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Planning Statement

Loxley Homes
Land off Bamford Street, Clayton

October 2013

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Contents

1 INTRODUCTION 1

2 THE PROPOSALS 3

3 SITE AND SURROUNDINGS 4

4 PLANNING POLICY, GUIDANCE AND EVIDENCE BASE 5

National Planning Policy and Circulars 5

Local Planning Policy 6

Other Relevant Guidance and Reports 8

5 ANALYSIS 11

Principle 11

Housing Supply and Regeneration Benefits 12

Loss of Employment Land 13

Design 14

Sustainability 14

6 CONCLUSION 16

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1 INTRODUCTION

1.1 This Planning Statement accompanies an application for planning permission to replace an extant permission for 14 homes on land off Bamford Street, Clayton on behalf of Loxley Homes. The proposal is described in more detail in Section 2.

1.2 Planning permission was previously granted on the 17th March 2011 (ref: 095135/FO/2010/N2). Condition 1 requires that "***The development must be begun not later than the expiration of three years beginning with the date of this permission***". It is therefore due to expire on the 17th March 2014. The applicant therefore requires a renewal of the permission prior to expiration.

1.3 The permission has not been implemented as an agreement was not reached with the tenant to relocate. In addition, the previous applicant, McInerney Homes, subsequently went into administration and therefore could no longer be involved in the development.

1.4 The Statement considers the site and its surroundings, and goes on to summarise the planning policies which are material to the proposal, together with other guidance and evidence which have been taken into account. The analysis addresses all of the relevant issues which we consider to be relevant to the determination of the planning application. It concludes that planning permission should be granted, having regard to the development plan and other material considerations.

1.5 This Statement should be considered alongside the Design and Access Statement, which sets out how the proposals have evolved based on the assessment of the context and pre-application consultation, and how these have been evaluated to produce the design principles and concepts used in the submission.

1.6 The application is also supported by the following documents:

- Crime Impact Assessment
- Location Plan (ref: Bam/LOC/01)
- Site Plan (ref: Bamford/SK09)

- 2B 4P Plans and Elevations (Ref: Bamford/2B4P/01)
- LHC 3 bed 5 person Plans and Elevations (ref: Bamford/3B5P/01)
- Boundary Treatment plan (ref: Bamford/BOUND)

2 THE PROPOSALS

2.1 This section provides additional information about the development proposals. It should be read in conjunction with the Design and Access Statement, which describes the physical characteristics of the development in more detail.

2.2 The application description is as follows:

"The development of 12 two-storey semi-detached and 2 two-storey detached dwellings on land off Bamford Street, Clayton."

2.3 It is a full application for the following accommodation:

- 10 x two bedroom
- 4 x three bedroom

2.4 It is envisaged that the dwellings will be maintained and managed by Eastland Housing Association. Following previous consultation between Eastlands Housing Association and New East Manchester, the houses will be for private market rent. They will be targeted at families and young professionals.

2.5 Vehicular access to in-curtilage parking will be achieved from the road network surrounding the block on John Heywood Street to the north, Bank Street to the west and Bamford Street to the south. This replaces the current access via Bamford Road, which will be closed.

2.6 The design, scale and appearance of the scheme will be described in further detail in the Design and Access Statement.

2.7 The level of provision in the proposed development will be at 200%, with 2 in-curtilage parking spaces per dwelling to negate the need for on-street parking.

3 SITE AND SURROUNDINGS

3.1 The site is 0.26ha in size and is currently occupied by a self-storage company.

3.2 The site consists of shipping containers on a hardstanding surrounded by high walls on all sides.

3.3 Adjoining the site on the east are semi-detached properties orientated at the gable end, facing on to the Bamford Street to the south and John Heywood Street to the north with further housing of varying type and tenure beyond that to the east. Immediately to the north of the site are high density terraced dwellings in a grid iron street layout.

3.4 There are a number of uses in and around the Clayton West area, highlighting its transitional nature. This includes manufacturing off Bank Street in the west and storage facilities to the south, off Bamford Street and Bank Street.

3.5 The site is in close proximity to a range of recreational and entertainment facilities as part of the Etihad Campus to the west. Bamford Street is approximately 480m from the Manchester Velodrome and within a kilometre of Eastlands Stadium. There are a number of parks and green spaces close by, including Philips Park to the north and Clayton Park to the south. Two major waterways run close by; the Ashton and Rochdale canals flow just south of the site.

3.6 The area has good transport links. Bank Street links with Ashton New Road (A662) providing suitable links to the centre of Manchester and the M60 ring road in the east connecting the wider area to the rest of the surrounding road network. The nearest train station, Ashburys, is located 1.2 miles south of the site, which offers a regular service to Manchester Piccadilly. There are also a number of bus services close by on Ashton New Road, with buses departing within every 5 minutes, terminating at Piccadilly Gardens.

3.7 The East Manchester Metrolink has recently opened, with the Velopark Station being only 0.5km from the site.

3.8 The proposal site is unallocated in the Manchester Unitary Development Plan (Saved Policies; 2012).

4 PLANNING POLICY, GUIDANCE AND EVIDENCE BASE

National Planning Policy and Circulars

National Planning Policy Framework (NPPF; March 2012)

4.1 The National Planning Policy Framework provides the overarching planning principles for new development.

4.2 The Framework specifies how there are three dimensions to sustainable development: economic, social and environmental gains should be "***sought jointly and simultaneously through the planning system". (parag. 8). Relevant examples from paragraph 9 include:***

- ***Improving the conditions in which people live, work, travel and take leisure***
- ***Widening the choice of high quality homes***

4.3 An overarching principle is to "***encourage the effective use of land by reusing land that has been previously developed (brownfield land), provided that it is not of high environmental value***" (parag. 17).

4.4 Paragraph 50 states that local planning authorities "***should plan for a mix of housing based on current and future demographic trends, market trends and the needs of different groups in the community***"

4.5 Local planning authorities should "***identify the size, type, tenure and range of housing that is required in particular locations, reflecting local demand***" (parag. 50)

Other National Policy, Guidance and Reports

4.6 This document **Delivering Affordable Housing** (2006) sets out the Government's aims for the provision of affordable housing. It states that ***"the Government believes everyone should have the opportunity of a decent home, which they can afford, within a sustainable mixed***

community. This means providing a wide choice of housing to meet the needs of the whole community in terms of tenures and price ranges." (parag. 3)

4.7 The **Affordable Homes Programme 2011-15** (AHP) seeks to increase the supply of new affordable homes in England. Throughout 2011-15, the Homes & Communities Agency aims to invest £4.5bn in affordable housing with the majority of the programme funding to be made available as Affordable Rent.

4.8 **Laying the Foundations: The Housing Strategy for England** (2011) provides the over-arching government policy on housing. This identifies an acute need for housing growth as well as highlighting the requirement for more affordable housing amongst other policy reforms including affordable rent. It observes that "***Without urgent action to build new homes, children will grow up without the same opportunities to live near their families"*** (parag. 8) It goes on to highlight how getting housebuilding moving again is crucial for economic growth and how, for every new home built, up to two new jobs are created for a year (parag. 11).

4.9 On 6th September 2012 in the Written Ministerial Statement **Housing and Growth**, the Secretary of State for CLG Eric Pickles stated that:

"***The Coalition Government's number one priority is to get the economy growing***."

4.10 In a speech on the same day, the Prime Minister David Cameron stated:

"***The measures announced today show this Government is serious about rolling its sleeves up and doing all it can to kick-start the economy…they provide a comprehensive plan to unleash one of the biggest homebuilding programmes this country has seen in a generation***."

Local Planning Policy

Manchester Unitary Development Plan (UDP; Saved Policies 2012)

- **Policy DC7.1** – New Housing Development

- **Policy DC26 –** Development and Noise

Manchester Core Strategy (adopted 2012)

- **Policy H1** – Overall Housing Provision
- **Policy H2** – Strategic Housing Location: ***The key location for new residential development throughout the plan period will be within the area to the east and north of Manchester City Centre…Land assembly will be supported in this area to encourage the creation of large development sites or clusters of sites providing the potential for significant regeneration benefits. Developers should take advantage of these opportunities by:-***
    - ***Diversifying the housing offer with particular emphasis on providing medium density (40-50 dwellings per hectare) family housing including affordable housing. In locations which are close to the City Centre, such as the Lower Irk Valley and Holt Town, higher densities will be appropriate. However, the provision of family homes should remain an emphasis in these areas, too.***
    - ***Including environmental improvements across the area.***
    - ***Creating sustainable neighbourhoods which include complementary facilities and services***.
- **Policy H4** – East Manchester: ***East Manchester, over the lifetime of the Core Strategy, will accommodate around 30% of new residential development. Priority will be given to family housing and other high value, high quality development where this can be sustained. High density housing will be permitted within the parts of East Manchester that fall within the Regional Centre which are adjacent to the City Centre. These neighbourhoods include Ancoats, New Islington, Holt Town and Chancellor's Place; to the west of Alan Turing Way, and within Eastlands, Newton Heath, Openshaw and Gorton district centres as part of mixed-use schemes.***
- **Policy H8** – Affordable Housing

- Policy T2 – Accessible area of opportunity and need
- Policy EN1 – Design Principles and Strategic Character Areas

Other Relevant Guidance and Reports

4.11 The **Guide to Development in Manchester Supplementary Planning Document** was adopted in 2007 and provides detailed design guidance for applicants. This shall be referred to in detail in the accompanying Design and Access Statement.

4.12 In the 2009 **Manchester Annual Monitoring Report** the LPA has advised of a supply of housing land over the 5 year requisite, advised in the then PPS3. A total identified supply of 21,943 was available at the time the report was published, with a RSS target of 17,500 dwellings.

4.13 In terms of past provision and the housing trajectories for the City in the past five years, this states that only in 2006/07 and 2007/08 provision outstripped the delivery targets set out in RSS and also the Growth Point rate, which, in addition the RSS target is a total of 4,200 dwellings.

4.14 The AMR reports that the number of housing completions are unlikely to return to previous levels for some time.

4.15 The **Strategic Housing Land Availability Assessment** for Manchester was last completed in 2009. This identifies a mid-long term supply of land and concludes that, in terms of deliverability, it is considered that additional sites identified through the SHLAA could add 4,394 net units to the housing stock between 2010 and 2015.

4.16 The **Greater Manchester Strategic Housing Market Assessment** initially undertaken in 2008 was updated in May 2010 and supplies relevant analysis of current housing market requirements in Manchester City and the surrounding Metropolitan Boroughs. The SHMAA (2008) identifies that the Central Housing Market Area (Manchester City et al) has the highest rate of Social Rented provision in the Greater Manchester area. It is also identified

that Manchester has the highest rate of unfit private rented properties across the sample area. (Parag.4.1.4.1)

4.17 One of the key Policy Issues in the Central HMA is ***"the ability to attract private and public investment to enable tenure / type diversification within large mono-tenure social rented estates."***

4.18 With regard to Private Rented housing stock, the SHMA summarises that due to the decrease in the availability of mortgage funding and lack of affordability this has led to a greater increase on the role of the Private Rented Sector for young adults. The study states that the demand for this market remains high and should not be underestimated.

4.19 The **Manchester Economy and Employment Space Study** was published out in 2010 to support the emerging LDF. This identifies that the Local Authority has experienced a relatively low loss of employment land to other uses. The Study also concludes that Manchester has more than twice the number of employment premises compared to any of the other Boroughs of Greater Manchester, and 50% more floorspace.

4.20 The Study breaks down the existing employment land supply in the city by sub-areas. In the East of Manchester the report highlights the high proportion of poor quality employment land sites and attributes these to ***"a combination of poor quality employment buildings with little signs of investment, below average public transport or road links; and inappropriate surroundings (i.e. B2 situated in close proximity to residential developments)."***

4.21 The Study identifies that some employment sites may be released from their current use, the report clarifies that ***"Any candidate sites for release should not only perform poorly against the criteria, but should also be failing to perform a useful economic role; indicators include a combination of obsolete buildings, high vacancy rates and difficultly in letting units, with sites remaining undeveloped after a considerable period. Other indicators include causing adverse impacts to surrounding uses (such as residential) in terms of environmental factors or traffic."***

4.22 In terms of existing supply and availability of employment sites the Study advises that vacancy levels in the City are higher than the national average and whilst this is generally considered to be undesirable, this is; ***"approximately double the 9/10% vacancy rate that is typical of a normal market with a reasonable amount of space available to enable the expansion and relocation of firms."***

4.23 The **New East Manchester Strategic Regeneration Framework 2008-2018** provides guidance on the regeneration objectives for the area. In terms of the immediate Regeneration Priorities for 2008-2011 in the NEMSRF focus on the delivery of the following initiatives; ***"…new housing development and housing renewal activities in…Clayton West…"***

4.24 In Clayton, the NEMSRF offers the following objective for its ongoing renewal…***"Create new high-quality family housing structured on a regular grid street pattern"***… the explanation to this regeneration objective states that ***"The Clayton neighbourhood should continue to function as primarily a family-oriented residential area, though a mixture of housing renewal will be required along the western edge towards Bank Street".***

4.25 In the neighbouring Sportcity District applicants should be aware of the regeneration objectives including the ***"opportunity to integrate with Clayton through the development of a new residential corridor along Bank Street. Development here should seek to extend the existing streets west from Clayton. Housing should generally be family-oriented 3-4 bedroom units…"***

5 ANALYSIS

Principle

5.1 Under Section 38(6) of the Planning and Compulsory Purchase Act 2004, the application should be determined in accordance with the development plan unless material considerations indicate otherwise. In this case, the development plan for Manchester comprises the saved policies of the Unitary Development Plan (UDP) and the Core Strategy (2012).

5.2 The UDP shows the site to be unallocated. However, within the Core Strategy it is located in the East Manchester (Policy H4) sub-area. This policy makes it clear that East Manchester will be a focus for future housing through accommodating "***around 30% of new residential development***". It is stated that "***priority will be given to family housing***".

5.3 As the application is for a renewal of permission, the Council has already accepted the principle of residential development in this location.

5.4 The existing lawful use of the site for storage may be able to continue if the renewal application is not granted permission. This is a low quality employment site and the built environment in this location does not contribute towards a positive image of regeneration in East Manchester. The visual impact of the site on the area is negative and has an imposing outlook for residents surrounding the site, facing a tall brick wall with barbed wire on top. The existing activity at the site is potentially disruptive to residents surrounding the site and in particular those living at 31 Bamford Street and 31 John Heywood Street. This may be due to 'off peak' movements in and out of the site resulting in noise impact from machinery, equipment and HGVs.

5.5 This current use of the site equates to a 'Bad Neighbour' use and there should be encouragement away from such inappropriate uses in a renewal area.

5.6 Redevelopment of the site for residential purposes is also consistent with paragraph 17 of NPPF which seeks to encourage the effective use of land by reusing land that has been previously developed.

Housing Supply and Regeneration Benefits

5.7 The proposals clearly accord with the regeneration and renewal objectives for the area of East Manchester. This is illustrated in the proposals' direct accordance with UDP policies for the Clayton sub-area as set out in paragraph 6.2 of this report.

5.8 Specifically, the aims of the New East Manchester Single Regeneration Framework which encourages; ***"…new housing development and housing renewal activities in…Clayton West…"*** as well as "***new high-quality family housing structured on a regular grid street pattern".*** The NEMSRF also advocates the continued function of Clayton ***"as primarily a family-oriented residential area, though a mixture of housing renewal will be required along the western edge towards Bank Street",*** which is explicitly encouraging what the proposals will achieve.

5.9 Eastlands Housing Association liaised with New East Manchester during the original pre-application discussions and has gained the support of NEM for the proposed development.

5.10 Manchester has the highest rate of Social Rented Housing in Greater Manchester and an over-dependence on what the SHMA identifies as "***large mono-tenure social rented estates"*** which has resulted in an imbalance of the housing market in places such as Clayton and undermined the regeneration of these areas. The smaller scale of the current development represents an alternative to this discredited approach, as does its tenure.

5.11 As acknowledged in the SHMA, Manchester has the highest rate of unfit private rented properties in the Greater Manchester area and the proposals would contribute towards the renewal of stock in this tenure. Additionally, the growth in demand for Private Rented housing has been significant in Manchester and this supply should be met. Therefore we

believe that housing in renewal areas such as Clayton should offer a mix in tenure that is flexible to housing needs, yet conforms to the wider regeneration aspirations for the area.

5.12 Finally, the provision of new housing and its resultant economic benefits should be encouraged in light of the shortfall in completions across the City.

Loss of Employment Land

5.13 The loss of employment land in this location is not significant. The site is not of a quality in terms of the built facilities for employment generation to merit its ongoing operation in a predominantly residential area. Nor is the site protected by an employment land allocation in the Manchester UDP or Core Strategy.

5.14 Currently, the site occupies a number of metal storage containers, in association with the self-storage business operating on the site. In terms of the numbers employed, this is a small-scale operation. This business would be easily able to relocate to a more appropriate site in the City. As identified in the Manchester Economy and Employment Space Study, the City has twice the number of employment premises when compared to neighbouring Boroughs of Greater Manchester, 50% more floorspace and a level of vacancy which offers ***"a reasonable amount of space available to enable the expansion and relocation of firms."*** Conversely, this means that when considered amongst the surplus of employment premises and high vacancy rates, agents would be undoubtedly have difficulty marketing the proposal site to attract to other business operations there.

5.15 Additionally, this background report to the LDF identifies that sites such as the land off Bamford Street have performed poorly when tested against the criteria set which include ***"a combination of poor quality employment buildings with little signs of investment, below average public transport or road links; and inappropriate surroundings (i.e. B2 situated in close proximity to residential developments)."*** With the exception of transport links, these deficiencies apply to the site.

5.16 When judged against the need to remove 'bad neighbour' uses from an existing residential area and the aspiration to regenerate East Manchester and renew the housing market in Clayton, we believe that the release of this site from employment use should not be considered a barrier to development.

Design

5.17 The detailed design of the scheme is described in further detail in the Design and Access Statement. There are no buildings to be lost on the site and the minor clearance works required, include the demolition of brick walls which are not of a high design standard worthy of retention.

5.18 The proposals will allow the efficient use of the site and complement the context. This is supported by the New East Manchester Single Regeneration Framework which advocates "***new high-quality family housing structured on a regular grid street pattern"*** in the area of Clayton West.

5.19 The traditional style of the family housing will be appropriate in a locality which features a number of building styles. The provision of private amenity areas and in-curtilage parking will meet the needs of the family occupiers that the properties will be aimed at.

Sustainability

5.20 The scheme will incorporate a number of sustainable construction methods and intrinsically sustainable principles as part of the development and these include;

- The reuse of previously developed land
- The proposed housing density makes efficient use of the site
- The site is well related to local services and facilities, thus reducing the need to travel
- Existing tram and bus services mean that the site is well served by public transport

- The provision of high quality market housing, which will contribute to the achievement of a safe, sustainable and liveable mixed community

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6 CONCLUSION

6.1 This statement, in conjunction with the Design & Access Statement has clearly demonstrated that the proposals are in accordance with the development plan and other material considerations.

6.2 As the application is for a renewal of permission, the Council has already accepted the principle of residential development in this location.

6.3 Housing is an appropriate use in this location in principle and accords with all planning and regeneration policies nationally and locally, encouraging the reuse of a previously developed site and the renewal of the Clayton neighbourhood through the provision of mixed tenures and types of housing.

6.4 The loss of a poor quality, unprotected employment site in a predominantly residential area is not a barrier to development. This statement has established that the current use of the site equates to a 'bad neighbour' use.

6.5 Along with providing high quality family housing, the proposal would contribute to a balance of tenures that is flexible and responsive to needs, yet reflect the wider aspirations for the East Manchester area.

6.6 The scheme is reflective of the ongoing regeneration of Clayton and aspirations for the wider East Manchester area. The scheme is supported by New East Manchester and directly conforms to the Single Regeneration Framework.

6.7 We therefore conclude that there is an overwhelming case for the granting of planning permission.