



Tatton House Investment 2 Ltd
79-85 Hathersage Road, Manchester

Reconfiguration and extension of existing buildings to form 35 apartments in total (7 no. new apartments) together with elevational alterations and amended car parking, amenity space and landscaping within external areas

PLANNING STATEMENT

June 2023

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1. Introduction

- 1.1 This Statement is prepared by Peacock + Smith in support of a planning application for the reconfiguration and extension of the existing buildings to form 35 apartments in total (7 no. new apartments) together with elevational alterations and amended car parking, amenity space and landscaping at Nos. 79-85 Hathersage Road in Manchester. It has been submitted on behalf of our client, Tatton House Investment 2 Ltd.
- 1.2 The application site consists of two pairs of semi-detached buildings which have been subdivided into 28 apartments, together with two rear car parking areas broken up by grassed areas to the rear and side. The proposal seeks to reconfigure, alter and extend the existing buildings at the site to form 35 apartments in total that would be Nationally Described Space Standards (NDSS) compliant. The proposal would modernise the buildings and join them together via a new glazed link.
- 1.3 Externally the proposal would include a reconfigured car parking area and several areas of amenity space, together with new landscaping around three sides of the site. Vehicular access into the site would continue to be taken from the existing vehicular carriageways on Hathersage Road and Upper Brook Street as at present.
- 1.4 A pre-application meeting took place between Peacock + Smith, Condry Lofthouse Architects and Planning and Highways Officers from Manchester City Council in December 2022. As outlined at the meeting, a previous formal proposal for a new build aparthotel on the site was found to be unacceptable and refused for 4 reasons (and dismissed at appeal). Following this, pre-application discussions took place in 2021 regarding a new build 6 storey residential scheme, but this received negative feedback from the LPA for various reasons so has not been pursued.
- 1.5 The applicant has now opted to retain the existing buildings and work with them in order to upgrade the site. The current proposal is for the retention, refurbishment, alteration and extension of the existing buildings rather than demolition and rebuild, as per the refused aparthotel scheme and the 6 storey apartment scheme. The scheme now being applied for has been modified slightly since the pre-application meeting with the LPA in December 2022, as detailed below.
- 1.6 At the recent pre-application meeting in December 2022 the principle of the development was agreed as the retention and upgrading of the existing buildings was welcomed. The alterations and extensions proposed to the buildings were generally deemed to be suitable. Overall, subject to a minor detail comment, no fundamental concerns were raised regarding design. The Planning Officer did however raise concerns about the quantum of proposed accommodation being

overdevelopment solely due to the ratio of proposed residential units against car parking spaces. The Highways Officers also outlined their preferred amount of car parking at the site, given the extra residential units proposed. In response to these comments, the proposal has been amended to include additional car parking spaces so that the proposed ratio is the same as the existing situation.

Purpose and Structure of Report

- 1.6 The report seeks to address all relevant planning considerations prior to drawing conclusions as to the merits of the application.
- 1.7 The remainder of this report is structured as follows:
 - **Section 2:** describes the site and surroundings and considers any planning history;
 - **Section 3:** describes the proposed development;
 - **Section 4:** positions the proposals in the context of planning policy;
 - **Section 5:** considers the key planning issues in the context of the relevant planning policy and analyses the planning considerations relevant to the proposal;
 - **Section 6:** outlines the benefits of the proposal; and
 - **Section 7:** provides a summary and conclusions, taking account of the planning balance
- 1.8 This Statement should be read in conjunction with the other documents submitted in support of the application which include:
 - Planning Statement, prepared by Peacock and Smith;
 - Design and Access Statement, prepared by Condry Lofthouse Architects,
 - Transport Statement and Travel Plan, prepared by Singleton Clamp (SCP)
 - Noise Impact Assessment, prepared by e3p
 - Air Quality Assessment, prepared by Redmore Environmental

2. Site Description and Planning History

- 2.1 The purpose of this section is to describe the application site and its context and explain the planning history of the site.

Site Description and Local Context

- 2.2 The site is located at Nos. 79-85 Hathersage Road, adjacent to Hathersage Road's junction with Upper Brook Street. The site is shown in **Figure 1** below and measures 0.168 hectares (0.416 acres).



Figure 1: Site Location

- 2.3 The site consists of two pairs of semi-detached buildings together with two rear car parking areas, broken up by grassed areas to the rear and side. The site is bound to the north by Hathersage Road, to the east by a 3 storey student residential building known as Coniston Hall, to the south by a 3 storey terraced building that is in use as flats and to the west by the A34 Upper Brook Street. The A34 is a main arterial route that connects areas in the south of Manchester to the City Centre.
- 2.4 The buildings on the site are currently in use as apartments. There are 28 existing apartments across the two buildings. There are 11 apartments in Nos. 79-81 Hathersage Road and 17

apartments in Nos. 83-85 Hathersage Road. The 28 apartments consist of 14 x 1-bed, 12 x 2-bed, 1 x 3-bed and 1 x 4-bed accommodation. The apartments do not meet the Nationally Described Space Standards (NDSS).

- 2.5 The site is just outside the City Centre (and Regional Centre) boundary, so is within walking distance of it. It is close to Rusholme District Centre and the large amount of facilities and services that offers. The site is approximately 60m north of the Victoria Park Conservation Area boundary. There are no listed buildings on the site. The nearest listed building is located on Daisy Bank Road (Nos. 118-120, Grade II) to the south-east of the site and is approximately 85m away. Adjacent to that is another listed building at Nos. 114-116 Daisy Bank Road, also Grade II. The Grade II* listed Victoria Baths is located approximately 175m to the north-east, further along Hathersage Road. To the south-west, the Grade II Brook House on Oxford Place is approximately 115m away. Due to their distance from the application site and intervening buildings, it is not considered that the proposal would be seen in the context of the nearest listed buildings. The site is within Flood Zone 1 so is at low risk of flooding. There are no trees within the site.
- 2.6 The surrounding area is mixed in terms of land uses. There are primarily residential/student residential properties to the north, east and south that are 2-3 storeys in height. Further east along Hathersage Road there are some taller buildings of 6-7 storeys. To the west of the site, on the opposite side of Upper Brook Street, is a vacant site that has planning permission for a 2-3 storey hospital building. To the north-west, on the opposite diagonal corner at the Hathersage Road/Upper Brook Street crossroads, is a 6 storey multi storey car park (MSCP) and beyond that is the Central Manchester Hospital site. The diagonal corner opposite the application site (where the MSCP is) is within the defined boundary of Manchester City Centre (which runs north up Upper Brook Street and west along Hathersage Road).
- 2.7 Frequent bus services run along Upper Brook Street past the application site and there are also bus routes that serve the nearby hospital along the western part of Hathersage Road. The nearest train station to the site is Ardwick which is 1.4 km away to the north-east and gives access to trains that run between Manchester Piccadilly and Hadfield, Glossop and Sheffield. Manchester Piccadilly train station, which is the main rail hub in Manchester City Centre, is 2.1km away to the north-west.
- 2.8 In summary, the application site comprises of two pairs of semi-detached buildings that are in use as flats. The site has some grassed and car parking areas within it. The site is diagonally opposite the City Centre and Regional Centre boundary and close to Rusholme District Centre. The site is not within a Conservation Area and there are no listed buildings on the site. Victoria Park Conservation Area lies approximately 60m to the south and the nearest listed building is

approximately 85m away. The site has no trees within it. The site benefits from good accessibility to frequent bus services and is within walking distance of the City Centre and the nearest train stations.

Relevant Planning History

2.9 In order to fully understand the development context of the site in the preparation of this planning application, a full planning history search, using publicly available sources, has been undertaken. A review of Manchester's Public Access system has revealed a number of relevant planning applications at the site:

- 124262/OO/2019 - Outline application seeking approval for access, layout and scale with all other matters reserved for the erection of a seven storey building to form a 133 room aparthotel (Class C1) following demolition of existing buildings. Refused 29 November 2019. This refusal was appealed but the appeal was dismissed on 29 July 2020 (ref. APP/B4215/W/20/3250307).
- 074897/FO/2005/N2 - Change of use of existing residential care home including three storey rear extension to form 11 apartments with associated parking. Approved 21 June 2005.
- 067972/FO/2003/N2 - Conversion of house into 6 flats (4 x 2 bed and 2 x 1 bed). Approved 12 June 2003.
- 035653 - Extending the height of existing rear additions providing new and altering existing window/door openings. Approved 23 January 1990.
- 032437 - Conversion of dwellinghouse in 9 bed-sit flats into 9 studio flats. Approved 23 February 1989.
- 032237 - Use of vacant premises as a nursing home. Approved 6 October 1988.
- 018816 - Conversion of dwellinghouse into 3 self-contained flats. Approved 4 February 1993.
- F11614 - Use of dwellinghouse as a residential hotel. Approved 5 December 1979.

Key Summary

2.10 The application site is occupied by two pairs of semi-detached properties that are in use as 28 residential flats that are not NDSS compliant. There are high density residential and student residential properties to the north, east and south, a vacant site to the west and a multistorey car park to the north-west. Building heights in the surrounding area rise to 7 storeys. The site is highly sustainable as it is in very close proximity to the City Centre and is accessible by a range of modes

of public transport. The nearest heritage asset is the Victoria Park Conservation Area which is 60m away to the south.

3. Proposed Development

- 3.1 This Section provides an overview of the proposed development. It should be read in conjunction with the Design and Access Statement prepared by Condy Lofthouse Architects.

Background to existing residential accommodation

- 3.2 There are 28 existing apartments across the two buildings on site which consist of 14 x 1-bed (50%), 12 x 2-bed (43%), 1 x 3-bed (3.5%) and 1 x 4-bed (3.5%) units. The apartments are not Nationally Described Space Standards (NDSS) compliant. At the present time the two buildings (Nos. 79-81 and Nos. 83-85 Hathersage Road) are not joined internally and function as two separate apartment buildings. Both buildings have separate car parks to the rear. The car park for Nos. 79-81 is accessed from the A34 Upper Brook Street. The car park for Nos. 83-85 is accessed off Hathersage Road. The building at Nos. 83-85 also has a grassed private amenity area to the rear.

The Proposal

- 3.3 The aim of the current application is to replace the existing substandard development. The proposed development seeks to secure the long-term future of the site by representing a significant investment to refurbish and reconfigure the buildings into 35 fully compliant NDSS apartments which will meet modern expectations and standards.

- 3.4 The description of development is as follows:

"Reconfiguration and extension of existing buildings to form 35 apartments in total (7 no. new apartments) together with elevational alterations and amended car parking, amenity space and landscaping within external areas".

- 3.5 Internally, the existing apartments would be reconfigured, and the buildings would be extended to the rear and side to form 35 apartments in total across the site. The mix of apartments would consist of 15 x 1-bed (43%), 15 x 2-bed (43%) and 5 x 3-bed (14%) units. All 35 apartments would be NDSS compliant.

- 3.6 Whereas the two buildings on the site are currently separate, the proposal would join the buildings together via a new glazed link. A new central main entrance to the front would be formed in between the buildings (within the new glazed link) which would lead into a new internal corridor. This corridor would give access into the two buildings to the east and west, as well as to the stair core that would take residents/visitors to the upper floors. The new glazed link would

also have a rear entrance door that would allow people to enter the building from the car parking/amenity space at the rear of the site. The front entrance would be stepped whereas the rear entrance would be accessible via steps and a new platform lift.

3.7 Externally, various works are proposed, including:

- Existing lightwells to the front of the buildings to be filled in. The ground floor finished floor level would then be raised to allow for larger basement windows;
- Existing steps that are currently used to access the ground floor apartments in several locations along the front elevations of the existing buildings would be removed. The existing entrance doors would be altered to form windows;
- Existing roof dormers to be made good and new black UPVC windows to be installed;
- Pitched and tiled roofs to be replaced with new pitched and tiled cedar slate effect roof tile;
- For the stone window heads and cills, existing paintwork to be removed and cills returned to original colour;
- All windows replaced with sash effect casement windows in black UPVC;
- Basement lightwells removed and external levels changed to provide new UPVC windows to basement apartments;
- Black UPVC windows to be installed to basement apartments;
- New rooflights to provide natural light to third floor apartments;
- A pathway (internal to the site) would be formed around three sides of the building that would include planting and seating spaces;
- New soft landscaping in various parts of the site to the front, side and rear; and
- New surface level and undercroft car parking and cycle parking.

3.8 An image of the proposed front view of the site is shown below.



- 3.9 The proposed development also includes for the extension of the buildings to the rear following demolition of the existing unsightly outriggers that have been unsympathetically extended and modified in the past. The extensions would have a series of gable features at the highest floor level, the maximum height of which would not exceed the highest part of the main roof of the existing building. The elevations would be built in red brick and the windows would be sash effect casement windows in black UPVC. An image of the proposed rear elevation is shown below.



- 3.10 A small extension is also proposed to the side of the building. The existing single storey side extension would be removed and replaced with a new double storey flat roof extension. This would also be built in red brick and have sash effect casement windows in black UPVC.
- 3.11 As stated above, the existing site has two separate car parking areas for the two buildings. The proposal would amend this by removing the boundary treatment between the two car parks and

making one large car parking area to the rear of the site that would contain 15 parking spaces (including 1 fully accessible space). Provision would be in place for EV charging points. The car park would be a combination of surface level and undercroft parking at basement level. The car park would be accessed from both the east and west through the existing access points from Upper Brook Street and Hathersage Road.

- 3.12 Set in the middle of the car parking spaces would be a shared grassed amenity area which the residents of the apartments would be able to use for sitting out in. There would also be a second grassed amenity area to the rear of the western part of the building. These amenity areas would be to the south of the building on the site so would be in a favourable position for receiving the maximum amount of sunlight, especially as there are no buildings to the west of the site that could cast any shadows over the amenity areas in the late afternoon/evening.
- 3.13 The refuse store for the development would be located within the south-western corner of the site. This would be large enough to contain the amount of bins (for general waste and recyclable waste) that are required for 35 apartments and would have a green roof.
- 3.14 With regards to cycle parking provision, 37 cycle parking spaces are proposed on site, under the building to the rear.
- 3.15 A further image of the rear extension and external space to the rear of the site is shown below.



Key summary

- 3.16 The existing development does not meet the NDSS or modern tenant requirements. The proposed development seeks to reconfigure, alter and extend the existing residential apartment buildings on the site to form one large building that would incorporate 35 no. apartments (7 no. new apartments in total). A mixture of 1, 2 and 3-bed apartments are proposed. The two buildings on the site would be joined together via a new glazed link.
- 3.17 Extensions would take place at the rear and side of the existing buildings that would be built in red brick and have black UPVC windows. The extensions would be subservient to the main (retained) buildings. The external areas would also be altered to incorporate new car parking, landscaping and amenity space for residents. The proposed development seeks to deliver a high quality residential environment that will deliver a long-term solution for the site.

4. Planning Policy Context

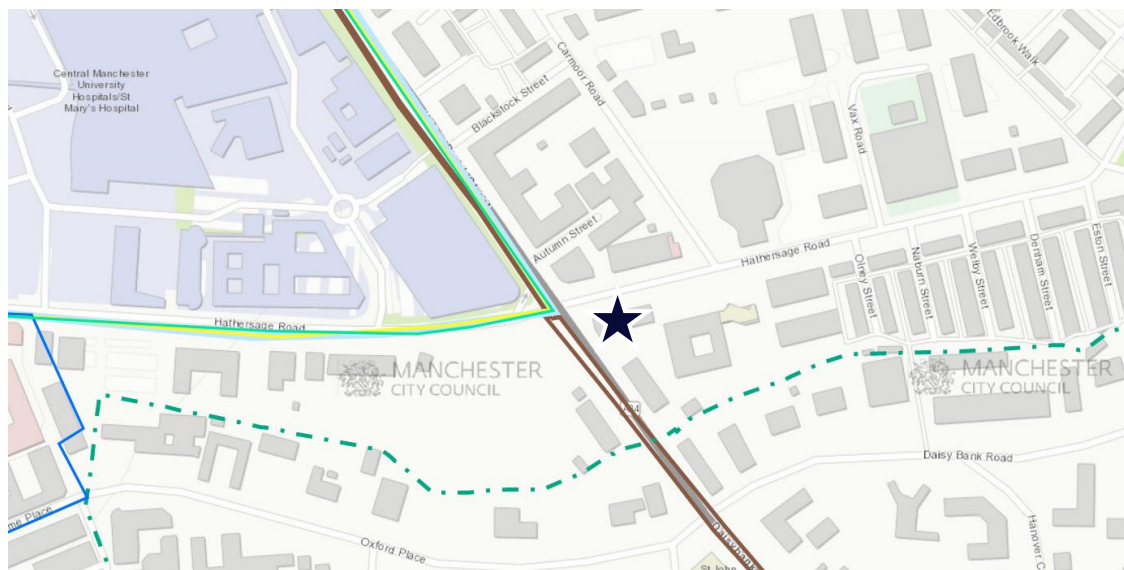
- 4.1 This section outlines the relevant national, strategic and local planning policies against which the proposals will fall to be considered.
- 4.2 Section 70(2) of the Town and Country Planning Act 1990 and Section 38(6) of the Planning and Compulsory Purchase Act require that planning decisions should be taken in accordance with the development plan unless material considerations indicate otherwise.

The Statutory Development Plan

- 4.3 The Development Plan for Manchester consists of:
- the Core Strategy (adopted 11 July 2012); and
 - saved policies from the Unitary Development Plan that was adopted in 1995.
- 4.4 Material policy considerations include:
- Any emerging development plan;
 - National Planning Policy Framework (2021), which is supported by the Planning Practice Guidance (PPG) (as updated);
 - National Design Guide (October 2019); and
 - Relevant Supplementary Planning Documents (SPDs).

Development Plan

- 4.5 In respect of the application proposal, an extract from the Interactive Proposals Map is provided below:



4.6 This shows 7 features as highlighted by the key below:

★ = Application site

City Centre (CC1-CC10)



District Centres



Regional Centre (EC3)



Inner Areas (SP1)



Conservation Areas



Major Road Rail Env Imp Corridor



4.7 The site is also within the area known as 'Central Manchester' in the Core Strategy, but this is not reflected in the above image.

4.8 The Proposals Map reflects both the Core Strategy and extant Unitary Development Plan (UDP) policies. The site is not allocated for any specific purpose within the Proposals Map but as above it is within the Central Manchester area (Core Strategy Policies EC8 and H5). The site is

approximately 60m north of the Victoria Park Conservation Area. It is also diagonally opposite the boundary of the City Centre (Policies CC1-C10), Regional Centre (Policy EC3) and Inner Area (SP1).

- 4.9 Taking account of the Proposals Map and the Development Plan as a whole, it is considered that the following planning policies are relevant in determining the application.

Core Strategy (2012)

- 4.10 The Core Strategy sets the out the long-term strategic policies for Manchester's future development and forms the framework that planning applications will be assessed against up to 2027.
- 4.11 **Policy SP 1 - Spatial Principles** – This policy outlines the key spatial principles that will guide the strategic development of Manchester to 2027. It states that the Regional Centre will be the focus for economic and commercial development, retail, leisure and cultural activity, alongside high quality city living. Beyond this there will be an emphasis on the creation of neighbourhoods of choice, providing high quality and diverse housing around district centres. It also states:

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*
 - *making a positive contribution to the health, safety and wellbeing of residents*
 - *considering the needs of all members of the community regardless of age, gender, disability, sexuality, religion, culture, ethnicity or income*
 - *protect and enhance the built and natural environment.*
- *Minimise emissions, ensure efficient use of natural resources and reuse previously developed land wherever possible.*
- *Improve access to jobs, services, education and open space by being located to reduce the need to travel and provide good access to sustainable transport provision.:*

- 4.12 **Policy EC 3 - The Regional Centre** – This policy states that housing will be an appropriate use within the Regional Centre, but it should complement the development of mixed-use employment areas. The Regional Centre will generally be a location where higher density residential development is appropriate.

- 4.13 **Policy CC 3 - Housing** – States that:

The City Centre will see the most intensive development of housing in the City. It is expected that a minimum of 16,500 new units will be provided from 2010-2027.

Key locations for the residential development will be Castlefield, Piccadilly, the Southern Gateway and the Northern Quarter.

In other parts of the City Centre residential development will only be appropriate in line with Policy CC7.

Residential development in the City Centre will comprise apartment schemes. The Council will encourage accommodation of a high standard which offers accommodation which is large enough to suit a range of occupants, in terms of both the number of rooms and their size.

- 4.14 **Policy H 1 - Overall Housing Provision** - States that approximately 60,000 new dwellings should be provided for in Manchester between March 2009 and March 2027. This equates to an average of 3,333 units per year. It also states that new housing will be predominantly in the North, East, City Centre and Central Manchester, but research conducted by AGMA (now GMCA) gives priority to residential schemes in the Regional Centre and the Inner Areas to support regeneration and the drive for regional growth. In addition, high density developments (over 75 units per hectare) are appropriate in both the City Centre and parts of the Regional Centre given the accessible nature of these locations. It also states:

Within the Inner Areas in North, East and Central Manchester densities will be lower but generally around 40 units per hectare. The type, size and tenure of the housing mix will be assessed on a site by site basis and be influenced by local housing need and economic viability. Outside the Inner Areas the emphasis will be on increasing the availability of family housing therefore lower densities may be appropriate.

- 4.15 The policy also states that 90% of residential development should be on previously developed land and new developments should take advantage of existing buildings where appropriate through refurbishment or rebuilding works. Proposals for new residential development should take account of several issues, including contributing to creating mixed communities by providing house types to meet the needs of a diverse and growing Manchester population and supporting growth on previously developed sites in sustainable locations.

- 4.16 New residential developments should also:

Contribute to the design principles of Manchester's Local Development Framework, including in environmental terms. The design and density of a scheme should contribute to the

character of the local area. All proposals should make provision for appropriate usable amenity space, including in high density development (in which this could be in the form of balconies, as well as shared open spaces such as green roofs). Schemes should make provision for parking cars and bicycles (in line with policy T2); and the need for appropriate levels of sound insulation.

and

Prioritise sites which are in close proximity to centres or high frequency public transport routes.

4.17 Policy H 5 - Central Manchester - States that:

Central Manchester, over the lifetime of the Core Strategy, will accommodate around 14% of new residential development. Priority will be given to family housing and other high value, high quality development where this can be sustained. High density housing will be permitted within or adjacent to the Regional Centre (Hulme and the Higher Education Precinct) as well as within Hulme, Longsight and Rusholme district centres as part of mixed-use schemes

4.18 Policy H 8 - Affordable Housing - states that requirements for affordable housing or an equivalent financial contribution apply to all residential developments on sites of 0.3 hectares and above or where 15 or more units are proposed. This requirement is that new development will contribute to the City-wide target for 20% of new housing provision to be affordable.

4.19 Policy T 2 - Accessible areas of opportunity and need - states that:

The Council will actively manage the pattern of development to ensure that new development:

- Is located to ensure good access to the City's main economic drivers, including the Regional Centre, the Oxford Road Universities and Hospitals and the Airport and to ensure good national and international connections*
- Is easily accessible by walking, cycling and public transport; connecting residents to jobs, centres, health, leisure, open space and educational opportunities. Particular priority will be given to providing all residents access to strategic employment sites*
- Within the City Centre, provides a level of car parking which reflects the highly accessible nature of the location, as well as the realistic requirements of the users of the development. Elsewhere, all new development should provide appropriate car parking facilities, taking account of the guidance in appendix B, which reflects policy in the*

Regional Strategy (RS). In all parts of the City proposals should have regard to the need for disabled and cycle parking, in line with appendix B. If the RS is revoked the Council will continue to use these standards when applying this policy.

- Includes proportionate Traffic Impact Assessments and Travel Plans for all major applications and for any proposals where there are likely to be access or transport issues.

4.20 Policy EN 1 - Design Principles and Strategic Character Areas – states 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. Design and Access Statements 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.

4.21 Policy EN 4 - Reducing CO2 Emissions by Enabling Low and Zero Carbon Development – states that all development must follow the principle of the Energy Hierarchy and the use of building materials with low embodied carbon in new development and refurbishment schemes is encouraged.

4.22 Policy EN 6 - Target Framework for CO2 reductions from low or zero carbon energy supplies – states that:

Applications for residential development of 10 or more units and all other development over 1,000 sq m will be expected as a minimum to meet the target shown in Tables 12.1 or 12.2, unless this can be shown not to be viable. This should be demonstrated through an energy statement, submitted as part of the Design and Access Statement. Such a statement will be expected to set out the projected regulated energy demand and associated CO2 emissions for all phases of the development. Developments smaller than the above threshold, but involving the erection of a building or substantial improvement to an existing building will also be expected to meet the minimum target, where viable, but will not be expected to submit an energy statement. The target framework relates to three broad development locations and their potential for low and zero carbon, decentralised energy.

- 4.23 **Policy EN 8 - Adaptation to Climate Change** - States that 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.

- 4.24 **Policy EN 16 - Air Quality** - States that:

The Council will seek to improve the air quality within Manchester, and particularly within Air Quality Management Areas, located along Manchester's principal traffic routes and at Manchester Airport. Developers will be 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, including from Combined Heat and Power and biomass plant.

- 4.25 **Policy DM 1 - Development Management** - States that all development should have regard to the specific issues including siting, layout, scale, form, massing, materials and detail, impact on the surrounding areas in terms of the design, scale and appearance, the character of the surrounding area, effects on amenity, accessibility, adequacy of internal accommodation and external amenity space, refuse storage and collection and car parking.
- 4.26 **Appendix B** of the Core Strategy gives information regarding Parking Standards. It states that all development must provide appropriate parking standards as specified. It confirms that standards for disabled people, cycle and motorcycle parking are minimums whereas standards for car parking are maximums and may be subject to a further reduction when consideration is given to accessibility of the particular site. It is noted that Appendix B does not contain any standards for residential car parking or cycle parking.

Saved policies from the Unitary Development Plan (1995)

- 4.27 **Policy DC26 - Development and Noise** - Part DC26.1 of the policy states that the Council will use the development control process to reduce the impact of noise on people living in the City. The Council will consider the implications of new development being exposed to existing noise sources which are effectively outside planning control. Part DC26.2 states that new noise-sensitive developments such as housing 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. Part DC26.4 states that where an existing noise source might result in an adverse impact upon a proposed new development, the applicant will need to provide an assessment of the likely impact and the measures they propose to deal satisfactorily with it.

4.28 **Policy E3.3 – Environmental Improvement and Protection** – states:

The Council will upgrade the appearance of the City's major radial and orbital roads and rail routes. This will include improvements to the appearance of adjacent premises; encouraging new development of the highest quality; and ensuring that landscape schemes are designed to minimise litter problems.

Material Considerations

4.29 Material considerations are:

- National Planning Policy Framework;
- National Design Guide;
- Emerging Development Plan;
- Relevant Supplementary Planning Documents (SPDs); and
- Manchester Residential Quality Guidance

4.30 Each are considered in turn.

National Planning Policy Framework

4.31 The most recent version of the National Planning Policy Framework (NPPF) was published in 2021.

4.32 **Paragraph 7** of the NPPF clearly states that the purpose of the planning system is to contribute to the achievement of sustainable development.

4.33 **Paragraph 8** sets out the three overarching objectives which contribute to sustainable development:

a) an economic objective – to help build a strong, responsive and competitive economy, by ensuring that sufficient land of the right types is available in the right places and at the right time to support growth, innovation and improved productivity; and by identifying and coordinating the provision of infrastructure;

b) a social objective – to support strong, vibrant and healthy communities, by ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generations; and by fostering well-designed, beautiful and safe places, with accessible

services and open spaces that reflect current and future needs and support communities' health, social and cultural well-being; and

c) an environmental objective – to protect and enhance our natural, built and historic environment; including making effective use of land, improving biodiversity, using natural resources prudently, minimising waste and pollution, and mitigating and adapting to climate change, including moving to a low carbon economy.

4.34 **Paragraph 11** sets out a presumption in favour of sustainable development. For decision-taking this means:

c) approving development proposals that accord with an up-to-date development plan without delay; or

d) 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.

4.35 **Paragraph 47** states that planning law requires that applications for planning permission be determined in accordance with the development plan, unless material considerations indicate otherwise. Decisions on applications should be made as quickly as possible, and within statutory timescales unless a longer period has been agreed by the applicant in writing.

4.36 Section 5 of the NPPF supports the Government's objective of significantly boosting the supply of homes – with the associated aim of ensuring that a sufficient amount and variety of land can come forward where it is needed, that the needs of specific housing requirements are addressed and that land with permission is developed without unnecessary delay (**Paragraph 60**).

4.37 Section 8 of the NPPF promotes healthy and safe communities. **Paragraph 93** seeks for developments to promote social interaction; be safe and accessible; and enable and support healthy lifestyles. This section is followed by Section 9 which promotes sustainable transport.

4.38 Section 9 of the NPPF is concerned with promoting sustainable transport. **Paragraph 105** states that significant development should be focused on locations which are sustainable, thereby limiting the need to travel and offering a genuine choice of transport modes. **Paragraph 107** states

that if local parking standards for residential use are set out, they should take into account several factors including the accessibility of the development and the availability of, and opportunities for, public transport. **Paragraph 110** states that development proposals should take up appropriate opportunities to promote sustainable transport modes, ensure safe and suitable access to the site for all users and mitigate any significant impacts on the transport network or on highway safety.

4.39 **Paragraph 111** states that development should only be 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.

4.40 Section 11 of the NPPF relates to making best use of land, including making use of previously developed land and the use of land allocated for a use for which there is no longer a prospect of that use being delivered.

4.41 Section 12 of the NPPF aims to ensure well-designed places are achieved. **Paragraph 126** emphasises that the creation of high-quality buildings and places is fundamental to what the planning and development process should achieve.

4.42 In regard to good design, **Paragraph 130** states that:

Planning policies and 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;*
- c) are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities);*
- d) establish or maintain a strong sense of place, using the arrangement of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit;*
- e) optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development (including green and other public space) and support local facilities and transport networks; and*

- f) *create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience.*

National Design Guide (2019)

- 4.43 The National Design Guide (NDG) was published on 1st October 2019, and updated in January 2021, and sets out the characteristics of well-designed places and demonstrates what good design means in practice.
- 4.44 It forms part of the government's collection of planning practice guidance and should be read alongside the separate guidance on design process and tools.
- 4.45 The Design Guide gives guidance on Context, Identity, Built Form, Movement, Nature, Public Spaces, Uses, Homes and Buildings, Resources and Lifespan.
- 4.46 The guide also sets out the components of good design in paragraph 20, stating that

"Buildings are an important component of places and proposals for built development are a focus of the development management system. However good design involves careful attention to other important components of places. These include:

- *the context for places and buildings;*
- *hard and soft landscape;*
- *technical infrastructure – transport, utilities, services such as drainage; and*
- *social infrastructure – social, commercial, leisure uses and activities".*

Emerging Development Plan

- 4.47 There are two emerging development plans for the Manchester area. The first is the new Local Plan that will be for the City of Manchester. The second is a document entitled 'Places for Everyone' (PfE) that will represent adopted planning policy for nine out of the ten Greater Manchester Authorities.

(i) Local Plan

- 4.48 A Local Plan Review is currently taking place. A revised Local Plan will replace the existing Core Strategy and extant Unitary Development Plan policies and will be set in the context of the

emerging Places for Everyone (PfE) document. The new Manchester Local Plan will provide the detailed local strategy for Manchester, adding detail to the PfE policies to address Manchester-specific issues where needed.

- 4.49 A consultation on issues took place from February to May 2020. A consultation on the draft Local Plan is due to take place in the summer of 2023. It is anticipated that the new Local Plan will be adopted in the winter of 2024.

(iii) Places for Everyone (PfE)

- 4.50 Places for Everyone (PfE) is a strategic level Development Plan document that is being prepared jointly by nine of the ten Greater Manchester Authorities and the Greater Manchester Combined Authority (GMCA). PfE will provide a vision and strategic policies for development across the nine authorities, alongside the Local Plan for Stockport. It is one of a suite of documents that will support the GMCA's growth and reform ambitions and devolution agreement. It will establish the quantity of development, including economic development and housing requirements for each district, and key locations for delivery. An independent examination of the Places for Everyone Joint Development Plan Document began on 1 November 2022 and ran until 30 March 2023. As the document has not been adopted yet, it has not been given any weight at the present time with regard to the current proposal.

Supplementary Planning Documents (SPDs)

- 4.51 Within Manchester there is one relevant SPD which is the Guide to Development in Manchester Supplementary Planning Document and Planning Guidance that was adopted in April 2007.
- 4.52 Chapter 2 relates to Design and there are several paragraphs within this chapter that are relevant to the proposal.
- 4.53 **Paragraph 2.3** states:

A high quality environment is created by buildings which reflect their purpose and respect the place in which they are located. Different parts of the City, its neighbourhoods and streets have distinct or individual characters which are a product of the design of their buildings, the nature of the streets, the quality of the landscape or the nature of their activities. Such positive characteristics should be recognised and enhanced by new development. Each new development should be designed having full regard to its context and the character of the area.

4.54 **Paragraph 2.7** states:

We wish to encourage 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 urban form which blends in with, and links to, adjacent areas.

4.55 **Paragraph 2.22** states:

In order to reduce reliance on the car, residents and workers should be within easy walking distance of facilities such as clinics, corner shops, newsagents and public transport.

4.56 **Paragraph 2.31** states:

Developers should have regard to the impact a new development may have on the local traffic network and on the nature and number of likely movements arising from it. A Transport Assessment may be required to be undertaken.

4.57 **Paragraph 2.45** states:

Successful neighbourhoods offer a choice of housing to enable residents to continue to live in an area as their needs and aspirations change.

4.58 **Paragraph 2.55** states:

The Council will expect developers to comply with the standards detailed in its "Design for Access 2" Manual, and to produce an access statement, which identifies their philosophy and approach to inclusive design.

4.59 **Paragraph 3.1** in Chapter 3 regarding Accessibility goes on to say:

Quality in design terms requires developments to be fully inclusive and accessible and the Council's vision is for Manchester to be recognised as the most accessible City in Europe.

4.60 Chapter 4 of the SPD relates to Environmental Standards and confirms Manchester's commitment to making Manchester the greenest city in Britain. Developers will be expected to submit a statement on how their proposal will achieve the environmental standards set out in the chapter. The chapter looks at many issues including Energy Efficiency, Renewable Energy, Environmental Design, Water Management and Biodiversity.

4.61 Chapter 6 relates to Parking Guidelines. **Paragraph 6.2** states:

Car parking should be designed innovatively and imaginatively. It should be sensitively located so that it does not dominate the street scene, and should ideally be provided to the rear, side of, or beneath the building.

- 4.62 **Paragraph 6.8** states that adequate car parking provision is required for disabled people.
- 4.63 Chapter 7 refers to Housing Density and Mix and states that new housing development must be designed having regard for the immediately adjoining buildings and the townscape of the wider area. Diversity in terms of the type and size of new housing is required to provide a quality range of housing.
- 4.64 Chapter 8 relates to Preventing Crime. It states that applicants should demonstrate how crime prevention measures have been considered in the design of the proposal and this can be done by using the Secured By Design Accreditation Scheme administered by Greater Manchester Police. The chapter highlights how crime prevention can be encouraged by using measures such as informal surveillance, door and window locks and gated car parking courtyards.
- 4.65 Chapter 9 relates to Design for Health and states that improving the design of dwellings is considered to be a way of also improving the health of the occupants.
- 4.66 Chapter 10 deals with Internal Design Principles and the Provision of Space within Housing. Paragraph 10.1 states:

The Council will work with developers to promote a high standard of internal design for new and converted housing, to encourage and support innovation, and to improve internal space standards.

- 4.67 **Paragraph 10.9** states:

All residents should enjoy useable private amenity space wherever they choose to live in the City. All new developments should be designed to provide on-site amenity space which is fit for purpose and which is informed by, and relates to, the character of the area.

Manchester Residential Quality Guidance (2017)

- 4.68 This document sets out design standards to provide clear direction on what is required to deliver sustainable neighbourhoods of choice where people will want to live, and also raise the quality of life across Manchester. It outlines the considerations, qualities, and opportunities that will help to deliver high quality residential development as part of successful and sustainable neighbourhoods across Manchester, without being overly prescriptive. The document is interim

guidance within the context of the existing Core Strategy. As the Council is reviewing the Core Strategy, they intend for the Residential Quality Guidance to be reflected within the new Local Plan. The document does state however that significant weight will be given to the current guidance in planning decisions.

4.69 The guidance is split into nine chapters that cover various aspects of design. The nine components, when combined, inform and help to create high quality residential development within Manchester.

4.70 The guidance is based on a principle of 'Comply or Justify'. Where a proposal does not comply with the guidance, justification will need to be provided as to why this is the case. Developers must demonstrate that their scheme will deliver a finished project of the very highest quality that aligns with the thrust of what the guidance seeks to achieve.

4.71 Within the context of the proposal, the following sections are considered relevant:

4.72 Page 30 states:

An increase in density should be encouraged in those parts of the city that are well connected to public transport and have greater access to public services, community facilities.... Higher density development will also be acceptable in well connected locations outside the city centre, such as outlying neighbourhoods adjacent to public transport nodes.

4.73 Page 46 states:

The population of Manchester is constantly changing. Residential developments should deliver a range of housing types and tenures that anticipate and fulfil the needs of these different demographic groups.

4.74 Page 64 states:

Residential development within Manchester should aim to offer true modal choice, prioritising walking and cycling in the first instance as a key component in developing sustainable neighbourhoods and healthy communities.

4.75 Page 66 states:

Proposals should help to make cycling an everyday activity, providing opportunities to cycle to local facilities, employment and cultural and recreational attractions..... Cycling can only

become more possible and popular through the introduction of sufficient cycle parking and effective and safe storage.

4.76 Page 68 states:

The sustainable development of Manchester depends on reducing dependence on the car. Residential proposals should consider the manner in which they encourage access to the wider public transport network.

4.77 Page 90 has detailed information regarding car parking in residential schemes. It states:

RECOMMENDED PARKING STANDARDS

In accordance with the 'comply or justify' approach of this document, the following standards are required:

- *City Centre - Developments will be required to provide where possible, an appropriate level of car parking within the constraints of site specific circumstances and other requirements;*
- *Outside City Centre - new apartment development will be expected to provide 100% parking provision as a starting point.*

In both scenarios, reduced on site provision may be justified on the basis of:

- *Secure cycle parking in excess of 50% provision relative to apartment numbers, (4 cycle spaces per car park space)*
- *Identification of sufficient off-site capacity, within 5 minutes' walk of the proposed development, to accommodate designated spaces associated with the development (via a long term leasehold to be available for the life of the development);*
- *Provision of designated on-street parking, subject to satisfactorily demonstrating the spaces will be properly designed and integrated into the street scene in agreement with the Local Planning and Highways Authority, and in accordance with the wider principles of this document.*
- *Demonstrating that provision of full parking provision will unacceptably comprise the development's active frontages and relationship with the street, and evidence that alternative parking solutions cannot be viably accommodated.*
- *Provision of robust research and market evidence to demonstrate that lower levels of car parking demand will be appropriate for a particular scheme.*

4.78 Page 102 states:

A principal consideration in relation to sustainable design concerns the retention, reuse and adaptability of existing buildings..... There are clear environmental benefits to retaining existing buildings, not only because of their heritage and contextual value but because of the amount of embodied energy in their construction and materials.

4.79 Page 109 states:

Developers will therefore be encouraged to deliver residential units that will be expected to exceed Manchester's emerging space standards, which combine Nationally Described Space Standards and the London Housing Design Guide space standards.

4.80 Page 116 contains information about private amenity space on residential schemes. It states:

Sufficient private amenity space that meets the demands and needs of the intended users will be encouraged. This should be no less than 5 sq. m in the case of one bed units, increasing to 7 sq. m for two bedroom units and 9 sq. m for a three bed units..... For private amenity space to be successful and fulfil its function it also needs to be located in the right place to ensure that it is usable.

Key Summary

4.81 From a review of the planning policy framework and pre-application discussions undertaken, it appears that the main issues in the determination of the application are:

- The principle of development and accordance with the Development Plan;
- Design, layout and impact on the character of the area;
- Residential amenity;
- Highway matters including impact and accessibility;
- Landscaping and Ecology; and
- Air Quality.

5. Planning Assessment

5.1 The planning policy review at section 4 has established the local and national planning policy considerations which are key in the consideration of the aspects of this application. A pre-application meeting has also been held with relevant officers at Manchester City Council. Based on this background work, it appears that the main issues in the determination of the application are:

- The principle of development and accordance with the Development Plan;
- Design, layout and impact on the character of the area;
- Residential amenity;
- Highway matters including impact and accessibility;
- Landscaping and Ecology; and
- Air Quality

5.2 Each of these issues are considered in turn below.

Principle of Development

5.3 The application site is located within a highly urbanised area within Manchester, adjacent to the boundary of the City Centre and the Regional Centre, and has a radial vehicular route than runs directly adjacent to it (the A34). The site is also adjacent to existing housing areas and close to an abundance of local employment opportunities, education and community facilities, and a district centre (Rusholme) where a large variety of shops and businesses can be found. The NPPF and other approved planning policy sets out a presumption in favour of sustainable development.

5.4 For proposals to be sustainable, they should secure net gains across social, economic and environmental objectives. It is considered that the proposal would represent sustainable development. Policies SP1, EC3 and CC3 of the Core Strategy collectively state that the City Centre and Regional Centre are where the most intensive and high density areas of housing should be located. Although the site is not within the City or Regional Centre, it is directly adjacent (diagonally) to the boundaries of both. It is considered therefore that the close association between the application site and the City and Regional Centre would allow for a high density form of residential development within the site. It is also noted that the adjacent Coniston Hall building is a high density development and there are other high density residential developments nearby, for example Tatton House which is further east along Hathersage Road.

5.5 In addition, Policy H5 of the Core Strategy states that high density housing will be permitted within or adjacent to the Regional Centre. The Manchester Residential Quality Guidance also

states that an increase in density is encouraged in those parts of the city that are well connected to public transport and have greater access to public services and community facilities etc. The application site complies with both Policy H5 and the Quality Guidance.

- 5.6 The site is within convenient walking distance of regular bus services that run between various areas in South Manchester and the City Centre. In addition, Ardwick Train Station is 1.4km away and Piccadilly Train Station is 2.1km away from the site. It is therefore the case that the proposal would continue to support a sustainable pattern of development. Paragraph 105 of the NPPF requires significant development to be focused on locations that are sustainable in this regard as this can help to reduce congestion and emissions and improve air quality and public health. The Manchester Residential Quality Guidance also states that residential development within Manchester should offer true modal choice, prioritising walking and cycling in the first instance. The proposal does provide for some car parking spaces on site, but this has been kept low (but equal to the existing ratio) to encourage sustainable travel to and from the site and a sustainable development overall.
- 5.7 The proposal would be modifying existing residential buildings. Therefore, the development would be located on previously developed land which is promoted within the NPPF. The proposal would allow the existing substandard residential accommodation at the site to be upgraded and become Nationally Described Space Standards compliant throughout, whilst also securing 7 additional high quality dwellings on the site. The extra apartments would make a material contribution to boosting housing supply in the area, as required by national policy (NPPF, Para. 60). In addition, the proposal would be compliant with Core Strategy Policy H1 that aims to increase overall housing provision in the City, with 90% being on previously developed land. This policy also states that new development should take advantage of existing buildings where appropriate through refurbishment works. The proposal is therefore compliant with Policy H1.
- 5.8 The proposal would be fully accessible throughout the ground floor via the incorporation of a new platform lift to the rear of the premises, and thereby compliant with local and national planning policy in this regard.
- 5.9 Policy T2 states that new development should ensure good access to the City's main economic drivers, including the Regional Centre and the Oxford Road Universities and Hospitals. It also states that new development should be easily accessible by walking, cycling and public transport. The proposal is diagonally opposite the Regional Centre boundary and the Oxford Road Hospitals site, as well as being very close to the University of Manchester campus, so is consistent with this policy. It is also easily accessible by different modes of transport and has an overprovision of cycle spaces on site (106%).

- 5.10 Core Strategy Policy DM1 states that all development should have regard to many issues including layout, scale, massing, materials, character of the surrounding area, effects on amenity, accessibility, adequacy of internal accommodation and external amenity space, refuse storage and collection and car parking. As can be seen from the information contained within this Statement, the proposal is consistent with this Policy. It is also considered that the proposal would be compliant with Policy SP1 which states that in all parts of the City, development should make a positive contribution to neighbourhoods of choice by creating well designed places that enhance character.
- 5.11 The proposal would provide for a range of accommodation sizes as 1, 2 and 3-bedroom apartments are proposed. The proposal would therefore comply with the Manchester Residential Quality Guidance that states that residential development should deliver a range of housing types that fulfil the needs of different demographic groups. The proposal would also achieve a reduction in the number of 1-bed apartments at the site (50% down to 43%) which is considered would be welcomed by the City Council seeing as larger family sized apartments are encouraged.
- 5.12 On the above basis, the principle of the development is acceptable, subject to compliance with other detailed policies of the NPPF and Statutory Development Plan.

Design, layout and impact on the character of the area

- 5.13 The policies contained within the Core Strategy and NPPF, as well as the guidance contained within the Guide to Development in Manchester SPD and Manchester Residential Quality Guidance as outlined above, collectively require developments to present a good standard of design, demonstrate an understanding of the wider context and also make a positive contribution to the local area.
- 5.14 The application is supported by a Design and Access Statement prepared by Condry Lofthouse Architects.
- 5.15 At the present time, internally, the building does not meet NDSS requirements. It is a failing building. Externally, the building is tired. The rear elevations of the buildings on site are unsightly as they have a mis-match of different bricks, window sizes and designs. There are also dominant stepped entrance features into the upper floors and the rear elevations in general have a poor quality appearance due to the unsympathetic blocking up of previous window openings. This is illustrated by the image below.



- 5.16 The proposal would incorporate a rearward extension along the entire rear elevation (following demolition of the existing outriggers) that would allow for a uniform appearance to the rear elevation of the building. This would represent a significant improvement for visual amenity within the area and views of the site from within the streetscene. The development's rear extension would respond to the site's existing context through the use of a vernacular of brick and tiled pitched roof, similar to that of a Victorian terrace style.



- 5.17 The proposal includes for new hard and soft landscaping around the site which would create distinct zones to enhance circulation, clearly determine public and semi-private spaces between residents and aid in improving the overall appearance of the site.
- 5.18 The proposal would comply with Core Strategy SP1 that encourages the creation of well designed places that enhance character. It would also comply with Policy EN1 which states that all development should have regard to the strategic character of an area and promote good design that enhances the overall image of the City, particularly on major radial roads (of which the A34 adjacent to the site is). Similarly, saved UDP Policy E3.3 encourages the upgrade of the appearance of the City's major radial roads so the proposal would also conform to this Policy.
- 5.19 Core Strategy Policy H1 states that housing proposals should contribute to the character of the local area and provide for appropriate useable amenity space. The proposal is compliant with this policy as it has considered the delicate balance of providing an appropriate number of car parking spaces on the site (that space allows for), whilst also providing some useable external amenity spaces for residents and extending the building to the rear to allow an uplift in apartment numbers which would provide the financial capital within the development to ensure that the existing substandard residential accommodation on the site can be appropriately upgraded.
- 5.20 As stated above, the layout of the proposal has been designed to achieve a mixture in the sizes of apartments and the number of 1-bed apartments proposed would be reduced in the proposal. All 35 proposed apartments would be Nationally Described Space Standards compliant.
- 5.21 In light of the above, the design and layout of the proposal is considered to be consistent with approved policy on good design within the Core Strategy, NPPF, the National Design Guide, guidance contained within the Guide to Development in Manchester SPD and the Manchester Residential Quality Guidance document as highlighted above.

Residential amenity

- 5.22 It is necessary to consider the impact of the proposal on the amenity of two different groups of residents – the residents in the proposed development themselves and the residents in adjoining properties to the application site.

(i) Future residents within the development

- 5.23 Contrary to the existing flats at the site, the reconfigured and new residential units within the proposal would all be NDSS compliant, so future residents would have a spacious living environment within each apartment.

- 5.24 Several amenity areas for future residents would be set amongst the car parking area to the rear of the building for their use. These amenity areas would be to the south of the building on the site so would be in a favourable position for receiving the maximum amount of sunlight, especially as there are no buildings to the west of site that could cast any shadows over the area in the late afternoon/evening. At the present time, only one of the buildings on the site has an amenity area, whereas in the current proposal (due to the linking together of the two buildings and the removal of the dividing wall between the two rear areas), all residents within the site would be able to use the amenity areas. The proposal therefore represents a betterment over the existing situation as all residents within the development would have access to the proposed amenity space at the site, rather than just some of them as is the situation currently.
- 5.25 Were the amount of amenity space to be increased, this would mean the loss of some of the car parking spaces proposed. During pre-application discussions, the LPA outlined that this would not be acceptable.
- 5.26 The proposed apartments would all have a suitable level of natural light and ventilation and have an acceptable outlook from habitable rooms. The apartments would also be compliant with the Nationally Described Space Standards so would represent a high quality living environment for future residents. In addition, the apartments at ground level would all be fully accessible.
- 5.27 In terms of noise impacts for future residents, an assessment with regard to noise has been undertaken by e3p. The assessment has recommended a whole dwelling ventilation system for all flats due to the impact of sound internally when windows are open for ventilation and to mitigate overheating. Higher specification glazing is also required for all facades. With regard to the external amenity space, some acoustic mitigation is recommended in the south-west corner of the site to shield users of the amenity space from traffic noise and therefore improve the enjoyment of the external area. Subject to the development conforming to the recommendations contained within the report, the proposal would be acceptable internally and externally for future occupiers with regard to noise impacts and the development would comply with saved UDP Policy DC26.

(iii) Occupiers of adjacent buildings

- 5.28 With regard to adjoining occupiers, it is not considered that the proposal would have an adverse impact on their amenity. It is acknowledged that there is a rear extension proposed on the site, however the closest distance between the new rear elevation and the side elevation of No. 295 Upper Brook Street to the south would be approximately 19m, so the proposed extension would not have an overbearing impact on this adjacent building. There would also not be any adverse

impact with regard to overlooking into the neighbouring property at No. 295 or their private rear garden area due to the distance of the proposed extended building from the boundary of this property.

- 5.29 In terms of sunlight/daylight impacts from the proposal, due to the orientation of the site which is to the north of No. 295 Upper Brook Street, and the distance between the extension and No. 295 as stated above, there would be no adverse impact with regard to this property so no formal assessment has been undertaken.
- 5.30 There is a student residential property (Coniston Hall) to the east of the application site on Hathersage Road. Due to the modest extension to the rear of the application building and the distance of it from this neighbouring building (approximately 8m), it is not considered that the proposal would be overbearing. On the eastern elevation of the proposed rearward extension there would be no windows that would overlook the neighbouring site to the east, other than windows relating to bathrooms, however these would be obscure glazed. Therefore, there would be no adverse impact on privacy to the residents of Coniston Hall.
- 5.31 In relation to sunlight/daylight impacts on Coniston Hall, again due to the small projection of the rear extension proposed, the orientation of the buildings and the location of Coniston Hall to the east of the proposed extension, it is not considered that there would be an undue impact with regard to loss of light/overshadowing that would need to be assessed formally. In addition, it is not believed that there are any habitable room windows located on the western elevation of Coniston Hall that would be affected by the proposed extension. Also, the proposed extension would not have any impact on any external amenity areas at Coniston Hall.
- 5.32 Directly to the north of the application site is Hathersage Road and directly to the west is Upper Brook Street so there are no directly adjacent properties in these directions that would be adversely affected by the proposal in terms of overbearing impact, overlooking/loss of privacy or overshadowing/loss of light. In addition, the main extension to the application building is to the rear, in a southerly direction.
- 5.33 In regard to general disturbance, consideration has been paid to increased activity at the application site as a result of the proposal. The existing buildings on the site are accessed internally from both the front and the rear and this would continue in the future if the proposal was implemented. Although there is a small uplift in apartment numbers on the site, as the building would remain in residential use, it is not considered that undue noise and disturbance would result from people accessing and exiting the site.

5.34 The number of car parking spaces proposed would be slightly higher than the number already on site (12 spaces rising to 15). The car park access would remain as existing from both Hathersage Road and Upper Brook Street. The proposed ratio of car parking to apartments would be 43% (as existing). Even with the 3 extra car parking spaces on site, the submitted Transport Statement has concluded that this slight uplift in trips to and from the site would not cause a material impact on the highway network.

5.35 In conclusion it is not considered that there would be any potential detrimental impacts for the occupiers of the nearest residential properties in regard to overdominance, overlooking, overshadowing, visual impact, and noise and general disturbance as a result of the proposal. Accordingly, the proposal complies with, amongst others, Policy DM1 of the Core Strategy and there is no reason why permission should be refused with regard to residential amenity.

Highway considerations and car parking

5.36 In terms of car parking, the existing site has space for around 12 cars to be parked on site, which equates to 43% provision (for the 28 existing apartments). None of the spaces at present have EV charging points. The car park is currently accessed via both Hathersage Road and Upper Brook Street. The current proposal has 15 car parking spaces for 35 apartments which would also equate to 43% provision.

5.37 The site is located adjacent/very close to operational bus stops on both Upper Brook Street and Hathersage Road, with the stops providing access to services linking the proposed development with the centre of Manchester and other areas of the City. This therefore provides a good opportunity for future residents to access retail, leisure, education and employment opportunities located further afield by public transport.

5.38 The site is also located adjacent to a well-connected local highway network which offers convenient access to the City Centre as well as East and South Manchester areas, in addition to the strategic highway network.

5.39 The location of the site therefore provides an excellent opportunity for future residents to travel to and from the development using sustainable modes of travel in accordance with local and national planning policy, in addition to by private car. The proposal also proposes 37 cycle parking spaces which is in excess of 1 per apartment.

5.40 Core Strategy Policy H1 states that housing proposals should make provision for the parking of cars and bicycles (in line with Policy T2). Policy T2 refers to parking standards in Appendix B of the Core Strategy, however Appendix B does not contain any standards for residential

development. The proposal is therefore compliant with Policy H1 as it does make provision of the parking of cars and bicycles. The Manchester Residential Quality Guidance states that new apartment development will be expected to provide 100% parking provision as a starting point, however it says that reduced on-site provision may be justified in certain situations, including where there is sufficient off-site capacity, within 5 minutes' walk of the proposed development. As above, there is a multi-storey car park diagonally opposite the application site.

5.41 A Transport Statement has been prepared by Singleton Clamp (SCP) and is submitted in support of the application. The Statement confirms that the existing development consists of 28 apartments and approximately 12 parking spaces. This equates to a 43% provision. Car parking surveys were carried out over 15 days from the 3rd to 17th November 2022. The surveys demonstrated that a maximum of 7 cars parked at the rear of the existing development in any morning peak and 6 cars parked onsite in any evening peak. Taking into account the fact that 2 out of the 28 existing apartments are currently empty, this equates to a maximum occupancy of 26% at any time. Across the morning survey, an average capacity of 16% was recorded and 12% was recorded in the evening peaks. This is well below the 43% car parking provision proposed.

5.42 Given the results from the car parking surveys undertaken and the proposal for 15 car parking spaces (43% provision) for 35 apartments, the amount of car parking proposed is considered to be acceptable. The reasons for this include:

- The excellent levels of accessibility at the site, being within easy access of numerous facilities, amenities and transport modes;
- The general thrust of National and Local planning policy to reduce car-borne trips and encourage travel by sustainable modes such as public transport, walking and cycling. By providing a reduced number of car parking spaces on site, this will help to reduce reliance on the use of the private car and the proposal would meet these policy objectives;
- Any prospective occupiers of the properties will be in no doubt as to the level of parking provided at the scheme and will therefore make alternative arrangements. However, if they or their visitors do wish to drive and there is no parking available on site, there is a Multi-Storey Car Park located 100m to the west of the site as well as various other publicly accessible car parks within a short distance walk from the site;
- Car park uptake for the existing and neighbouring residential development is low at up to 27% provision based on ratio of demand to apartments.
- There are alternatives to owning a car including the Enterprise Car Club scheme located at the Harrington Buildings Car Park at the nearby Children's Hospital and at the

Manchester Hopsital's Q Park on Hathersage Road, 300m and 400m away respectively;
and

- At a recent pre-application meeting, the Local Highway Authority (LHA) considered that the increase in units and the amount of car parking proposed at the site would be acceptable provided that the car parking ratio was not made any worse than the existing situation. Due to scheme amendments since the pre-application meeting, the ratio of car parking spaces to number of apartments in the overall proposal is now 43% which is the same as the existing situation.

5.43 Overall, the Transport Statement concludes that the development proposals are acceptable in highways and transportation terms and compliant with national and local planning policy that encourage sustainable development and reduce reliance on the private car. The Statement demonstrates that there would not be a material impact on the local highway network as a result of the 7 additional apartments. In addition, it states that as a result of the investigations into traffic generation there is no requirement to carry out capacity assessments of the proposed site access onto Hathersage Road or the Upper Brook Street/Hathersage Road Junction. Even with the marginal increase in car parking spaces, there would be no material intensification of the use of either of the access points as a result of the proposed redevelopment.

5.44 Were the amount of car parking at the site to be increased, this would mean the loss of the external amenity space proposed. From pre-application discussions, the LPA considered that this would not be acceptable.

Landscaping and Ecology

5.45 The site has limited vegetation and trees on site at present. It is not expected that there will be any presence of endangered or protected species. The rear of the site is hard landscaped with the front and sides having some soft landscaping. The proposal aims to maintain and improve existing green space with the introduction of more soft landscaping to enhance and inform boundaries around the site.

5.46 As the site currently contains limited flora or fauna, the introduction of various native plant species will significantly improve the quality of green spaces available, to both the residents of the scheme and the area more widely. New trees are proposed to be planted in the front and rear areas to increase the diversity of the wildlife, and a well considered landscaping scheme will improve biodiversity and promote a safe and attractive place to live.

- 5.47 A new green roof is proposed to the bin store to the rear of the building which will contribute to the local strategy to reduce 41% of CO2 emissions by 2025. The introduction of soft landscaping will also consider the relationship with the wider neighbourhood, as a positive threshold will improve the overall public realm that extends to the pavement. The trees will simultaneously create an enjoyable space for pedestrians as well as acting as a noise buffer between the street and dwellings.

Air Quality

- 5.48 An Air Quality Assessment has been undertaken by Redmore Environmental. The Assessment was undertaken as the proposed development has the potential to lead to the exposure of future residents to any existing air quality issues at the site, as well as adverse air quality impacts at sensitive locations during the construction and operational phases.
- 5.49 Potential construction phase air quality impacts from fugitive dust emissions were assessed as a result of demolition, earthworks, construction and trackout activities. Good practice control measures would provide suitable mitigation for a development of this size and nature and reduce potential impacts to an acceptable level.
- 5.50 During the operational phase of the development there is the potential for the exposure of future residents to elevated pollution levels. Dispersion modelling was therefore undertaken in order to predict concentrations across the proposed site as a result of emissions from the highway network. The results indicated that predicted pollutant levels were below the relevant criteria across the development. As such, the site is considered suitable for the proposed end use from an air quality perspective and mitigation is not required.
- 5.51 During the operational phase of the development there is the potential for air quality impacts as a result of traffic exhaust emissions associated with vehicles travelling to and from the site. These were assessed using standard screening criteria. Due to the limited number of anticipated vehicle trips associated with the proposal, road traffic exhaust emissions impacts were not predicted to be significant.
- 5.52 Based on the Assessment results, air quality factors are not considered a constraint to planning consent for the development. The proposal would also be compliant with Core Strategy Policy EN16 which expects developments to take measures to minimise and mitigate the local impact of emissions from traffic generated from the development.

Affordable Housing

5.53 Policy H8 of the Core Strategy states that an affordable housing requirement applies where 15 or more residential units are proposed. The proposal does not meet this threshold as the number of apartments at the site would rise from 28 to 35, therefore the net increase would be 7 units.

Key summary

5.54 The following is noted:

- In terms of the principle of development, this is fully accepted as confirmed in pre-application discussions;
- The site is previously developed land;
- The site is within a sustainable location, very close to the boundary of Manchester City Centre;
- The proposal would remove sub-standard housing and replace with NDSS compliant units;
- The proposal would provide a boost in housing numbers in this part of Manchester;
- The proposal would enhance the appearance of a site on a main radial route;
- The proposal would reduce the number of 1-bed apartments at the site;
- The proposal would represent sustainable development by reducing reliance on the private car;
- The proposal would have suitable useable private amenity spaces externally for residents;
- The proposal would be fully accessible at ground level;
- The proposal would not cause an adverse impact with regard to traffic generation;
- The proposal would not have any adverse impact on air quality within the area;
- With regard to residential amenity, the proposal would not adversely affect nearby building occupiers in terms of visual outlook, overlooking, overshadowing, acoustic impact and general disturbance; and
- There would be no adverse ecological implications as a result of the proposal.

5.55 On this basis, there is no reason why the proposal should not be supported. Therefore, planning permission should be granted.

6. Benefits of the Proposed Development

- 6.1 The purpose of this section is to consider the benefits arising from the development, were the scheme to gain planning permission and be implemented.
- 6.2 The proposed development will deliver a range of benefits which are considered to be material to the determination of the planning application. The benefits include:
- The scheme represents a direct investment of over £2m;
 - The delivery of a well-designed building, with the proposed extensions utilising local vernacular and materials in an accessible location;
 - Upgrading of the appearance of the overall site and building, therefore enhancing visual amenity within the area and views of the site along a major radial route;
 - The eradication of a large number of substandard apartments as existing and their replacement with a reconfigured and extended apartment scheme that would be Nationally Described Space Standards compliant throughout;
 - The provision of full accessibility to the ground floor apartments;
 - The supply of an additional 7 high quality homes within this part of Manchester;
 - The delivery of a sustainable residential development in a highly accessible location that would encourage reduced reliance on the private car for trips to and from the site; and
 - The delivery of additional employment opportunities within the local area during the construction and fit-out of the development.
- 6.3 It is considered that the proposed development would be of a high quality design and relate well to the existing built form of the area. The proposal is located within a sustainable location and would be a welcome alteration at the site.
- 6.4 It is considered that the proposed development accords with the Development Plan and National Planning Policy and represents a sustainable development.

7. Summary and Conclusion

- 7.1 This report comprises a Planning Statement prepared on behalf of our client, Tatton House Investment 2 Ltd, in support of a planning application for a reconfigured and extended residential development at 79-85 Hathersage Road, Manchester.
- 7.2 The report seeks to address all relevant planning considerations prior to drawing conclusions as to the merits of the application.
- 7.3 Section 2 of the report describes the site and considers any planning history. It shows that the site is in a highly accessible and sustainable location, adjacent to the boundary of Manchester City Centre (and also the Regional Centre). It is currently occupied by two semi-detached residential buildings that are in use as 28 apartments. The site is surrounded by a mix of uses and there are no heritage assets on or adjacent to the site. The site is accessible by different public transport modes. There was a recent planning application refused on the site for the demolition of the existing buildings and the erection of a new 7 storey building to be used as an aparthotel.
- 7.4 Section 3 provides an overview of the proposed development. Planning permission is sought for Reconfiguration and extension of existing buildings to form 35 apartments in total (7 no. new apartments) together with elevational alterations and amended car parking, amenity space and landscaping within external areas. All apartments would be Nationally Described Space Standards compliant. 15 car parking spaces and 37 cycle parking spaces are proposed on the site. The proposal includes some useable private amenity space in the rear part of the site.
- 7.5 Section 4 of this report outlines the relevant national, strategic and local planning policies against which the proposals will fall to be considered. It considers the Development Plan and other material considerations. From a review of the planning policy framework and pre-application discussions undertaken, the main issues in the determination of the application are:
- The principle of development and accordance with the Development Plan;
 - Design, layout and impact on the character of the area;
 - Residential amenity;
 - Highway matters including impact and accessibility;
 - Landscaping and Ecology; and
 - Air Quality.

- 7.6 Section 5 considers the planning policy framework and the issues set out above. It concludes that the principle of development is fully accepted. The site is previously developed land within a sustainable location, very close to Manchester City Centre. The proposal would not cause any adverse issues with regard to visual and residential amenity. The proposal would provide some car parking but this has been kept low to encourage sustainable travel to and from the site. The proposal would be acceptable in all highway-related aspects and with regard to air quality. The proposal would be acceptable in terms of noise impacts, subject to recommended mitigation. There would be no adverse ecological impacts from the development. The application is supported by a series of technical documents. All the reports conclude that there are no reasons for development to be refused planning permission.
- 7.7 Set against this, planning decisions should consider the planning balance and the significant benefits of the proposal, as per Section 6 of this report.
- 7.8 Accordingly, it is considered that the proposal is acceptable as it would upgrade and extend substandard residential buildings that currently have a poor appearance, particularly to the rear. It would represent sustainable development and would provide many benefits, including ensuring that all apartments on the site are Nationally Described Space Standard compliant and enhancing the appearance of the building and overall site. The proposal would meet an identified need for the development. Furthermore, the proposal fully complies with the provisions of the Development Plan and National Planning Policy Framework. On this basis, there is no reason why the proposal should not be supported. Therefore, planning permission should be granted.