

Planning

Growth & Development

Delegated officer report for planning application

Application no. 135410/FO/2022

Date registered valid: 25 January 2023

Proposal: Erection of 38 apartments (5 x 1 Bedroom, 28 x 2 Bedroom, 5 x 3 Bedroom) with basement parking, cycle storage, refuse storage and associated external works following demolition of existing building

Address: 302B Barlow Moor Road, Manchester, M21 8AY

Ward(s): Chorlton Park Ward

Applicant: Mr Gary Thompson, Rusholme Garden Investments Ltd

Agent (if any): Mr J Arji Urbane Forms

Case officer: Jennifer Connor
Tel: 0161 234 4545
Email: jennifer.connor@manchester.gov.uk

Recommendation: Refuse

Date of recommendation: 02.10.2023

Application details

Type of application: Full Application Consent

Development type: Major Dwellings

Date of site visit: 10 March 2023

Standard consultations:

Printed: 3 February 2023 Expired: 24 February 2023

Neighbour notifications

Printed: 3 February 2023 Expired: 24 February 2023

Site notice

Posted: 10 March 2023 Expired: 31 March 2023

Press advert

Published: 7 February 2023 Expired: 28 February 2023

Departure from Development Plan: No

Environmental Statement: Not required

Description of site/building/area

The site measuring 0.17 hectares is located to the rear of property McDonalds, Superquick Shine and Tesco Express fronting Barlow Moor Road, on the other side of Chorlton Brook from Chorlton Park which lies to the south, it is bounded to the north by the car park to McDonalds and a residential infill development known as Park Place approved in 2003. To the east is land known as Cleveleys Avenue allotments. Chorlton District Centre lies to the north.

The application would see the demolition of the existing historic snooker hall building on the site and proposes a new build residential apartment scheme comprising the erection of 38 apartments (5 x 1 Bedroom, 28 x 2 Bedroom, 5 x 3 Bedroom) with basement parking, cycle storage, refuse storage and associated external works.

Communal gardens would be provided for residents. There would be 39 no. car parking spaces (including 2 disabled accessible spaces and 2 electric vehicle charging points), 3 motorbike spaces and 42 no. cycle parking spaces would be provided.

The site would retain the existing vehicular access point to gain vehicular access into the site.

Listed building: Not applicable

Conservation area: Not applicable

Tree Preservation Order: Not applicable

Description of development

Erection of 38 apartments (5 x 1 Bedroom, 28 x 2 Bedroom, 5 x 3 Bedroom) with basement parking, cycle storage, refuse storage and associated external works following demolition of existing building

Consultations & Notification Responses

Publicity – The development was advertised in the Manchester Evening News as a major development. A site notice was placed next to the site boundary. An extensive area was selected for neighbour notification by letter.

89 representations have been received in relation to this application, 79 objections, 4 representations and 2 letters of support.

General themes for the grounds for objections are as follows:

- Loss of light to neighbouring allotments
- Overdevelopment of the site
- Impact on the operation of the highway
- Traffic congestion
- Servicing and waste management
- Structural impact of building on neighbouring property and river
- Inappropriate scale
- Overbearing
- Loss of the sports bar as part of the community

Letters of support refer to the sports bar being obsolete and an eyesore

Ward Members – Councillor Mandie Shilton Godwin

Councillor Dave Rawson and I would like to object to this development, whilst we are in principle in support of development on this land as a brownfield site.

I need to report a personal interest. I am a member of adjoining Cleveleys Avenue Allotment Society as I do have an allotment on that site. However my own plot is some distance away and not affected.

The application is carelessly put together mentioning roads - Lapwing Lane and Clyde Rd - which are a good mile at least away in Didsbury thus giving us no confidence that the applicant has given due weight to the specific conditions affecting this site. The section on wildlife also appears to be unrelated to this site and fails to acknowledge its location next to a park and allotment where other people put hours of work into supporting biodiversity and where there are a good number of unusual species such as woodpecker, nuthatch, redwing and treecreeper, bullfinch and chaffinch all of which are seen in the very near locality very recently. Starlings frequently roost in the nearby trees.

We think that this proposal constitutes overdevelopment of this site. The building would be considerably higher than neighbouring properties. These flats at this height will fundamentally change the look and feel of this part of Barlow Moor Road and it's overbearing onto the allotments and the park. The other apartment blocks opposite – the Southway ones, are four floors: Chorlton Park flats are also four stories (ground plus three). Marks and Spencers height is the retail area plus two floors: the flats next door are three floors.

Despite its location and the fact that it is next to allotments there is no sunlight impact assessment. This is extraordinarily cavalier.

The proposals for landscaping appear to be generic and given the low lying nature of this site (on the boundary of zone 1); frequent flooding on the allotments very nearby and ponding on

the road to the front, and future forecast rainfall levels and intensity we think that all possible hardstanding such as, for eg car parking and landscaped area; should be permeable. We do not think that the porcelain / marble slabs proposed are at all suitable at this site as every opportunity should be taken here to capture all rainfall on site. We agree with any residual run off being direct to Chorlton Brook; but we think that in addition to the permeability the landscape planting should be carefully chosen for rainfall capture.

We are also very concerned about the level of traffic and parking that this will cause on Barlow Moor Road at a site that is already notorious for traffic and parking problems and where traffic regulation officers already have to spend an inordinate amount of time managing obstructive pavement parking.

Highway Services –

CONTEXT

The application seeks consent for the erection of 38 apartments (5 x 1 Bedroom, 28 x 2 Bedroom, 5 x 3 Bedroom) with basement parking, cycle storage, refuse storage and associated external works following demolition of existing building at 302B Barlow Moor Road, Manchester, M21 8AY.

The site is located adjacent to the adopted highway of Barlow Moor Road to the west. The development site is situated within an area of unadopted highway. The unadopted highway of Park Place provides access from Barlow Moor Road to the development site and surrounding properties.

HIGHWAYS RESPONSE

TRIP GENERATION AND JUNCTION CAPACITY:

Surveys were reviewed to understand the existing trips to the site and a TRICS assessment was undertaken to anticipate the proposed trips rates.

The Transport Note provides a sample of the attendees to the snooker club in 2019. the data suggests that there was an average attendance of 137 people per day, therefore resulting in 274 two-way trips. It is understood that 90% of people used their vehicle to access the club and therefore a total of 246 two-way movements by car occurred.

A multi-modal TRICS assessment was undertaken using Privately Owned Flats to reflect the development. The TRICS methodology and trip rates are acceptable to Highways. The assessment anticipates that there will be a daily total of 96 two-way trips associated with both the apartments. The development is anticipated to result in 11 two-way trips in the AM peak and 10 two-way trips in the PM peak. The development is anticipated to result in 6 daily cycle trips, 1 in the AM peak and 1 in the PM peak.

The trip assessment suggests that there will be an overall reduction of two-way trips to/from the development site. It is therefore accepted that the adjacent highway network can facilitate such additional demands with no highway safety or capacity concerns.

HIGHWAYS SAFETY:

The Crashmap accident database has been reviewed for the most recent five-year period.

The analysis shows that over the five-year period there has been a total of 3 slight

incidents on within close proximity of the site. The analysis details that two of the incidents occurred prior to the works on Barlow Moor Road and one during.

Based on this assessment Highways have no concerns about highway safety issues within the vicinity of the site.

SITE ACCESSIBILITY:

The site is well accessed by sustainable modes. Regular bus services are routed along Barlow Moor Road and provide connections to Manchester City Centre, The Trafford Centre, Arrowfield Estate, Stockport, Moss Side and Chorlton.

The closest Metrolink facility is located at St Werburghs Road and provides connections to East Didsbury, Rochdale Town Centre, Shaw & Crompton, Victoria via Market Street and Manchester Airport.

OFF-SITE HIGHWAYS WORKS:

It is understood that the site will remain unadopted, including Park Place and the access road to the car park. If adoption is required the highway will need to be carried out under a S38 Agreement (Highways Act 1980) to ensure that all elements of new highway infrastructure are constructed to acceptable and adoptable standards.

It is understood during pre-application discussions that Highways requested the installation of road markings at the access onto Barlow Moor Road. The Transport Note confirms that an edging kerb has been introduced along the channel line between the cycle route and the access. This work was undertaken as part of the Area 4 - Barlow Moor Road between Sandy Lane and Mauldeth Road West works. Drawing '210104H-CH-1200-DE-001' shows the works that were undertaken along this stretch of Barlow Moor Road and confirms that it's junction with Park Place now has dropped kerbs, tactile paving and a kerblines. This now defines the edge of the carriageway onto Barlow Moor Road and is acceptable to Highways.

It is understood that all works on the site will be within the red line boundary and the unadopted highway. Any works on the adopted highway will require a Section 278 agreement for alteration to the existing highways. This would require the agreement with MCC's Highways Applications and Network Resilience teams via Contact Manchester (Tel. 0161 234 5004). This will be funded at the applicant's expense.

PARKING AND ACCESS:

Car parking is provided within the basement of the property. A new access point is being provided.

It is understood that the developer will utilise the existing highway to the proposed access. The access has undergone works within recent years and now has a kerblines, dropped kerbs and tactile paving in place.

Within proximity of the development site the road has a number of parking bays in place. Plans suggest that these parking bays will remain. There is some concern that double parking and parked vehicles on the un-marked Park Place could cause some congestion and inconsiderate parking. Swept path analysis is requested to show that a entering/exiting vehicle could pass any parked vehicles.

It is acknowledged that the site is on the unadopted highway but it is recommended that some form of management is in place to stop parking on this section of highway that will provide access/egress from the car park. It is recommended that the single parking space behind the 'No Parking' area be removed to ensure that there is visibility and space for entering and egressing vehicles from the basement car park.

It is understood that there is an area of tarmac to the north of the existing building that meets with Park Place and parking occurs here. The plans suggest that this unmarked parking area will be lost as part of the development.

Access to the lower ground floor car park would be via a CCTV barrier-controlled ramp, and the Transport Note confirms that there will be a separate barrier for inbound and outbound movements. Space will also be available to allow vehicles to turn around in front of the access location if required.

Pedestrian and cycle access will be via a ramp or stairs taken from the south western corner of the site.

The car park provided a total of 39 spaces of which 2 are disabled. This equates to a provision of 100%, which is acceptable to Highways.

3 motorcycle spaces will also be provided, which is welcomed and acceptable to Highways.

EV CHARGING

It is required, that 20% of the parking spaces provide EV charging. Therefore, a total of 8 spaces should have EV charging and there should be a commitment within a Travel Plan to provide more.

CYCLE PARKING:

A cycle store will be in place within the basement of the property and accessed via the car parking area.

The cycle store will provide 42 cycle spaces, which is acceptable to Highways.

PUBLIC REALM:

It is recommended that all public realm designs and materials are agreed with MCC's Capital Programmes and Property team prior to site works beginning. The MCC Flood Risk Management and Street Lighting teams will need to be consulted to discuss lighting and drainage associated with the site public realm.

BOUNDARY TREATMENTS:

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.

The applicant should be advised that all gated accesses will need to provide inward opening gates to ensure they do not impact on the adopted footway or highway.

REFUSE AND SERVICING:

A bin store is present in the basement and bins will be wheeled up to the ground floor level via the ramp on collection day. It is requested that the bins are returned to the bin store as soon as possible after collection to ensure they do not impinge on pedestrian or vehicle movements. The movement of bins to/from the bin store should be undertaken by the applicant rather than the bin operatives.

The refuse collection will be undertaken by the existing refuse vehicle that serves no. 5 - 10 Park Place. Therefore, there will be no need for a refuse vehicle to access or manoeuvre around the site. Highways consider this to be acceptable in order to prevent any obstruction to passing pedestrians on the adjacent footway.

TRAVEL PLAN:

It is recommended that a Travel Plan is in place. The Travel Plan which should feature a range of measures promoting a choice of transport mode, and a clear monitoring regime with agreed targets.

The success of the Travel Plan measures will depend on their effective delivery and commitment from the occupiers and therefore robust arrangements for the implementation and running of the Travel Plan need to be included in the Travel Plan. These include:

- o a travel plan budget and resources for the implementation and day to day management of travel plan measures;
- o appropriate management structures;
- o detailed time frames for the delivery;
- o a marketing and communication strategy;
- o handover arrangements for the travel plan or its components when the developer's responsibility ceases; and
- o initial targets before first surveys are conducted

Ideally a full Travel Plan should include tailored measures to overcome specific barriers, or take advantage of opportunities, presented by the site in order to encourage future residents and visitors to use sustainable modes of travel for appropriate journeys.

In order to encourage sustainable journeys to mitigate the traffic impact of the development, through the use of the Travel Plan incentives should be offered to encourage future occupiers of the site to use alternative modes of travel to the private car, through measures such as concessionary bus fares, discounted cycles, journey planning etc.

It is recommended that the above is conditioned and attached to any planning permission that may be granted.

CONSTRUCTION MANAGEMENT:

A Construction Management Plan should be provided by the applicant prior to any construction works beginning. The Construction Management Plan should detail the phasing and quantification / classification of vehicular activity associated with planned construction. This should include commentary on types and frequency of vehicular demands together with evidence (including appropriate swept-path assessment) of satisfactory routeing both within the site and on the adjacent highway. The document should also consider ongoing construction works and contractor parking in the locality.

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.

Should there be any basement excavations proposed adjacent to the highway structural drawings and calculations for the temporary and permanent support works must be submitted for checking (for a fee) to MCC Bridges/Structures Section. The applicant is advised to contact highways.structures@manchester.gov.uk.

It is recommended that the above is conditioned and attached to any planning permission that may be granted. Suggested Conditions – EVC/Travel Plan/CMP.

Environmental Health – Recommended conditions relating to demolition and construction management, lighting, acoustic insulation, external equipment, refuse – commenting that the bins are too large for residents to move for collection, air quality including electric, vehicle charging and contaminated land.

Flood Risk Management – Required the imposition of conditions with regards to sustainable urban drainage and the management thereof.

Parks & Events – No comments received

Greater Manchester Police – No concerns but would recommend that it is built to Secured by Design standards.

Canal & River Trust – No requirement for consultation

Environment Agency – Required the imposition of a condition relating to flood risk mitigation.

Greater Manchester Ecology Unit – No ecology information appears to have been submitted with application but the site currently appears to have limited ecological value. From aerial photography it appears that may be some scrub on site that will be lost to the proposals. As such habitat could be used by nesting birds, we would advise that the following condition be attached to any permission, should it be granted:

No removal of or works to any trees or scrub shall take place between 1st March and 31st August inclusive, unless a competent ecologist has undertaken a careful, detailed check of vegetation for active birds' nests immediately before the vegetation is cleared and provided written confirmation that no birds will be harmed and/or that there are appropriate measures in place to protect nesting bird interest on site. Any such written confirmation should be submitted to the local planning authority.

The proposal include some measures to enhance biodiversity at the site, although it is not necessarily a good idea to encourage grey squirrels but otherwise the measure are satisfactory and should be implemented in full.

Chorlton Voice – Chorlton Voice object to the loss of the sports bar, which is a valuable and well-used community facility. They also consider that the proposed new building would be significantly taller than its neighbours and would be an overly-prominent and obtrusive feature in the street scene.

United Utilities - Requested further information prior to determination. Further information was provided but not further comments were received.

Cadent – No objection subject to the imposition of an informative.

Policies

Relevant Local Policies

Local Development Framework

The relevant development plan in Manchester is the **Core Strategy Development Plan Document 2012-2027 (the “Core Strategy”)**, adopted in July 2012, and the saved policies from the Manchester Unitary Development Plan (UDP), adopted July 1995. The Core Strategy is the key document and sets out the long term strategic planning policies for Manchester's future development. 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 proposals are considered to be contrary to the following Core Strategy Policies SP1, H1, H6, H8, T1, T2, EN1, EN4, EN6, EN9, EN14, EN15, EN16, EN18, EN19, DM1 and PA1 for the reasons set out below.

Policy SP1 - Spatial Principles. This sets out the key special principles which will guide the strategy. Development in all parts of the City should “make a positive contribution to neighbourhoods of choice including creating well-designed places that enhance or create character, make a positive contribution to the health, safety and wellbeing of residents, consider the needs of all members of the community regardless of disability and protect and enhance the built and natural environment.”

The development would reuse previously developed land and see the demolition of a building that does not make a positive contribution with regards to its external appearance, however it is not considered that the development proposed would make a positive contribution through the creation of a well-designed place that enhances the character of the area.

Policy H1 – Housing Provision. This policy identifies that approximately 60,000 new dwellings will be provided in Manchester between March 2009 and March 2027 equating to an average of 3,333 units per year although this rate will vary across the identified period. The policy identifies that the emphasis outside of the City Centre and the City's Inner areas is to increase the availability of family housing. It is expected that 90% of residential development will take place on previously developed land and sites in close proximity to centres and high frequency public transport routes.

The application proposals would contribute to the overall provision of new residential units in the City on previously developed land in a sustainable location close to services and public transport routes including bus routes and Metrolink. On this basis the proposals are considered to accord with the policy H1 of the Core Strategy subject to consideration of matters set out within the issues section of this report.

Policy H6 - Housing in South Manchester. This policy indicates that 5% of new residential development will take place in South Manchester over the lifetime of the Core Strategy. High density development will generally only be appropriate within district centres. Outside the district centres priorities will be for housing meeting identified shortfalls, including family housing and provision that meets the needs of elderly people with schemes adding to the stock of affordable housing.

The application proposals would not provide affordable residential accommodation as the developer has provided a viability assessment which has been tested that shows that the scheme would not be feasible with the inclusion of affordable housing. The scheme does not provide family housing or housing that would meet the needs of elderly people and is not within a district centre location, on this basis the proposals are considered to be contrary to policy H6.

Policy H8 – Affordable Housing. Sets out the Council's approach to assessing applications of greater than 15 residential units and provision of affordable housing or an equivalent financial contribution. Consideration of matters with regards to this policy are set out within the issues section of this report.

Policy T1 – Sustainable transport. This policy embeds the delivery of a high quality integrated transport system to encourage modal shift away from car travel to public transport, cycling and walking. It indicates support for proposals that: improve choice by delivering alternatives to the car; promote regeneration and economic vitality by relieving traffic congestion and improving access to jobs and services; improve access to transport services and facilities for all; improve pedestrian routes and the pedestrian environment; facilitate modes of transport that reduce carbon emissions; reduce the negative impacts of road traffic

Policy T2 - Accessible Areas of Opportunity and Need. The Technical Note submitted in support of the application concludes that the application site is highly accessible. Given the location of the application site, pedestrian accessibility to and from the surrounding area is very good. There is access to bus and Metrolink networks. The quality of cycle links is good, cyclists within the development would benefit from 42 cycle parking spaces within a secure building for the apartments.

Policy EN1 – Design Principles and Strategic Character Areas. Developments in Manchester are expected to follow the seven principles of urban design and have regard to the strategic character area in which the development is located. The application site is located in the southern character area where development is expected to retain the identity and focus of activity associated with the historic district centres and along the radial routes should be commensurate in scale with the prominence of its location. Consideration of this matter is set out in more detail within the issues section of this report.

Policy EN 4 - Reducing CO2 Emissions by Enabling Low and Zero Carbon Development. The Council will seek to reduce fuel poverty and decouple growth in the economy, growth in CO2 emissions, and rising fossil fuel prices, through the following actions: All development must follow the principle of the Energy Hierarchy, being designed to reduce the need for energy through design features that provide passive heating, natural lighting and cooling to reduce the need for energy through energy efficient features such as improved insulation and glazing to meet residual energy requirements through the use of low or zero carbon energy generating technologies
Wherever possible new development and retrofit projects, including energy generation plant, must be located and designed in a manner that allows advantage to be taken of opportunities for low and zero carbon energy supplies.
Where possible new development and retrofit projects will be used as a mechanism to help improve energy efficiency and provide low and zero carbon energy supplies to existing buildings. Where appropriate new development and retrofit projects will be required to connect to and/or make contributions to low or zero carbon energy schemes and/or to incorporate provision to enable future connection to any existing / potential decentralised energy schemes.

Policy EN6 – Target Framework for CO2 reductions from low or zero carbon energy supplies. This policy sets out that major developments are expected to meet the targets set out in the policy which are to be demonstrated through an energy statement. The applicant has prepared an Energy Statement which sets out the energy strategy for the development.

Policy EN9 – Green infrastructure. This policy indicates that new development will be expected to improve on existing green infrastructure in terms of quantity, quality and function.

Opportunities to encourage developers to enhance the quality and quantity of green infrastructure, improve the performance of its functions and create and improve linkages to and between areas of green infrastructure.

Policy EN14 – Flood Risk. The policy reflects national planning policy to direct development away from sites at greatest risk of flooding, and towards sites with little or no risk of flooding. Site specific flood risk assessments are required for all development proposals on sites greater than 0.5 hectares. A Flood Risk Statement has been submitted as the site is located within Flood Zone 1 and 2 and lies on the boundary of Flood Zone 3, due to its proximity to the main river Chorlton Brook.

Policy EN15 – Biodiversity and Geological Conservation. This policy indicates that the Council will seek to maintain or enhance sites of biodiversity and geological value throughout the city. Developers are expected to identify and implement reasonable opportunities to enhance, restore or create new biodiversity, either on site, contributing to linkages between valuable or potentially valuable habitat areas where appropriate. Consideration of this matter is set out in more detail within the issues section of the report.

Policy EN16 – Air Quality. This policy indicates that the Council will seek to improve the air quality within Manchester and particularly Air Quality Management Areas, located along Manchester's principal traffic routes and at Manchester Airport. Developers are expected to take measures to minimise and mitigate the local impact of emissions from traffic generated by the development, as well as emissions created by the use of the development itself. When assessing the appropriateness of locations for new development the Council will consider the impacts on air quality this includes cumulative impacts, particularly in AQMAs.

Policy EN18 – Contaminated Land. The policy outlines that the Council gives priority for the remediation of contaminated land to strategic locations. Proposals for development of contaminated land must be accompanied by a health risk assessment.

Policy EN19 – Waste.

Policy DM1 - Development Management. This sets out the requirements for developments in terms of sustainability and outlines a range of general issues that all development should have regard to. Of these, the following issues are or relevance to this proposal:

- Appropriate siting, layout, scale, form, massing, materials and detail;
- Design for health;
- Adequacy of internal accommodation and amenity space;
- Impact on the surrounding areas in terms of the design, scale and appearance of the proposed development;
- That 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;
- Accessibility to buildings, neighbourhoods and sustainable transport modes;
- Impact on safety, crime prevention and health; adequacy of internal accommodation , external amenity space, refuse storage and collection, vehicular access and car parking; and
- Impact on biodiversity, landscape, archaeological or built heritage, green Infrastructure and flood risk and drainage.

These issues are considered full, later in this report.

Policy PA1 – Developer Contributions. Where needs arise as a result of development, the Council will seek to secure planning obligations in line with Circular 5/2005, Community Infrastructure Levy regulations or successor regulations/guidance.

Saved UDP Policies

DC26 Development and Noise - States that the Council intends to use the development control process to reduce the impact of noise on people living and working in the City. In particular, consideration will be given to the effect of new development proposals which are likely to be generators of noise. Conditions will be used to control the impacts of developments. The proposal has been designed to minimise the impact from noise sources.

National Planning Policy Framework

The National Planning Policy Framework September 2023 (NPPF) – The National Planning Policy Framework sets out the Government's planning policies for England and how these should be applied. It provides a framework within which locally prepared plans for housing and other development can be produced. Planning law requires that applications for planning permission be determined in accordance with the development plan, i.e. the Core Strategy Development Plan Document and accompanying policies unless material considerations indicate otherwise. The National Planning Policy Framework is a material consideration in planning decisions.

Paragraph 11 states that plans and decisions should apply a presumption in favour of sustainable development, which for decision-taking means:

- approving development proposals that accord with an up-to-date development plan without delay; or
- where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, granting permission unless:
 - i. the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or
 - ii. any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.

In addition to the above, Sections 5 (Delivering a sufficient supply of homes) and Section 12 (Achieving Well Designed Places) are of relevance.

The National Design Guide (January 2021) - This illustrates how well-designed places that are beautiful, enduring and successful can be achieved in practice. It forms part of the Government's collection of planning practice guidance and should be read alongside the separate planning practice guidance on design process and tools.

There are 10 characteristics of well-designed places within the National Design Guide which are listed below:

- Context – enhances the surroundings
- Identity – attractive and distinctive
- Built form – a coherent pattern of development
- Movement – accessible and easy to move around
- Nature – enhanced and optimised
- Public Spaces – safe, social and inclusive
- Uses – mixed and integrated
- Homes and buildings – functional, healthy and sustainable
- Resources – efficient and resilient
- Lifespan – made to last

The proposed form of development would not enhance its surroundings to an acceptable level. Its distinctiveness would not be expressed in an attractive manner, and it would not deliver a coherent development that properly responds to context.

Other Material Considerations

Guide to Development in Manchester Supplementary Planning Document (SPD) and Planning Guidance (April 2007)

Part 1 of the SPD sets out the design principles and standards that the City Council expects new development to achieve, i.e. high quality developments that are safe, secure and accessible to all. The SPD states that proposals should seek to ensure that the use of the building reflects their purpose and the place in which they are located. Development should enliven and define neighbourhoods and promote a sense of place. Development should have regard for the location of sustainable public transport and its proximity. In relation to crime issues, the SPD requires that prevention measures should be demonstrated, and include the promotion of informal surveillance, CCTV, good lighting and stewardship.

Sections of relevance are:

- Chapter 2 'Design' – outlines the City Council's expectations that all new developments should have a high standard of design making a positive contribution to the City's environment.
- Paragraph 2.7 states that encouragement for "the most appropriate form of development to enliven neighbourhoods and sustain local facilities. The layout of the scheme and the design, scale, massing and orientation of its buildings should achieve a unified form which blends in with, and links to, adjacent areas.
- Paragraph 2.14 advises that new development should have an appropriate height having regard to the location, character of the area and specific site circumstances. Although a street can successfully accommodate buildings of differing heights, extremes should be avoided unless they provide landmarks of the highest quality and are in appropriate locations.

Residential Quality Guide

Sets out the direction for the delivery of sustainable neighbourhoods of choice where people will want to live and also raise the quality of life across Manchester and was approved by the Executive at its meeting on 14 December 2016. The guidance has been produced with the ambition, spirit and delivery of the Manchester Strategy at its heart. The delivery of high-quality, flexible housing will be fundamental to ensuring the sustainable growth of Manchester. To achieve the City's target of carbon neutrality by 2050, residential schemes will also need to be forward thinking in terms of incorporating the most appropriate and up to date technologies to significantly reduce emissions. It is therefore essential for applicants to consider and integrate the design principles contained within the draft guidance into all aspects of emerging residential schemes. In this respect, the guidance is relevant to all stages of the development process, including funding negotiations, the planning process, construction and through to operational management.

The guidance sets standards for securing high quality and sustainable residential development in Manchester. The document includes standards for internal space within new dwellings and is suitable for applications across all tenures. It adopts the nationally described space standards and this has been applied to an assessment of the size and quality of the proposed houses.

Of particular relevance to the evaluation of this application the following sections of the Guidance are noted:

- An assessment of density is often a careful balance; taking into account character and context, economic and regeneration opportunities together with the capacity of different parts of the city

to be able to accommodate and support any increase. Where area based planning guidance does not exist, or where it is silent on density, then any proposals which increase the existing level of density within the neighbourhood should be fully justified to the satisfaction of the Local Planning Authority. However, fundamentally important to this justification will be the preparation of a comprehensive urban design appraisal identifying whether a particular neighbourhood, block or street has a strong and coherent density that should be reinforced or demonstrate that it has capacity for change.

- Achieving an appropriate scale for new residential development is a delicate balance and should be based on an understanding of the site and its context, the city's desire to see sound place making, and a clear understanding of how scale can be used positively as a means of driving high quality buildings that provide attractive places in which to live. There is a need to demonstrate how proposed height and mass would fit within its context, appreciating the need to create a legible urban environment, provide a strong sense of enclosure and, where appropriate in schemes of sufficient scale, introduce landmarks. In certain locations, this will involve maintaining the consistency of the existing urban form; in other cases, the correct approach may be to introduce a shift in scale that can provide dramatic juxtaposition.

South Manchester Regeneration Framework

South Manchester is identified as an area with a rich and diverse group of neighbourhoods, with a wide range of issues and needs. Some areas are already successful, so the SRF is needed to help continue and build on this success. Other areas, in contrast, have particular issues that the SRF will help to tackle, such as poor housing and high levels of deprivation and worklessness.

The opportunity for the SRF is to build on and improve its assets – the distinctive, successful neighbourhoods and centres, the high quality parks and the strong heritage and character of South Manchester – and use these as a model to drive forward the future of the area. These qualities should be applied across South Manchester to raise the quality of the built environment and expand the number of successful neighbourhoods.

The SRF identifies a key issue for the area as providing a wider choice of housing to attract and retain residents. The SRF states future housing developments need to focus on providing high-quality family accommodation. It identifies that high-quality sustainable new housing developments should meet the housing needs of the existing and future population of South Manchester.

The Manchester Green and Blue Infrastructure Strategy (G&BIS)

The G&BIS sets out objectives for environmental improvements within the City in relation to key objectives for growth and development.

Building on the investment to date in the city's green infrastructure and the understanding of its importance in helping to create a successful city, the vision for green and blue infrastructure in Manchester over the next 10 years is: By 2025 high quality, well maintained green and blue spaces will be an integral part of all neighbourhoods. The city's communities will be living healthy, fulfilled lives, enjoying access to parks and greenspaces and safe green routes for walking, cycling and exercise throughout the city. Businesses will be investing in areas with a high environmental quality and attractive surroundings, enjoying access to a healthy, talented workforce. New funding models will be in place, ensuring progress achieved by 2025 can be sustained and provide the platform for ongoing investment in the years to follow.

Four objectives have been established to enable the vision to be achieved:

1. Improve the quality and function of existing green and blue infrastructure, to maximise the benefits it delivers
2. Use appropriate green and blue infrastructure as a key component of new developments to help create successful neighbourhoods and support the city's growth
3. Improve connectivity and accessibility to green and blue infrastructure within the city and beyond
4. Improve and promote a wider understanding and awareness of the benefits that green and blue infrastructure provides to residents, the economy and the local environment.

Climate Change

Our Manchester Strategy 2016-25 – sets out the vision for Manchester to become a liveable and low carbon city that will:

- Continue to encourage walking, cycling and public transport journeys;
- Improve green spaces and waterways including them in new developments to enhance quality of life;
- Harness technology to improve the city's liveability, sustainability and connectivity;
- Develop a post-2020 carbon reduction target informed by 2015's intergovernmental Paris meeting, using devolution to control more of our energy and transport;
- Argue to localise Greater Manchester's climate change levy so it supports new investment models;
- Protect our communities from climate change and build climate resilience.

Manchester: A Certain Future (MACF) – This is the city wide climate change action plan, which calls on all organisations and individuals in the city to contribute to collective, citywide action to enable Manchester to realise its aim to be a leading low carbon city by 2020. Manchester City Council (MCC) has committed to contribute to the delivery of the city's plan and set out its commitments in the MCC Climate Change Delivery Plan 2010-20. Manchester Climate Change Board (MCCB) Zero Carbon Framework - The Council supports the MCCB to take forward work to engage partners in the city to address climate change. In November 2018, the MCCB made a proposal to update the city's carbon reduction commitment in line with the Paris Agreement, in the context of achieving the "Our Manchester" objectives and asked the Council to endorse these new targets.

The Zero Carbon Framework – This outlines the approach that will be taken to help Manchester reduce its carbon emissions over the period 2020-2038. The target was proposed by the Manchester Climate Change Board and Agency, in line with research carried out by the Tyndall Centre for Climate Change, based at the University of Manchester. Manchester's science-based target includes a commitment to releasing a maximum of 15 million tonnes of CO₂ from 2018-2100. With carbon currently being released at a rate of 2 million tonnes per year, Manchester's 'carbon budget' will run out in 2025, unless urgent action is taken. Areas for action in the draft Framework include improving the energy efficiency of local homes; generating more renewable energy to power buildings; creating well-connected cycling and walking routes, public transport networks and electric vehicle charging infrastructure; plus, the development of a 'circular economy', in which sustainable and renewable materials are re-used and recycled as much as possible.

Legislative requirements

S17 Crime and Disorder Act 1998 provides that in the exercise of its planning functions the Council shall have regard to the need to do all that it reasonably can to prevent crime and disorder

Issues

Principle – The general principle of the redevelopment of previously developed land in a sustainable location for the provision of residential development in the City is long established and set out within the adopted development plan policies of the Core Strategy and in the NPPF.

However, in this instance the provision of a high-density development of residential apartments which are not affordable or for family homes or a particular housing need is not considered to be in accordance with the housing delivery framework of the Core Strategy as set out within policies H1 and H6, and this is set out in more detail below.

Residential development – The site is occupied by Rileys snooker hall and would see the demolition of the building for the development of the site holistically for a high density apartment led scheme.

It is noted that there is a high density residential development that was approved at 419 – 421 Barlow Moor Road, however, the development had a significant frontage to Barlow Moor Road where development of scale is considered to be appropriate having regard to the road hierarchy, the road being an arterial road. The development was also for 39 100% affordable units on a larger site for a development of high quality. The development at Park Place was smaller scale and approved prior to the current development plan period.

In a location such as the application site outside of a district centre, not fronting an arterial road, the density as proposed is not considered to reflect the character or type of housing development identified as being required within South Manchester. As such the proposal for a high density residential apartment scheme in this location is not considered to accord with policies H1 and H6 of the Core Strategy which prioritise residential development in South Manchester that lies outside of district centres for family housing and older person accommodation, the principle of the proposed development cannot be supported.

The mix and size of accommodation is in accordance with standards, being predominantly 2 bedroom and being above Manchester Residential Space Standards.

The building is said to reduce CO₂ by more than the requirements of the current Building Regulations, details of which are included within a document titled Environmental Standards. This would have been conditioned had we been supportive of the scheme.

Affordable Housing - The proposals would not provide affordable housing. A viability statement has been submitted with the application which has been assessed and the scheme would not be feasible with an affordable housing contribution – either on site or off site.

Employment and reuse of buildings - The land is not allocated for employment use. The existing employment building on the site is in a poor condition and does not positively contribute to the character of the area with regards to its visual appearance (albeit that views through to the building are glimpsed from either Barlow Moor Road / Chorlton Park – or visible when accessing surrounding commercial / residential property). The historic use has few limitations on the use with regards to hours of operation, noise generation and use class. However, comment has been made in most representations received about the loss of the existing use, which is considered to contribute to community cohesion. Unfortunately, as this could be lost through permitted changes of use this is not material to the consideration of the application.

3 fte employees are said to be lost on site and 2 fte employees are said to gain employment as a result of the development. There is no material impact with regards to loss of employment, particularly when jobs will be created by construction are taken into consideration.

Scale, Density and Layout – The scheme proposed would provide a building significantly taller than surrounding building with long range views from Chorlton Park across Chorlton Brook. The building would be conspicuous in this setting. The building proposed would occupy a significant amount of the site edged red with little in the way of giving the proposed building a setting (especially when considering the extent of the lower ground floor and the provision of car parking area).



Design – It is considered that the building proposed in being inappropriate in context in inappropriate in design terms.

The proposal would be for grey brick, cladding and glazing, no details of materials are submitted with the application. Frames around windows are purported to giving a sense of depth, however, no sections have been provided setting out how the building would be articulated.



Landscaping – There is a landscaped courtyard to the site frontage, however information submitted leads with a focus on hard surfacing. Roof top terraces are proposed. Details of planting above the lower ground floor plinth and to the rooftop terraces were submitted, however, no information about the ongoing management, if we were minded to support the application more information would have been requested.

Ecology and Flood Risk – The scheme would be acceptable with regards to the location next to Chorton Brook subject to very specific conditions that have been suggested by the Environmental Agency, United Utilities and Flood Risk Management with regards to flood risk matters.

Greater Manchester Ecological Unit are satisfied with the proposals subject to the imposition of appropriate conditions relating to breeding birds season and work in accordance with details submitted (within the Design and Access Statement and the preliminary ecological assessment). The site has been assessed as having limited ecological value presently.

Residential Amenity - There is very little in the submission about the impact that the development would have on neighbouring property / land uses or how the building would sit in its context. It is considered that the height of the proposal coupled with the position of the proposal would adversely affect the visual amenity of the character of this particular area. Whilst it is acknowledged that this particular area off Barlow Moor Road is not attractive the proposal would be a missed opportunity to improve the character of this area through an appropriately scaled and detailed scheme.

The proposal would sit due east of land available for allotments and it is considered that it would have an adverse impact on this land use albeit that no daylight/sunlight analysis has been undertaken to justify said impacts.

The impact on views from Chorlton Park have been referenced above, which is of visual amenity to residents of this area.

The northmost part of the development proposals would sit due south of 1-4 Park Place. The upper floors have been stepped away from the south facing elevation of this building, which predominantly is a blank gable with a secondary windows located centrally. Beyond 1-4 Park Place sits 5-10 Park Place which has south facing windows which will see the overbearing proposal.

Highways, Car Parking and Waste Management – The scheme would cater to its own needs with regards to parking provision, (38 apartments served by 39 car spaces, 3 motorbike spaces and 42 cycle spaces), how the scheme would integrate with the current flow of traffic on the highway in this location and how the resultant development would be serviced with regards to waste management movements according to the information submitted which has been assessed by highways officers. Hence there is no reason for refusal offered on these grounds.

Accessibility – The developer has committed to the provision of two disabled parking spaces in the lower ground floor parking area, an access ramp and the layout includes for accessible width entrances and a lift to all floors.

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 a right to a fair hearing and to this end the local planning authority 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 policies 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 recommendation given 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: Refuse

Article 35 Declaration

Officers work with applicants in a positive and proactive manner based on seeking solutions to problems arising in relation to dealing with planning applications. A series of pre-application meetings took place with officers. Whilst the applicants have made some amendments to the initial pre-application proposals these have not been sufficient to resolve the fundamental concerns.

Reasons for recommendation to refuse

1. The proposed development due to its siting, scale, massing and appearance would result in poor quality design. Its architectural detailing would fail to meet the quality that such a prominent building should achieve. It would not add to the overall quality of the area or have a visually attractive architectural form. The proposals would therefore be contrary to policies SP1, EN1 and DM1 of the Manchester Core Strategy (2012), Manchester Residential Quality Guidance (July 2016), Guide to Development in Manchester SPD (2007), and the relevant sections of the National Planning Policy Framework (NPPF) (2021) in particular Section 12 (Achieving well designed places) and the National Design Guide (2021).
2. The proposed development, by virtue of the siting, scale, massing, appearance and architectural detailing, would result in an overly large and overbearing development. The proposal would therefore fail to respond positively to the character of the area, street scene and local skyline resulting in an unduly harmful impact on visual amenity. The proposals would therefore be contrary to policies SP1, EN1 and DM1 of the Manchester Core Strategy (2012), The Guide to Development in Manchester SPD (2007), Manchester Residential Quality Guidance (July 2016), the relevant sections of the National Planning Policy Framework (NPPF) (2021) in particular Section 12 (Achieving well designed places) and the National Design Guide (2021).

Appendix 1 – List of consultees & neighbours notified

Highway Services
Environmental Health
Parks & Events
Greater Manchester Police

Canal & River Trust
Environment Agency
Greater Manchester Ecology Unit
Chorlton Voice

List of neighbouring properties notified on Uniform

Appendix 2 – Planning constraints

Article 4 Direction - Removal of PD Rights Change of Use from Class C3 to Class C4

Aircraft Safeguarding Zone - Aircraft Safeguarding Zone - All Exceeding 90M

Flood Zones Type 2 (low to medium risk) -

Flood Zones Type 3 (high risk) -

Susceptible to Surf Water Flood (Less) -

Susceptible to Surf Water Flood (Middle) -

Susceptible to Surf Water Flood (More) -

Area Team Boundary - Name: SOUTH AREA