3224	Oldham Road , Opp Fir Street Towards Oldham
Eb3290	Oldham Road , Queens Road Towards Oldham
Eb3225	Oldham Road , Shetland Road Towards Manchester
Eb3223	Oldham Road , Varley Street Towards Manchester
Eb3331	Queens Road , Oldham Road Towards Cheetham Hill
Eb3332	Queens Road , Sedgeford Road Towards Belle Vue

Table 2: Bus Services within 500m

Service Ref	Service Route
24	Rochdale - Royton - Chadderton – Manchester
53	Cheetham Hill - Old Trafford - Pendleton
54	Cheetham - Rusholme - Trafford Centre
72	Chadderton - New Moston – Manchester
75	Moston - Manchester
80	Middleton - Moston – Manchester
82	Uppermill - Waterhead - Oldham - Manchester
83	Sholver - Oldham - Hollinwood - Manchester
88	Piccadilly - Moston - White Moss - Manchester
88	White Moss - Moston – Manchester
89	Manchester - Cheetham - Moston – Piccadilly
180	Greenfield - Lees - Oldham - Manchester
181	Rochdale - Chadderton - Moston - Manchester
182	Rochdale - Shaw - Chadderton – Manchester
184	Huddersfield - Uppermill - Oldham – Manchester

Guide to Development in Manchester, Supplementary Planning Document and Planning Guidance, April 2007

5.33 This sets out principles that, where relevant, have been considered during the design of the building and layout of the site. It also sets out accessibility requirements and draws attention to 'Design for Access 2' which is the City Council's manual of aspirational design guidelines. Environmental considerations such as energy efficiency are also promoted. Other sections of the Guide deal with the treatment of car parking areas and the promotion of safer environments. OMI's Design and Access Statement demonstrates how the scheme accords with these provisions.

Providing for Housing Choice - Supplementary Planning Document and Planning Guidance, Adopted 2nd September 2008

5.34 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, as set out in Planning Policy Statement 3, November 2006. It does not refer specifically to C2 uses but does recognise that it is important that everyone living in Manchester has the opportunity of a decent and accessible home. Disadvantaged people with health issues and needing supported living accommodation are obviously no exception. The Turning Point Building Futures Ltd facility clearly has an important role to play in ensuring that the requirements of people with complex and very specific care needs are met and provided for. Without such provision Miles Platting could be at risk of failing as a sustainable community.

The Manchester Commitment: Promoting Equality and Inclusion

5.35 Manchester City Council has made a commitment to striving to achieve equality for the diverse mix of communities that make up the City of Manchester. It has promoted Manchester as an attractive, diverse and exciting multicultural city in which people want to live, visit and invest. Its policy is to encourage acceptance and understanding of diversity, and opposes prejudice. It recognises that an attractive city needs to be one where all people feel able to live safely. The Council vision for Manchester in the twenty first century is of a dynamic and tolerant city which draws on all the skills of its residents. Part of this vision is that all the city's services, including planning, regeneration and care, need to be delivered in a fair and accessible way.

5.36 The Council's policy is set out in 'Promoting Equality and Inclusion', a key aim of which is to reduce deprivation so that people are not disadvantaged by the quality of life either in their neighbourhood or the city in general, or by the quality of the services (including care services) they receive. Turning Point Building Futures Ltd believe that their investment in Miles Platting will contribute to the 'bottom up' approach advocated and will assist the City Council deliver its vision for Manchester in the 21st Century.

6. Summary

6.1 The Turning Point Building Futures Ltd proposal complies with all relevant national, regional and local planning policies.

6.2 The planning application accords with the policy principles and guidance set out in the following national planning policy statements: Planning Policy Statement 1 'Delivering Sustainable Development', Planning Policy Statement 3 'Housing' and Planning Policy Guidance Note 13 Transport.

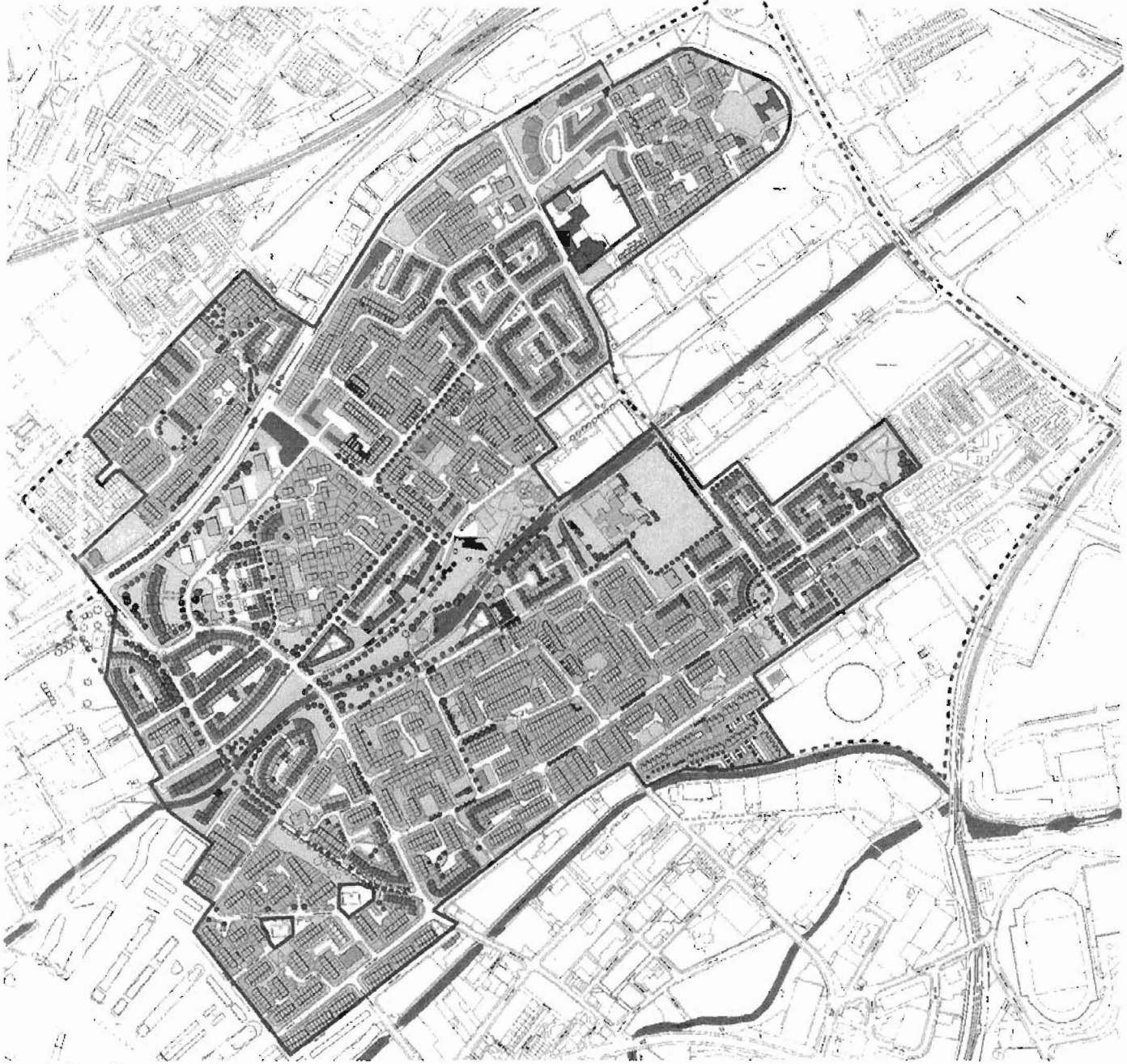
6.3 The proposal accords with the relevant policies of the adopted development plan for the area which comprises of Regional Spatial Strategy policies DP1, DP2, DP4, DP5, DP6, DP7, RDF1,MCR2, L4 and the saved policies of the Unitary Development Plan for Manchester which include Strategic Housing Policy H1.5, Policy EM7 'Miles Platting' and City wide development control policies DC2.1, DC2.2, DC2a.1, DC2b.1, DC2.3. Supplementary planning guidance is also complied with including the Guide to Development in Manchester and Providing for Housing Choice.

6.4 Furthermore the proposals accord with the City Council's and New East Manchester's strategic aim of regenerating East Manchester area and complement the proposals of the Miles Platting PFI redevelopment initiative and the emerging proposals to establish a Community Hub in the wider area. The scheme and the services and benefits that it will provide will be complementary to Manchester City Council's commitment to promoting inclusion and will assist the Council deliver its vision for Manchester in the 21st Century.

6.5 Section 38(6) of the Town and Country Planning Act 1990 states that the determination of planning applications must be made in accordance with the Development Plan, unless other material considerations indicate otherwise. This statement has demonstrated that the Turning Point Building Futures Ltd proposal is in accordance with the development plan and no material considerations can be identified which would weight against the significant benefits associated with the scheme.

Appendix 1: Manchester City Council's Neighbourhood Plan for Miles Platting

Manchester City Council's Neighbourhood Plan for Miles Platting



- Miles Platting neighbourhood PFI area
- extent of Miles Platting neighbourhood boundary
- new build residential
- existing residential
- turnaround properties
- new rented housing for large families / the elderly
- school buildings
- religious / church buildings
- community building
- retail provision
- mixed use buildings including retail
- public houses
- aspirational sites
- other / industrial
- potential future development site

10 50 100 250 500 1000 metres

MILES PLATTING PFI
The Manchester City Council Neighbourhood Plan

drawing no. A2858/2.3/002
date 18.06.06

NEW MANCHESTER
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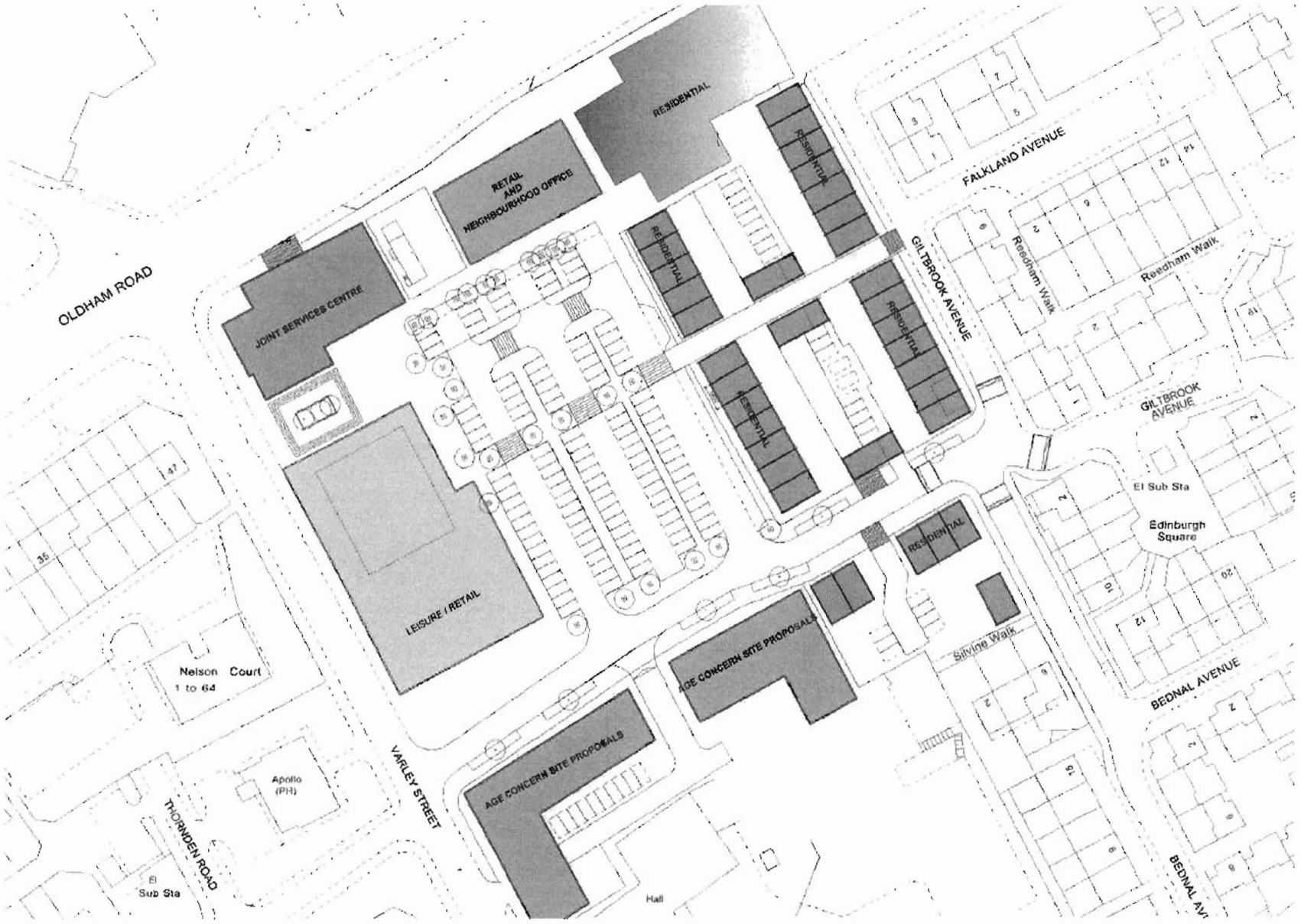
MANCHESTER CITY COUNCIL

Appendix 2: Miles Platting Community Hub Design Code, Manchester City Council

Masterplan



Miles Platting Community Hub