Application Number	Date of Appln	Committee Date	Ward
137657/FO/2023	7th Nov 2023	18 January 2024	Crumpsall Ward

Proposal Erection of two storey building (with basement) to form synagogue (Class F.1) following demolition of existing building, together with associated parking and landscaping

Location 27-29 Middleton Road, Manchester, M8 5DT

Applicant Mr Roberts , Kehillas Crumpsall

Agent Mr Sunil Parmar, Debtal Architecture Ltd

EXECUTIVE SUMMARY

This application relates to a pair of semi-detached dwellinghouses which have been subdivided into flats. Consent is sought for the erection of a two storey building (with basement) to form a synagogue (Class F.1) following demolition of existing building, together with associated parking and landscaping. The application site is located within the Crumpsall Lane Conservation Area.

7 objections and 103 emails of support have been received.

Key Issues

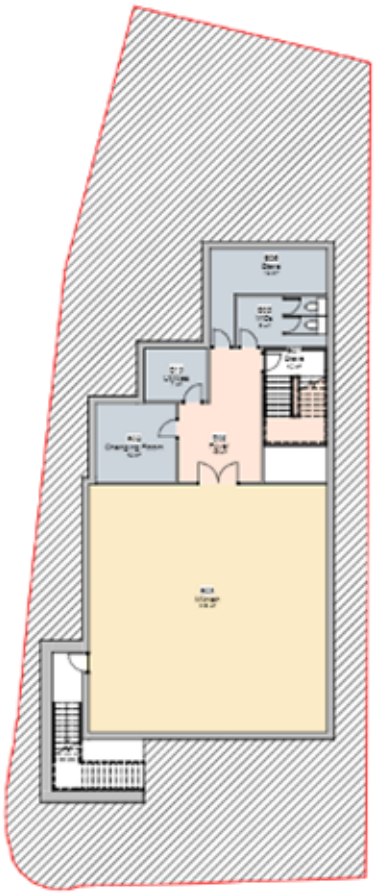
The principle of the proposal and the scheme's contribution to cultural facilities as set out in the report, accords with national and local planning policies. Any potential impacts on local residents are fully set out and addressed. These include wider impacts from construction to operational impacts such as traffic, as well as design and appearance together with the impact on the character of the conservation area.

Description

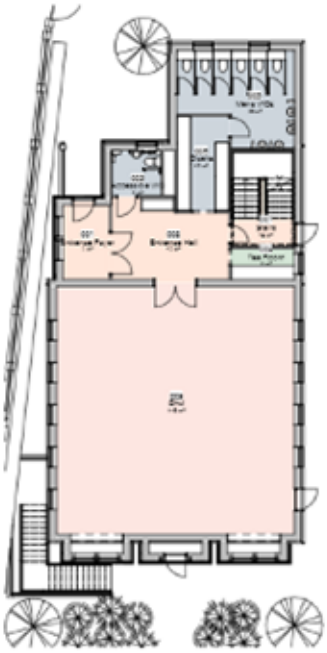
The proposed development relates to nos.27-29 Middleton Road which are sited at the junction of Middleton Road and Moxley Road.

The site is a broadly rectangular plot covering an area of 530 sq.m. and currently occupied by a pair of semi-detached two storey dwellings with a basement, which have been subdivided into flats . Parking and refuse storage currently take place at the rear of the site and boundary treatment to Moxley Road has been removed to enable access to off street parking.
The existing pair of two storey properties are set back from the pavement and front onto Middleton Road, and the side and rear elevations of the properties have been rendered. A two-storey gable-ended rendered rear outrigger with an additional single storey lean to beyond, has been added to the properties in the past.

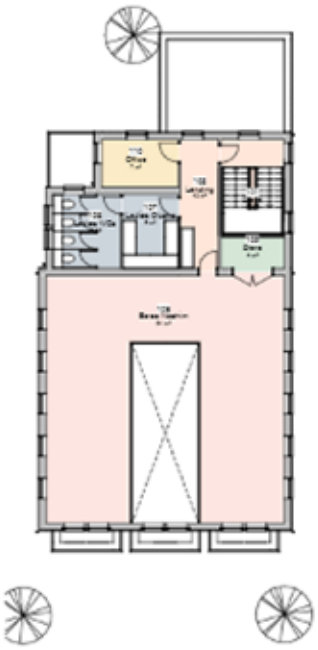
Consent is sought for the erection of a two-storey building (with basement) to form synagogue (with associated ancillary facilities including a function hall, offices and ritual bathing following demolition of existing building, together with associated parking and landscaping. The ground floor would comprise the main synagogue facility, including the man prayer hall, with the upper floor housing the ladies prayer gallery, and an office, and the basement accommodating the Mikvah bathing pools and associated facilities.



3. Level B1 - GA Proposed



1. Level 0 - GA Proposed



2. Level 1 - GA Proposed

The site layout includes the formal setting out of the external space to the rear of the proposed synagogue, with the provision of 2 off street parking spaces (including 1 space for disabled users).

6no. cycle storage spaces are proposed to be located to the west of the proposed building.

The synagogue is proposed to be open for use by the local community from 07:00 — 21:00 on Sundays to Fridays; and 08:00 – 21:00 on Saturdays and Festival days. The supporting documentation suggests that the maximum capacity would be limited to seventy people.

Planning History
Application Reference: 035763
Address: 27/29 Middleton Road, Crumpsall
Description: Conversion and extension of two dwellinghouses into 8 self-contained flats.
Refused 08 March 1990

Application Reference: 036585
Description: Conversion of properties into 4 studio flats and 2 self contained flats and the erection of a part single part two storey rear extension
Approved 20 June 1990
Address: 27/29, Middleton Road, Crumpsall

Consultations

103 emails of support were received which can be summarised as follows :

- The importance of having a synagogue locally, which will not create traffic because it is for local people who live in proximity, which will lead to less pollution .
- the erection of a synagogue is a vital need for the area of Crumpsall which over recent years has seen a large increase of religious Jewish residents. At the moment there is no permanent synagogue in the vicinity and since religious law forbids driving or travelling by bus on the Sabbath and Festivals, worshippers have to walk to Salford or Prestwich to attend services.
- Having to walk each way a minimum of three times on each Sabbath can be a strain. It would also mean that children won't have to cross the road if they wish to make their own way for part of the services.
- Children enjoy attending services, but they often only come to join later, as full service is too long for them. Having this facility local, without necessitating crossing main roads, will definitely enhance their experience and ability to feel a sense of belonging to the community. Catering to the needs of young adults is always a rewarding venture with far reaching positive results to the local as well as wider neighbourhood.
- People are desperate for a synagogue and community centre in the area, this will be a tremendous benefit for the adults but even more so for the children in the community that they should have a safe and structured place to hang out rather than on the streets.
- The project will have a positive impact on the area and will add to the blend of ethnic culture in the Crumpsall locality.

- As far as activity & noise are concerned the site is an ideal place where the noise of the main road - Middleton Road over comes any noise that could emerge from any building site.
- Although there is already an established traditional synagogue in the area there is none which follow the same customs and traditions that this proposed synagogue plans to offer, accommodating and attracting young families. This is a unique opportunity to build a family friendly synagogue with plans to offer a wide range of community activities for all ages. This will greatly enhance the neighbourhood and as it will attract younger families to live nearby.
-
- At present, the outlook of this location is neglected and leaves much to be desired, whereas a newly built building would modify the impression of the complete area giving it an up-to-date, modernised style of architecture.

7 emails of objection (4 are emails from two local residents) and can be summarised as follows :
-Major concerns relating to traffic congestion as Moxley Road is only a small road and already very congested and difficult to park on street; Middleton Road is a very busy road at all times and would not support the extra traffic. During the construction process there would be a high volume of construction traffic.
- Loss of two houses with architectural merit and features within the Crumpsall Lane Conservation Area which is at odds with the status as a conservation area.. Should only be acceptable if the houses are in a poor state of repair.
- Loss of affordable apartments, especially when there is a synagogue a few hundred yards down the road.
-The demolition and construction works will cause disturbance to local residents.
-There are other synagogues in the local area, and fair number do not get a prayer quorum on a daily basis and need supporting.
-There are existing parking problems locally with people parking up on the pavements already. This will be a very problematic for traffic when cars are trying to turn down Bennett Rd in rush hour. Parents also collecting and taking children to school also give rise to parking issue in the local area. They question whether parking restrictions would be introduced, and if the scheme goes ahead whether residents be supplied with parking permits.

Highway Services

The Transport Statement demonstrated the times when the combination is greatest of traffic generated by the proposed development and existing highway network traffic, are the weekday AM and PM peak hours and Saturday peak hour. The main events held at the Synagogue will be held on the Sabbath (Saturday) and Jewish festival days. The Transport Statement confirms that undertaking car trips to/from the Synagogue on the Sabbath and festival days is forbidden under Jewish tradition. Therefore, it is accepted that during these times there will a minimal number of trips to the site. It is noted that other events will happen outside of these peak hours and could result some vehicle trips. It is likely that a lot of the congregation will live within

walking distance of the site, due to walking to the site on Sabbath days and festival days.
Highways have no concerns about highway safety issues within the vicinity of the site.
The site is well accessed by sustainable modes.
The existing vehicular access on Moxley Road would be gated and will provide access to 2 vehicle parking space within the site. A separate pedestrian and cycle access gate will be provided. The proposals will provide 2 parking spaces (one standard and one disabled).
6 cycle parking spaces will be provided as part of the proposed development and will be provided in the form of 3 Sheffield Stands. These stands should be sheltered and secure. Cloak rooms are proposed on all floors which can be used to store cycle equipment.
It is recommended that all fencing / railings adjacent to the adopted highway are visually permeable from a distance of 600mm upwards to ensure adequate visual permeability for child pedestrians.
Refuse collection will be undertaken on Moxley Road. Deliveries are anticipated to be undertaken via car or van via the main car park. HGV deliveries to the site are anticipated to be infrequent but can be accommodated on Moxley Road. It is noted that there are no parking restrictions along Moxley Road.

It is requested that a Travel Plan is put in place at the site. A Baseline Survey should be undertaken within 6 months of occupancy of the development. Once completed the targets for the Travel Plan should be updated and a full travel plan submitted within 3 months of the baseline being undertaken. The development, submission, implementation and monitoring of the Travel Plan should be included in the conditions of any planning consent.

A Construction Management Plan should be provided by the applicant prior to any construction works beginning. It is also requested the applicant provides a dilapidation survey as part of the Construction Management Plan document. The survey should include photographs and commentary on the condition of carriageway / footways on construction vehicle routes surrounding the site. It is recommended that the above is conditioned and attached to any planning permission that may be granted.

Taking all of the above into account Highways do not have any highways safety concerns and are satisfied with the level of proposed parking.

Environmental Health- recommend that conditions relating to the submission of a Demolition/ Construction Management Plan, an air quality impact/exposure assessment, ground contamination, imported soils, electric charging points, acoustic insulation of the property in accordance with the submitted acoustic report , refuse storage in accordance with the submitted waste management strategy, limiting the hours of operation to those applied for : 07:00 – 10:00 and 16:00 – 21:00 on Sunday – Friday; and 08:00 – 13:00 and 16:00 – 21:00 on Saturdays and Festival days.; and limiting servicing hours to 07:30 to 20:00, Monday to Saturday, no deliveries/waste collections on Sundays/Bank Holidays.

Greater Manchester Police- Any comments received will be reported to Committee.

United Utilities Water PLC-
DRAINAGE – Strongly encourage all developments to include sustainable drainage systems to help manage surface water and to offer new opportunities for wildlife to flourish. Request that measures to avoid surface water entering the public sewer are incorporated into the proposal. If new developments can manage flows through sustainable drainage systems that discharge to an alternative to the public sewer, it will help to minimise the likelihood of sewers spilling into watercourses and the flooding of homes and businesses.
Further advise that it is the applicant's responsibility to investigate the existence of any pipelines that might cross or impact their proposed site and also to demonstrate the exact relationship between United Utilities' assets and the proposed development.

Greater Manchester Ecology Unit - The bat survey was undertaken in April 2022, which is a time of year when bats are known to be less active. The survey comprised of an internal and external inspection of the property. The building is a two storey detached house which is due to be demolished. They advise that are happy with the methodology and findings of the survey.

However, the survey recommended that "*due to the amount of potential ingress/egress points and suitable roosting features, the buildings were deemed as having moderate potential for bats to roost. Therefore, two activity surveys are required during the bat survey season (May to September, inclusive)*.

The overall potential for roosting bats in the building has been assessed by the surveying ecologist moderate.

No reference was made to the trees within the footprint of the development and their potential to support roosting bats.

In line with good practice guidelines, the ecologist has recommended that for buildings with moderate roost suitability; two presence/ absence surveys are carried out. The surveys should be undertaken between May to August. These presence/absence surveys have not yet been provided.

As all species of bat and their roosts are protected under UK and European legislation and are a material consideration when determining planning applications. As such they advise that if the development is likely to disturb a potential bat roost then a bat survey should be carried out before the application is determined.
The application should therefore not be determined until a bat survey is submitted. Such a survey should be undertaken by a licensed bat specialist and at an appropriate time of year. If bats are found, then appropriate mitigation would need to be proposed and the other two tests considered by the Local Authority.

Policy

Places for Everyone

The Places for Everyone Plan is a Joint Development Plan Document, providing a strategic plan and policies, for nine of the 10 boroughs which make up Greater Manchester. Once the Places for Everyone Plan is adopted it will form part of Manchester's development plan.

To date, five consultations have taken place in relation to the Plan. The Examination of the Plan, following its submission in February 2022, began in November 2022. Following the completion of the Examination of the Plan, main modifications have now been proposed which will now become the subject of further public consultation.

The City Council's Executive agreed the Main Modification on 4 October 2023 and endorsed an 8 week period of public consultation on the Main Modifications commencing no earlier than 9 October 2023.

Any representations will be forwarded to the Examination team managing the Plan. The Inspectors will consider all representations on the proposed Modifications before finalising the examination report.

Given the stage the Plan has reached, and level of public consultation and scrutiny it has received, the Plan and its policies are now a material planning consideration in the determination of planning applications. The Plan and its policies must therefore be given significant weight in the planning balance.

The following policies are relevant:
i.JP- S1- Sustainable development
ii.JP- S2 – Carbon and energy
iii.JP- S5 – Flood risk and the water environment

National Planning Policy Framework (December 2023)

The revised NPPF was adopted in July 2018, and has been subsequently re-issued, with the latest version issued in December 2023. The document states that the 'purpose of the planning system is to contribute to the achievement of sustainable development. The document clarifies that the 'objective of sustainable development can be summarised as meeting the needs of the present without compromising the ability of future generations to meet their own needs' (paragraph 7). In order to achieve sustainable development, the NPPF states that the planning system has three overarching objectives - economic, social and environmental (paragraph 8).

Section 8 'Promoting healthy and safe communities' Paragraph 96 states that planning decisions should aim to achieve healthy, inclusive and safe places which: a) Promote social interaction; b) Are safe and accessible, so that crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion;

Paragraph 97 discusses the importance of providing social, recreational and cultural facilities and services that communities need.

Section 9 ‘Promoting sustainable transport ‘Paragraph 114 states that in assessing applications for development, it should be ensured that: a) Appropriate opportunities to promote sustainable transport modes can be made dependent of the type of development and its location; b) Safe and suitable access to the site can be achieved for all users; c) the design of streets, parking areas, other transport elements and the content of associated standards reflects current national guidance, including the National Design Guide and the National Model Design Code; and d) Any significant impacts from the development on the transport network (in terms of capacity and congestion), or on highway safety, can be cost effectively mitigated to an acceptable degree. Paragraph 115 goes onto state that ‘development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe. The proposed synagogue development would be used predominantly by local residents who would walk to the synagogue. However, 2 parking spaces (one for disabled users) and cycle storage facilities are proposed within the development which would be available for use by the congregation. The development would incorporate sustainable transportation options and chapter 9 would be positively responded to.

Section 11 'Making effective use of land' states that 'planning decisions should promote an effective use of land in meeting the need for homes and other uses, while safeguarding and improving the environment and ensuring safe and healthy living conditions' (paragraph 123).

Section 12 'Achieving Well Designed Places' states that 'the creation of high-quality buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities. Being clear about design expectations, and how these will be tested, is essential for achieving this' (paragraph 131). Planning decisions should ensure that developments: a) will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development; b) are visually attractive as a result of good architecture, layout and appropriate and effective landscaping. The NPPF is clear that planning permission should be refused for development of poor design that fails to reflect local policies and government guidance on design, taking into account any local design standards or style guides in plans or supplementary planning documents. Local planning authorities should also seek to ensure that the quality of approved development is not materially diminished between permission and completion, as a result of changes being made to the permitted scheme (for example through changes to approved details such as the materials used). (paragraph 140). In this case, the development would involve the creation of a new synagogue. The proposed accommodation would be in the form of a two storey building with basement accommodation synagogue (Class F1) with associated facilities, access, car parking arrangements, landscaping and boundary treatment. The proposed built form has been designed to be traditional in nature and is considered to be acceptable in terms of its form and siting. On this basis, it is considered that chapter 12 would be appropriately responded to. Paragraphs 10, 11,

and 12, of the NPPF outline a "presumption in favour of sustainable development". This means approving development, without delay, where it accords with the development plan and where the development is absent or relevant policies are out-of-date, to grant planning permission unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits when assessed against the NPPF.

Section 14 'Meeting the challenge of climate change, flooding and coastal change' Paragraph 157 seeks that the planning system should support the transition to a low carbon future in a changing climate, taking full account of flood risk and coastal change. It should help to shape places in ways that contribute to radical reductions in greenhouse gas emissions, minimise vulnerability and improve resilience; encourage the reuse of existing resources, including the conversion of existing buildings; and support renewable and low carbon energy and associated infrastructure.

Paragraph 162 expects new development to comply with any relevant development plan policies relating to decentralised energy, where viable, and take account of design-based factors including landform, layout, building orientation, massing and other criteria to minimise energy consumption. Paragraph 165 seeks to direct development away from areas which are at the highest risk of flooding. Paragraph 173 sets out that, in the determination of planning applications, local planning authorities should ensure that flood risk is not increased elsewhere and that, where appropriate, planning applications should be supported by a site-specific flood risk assessment. The proposed development has been designed with a fabric first approach, and through location and design would give rise to a sustainable development. On this basis, it is considered that chapter 14 would be appropriately responded to.

Section 15 – ‘Conservation and enhancement of the natural environment’ Paragraph 180 sets out that planning decisions should enhance the local environment through means including:
-minimising impacts on and providing net gains for biodiversity, including by establishing coherent ecological networks that are more resilient to current and future pressures;
- preventing new and existing development from contributing to, being put at unacceptable risk from, or being adversely affected by, unacceptable levels of soil, air, water or noise pollution or land instability. Development should, wherever possible, help to improve local environmental conditions such as air and water quality, taking into account relevant information such as river basin management plans; and
- remediating and mitigating despoiled, degraded, derelict, contaminated and unstable land, where appropriate.

Paragraph 189 sets out that planning decisions should ensure that a site is suitable for its proposed use, taking into account of ground conditions and any risks arising from land instability and contamination. Paragraph 191 states that planning decisions should also ensure that development is appropriate for its location taking into account the likely effects (including cumulative effects) of pollution on health, living conditions and the natural environment. In doing so they should:

a) mitigate and reduce to a minimum potential adverse impacts resulting from noise from new development – and avoid noise giving rise to significant adverse impacts on health and the quality of life; b) identify and protect tranquil areas which have remained relatively undisturbed by noise and are prized for their recreational and amenity value for this reason; and c) limit the impact of light pollution from artificial light on local amenity, intrinsically dark landscapes and nature conservation.

It is not expected that ground conditions present at the site would be unusual or complex. Furthermore, the proposed development would, include new tree planting and soft landscaping as part of the proposal. On this basis, it is considered that chapter 15 would be appropriately responded to.

Section 16 – 'Conserving and enhancing the historic environment'

Paragraph 200 states in determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets' importance and no more than is sufficient to understand the potential impact of the proposal on their significance. As a minimum the relevant historic environment record should have been consulted and the heritage assets assessed using appropriate expertise where necessary. Where a site on which development is proposed includes, or has the potential to include, heritage assets with archaeological interest, local planning authorities should require developers to submit an appropriate desk-based assessment and, where necessary, a field evaluation.

Paragraph 201 requires that local planning authorities should identify and assess the particular significance of any heritage asset that may be affected by a proposal (including by development affecting the setting of a heritage asset) taking account of the available evidence and any necessary expertise. They should take this into account when considering the impact of a proposal on a heritage asset, to avoid or minimise any conflict between the heritage asset's conservation and any aspect of the proposal.

Paragraph 202 requires that where there is evidence of deliberate neglect of, or damage to, a heritage asset, the deteriorated state of the heritage asset should not be taken into account in any decision.

Paragraph 203 goes on to state that in determining applications, local planning authorities should take account of: a) the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation; b) the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and c) the desirability of new development making a positive contribution to local character and distinctiveness

Paragraph 205 states that when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation (and the more important the asset, the greater the weight

should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance.

Paragraph 209 requires that the effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that directly or indirectly affect non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset.

Paragraph 213 , however stated that not all elements of a Conservation Area or World Heritage Site will necessarily contribute to its significance. Loss of a building (or other element) which makes a positive contribution to the significance of the Conservation Area or World Heritage Site should be treated either as substantial harm under paragraph 207 or less than substantial harm under paragraph 208, as appropriate, taking into account the relative significance of the element affected and its contribution to the significance of the Conservation Area or World Heritage Site as a whole.
With the exception of the front façade the existing buildings do not include design details of particular significance, and the building have been extended in the past . The agent has provided a justification in respect of why the front facade of the building could not be retained and this matter is considered further elsewhere in this report.

National Planning Policy Guidance (NPPG)
The relevant sections of the NPPG are as follows:
Noise : states that 'Local planning authorities' should take account of the acoustic environment and in doing so consider: - whether or not a significant adverse effect is occurring or likely to occur; - whether or not an adverse effect is occurring or likely to occur; and - whether or not a good standard of amenity can be achieved. Mitigating the noise impacts of a development will depend on the type of development being considered and the character of the proposed location.
In general, for noise making developments, there are four broad types of mitigation:
- engineering: reducing the noise generated at source and/or containing the noise generated;
- layout: where possible, optimising the distance between the source and noise;
-sensitive receptors and/or incorporating good design to minimise noise transmission through the use of screening by natural or purpose built barriers, or other buildings;
- using planning conditions/obligations to restrict activities allowed on the site at certain times and/or specifying permissible noise levels differentiating as appropriate between different times of day, such as evenings and late at night, and;
- mitigating the impact on areas likely to be affected by noise including through noise insulation when the impact is on a building.

Design: states that where appropriate the following should be considered:
- layout
- the way in which buildings and spaces relate to each other
- form - the shape of buildings
- scale - the size of buildings
- detailing
- the important smaller elements of building and spaces

- materials
- what a building is made from Travel Plans: Transport Assessments in decision taking states that applications can positively contribute to:
 - encouraging sustainable travel;

- lessening traffic generation and its detrimental impacts;
 - reducing carbon emissions and climate impacts;
 - creating accessible, connected, inclusive communities;
- improving health outcomes and quality of life;
- improving road safety; and
- reducing the need for new development to increase existing road capacity or provide new roads. These largely relate to detailed aspects of a planning submission which are addressed in the following section of the report; the conclusions of the necessary assessments is that the proposal accords with the general principles of the NPPG.

Manchester Core Strategy
The Core Strategy Development Plan Document 2012 -2027 ("the Core Strategy") was adopted by the City Council on 11th July 2012. It is the key document in Manchester's Local Development Framework. The Core Strategy replaces significant elements of the Unitary Development Plan (UDP) as the document that sets out the long term strategic planning policies for Manchester's future development. Appendix C of the Core Strategy has a list of superseded policies and their replacements. A number of UDP policies have been saved until replaced by further development plan documents to accompany the Core Strategy. Planning applications in Manchester must be decided in accordance with the Core Strategy, saved UDP policies and other Local Development Documents.

The following specific policies are considered to be particularly relevant to the proposed development:

Policy SP1 - Spatial Principles
The synagogue proposal in Crumpsall ward will make a positive contribution to the neighbourhood by providing improved facilities in the local area.

Policy EN 1- Design Principles and Strategic Character Areas
Policy EN1 outlines that all development in Manchester will be expected to follow the seven principles of urban design, as identified in national planning guidance and listed above and have regard to the strategic character area in which the development is located. Opportunities for good design to enhance the overall image of the City should be fully realised, particularly on major radial and orbital road and rail routes. The design and access statement submitted with proposals for new development must clearly detail how the proposed development addresses the design principles, reinforces and enhances the local character of that part of the City and supports the achievement of the Core Strategy Strategic Objectives.

Policy EN3 - Heritage
Policy EN 3 advises that throughout the City, the Council will encourage development that complements and takes advantage of the distinct historic and heritage features of its districts and neighbourhoods, including those in the City Centre. New development must be designed so as to support the Council in preserving or, where possible, enhancing the historic environment, the character, setting and accessibility of areas and buildings of acknowledged importance, including scheduled monuments, listed buildings registered parks and gardens, conservation area and archaeological remains. Whilst the proposed development site does not contain, nor is in proximity listed buildings, it is located within the Crumpsall Conservation Area. Whilst the removal of the existing building, would clearly have impacts in visual terms in the context of the conservation area, and the streetscene, it is not, however, considered that the proposed development would lead to a significantly adverse impact to the character of the conservation area in visual terms.

Policy EN 8- Adaptation to Climate Change
All new development will be expected to be adaptable to climate change in terms of the design, layout, siting and function of both buildings and associated external spaces. In achieving developments which are adaptable to climate change developers should have regard to the following, although this is not an exhaustive list:
- Minimisation of flood risk by appropriate siting, drainage, and treatment of surface areas to ensure rain water permeability.
-Reduction in urban heat island effect through the use of Green Infrastructure such as green roofs, green walls, increased tree cover and waterways .
- The need to control overheating of buildings through passive design.
- The opportunity to provide linked and diverse green space to enhance natural habitats which will assist species adaptation.
An Environmental Standards Statement is included as part of the submission for this application. This in conjunction with the design in the Design and Access Statement demonstrates that the proposed synagogue would be a well-insulated modern building thereby reducing carbon emissions. This is welcomed and will assist in managing matters arising from climate change in the future. The development would therefore accord with the aspirations within policy EN8.

Policy EN14 -Flood Risk
In line with the risk-based sequential approach, development should be directed away from sites at the greatest risk of flooding, and towards sites with little or no risk of flooding; this should take account of all sources of flooding identified in the Manchester-Salford-Trafford Strategic Flood Risk Assessment (SFRA). In addition to the requirements for site-specific Flood Risk Assessments (FRAs), an appropriate FRA will also be required for all development proposals, including changes of use, on sites greater than 0.5ha within Critical Drainage Areas (CDAs) and Canal Hazard Zones identified in the SFRA. All new development should minimise surface water run-off, including through Sustainable Drainage Systems (SUDS) and the appropriate use of Green Infrastructure. Developers should have regard to the surface water run-off rates in the SFRA User Guide. In CDAs, evidence to justify the surface water run-off approach / rates will be required. The City of Manchester contains many sections of rivers which are culverted or 'hidden'; where these are indicated in the SFRA beneath the proposed development site, further investigation will be required and the

development proposal should take this into account; where feasible and appropriate development should seek to open up culverted/hidden rivers to reduce the associated flood risk and danger of collapse, taking advantage of opportunities to enhance biodiversity and Green Infrastructure. The application site is in an area identified as having a 'low' probability of flooding on the Environment Agency Flood Map and is located in Flood Zone 1.

Policy EN15- Biodiversity and Geological Conservation
There are no trees present on the site, but there is a short section of privet hedging at junction of Middleton Road and Moxley Road. It is, however, proposed to incorporate tree planting as part of the soft landscaping scheme. This issue is dealt with in greater detail elsewhere in this report.

Policy EN16 - Air Quality
The site adjoins a busy arterial route. This aspect of the scheme is addressed in detail elsewhere in the report.

Policy EN18 - Contaminated Land and Ground Stability
Given this site is in residential use at present, any potential for ground contamination would be limited. This aspect of the scheme is addressed in detail elsewhere in the report.

Policy EN19 – Waste
Plans have been submitted which show the location of the proposed bin store, and details of the waste streams and storage capacities have been provided for consideration. This aspect of the scheme is addressed in detail elsewhere in the report.

Policy T1 - Sustainable Transport
Policy T1 seeks to support proposals that deliver a sustainable, high quality, integrated transport system to encourage modal shift away from car travel to public transport, cycling and walking, to support the needs of residents and businesses and to prepare for carbon free modes of transport. The proposed development is located within an area served by bus services on Middleton Road and Bury Old Road. The proposal includes measures to support future sustainable travel, including electric charging points and cycle parking, and that due to the nature of the use high levels of users arriving on foot are anticipated, this would accord with the aspirations of Policy T1.

Policy T2 Accessible areas of opportunity and need
Policy T2 relates to the accessibility of new development and seeks to ensure that they are easily accessible by walking, cycling and public transport connecting residents to jobs, centres, health, leisure, open space and educational opportunities. The submitted Transport Assessment indicates that the site benefits from a good level of accessibility by all transport modes. Measures are included as part of the development to support non-car access. Policy T2 also outlines a requirement for developments to provide the appropriate level of parking that meets the realistic requirements of the users of the development. The supporting information which had

been submitted indicated the level of parking that will serve the development, in conjunction with the required travel plan would meet the operational needs of the proposal and would therefore accord with the aspirations of policy T2.

Policy DM1 Development Management
Policy DM1 Follows the principles advocated in the aforementioned policies and informs that all development should have regard to the following specific issues for which more detailed guidance may be given within a supplementary planning document:
- Appropriate siting, layout, scale, form, massing, materials and detail.
- Impact on the surrounding areas in terms of the design, scale and appearance of the proposed development. Development should have regard to the character of the surrounding area.
- Effects on amenity, including privacy, light, noise, vibration, air quality and road safety and traffic generation. This could also include proposals which would be sensitive to existing environmental conditions, such as noise.
- Accessibility: buildings and neighbourhoods fully accessible to disabled people, access to new development by sustainable transport modes.
- Community safety and crime prevention.
- Design for health.
- Adequacy of internal accommodation and external amenity space.
- Refuse storage and collection.
- Vehicular access and car parking.
- Effects relating to biodiversity, landscape, archaeological or built heritage.
- Green Infrastructure including open space, both public and private.
- Flood risk and drainage.
- Existing or proposed hazardous installations.
- Developers will be required to demonstrate that new development incorporates sustainable construction techniques. As set out within the issues section of this report below, the application proposals are considered to accord with policy DM1 of the Core Strategy.

The Guide to Development in Manchester Supplementary Planning Document and Planning Guidance (2007)
In the City of Manchester, the relevant design tool is the Guide to Development in Manchester Supplementary Planning Document and Planning Guidance. The Guide states the importance of creating a sense of place, high quality designs, and respecting the character and context of an area. The Guide to Development in Manchester Supplementary Planning Document and Planning Guidance provides a framework for all development in the City and requires that the design of new development incorporates a cohesive relationship with the street scene, aids natural surveillance through the demarcation of public and private spaces and the retention of strong building lines. The importance of considering the needs of children and young people in the proposed design of open space areas is also recognised, with particular reference given to the requirement for safe routes to schools needing to be an integral feature of new development schemes. Guidance within Chapter 3 requires developments to be fully inclusive and accessible for all and take into consideration the requirements of disabled people. Chapter 4 seeks the adoption of

energy efficient design. In respect to non-residential developments the guidance identifies that the City Council will encourage developers to use the BREEAM standards to assess the environmental performance of buildings and that development should achieve a post construction rating of 'very good'. However, the guidance indicates that alternative modelling tools that enable the developer to exceed the requirements of BREEAM are also encouraged. Chapter 8 promotes consultation with Greater Manchester Police, to incorporate measures to help crime prevention through design. The proposed development is considered to have been designed to reflect the sites context and relationships with the surrounding area to a provide strong built form and therefore accords with the general principles of the Guide to Development SPD.

Manchester Green and Blue Infrastructure Strategy
The Manchester Green and Blue Infrastructure Strategy Action no.5 seeks to embed green infrastructure as part of the development. Tree planting and soft landscaping would form part of the development, but would be limited in extent due to the size of the overall site.

Saved UDP policies
Policy DC26 relates to development and noise. Policy DC26.1 states that the Council intends to use the development control process to reduce the impact of noise on people living and working in, or visiting, the City and, for this purpose, the Council will consider both a. the effect of new development proposals which are likely to be generators of noise; and b. the implications of new development being exposed to existing noise sources which are effectively outside planning control.

Policy DC26.2 states that new noise-sensitive developments (including large-scale changes of use of existing land or buildings), such as housing, schools, hospitals or similar activities, will be permitted subject to their not being in locations which would expose them to high noise levels from existing uses or operations, unless the effects of the noise can realistically be reduced.

Issues
Principle of use
The proposed development is located within a residential area on a site which is currently occupied by a pair of semi-detached two storey dwellings with a basement, which have been subdivided into 6no. flats. The provision of a new synagogue creating a further cultural facility to serve this area of Crumpsall, in this location is considered to be acceptable in principle.

Loss of residential accommodation
The proposed development would lead to the loss of 2 two bedroom 4 persons flats and 2no. 1 bed 2 person flats. The applicant has stated that the one-bedroom units have an area of between 28-31 sq., with the two-bedroom units having a floor area of approximately 58sq.m. As such, the existing accommodation would fall below the recommended guidance in regard to floorspace, and is not of good quality. Additional information, however, regarding the relocation of existing occupiers is awaited, and it is recommended that any approval be subject to a condition to require

the submission of a relocation strategy to support the relocation of the existing tenants .
Whilst the loss of residential accommodation is regrettable, it is considered that the proposed synagogue would provide benefits to the local community which would outweigh the loss of the existing flats in this particular case.

Design and Appearance
The proposed development has been designed in the form of a contemporary interpretation of the local vernacular of a Victorian Villa dwelling, whilst delivering the functional requirements of the internal spaces.
The synagogue would comprise red brickwork as the main material with a grey tile hipped roof, and the incorporation of aluminium framed windows. The fenestration is vertically proportioned, with recessed brick surrounds on the front elevation, a projecting plinth, soldier course bands and lintel details, in addition to the eaves, to create modelling and provide visual interest.

The proposed building has a projection for the Ark of the synagogue, and this has been reinterpreted as a projecting square entrance bay with decorative plinth and faux door detail . Similar square bays to each side of the Ark projection are proposed which reference bay projections at ground floor level of the buildings, which are to be demolished.
Brick detailing has been used to contribute to visual interest, with a projecting stepped brickwork plinth at ground level. Brick detailing has also been incorporated at eaves level, acknowledging the presence of this design detail present on the front façade of the existing building on the site. The building has subdivided by the introduction of a horizontal double brick soldier course between ground and first floor

levels, with the eaves of the proposed building and the crown of parapet areas accentuated with corbelled bricks.

Whilst it is proposed to use railings to the edge of the flat roofed Moxley Road entrance to form a feature, this would not be used as a balcony as there is no access.

3. Rear - Proposed

4. Right Side - Proposed

The proposed building has been sited broadly in the same location as the current buildings on the site, which would enable the provision of tree planting and soft landscaping to the rear and perimeter of the site and provide a landscaped setting to the proposed building. The height of the development has been assessed in relation to the character of the surrounding area, in particular the two storey dwellings in the vicinity of the site.
Given the location of the building it is considered that the proposed scale of the proposed development is a suitable and appropriate response to the local area in which it would be located. It is considered that the proposed palette of materials would be acceptable in this location, however, in order to fully assess the impact of the suggested materials, it is recommended that a materials condition is attached to any approval to require the submission of samples.

Visual Amenity
It is inevitable that the proposed building on this site would result in a visual change in the locality. The design for the synagogue building has been formulated to assimilate appropriately to its surroundings and the host site and is considered to be in-keeping with the scale of neighbouring buildings in the surrounding locality. The synagogue building itself would be set back within the site, but would have a frontage to Middleton Road, and would create a focal point in the street scene.

Whilst the site lies within the Crumpsall Lane Conservation Area, there are no listed buildings in close proximity to the site, and the site is not considered to represent a overly sensitive location in respect to visual amenity. The design proposed is considered to be appropriate for the existing character of the surrounding physical environment, using high quality materials to provide visual interest within both the Middleton Road and Moxley Road street scene, through presenting a modern approach using a traditional design. Furthermore, the proposals will be supported by a complementary landscaping and planting scheme to enhance the setting of the scheme within the Middleton Road and Moxley Road street scene. Furthermore, it is proposed to reinstate boundary treatment to the back of pavement to delineate the curtilage of the proposal and to create further interest in the street scene.
It is considered that the proposed development would not give rise to adverse visual impacts to the character of the Conservation Area, or the street scenes of Middleton Road or Moxley Road.

The existing building has been altered and extended with original boundary treatment removed and much of the soft landscaped garden area removed to provide car parking. The proposal would reinstate these features providing a setting for the proposed building with the building itself creating a focal point at the junction of Middleton Road and Moxley Road.

Heritage
In determining this application, it is necessary to consider the direct impact of the proposal on the significance of the existing buildings, and the impact of the proposal upon the character and appearance of the Crumpsall Lane Conservation Area.

The application site currently comprises a pair of Victoria villas which are currently used for residential purposes. The buildings are not nationally listed but may be regarded as non- designated heritage assets. The site is also located within the Crumpsall Lane Conservation Area.

There are also no listed buildings / structures within the immediate vicinity of the site which it is considered could be affected by the proposed development. The nearest listed building / structure is a synagogue on Bury Old Road, located approximated 300m to the south-east of the site.

The application buildings appear to date from the late Victorian period, first appearing on historic plans from 1894 (but absent in 1848). The building would have been constructed as a pair of Victorian villas for the middle classes at this time, like much of the Victorian development within the surrounding area (discussed in further detail below). The buildings are therefore not unusual in terms of their typology, nor do the buildings possess any special features which contribute to their significance. The buildings and site have undergone a substantial level of alteration which has further eroded their significance. The buildings are also in relatively poor condition with altered and removed boundary treatments and expansive rough hardstanding, which has a negative influence in visual terms on the character of the conservation area.

The feature of the site which makes some positive contribution to the conservation area is the front brick elevation of the buildings which reflect typical features of Victoria villas. These however have also been subject to a significant degree of change with UPVC windows, new doors, painted stonework, UPVC rainwater goods, and satellite dishes installed.

The planning agent was asked to consider the retention of the front façade, but has advised that to meet the functional requirements of the synagogue, the proposed development would have a basement level that would include the mikvah (ritual bath) which is an essential element of worship. The excavation of the basement whilst simultaneously retaining the façade, would be technically difficult. Despite best efforts, in their view, movement is likely to occur to the retained façade and signs of movement / cracking would likely require subsequent remedial action. Furthermore, were the front façade to be retained then adaption would be required to form the niche / ark, which would involve further elevation change and further reduce any rationale in retention of the façade.

Paragraph 213, of the NPPF acknowledged that not all elements of a Conservation Area will necessarily contribute to its significance. In this instance the loss of the pair

of semi-detached properties is considered to lead to less than substantial harm under paragraph 208, taking into account the relative significance of the element affected and its contribution to the significance of the Conservation Area as a whole. Furthermore, the proposed development would lead to the creation of a religious, cultural community facility to meet the needs of the local community. It is understood that the congregation currently meet at a makeshift facility a short distance from the site, which demonstrates the need for the proposed synagogue.

On the basis that the loss of the pair of semi-detached properties is considered to lead to less than substantial harm, and taking account of the significant public benefits of the scheme and the design of the proposed development , it is considered that the proposed synagogue would outweigh the loss of the existing pair of properties.

Residential Amenity
There are existing residential properties facing the site where the proposed synagogue would be located. The development of the site would undoubtedly have some impact; however, it is not considered this would be significant, particularly as the proposed building would primarily be two storeys in height, with a basement, and not dissimilar in height to the existing semi-detached properties to the north and west of the site. The orientation and siting of the synagogue building would be in a similar location on the site as the existing buildings.
In order to safeguard the amenity of the occupiers of nearby dwellinghouses to the north and west of the site, and retain appropriate levels of privacy and amenity for all neighbouring occupants all windows on the proposed northern elevation would be obscurely glazed, and windows to the western elevation relate to a stairwell, toilet facilities, and a secondary office. As the office and stairwell windows would be 18.8m from the gable of no.2 Moxley Road and would not be directly facing the windows in the gable of no.2, it is not considered that loss of privacy would be so significant as to warrant refusal.
Furthermore, the applicant has reduced the numbers of window openings in the northern elevation, and has indicated that these would be obscurely glazed. Given the distance involved between the proposed synagogue and existing properties, and the mitigation measures in the form of obscure glazing, it is considered that there would be no undue harmful impact.

It is recognised that one of the key issues in the consideration of this application is the increase in activity associated with the proposed use and in particular comings and goings. The proposal by its nature would increase those comings and goings from the site. However, given the scale of the proposed development and its location on a busy radial route, it is not considered that the proposed use would give rise to significant impacts to residential amenity as a result of the proposed use, due to noise from comings and goings. Information has been provided as part of the application to demonstrate that the proposed facility would serve the local community and would mean that users would no longer need to travel greater distances to existing synagogues. Indeed, it has been cited that children would no longer need to cross busy main roads and that all attending will walk rather than use cars which would mean that impacts from car movements, people looking for car parking spaces and associated engine noise, radios, car doors being opened and closed would all be

far less than for other community uses that may attract lots of users. It is therefore proposed that a condition be attached to any approval to restrict the use of the development to a synagogue and for no other purposed in Class F1.

A Noise Impact Assessment has been submitted with the application, which considers both the potential noise impacts upon the closest neighbouring occupants as well as to ensure that an appropriate noise environment for the proposed use will be achieved at the site. Noise survey results, site observations and noise assessment indicate that typical operational noise due to the proposed development is not predicted to significantly impact the local area. The report identifies that the main source of noise would be from traffic on Middleton Road and that the synagogue would not significantly influence or materially change this situation. The noise survey data has been used to predict noise levels affecting the development and establish insultation requirements for the building fabric and to establish appropriate maximum noise limits for any required external plant equipment. The site would be a facility which would be primarily operated during the day with the proposed synagogue operating hours would be Mondays to Fridays 07:00 to 21:00 on Sunday – Friday; and 08:00 – 13:00 and 16:00 – 21:00 on Saturdays and Festival days, and any particular plant or other items which would generate noise would, if necessary be acoustically insulated to prevent unacceptable noise outbreak.. It is, however, recommended that a condition is attached to ensure that the externally mounted ancillary plant, and equipment is implemented in accordance with the plant noise limits recommended in the submitted Noise Impact Assessment to ensure that they are appropriately insulated. It is considered that the temporary impacts of noise associated to construction activity can be appropriately managed through construction management practices and controlled construction working hours. In relation to the proposed development, it is recommended that the development is implemented in full accordance with the measures within the Noise Impact Assessment.

Traffic
The application is accompanied by a Transport Statement (TS) which identifies that the site is situated in a sustainable location, within a 20- minute walk, cycle, or public transport ride from various residential areas. The nearest tram stop, is at Crumpsall which is located approximately 500m east of the site, with bus stops on both Middleton Road and Bury Old Road.

The Transport Statement states that the main events held at the synagogue would be held on the Sabbath (Saturday) and Jewish festival days. Undertaking trips by car to/from synagogue on these days is forbidden under Jewish tradition. Therefore, there will be no demand for car parking at the site on these days.
Due to the restriction on driving on the Sabbath, the majority of the congregation are likely to live within close walking distance of the site, meaning there will be little car parking demand in general, except for occasional visitor parking.

Events on other days would include smaller group meetings, which would generally take place on weekdays outside of the am and pm peak travel hours. Close proximity of the synagogue community to the site, for reasons of walking to Sabbath services,

means it is likely that most journeys to/from the site will be undertaken by walk and cycle, even on days where driving is permitted.
This statement has been reiterated in the emails of support received from local residents in relation to the need to walk to the synagogue on the Sabbath and festival days.

The Statement suggest that this level of provision is typical of synagogues throughout North Manchester and Salford, which typically have either no car parking, or a small number of visitor spaces.

Given the above, the proposed development is considered to accord with the NPPF and Core Strategy Policy T 1.

Travel Plan
Whilst it is acknowledged from the submitted documentation that the users of the proposed synagogue would predominantly arrive on foot, (particularly on the Sabbath and festival days), it is recommended that a travel plan condition be attached to any approval, to ensure that the use of the property during the week would not give rise to traffic issues .

Access and Parking
Vehicular access and egress to the site would continue to be taken from Moxley Road, and it is proposed to close the existing vehicular access from Middleton Road. The area to the rear of the properties is currently used for ad hoc off-street parking, accommodating 4 vehicles. The site layout includes the formal setting out of the external space to the rear of the proposed synagogue, with the provision of 2 off street parking spaces (including 1 spaces for disabled users), and with electric vehicle charging points, together with separate gated vehicular and pedestrian accesses. A further pedestrian access is opposed from Middleton Road in a similar location to the existing pedestrian access point.
There would be 6no. cycle storage spaces are proposed to be located adjacent to the rear entrance of the proposed synagogue.
It is proposed that the provision of cycle storage, is conditioned, together with the requirements for the submission of a detailed Travel Plan. It is considered that the proposed levels of car parking provision would not lead to significant on street parking issues in the locality, provided that the cycle storage and measures within a Travel Plan are implemented.

Contaminated Land
Given this site is in residential use at present, any potential for ground contamination would be limited. It is however, proposed to attached conditions relating to a watching brief for ground contamination and ground gas, and that any soils imported for use in the landscaped area are validated as suitable for use and a minimum of depth of 300mm subsoil and topsoil over a no dig marker layer is incorporated within the landscaped areas. A post completion report is also required to submitted to evidence this.

Ecology
Within the Environmental Standards Statement it is advised from the survey visit undertaken on the site, it is concluded that the surveyed structures contain moderate

bat roost potential. Therefore, two further activity surveys were recommended to be undertaken during the bat survey season during the optimal period May to August. There was however no evidence of bird activity on the site, but this may be partly due to the lack of trees and soft landscaping.
Further recommendations within the statement relate to the provision of a bat brick or box, and bird boxes around the site post development to enhance the site for the local bird populations.

Given the proposed tree planting and areas of soft landscaping proposed, if native species planting were to be used, with areas of biodiverse planting, and the installation of a variety of bird and/or bat boxes within the development, this would assist in contributing to biodiversity at the site.

It is therefore proposed to attach a condition to any approval relating to the submission of a scheme to encourage bio-diversity within the application site including the provision measures to encourage habitats for native bird and bat species. With a further condition relating to the type design and location of bird and bat boxes to be submitted for approval prior to their installation.
Whilst the concerns in connection with the potential for a protected species to be present on site from statutory consultees have been acknowledged, it is considered that a condition to prevent the demolition of the buildings on the site, before the additional recommended bat surveys are undertaken would be an acceptable approach in this particular case. This is on the basis that the demolition of buildings within conservation areas is controlled through planning legislation. Therefore, the proposed condition would prevent the removal of the buildings unless the bat surveys have been undertaken, which would not be the case if the properties lay outside of a conservation area.

It is consideration the proposed measures, and conditions would ensure that the scheme accord with the aspirations set out in policy EN 15 (Biodiversity).

Landscaping
The landscaping plan allows for the provision of native planting set behind the proposed boundary wall to both the Middleton Road and Moxley Road frontages, and along the western boundary, together with buffer strips to sections of the northern boundary. The scheme would also include the planting of 3 no. trees. It is therefore recommended that a condition is attached to any approval to require the requirement for the submission of the planting densities and species to be submitted for consideration so that any new planting includes appropriate native species and trees which can provide nectar sources for insects and berries/fruits for invertebrates and birds; and that the approved finalised scheme is implemented not later than 12 months from the date the synagogue is first occupied.

Trees
The application is accompanied by a Site Tree Appraisal. Whilst there are no trees with the site, however, there are 15 no. trees within the curtilage of no.31 Middleton Road which have been planted in very close proximity to the northern site boundary. Two of the trees are Category U trees (trees in such a condition that they cannot be realistically retained) and the remainder are category C trees (low quality trees). The

majority of the trees are 13 no. Leyland Cypress (conifer) with two mature ash trees, which have been planted linearly.

The proposed new building construction would require foundation excavation that would overlap, by differing amounts, the southern segments of the calculated root protection areas (RPA) of most of the trees in the garden of the neighbouring property along the northern boundary of the site. However, given the existing brick boundary wall, the location of the existing building and the hardstanding gravel area (used for vehicle parking at the rear of the building); the applicant‘s arboriculturalist is of the view that the soil conditions within these southern segments would be likely to be unfavourable for root growth. The majority of tree root growth is likely to be in the more favourable soil conditions to the north (neighbour’s side) of the brick boundary wall. Therefore, negative impact to the tree root systems as a result of the proposed building excavations is not anticipated to be significant.

The short section of privet hedging to the Middleton Road would need to be removed, and whilst none of the significant trees adjacent to the build site have been identified as needing to be removed to facilitate the proposed Synagogue construction, some pruning over overhanging branches of the adjacent significant trees may be needed. This will be a civil matter as these trees are not in the ownership of the applicant.

In view of the existence of a boundary wall along the northern boundary of the site, no protective fencing requirements to trees would be necessary. However, due to the proposed demolition of the existing building and the extensive construction works of the new build, a shuttering plyboard fence fixed against the north boundary wall and around other parts of the site perimeter is suggested in the tree appraisal report to abate construction site nuisance to the neighbouring property and protect the above ground parts of the trees from accidental damage during site demolition and construction.

Given the constraints of the site and the size of the floorplate for the proposed synagogue, it is considered that the proposed tree planting would be appropriate mitigation, as there are currently no trees on this site, and would accord with policy EN 9 (Green Infrastructure).

Air Quality
Air quality impacts after any construction phase would relate primarily to the synagogue's traffic generation. It is considered the use of the site for a synagogue with the levels cycle parking and car parking, would not generate significant impacts to air quality from traffic, and impacts from the construction phase can be mitigated through measures identified within the submission. It is, however, proposed to attach a construction management plan condition to any approval to require mitigation measures to be incorporated on site during the construction phase, and that conditions relating to the installation of electric charging points, and sustainable travel measures (cycle storage and travel plan) to accord with the aspirations in policy EN16 of the Manchester Core Strategy.

Middleton Road is in an air quality management area. Due to the proximity of the proposed synagogue to Middleton Road, it is anticipated that measures may need to

be incorporated in regard to air quality to safeguard the users of the proposed synagogue, and that these may overlap with noise attenuation measures It is therefore recommended that this aspect of the scheme is conditioned.

Flood Risk and Drainage

The site is in an area identified as having a 'low' probability of flooding on the Environment Agency Flood Map and is located in Flood Zone 1 (land designated as having a less than 0.1% annual probability of flooding from rivers or the sea). There are no bodies of water located on the site or within the directly neighbouring vicinity. Due to the flood zone and the size of the site a flood risk assessment is not a requirement.

It is acknowledged that the proposed development would not increase hard standing areas within the site, and additional areas of soft landscaping will be provided, together with porous surfacing, which will have the potential to slow flows of water run-off from the site. The site is, however, located within a Critical Drainage Area (CDA), and given the comments received from consultees it is recommended that conditions relating to surface water drainage and the on-going maintenance of any approved surface water drainage scheme are attached to any approval.

Sustainability

The content of the Environmental Standards Statement advises that a fabric first approach by optimising certain design elements of the building (high insulation values, specification of sustainable materials) to minimise heating and cooling requirements.

The management and reduction of energy use will help to reduce the impact on the environment from within the building, therefore reducing pollution and CO2 emissions.

The proposed scheme has been evaluated and could achieve an Excellent BREEAM rating.

It is therefore recommended that an appropriately worded condition is proposed in relation to this matter to secure the delivery of an energy efficient development.

Waste

Refuse storage is to be provided at the rear of the site adjacent to the parking area, within a gated bin store comprising vertical timber cladding. 240 litre waste storage capacity is proposed for each of the following waste streams - general waste , pulpable recycling, mixed recycling, and food waste.

The current location of the bin store would allow for an increase /decrease in storage capacity should it be needed. It is proposed to attach a condition to require the implementation of the waste strategy before the occupation of the building.

Secure by Design

The application has been supported by a Crime Impact Statement (CIS) prepared by Greater Manchester Police. The CIS indicates that proposed development is suitable for this area, and that there are several features of the development which will

minimise the risk of criminals targeting the building. A number of matters have been identified, which would enhance security at the site, relating to increasing the height of the western boundary , installing a lockable gate to the external steps to basement, the installation of lighting and CCTV , installation of locks to gates and the use of a visitor entry system at the main door.
A condition is recommended to be attached to any approval to ensure that the development achieves Secure by Design accreditation.

Inclusive Access

The proposed building would have level access and disabled accessible toilet provision at ground floor level in proximity to the entrance.

Boundary treatment
It is proposed to erect a stone wall with piers with metal railing infills. It has been advised that existing stone copings are to be retained and re-used if possible. The proposed approach is considered to be acceptable in this location, however, as no finalised detailed elevational design of the boundary treatment has been submitted for consideration, it is proposed that this aspect of the scheme is conditioned.

Conclusion
This proposal offers the opportunity to create a synagogue for the local community. All other issues have been addressed in the report and subject to conditions the recommendation is to approve in line with the relevant policies.

Other Legislative Requirements
Equality Act 2010
Section 149 (Public Sector Equality Duty) of the Equality Act 2010 requires due regard to the need to: Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Act and; Advance equality of opportunity between persons who share a protected characteristic and persons who do not share it. The Equality Duty does not impose a legal requirement to conduct an Equality Impact Assessment. Compliance with the Equality Duty involves consciously thinking about the aims of the Equality Duty as part of the process of decision-making.

Human Rights Act 1998 considerations – This application needs to be considered against the provisions of the Human Rights Act 1998. Under Article 6, the applicants (and those third parties, including local residents, who have made representations) have the right to a fair hearing and to this end the Committee must give full consideration to their comments.

Protocol 1 Article 1, and Article 8 where appropriate, confer(s) a right of respect for a person's home, other land and business assets. In taking account of all material considerations, including Council policy as set out in the Core Strategy and saved polices of the Unitary Development Plan, the Director of Planning, Building Control & Licensing has concluded that some rights conferred by these articles on the applicant(s)/objector(s)/resident(s) and other occupiers and owners of nearby land that might be affected may be interfered with but that that interference is in accordance with the law and justified by being in the public interest and on the basis

of the planning merits of the development proposal. She believes that any restriction on these rights posed by the of the application is proportionate to the wider benefits of and that such a decision falls within the margin of discretion afforded to the Council under the Town and Country Planning Acts.

Recommendation Minded to Approve (subject to statutory notices lapsing and no new issues being raised)

Article 35 Declaration
Officers have worked with the applicant / agent in a positive and proactive manner to guide the application through all stages of the planning process and resolve any issues that arose in dealing with the planning application. The original submission raised initial concerns regarding parking provision and the potential for the loss of privacy to neighbouring dwellings These matters has been satisfactorily resolved and the appropriate conditions have been attached.

Condition(s) to be attached to decision for approval OR Reasons for recommendation to refuse

1.The development must be begun not later than the expiration of three years beginning with the date of this permission.

Reason - Required to be imposed pursuant to Section 91 of the Town and Country Planning Act 1990.

2.The development hereby approved shall be carried out in accordance with the following documents and plans:

Location and Block Plan ref: DA21055 001 rev.2
Proposed GA plans ref: DA21055. 003 rev.3;
Design and Access Statement ref: DA21055 dated July 2023
Crime Impact Statement ref: 2022/0226/CIS/01 Version A 17.07.2023
Site Tree Appraisal ref: RTS /29042022 rev.001 dated 3rd May 2022
Transport Statement ref: 1801/1/8 dated July 2023
Planning and Heritage Statement ref: 22.1705 dated 25 July 2023
Received 24th July 2023

Noise Impact Assessment ref: NP-009981 re.01 dated 19th October 2023

3D perspective- Proposed Front plan ref: DA21055.092 rev.2;
Proposed GA elevations ref: DA21055.004 rev.3
Site elevations ref: DA21055.005 rev.3
Received 5th January 2024

Landscaping Plan ref: DA21055.006 rev.4 received 8th January 2024.

Reason - To ensure that the development is carried out in accordance with the approved plans, pursuant to policies SP1 and DM1 of the Manchester Core Strategy (2012).

3.Prior to the commencement of the development a detailed construction management plan outlining working practices during development shall be submitted to and approved in writing by the local planning authority , which for the avoidance of doubt should include:-

- The routing of construction traffic;
- Detail the quantification/classification of vehicular activity associated with the construction including commentary on types and frequency of vehicular demands together with evidence (appropriate swept-path assessment);
- Details of the location and arrangements for contractor parking;
- The identification of the vehicular access points into the site for all construction traffic, staff vehicles and Heavy Goods Vehicles;
- Identify measures to control dust and mud including on the surrounding public highway including: details of how the wheels of contractor's vehicles are to be cleaned during the construction period;
- Specify the working hours for the site;
- The details of an emergency telephone contact number for the site contractor to be displayed in a publicly accessible location on the site from the commencement of development until construction works are complete;
- Identify advisory routes to and from the site for staff and HGVs;
- A highway dilapidation survey including photographs and commentary on the condition of carriageway / footways on construction vehicle routes surrounding the site.

Reason - To safeguard the amenities of nearby residents and highway safety, pursuant to policies SP1, EN9, EN19 and DM1 of the Manchester Core Strategy (2012).

4.Notwithstanding the materials referenced on plans referred to in condition no.2, prior to the commencement of above ground works of the hereby approved building, samples and specifications of all materials to be used on all external elevations of the development shall be submitted to and approved in writing by the City Council as local planning authority. The development shall be carried out in accordance with the agreed details.

Reason - To ensure that the appearance of the development is acceptable to the City Council as local planning authority in the interests of the visual amenity of the area within which the site is located, as specified in policies SP1 and DM1 of the Manchester Core Strategy (2012).

5.The car parking hereby approved shall be surfaced, demarcated and made available for use before the development hereby approved being first occupied., and subsequently be available at all times whilst the building is occupied. The implemented parking spaces, and shall not be used for any other purpose than the parking of vehicles associated with the use of the building.

Reason - To ensure that there is adequate car parking for the development proposed when the building is occupied, pursuant to policies SP1 and DM1 of the Manchester Core Strategy (2012).

6.The cycle storage facilities as shown in the visuals in the Design and Access statement, in the location shown on plan ref: Landscaping Plan ref: DA21055.006 rev.4 shall be submitted to and approved in writing by the City Council as local planning authority, prior to the development hereby approved being occupied or used. The approved facilities shall then be implemented prior to the occupation of the school and retained and permanently reserved for bicycle parking.

Reason - To ensure that adequate provision is made for bicycle parking so that persons occupying or visiting the development have a range of options in relation to transport mode, pursuant to policy T1 of the Manchester Core Strategy (2012).

7.a) Before the development hereby approved is first occupied, a Full Travel Plan shall be submitted to and agreed in writing by the City Council as Local Planning Authority. In this condition a Travel Plan means a document which includes:

i) the measures proposed to be taken to reduce dependency on the private car by those attending or employed in the development
ii) a commitment to surveying the travel patterns of staff during the first three months of use of the development and thereafter from time to time
iii) mechanisms for the implementation of the measures to reduce dependency on the private car
iv) measures for the delivery of specified travel plan services
v) measures to monitor and review the effectiveness of the Travel Plan in achieving the objective of reducing dependency on the private car

b) Within six months of the first occupation of the development (or an alternative timescale to be agreed in writing with the Local Planning Authority), a revised Travel Plan, which takes into account the information about travel patterns gathered pursuant to item (ii) above, shall be submitted to and approved in writing by the City Council as local planning authority for the development. Any Travel Plan which has been approved by the City Council as local planning authority shall be implemented in full for the development at all times when the development hereby approved is in use.

Reason - To assist promoting the use of sustainable forms of travel to the development, pursuant to policies SP1, T2 and DM1 of the Manchester Core Strategy (2012) and the Guide to Development in Manchester SPD (2007).

8. a) Prior to any above ground works, finalised specifications of the electric vehicle charging points shall be submitted to and approved in writing by the City Council as local planning authority.

b) Prior to occupation of the development any agreed mitigation measures shall be implemented and verified as such in writing by the City Council as local planning authority and shall remain in situ whilst the use or development is in operation.

Reason: To secure a reduction in air pollution from traffic or other sources in order to protect existing and future residents from air pollution, pursuant to policies EN16, SP1 and DM1 of the Manchester Core Strategy (2012).

9. Notwithstanding the information referenced in condition no.2; (and with the exception of the removal of vegetation) no development shall take place until surface water drainage works in accordance with Non-Statutory Technical Standards for Sustainable Drainage Systems (March 2015) or any subsequent replacement national standards have been submitted to and approved in writing by the Local Planning Authority. The approved surface water drainage scheme shall be implemented prior to occupation of the synagogue hereby approved, in accordance with those details that have been approved in writing by the Local Planning Authority.

Reason - To promote sustainable development, secure proper drainage and to manage the risk of flooding and pollution, pursuant to national policies within the NPPF and NPPG and policies EN08 and EN14 in the Manchester Core Strategy (2012).

10.No development hereby permitted shall be occupied until details of the implementation, maintenance and management of the sustainable drainage scheme have been submitted to and approved by the local planning authority. The scheme shall be implemented and thereafter managed and maintained in accordance with the approved details. Those details shall include: • Verification report providing photographic evidence of construction as per design drawings; • As built construction drawings if different from design construction drawings; • Management and maintenance plan for the lifetime of the development which shall include the arrangements for adoption by any public body or statutory undertaker, or any other arrangements to secure the operation of the sustainable drainage scheme throughout its lifetime.

Reason - To manage flooding and pollution and to ensure that a managing body is in place for the sustainable drainage system and there is funding and maintenance mechanism for the lifetime of the development, pursuant national policies within the NPPF and NPPG and policies EN08 and EN14 of the Manchester Core Strategy (2012).

11.The development shall be carried out in accordance with the Crime Impact Statement ref: 2022/0226/CIS/01 Version A 17.07.2023 (in particular section 4).The development shall only be carried out in accordance with these approved details. The development hereby approved shall not be occupied or used until the Council as local planning authority has acknowledged in writing that it has received written confirmation of a Secured by Design accreditation.

Reason - To reduce the risk of crime pursuant to policies SP1 and DM1 of the Manchester Core Strategy (2012) and to reflect the guidance in the National Planning Policy Framework.

12.The development hereby approved shall undergo a Sustainability Review to demonstrate the achievement of a BREEAM rating of at least 'very good'. A post construction Sustainability Review document demonstrating achievement of a BREEAM rating of at least 'very good' shall be submitted to and approved in writing by the City Council as local planning authority within 6 months of the building hereby approved is first occupied. The Sustainability Review document will provide evidence once the building has been erected that it has been built in accordance with the relevant BREEAM criteria based on the current appropriate BRE manual and has incorporated feasibility measures to minimise the environmental impact and energy use.

Reason - In order to minimise the environmental impact of the development, pursuant to policies SP1, DM1, EN4 and EN8 of Manchester's Core Strategy, and the principles contained within The Guide to Development in Manchester SPD (2007) and the National Planning Policy Framework.

13. In the event that ground contamination, groundwater contamination and/or ground gas are encountered on the site at any time before the development is occupied during the watching brief, then development shall cease and/or the development shall not be occupied until a report detailing what measures, if any, are required to remediate the land (the Remediation Strategy), is submitted to and approved in writing by the City Council as local planning authority and the development shall be carried out in accordance with the agreed Remediation Strategy. If no contamination is found, then a post-completion report shall be submitted to evidence this.

Reason – To ensure that the presence of or the potential for any contaminated land and/or groundwater is detected and appropriate remedial action is taken in the interests of public safety, pursuant to policies DM1 and EN18 of Manchester's Core Strategy.

14.Any soils imported for use in the soft landscaped areas shall be validated as suitable for use and a minimum of 300mm subsoil and topsoil over a no dig marker layer required for all areas of soft landscaping . A post completion report shall be submitted shall be submitted to and approved in writing by the City Council as local planning authority to verify the works which have been implemented.

Reason – To ensure that the presence of or the potential for any contaminated land and/or groundwater is detected, and appropriate remedial action is taken in the interests of public safety, pursuant to policies DM1 and EN18 of Manchester's Core Strategy.

15.a) The synagogue shall be acoustically insulated and treated to limit the break out of noise in accordance with the measures in the Noise Impact Assessment ref: NP-009981 re.01 dated 19th October 2023

b) Prior to occupation of the development a verification report will be required to validate that the work undertaken throughout the development conforms to the recommendations and requirements in the approved acoustic consultant's report. The report shall also undertake post completion testing to confirm that acceptable criteria have been met. Any instances of non-conformity with the recommendations in the report shall be detailed along with any measures required to ensure compliance with the agreed noise criteria.

Reason - To safeguard the amenities of the occupiers of the building and occupiers of nearby properties pursuant to policies SP1 and DM1 of the Manchester Core Strategy (2012) and saved UDP policy DC26.

16.a) Externally mounted ancillary plant, equipment and servicing shall be selected and/or acoustically treated in accordance with a scheme designed so as to achieve a rating level of 5dB (LAeq) below the typical background (LA90) level at the nearest noise sensitive location. Prior to commencement of the use hereby approved the scheme shall be submitted to and approved in writing by the City Council as local planning authority in order to secure a reduction in the level of noise emanating from the site.

b) Prior to occupation of the development a verification report shall be submitted to and approved in writing by the City Council as local planning authority to validate that the work undertaken throughout the development conforms to the recommendations and requirements in the approved acoustic report. The report shall also undertake post completion testing to confirm that the noise criteria have been met. Any instances of nonconformity with the recommendations in the report shall be detailed along with any measures required to ensure compliance with the agreed noise criteria.

Reason - To minimise the impact of the development and to prevent a general increase in pre-existing background noise levels around the site, pursuant to policies SP1 and DM1 of the Manchester Core Strategy (2012).

17.The development shall be implemented in accordance with the Waste Management Strategy, and plan ref: Landscaping Plan ref: DA21055.006 rev.4, prior to first occupancy of development and shall remain operational thereafter.

Reason - To protect the amenity of the occupants of nearby residential accommodation once the development hereby approved is occupied, pursuant to policies SP1 and DM1 of the Manchester Core Strategy (2012).

18.The synagogue hereby approved shall not be used outside the following hours : 07:00 — 21:00 on Sundays to Fridays; and 08:00 – 21:00 on Saturdays and Festival days.

Reason - To safeguard the amenities of the occupiers of nearby residential accommodation when the development is complete, pursuant to saved policy DC26 of the Unitary Development Plan for the City of Manchester and policies SP1 and DM1 of the Manchester Core Strategy (2012).

19.Deliveries, servicing and collections, including waste collections shall not take place outside the following hours: 07:30 to 20:00, Mondays to Saturdays, with no deliveries/waste collections on Sundays/Bank Holidays.

Reason - To safeguard the amenities of the occupiers of nearby residential accommodation when the development is complete, pursuant to saved policy DC26 of the Unitary Development Plan for the City of Manchester and policies SP1 and DM1 of the Manchester Core Strategy (2012).

20.a) Prior to above ground works, an air quality impact exposure assessment together with mitigation measures to safeguard local air quality shall be submitted to and approved in writing by the City Council as local planning authority.

b) Prior to occupation of the development any agreed mitigation measures shall be implemented and verified as such in writing by the City Council as local planning authority and shall remain in situ whilst the use or development is in operation.

Reason - To secure a reduction in air pollution from traffic or other sources in order to protect existing and future residents from air pollution, pursuant to policies EN16, SP1 and DM1 of the Manchester Core Strategy (2012).

21.Before the occupation of the synagogue hereby approved, a scheme to encourage bio-diversity within the application site shall be submitted to and approve in writing by the City Council as local planning authority, including the provision measures to encourage habitats for native bird and bat species. The development shall be implemented in accordance with approved scheme prior to the occupation of the synagogue shall be maintained in situ thereafter.

Reason - in the interests of residential development and to encourage bio-diversity pursuant to policies EN15 and DM1 of the Manchester Core Strategy (2012) and the National Planning Policy Framework.

22. Before the occupation of the synagogue hereby approved, full details of the design and locations of bat and bird boxes to form part of the development shall be submitted and agreed with the Local Planning Authority. The permanent bat and bird boxes shall be installed in accordance with the agreed designs.

Reason - To provide a roost for bats a European Protected Species (Habitats Regulations 1994) and bird boxes to comply with policy EN15 of the Manchester Core Strategy (2012).

23. In this condition "retained tree" means an existing tree, shrub or hedge which is to be as shown as retained on the Tree Protection Plan RTS/29042022/TPP 001 in the Site Tree Appraisal ref: RTS /29042022 rev.001 dated 3rd May 2022 and

paragraphs (a) and (b) below shall have effect until the expiration of 5 years from the date of the occupation of the building for its permitted use.
(a) No retained tree shall be cut down, uprooted or destroyed, nor shall any retained tree be topped or lopped other than in accordance with the approved plans and particulars, without the written approval of the local planning authority. Any topping or lopping approved shall be carried out in accordance with British Standard 5387 (Trees in relation to construction).
(b) If any retained tree is removed, uprooted or destroyed or dies, another tree shall be planted at the same place and that tree shall be of such size and species, and shall be planted at such time, as may be specified in writing by the local planning authority.
(c) The erection of fencing for the protection of any retained tree shall be undertaken in accordance with the approved plans and particulars before any equipment, machinery or materials are brought on to the site for the purposes of the development, and shall be maintained until all equipment, machinery and surplus materials have been removed from the site. Nothing shall be stored or placed in any area fenced in accordance with this condition and the ground levels within those areas shall not be altered, nor shall any excavation be made, without the written consent of the local planning authority.

Reason - In order avoid damage to trees/shrubs adjacent to and within the site which are of important amenity value to the area and in order to protect the character of the area, in accordance with policies EN9 and EN15 of the Manchester Core Strategy (2012).

24. All tree work should be carried out by a competent contractor in accordance with British Standard BS 3998 "Recommendations for Tree Work".

Reason - In order avoid damage to trees/shrubs adjacent to and within the site which are of important amenity value to the area and in order to protect the character of the area, in accordance with policies EN9 and EN15 of the Manchester Core Strategy (2012).

25.a) Before implementation of the hard and soft landscaping treatment scheme, Landscaping Plan ref: DA21055.006 rev.4 , finalised details of tree, hedge and shrub species, together a management and maintenance strategy, shall be submitted to and approved in writing by the City Council as local planning authority. The approved scheme shall be implemented not later than 12 months from the date the buildings are first occupied.

b) If within a period of 5 years from the date of the planting of any tree or shrub, that tree or shrub or any tree or shrub planted in replacement for it, is removed, uprooted or destroyed or dies, or becomes, in the opinion of the local planning authority, seriously damaged or defective, another tree or shrub of the same species and size as that originally planted shall be planted at the same place.

Reason - To ensure that a satisfactory landscaping scheme for the development is carried out that respects the character and visual amenities of the area, in accordance with policies SP1, EN9 and DM1 of the Manchester Core Strategy (2012).

26. Prior to above ground works, finalised details of elevational designs and colouration of the proposed boundary treatment and gates on plan ref Site elevations ref: DA21055.005 rev. 3 shall be submitted to and approved in writing by the local planning authority. Development shall be carried out in accordance with the approved details, prior to the occupation of the building and shall thereafter be retained.

Reason - To ensure that the appearance of the development is acceptable to the City Council as local planning authority in the interests of the visual amenity of the area within which the site is located in order to comply with saved policy E3.3 of the Unitary Development Plan for the City of Manchester and policies SP1 and DM1 of the Manchester Core Strategy (2012).

27. The windows in the northern gable elevation, shall be non-opening , and obscurely glazed to a specification of no less than level 5 of the Pilkington Glass Scale or such other alternative equivalent , and maintained in perpetuity .

Reason - In the interest of privacy and to protect the amenity and living conditions of adjacent properties and in accordance with policies EN1, SP1 and DM1 of the Manchester Core Strategy (2012).

28. Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 2015 as amended by The Town and Country Planning (General Permitted Development) (Amendment) (England) Order 2020 (or any order revoking and re-enacting that Order with or without modification) ground and first floor of the premises shall be used for a Synagogue and for no other purpose (including any other purpose in F.1 of the Schedule to the Town and Country Planning (Use Classes) Order 1987 as amended by The Town and Country Planning (Use Classes) (Amendment) (England) Order 2020, or in any provision equivalent to that Class in any statutory instrument revoking and re-enacting that Order with or without modification) other than the purpose(s) of a synagogue.

Reason - To safeguard residential amenity, pursuant to policies DM1 and SP1 of Manchester Core Strategy (2012).

29. No more than 70 patrons shall be within the host premises at any time.

Reason - To safeguard residential amenity, pursuant to policies DM1 and SP1 of the Manchester Core Strategy (2012).

30. There shall be no provision for externally mounted equipment for the amplification of sound at the property.

Reason To protect the amenity of residents from the harmful effects of noise pursuant to Core Strategy policy DM1 and saved Unitary Development Plan policy DC26.

31. Prior to commencement of development, a relocation strategy with full details of measures to support the relocation of the existing tenants in nos. 27 and 29 Middleton Road shall be submitted to and approved in writing by the City Council as local planning authority. The development shall be implemented in accordance with the agreed relocation strategy.

Reason – To ensure the management of the loss of residential accommodation, pursuant to policy H3 of the Manchester Core Strategy (2012).

32. Prior to the demolition of buildings on the site, two additional bat activity surveys during the period between May and September shall be undertaken and the results submitted to and approved in writing by the City Council as local planning authority, together with details of any necessary mitigation package if bats are found to be present. The development shall be implemented in accordance with any mitigation measures which are identified as being required.

Reason -To minimise the risk of accidental harm of a European Protected Species (Habitats Regulations 1994), pursuant to policy EN15 of the Manchester Core Strategy (2012).

Informatives

1.Construction/demolition works shall be confined to the following hours: Monday - Friday: 7.30am - 6pm Saturday: 8.30am - 2pm Sunday / Bank holidays: No work

Local Government (Access to Information) Act 1985

The documents referred to in the course of this report are either contained in the file(s) relating to application ref: 137657/FO/2023 held by planning or are City Council planning policies, the Unitary Development Plan for the City of Manchester, national planning guidance documents, or relevant decisions on other applications or appeals, copies of which are held by the Planning Division.

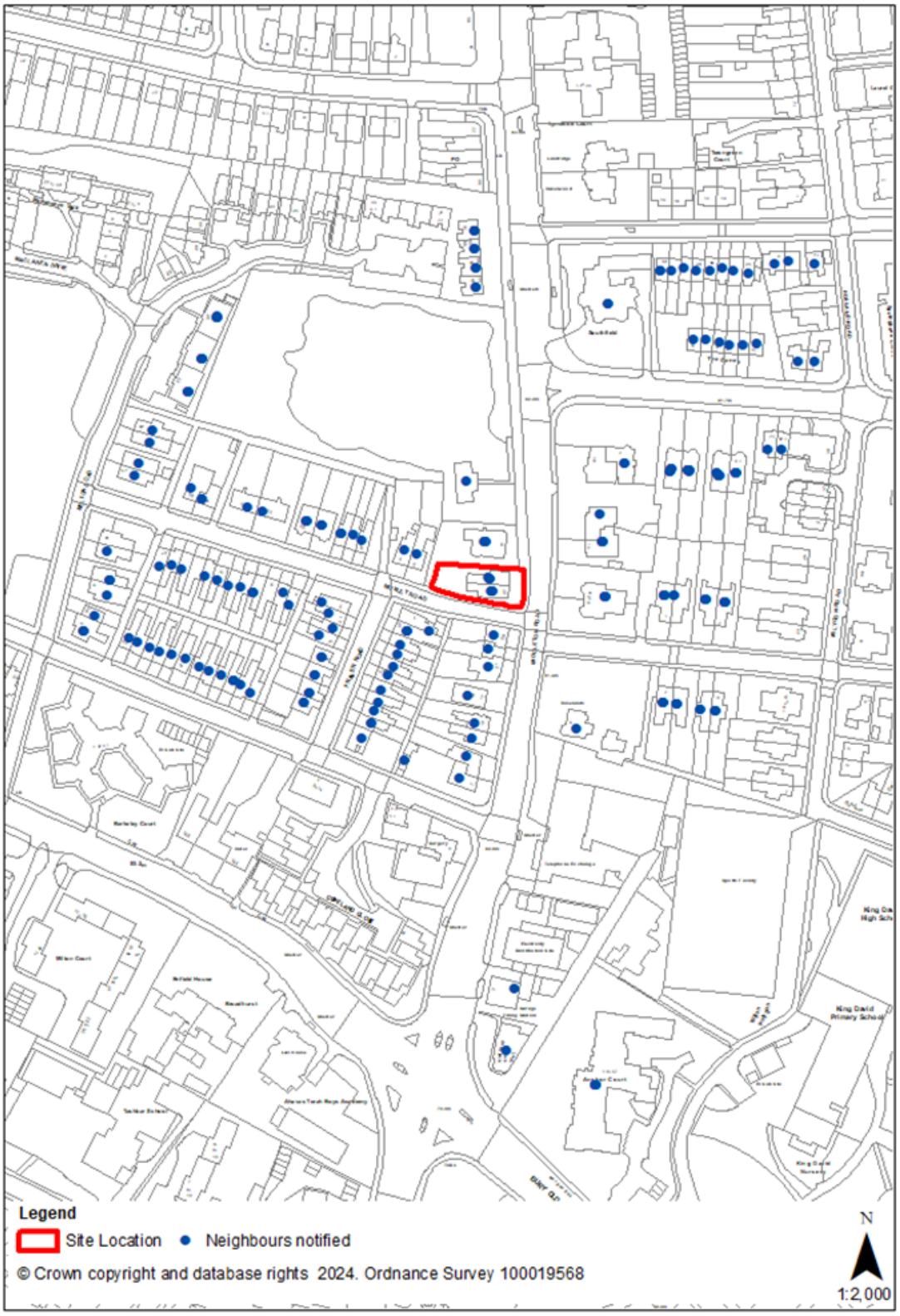
The following residents, businesses and other third parties in the area were consulted/notified on the application:

Highway Services
Environmental Health
Greater Manchester Police
United Utilities Water PLC
Greater Manchester Ecology Unit

A map showing the neighbours notified of the application is attached at the end of the report.

Representations were received from the following third parties:

Relevant Contact Officer : Sue Wills
Telephone number : 0161 234 4524
Email : sue.wills@manchester.gov.uk


Legend
Site Location
Neighbours notified
© Crown copyright and database rights 2024. Ordnance Survey 100019568
N
1:2,000