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Planning Statement

Proposed Over 55s Residential Development

at [Kenyon Lane, Moston](#)

for [Adelphi \(Kenyon Lane\) Developments Limited](#)
and Housing 21

May 2023

Kenyon Lane

Full planning application for demolition of existing structures and construction of a four storey building providing 37 apartments (Use Class C3) for over 55s with associated car parking, amenity space and access

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1. INTRODUCTION

- 1.1 This Planning Statement has been prepared on behalf of the applicant, Adelphi (Kenyon Lane) Developments Limited and Housing 21, to support an application seeking full planning consent for the erection a residential apartment building (Use Class C3) for the over 55s.

THE PROPOSALS AND CONTEXT

- 1.2 The site formerly accommodated a building originally constructed as a cinema. It was subsequently used as a DIY store. The building was demolished due to being found unsafe. The remainder of the site comprised hardstanding and scrub. It is bounded by Kenyon Lane to the north; a church to the east; and a plumbing supplier to the west. To the north-west of the site is the junction with Deanway. The area is largely characterised by residential dwellings.
- 1.3 Consent was granted in November 2021 for the 'erection of 4 storey building to form 3 x 1 bedroom and 30 x 2 bedroom residential apartments (Use Class C3) together with associated car parking, landscaping and access following demolition of existing building.
- 1.4 The current proposals are very similar in nature. They similarly involve the construction of a four storey building providing apartments in Use Class C3 with associated car parking, amenity space and access. The amendments arise from the requirements of Housing 21 who are a leading not-for-profit provider of extra care and retirement living for older people of modest means. All dwellings will be affordable.
- 1.5 The description of development is as follows:

"Full planning application for construction of building providing residential apartments (Use Class C3) with associated car parking, amenity space and access."

PURPOSE OF THE STATEMENT

- 1.6 This statement describes the proposals and examines the planning considerations which they raise. In accordance with Section 38(6) of the Planning and Compulsory Purchase Act

2004, determination of the planning application must be made in accordance with the development plan, unless material considerations indicate otherwise.

- 1.7 This statement should be read in conjunction with the other documents submitted with the planning application.

CONTENT OF THE PLANNING APPLICATION

- 1.8 This planning submission includes supporting documents which demonstrate how the scheme responds appropriately to best practice in design and sustainability, as well as planning policy objectives. The documents submitted as part of this application are:

- Design and Access Statement, prepared by FCH Architects;
- Planning Statement, prepared by Zerum;
- Affordable Housing Statement, prepared by Housing 21;
- Noise Impact Assessment, prepared by RBA Acoustics;
- Air Quality Assessment, prepared by Redmore Environmental;
- Environmental Standards Statement, prepared by PSD;
- Phase 1 Ground Conditions Report, prepared by Clancy;
- Drainage Strategy, prepared by Clancy;
- Preliminary Ecological Assessment, prepared by Penny Anderson;
- Arboricultural Impact Assessment, prepared by DEP;
- Crime Impact Statement prepared by GMP; and
- Transport Statement, prepared by Vectos.

- 1.9 The application is supported by a full set of plans and elevations, prepared by the scheme architect, FCH Architects; and a landscaping scheme prepared by DEP.

CONSULTATION

- 1.10 The general approach to, and content of, this application has been discussed with officers of Manchester City Council prior to its submission. These discussions have influenced the evolution of the scheme into its final form.

STATEMENT STRUCTURE

1.11 The remainder of this statement is as follows:

Section 2 – Provides context and describes the site and its surroundings alongside details of any relevant planning history and details of consultation;

Section 3 – Describes the development proposals in detail;

Section 4 – Outlines the development plan framework, relevant national policy guidance and any material considerations;

Section 5 - Sets out a detailed analysis of the relevant planning considerations; and

Section 6 – Concludes by summarising the main points raised in this document.

2. DEVELOPMENT CONTEXT

- 2.1 This section briefly describes the site, its surroundings and local setting, and outlines the relevant planning history of the site.

SITE DESCRIPTION

- 2.2 The site is located in Moston, north-east of Manchester city centre. It is bounded by Kenyon Lane to the north; a church to the east; and a plumbing supplier to the west. The area is characterised by residential uses. At the time of the previous submission, the building accommodated a former cinema which was subsequently used as a DIY shop, with hardstanding and scrub to the rear. This building has since been demolished as it was deemed unsafe. Its loss was consented through the grant of consent and all appropriate protocols were followed in the demolition process.
- 2.3 Details of the site location and strategic context can be found in the Design and Access Statement, produced by FCH Architects.

SURROUNDINGS

- 2.4 The site is located to the north-east of Manchester city centre, in an area which is predominantly residential with complementary uses including churches, primary schools and convenience shops and services. The site is close to Moston Vale and Broadhurst Park which provide amenity open space.

SITE ACCESSIBILITY

- 2.5 The site benefits from local convenience services at the corner of Kenyon Lane and Chinley Avenue (50m away), and further services at Moston Lane (650m away) including a pharmacy. It is well located in relation to the broader local amenities and facilities provided at Walton Road, which are around 1km away.
- 2.6 There are good, continuous pavements and crossing points which enable pedestrians to navigate the local area safely. The nearest bus stop is within 50m of the site. There are further bus stops on Moston Lane. These provide access to the amenity, education and

employment opportunities in Manchester city centre as well as locations across north Manchester and Oldham. The nearest railway station is Moston, located 2.6km away, and can be accessed by bus or bicycle. The area is also served by the Metrolink light rail network, being on the Oldham and Rochdale line. The closest stations are Newton Heath and Moston; and Central Park. Both are around 1.3km from the site, accessible on foot or reachable by bus.

- 2.7 The accompanying Design and Access Statement and Transport Statement provide more detail in terms of the site's connections and accessibility.

HERITAGE DESIGNATIONS

- 2.8 The site is not located in or close to a Conservation Area. It does not contain any listed buildings, nor is it located close to any listed buildings. The previous submission included heritage and archaeological assessments in relation to the former cinema but as this has since been lawfully demolished, this is not required for this submission.

PLANNING HISTORY

- 1.12 Consent was granted in November 2021 for the 'erection of 4 storey building to form 3 x 1 bedroom and 30 x 2 bedroom residential apartments (Use Class C3) together with associated car parking, landscaping and access following demolition of existing building.
- 1.13 The committee report recognised that the scheme 'would offer public benefits by leading to environmental improvements, meet housing growth aspirations for the area, lead to increased vibrancy in the area and create direct and indirect employment ... the proposed building would significantly improve the appearance of a site which could otherwise be left to further deteriorate and will substantially uplift the appearance of the area, by providing a high quality development'.
- 1.14 The committee report further confirmed that 'the effects on neighbouring residents, including those to the rear along Brendan Avenue have been fully considered. This includes any impact associated with increased levels of activity, overlooking, overshadowing and over-dominance. Due to the siting, design and relationship of the proposed building with nearby properties, the impact is considered satisfactory'.

- 2.9 Two additional, historic planning applications have been identified. In October 1991, an application was withdrawn for the construction of dwellings after demolition of the cinema (ref 39370). In December 1993, consent was granted for the change of use of the Adelphi Bingo Hall to plumbers' and builders' merchants (ref 044279/FU/NORTH2/93).

STATEMENT OF CONSULTATION

- 2.10 Consistent with the Council's adopted Statement of Community Involvement (2018), the applicant undertook pre-application discussions with the local planning authority, and has kept officers updated on the alterations proposed. Both the applicant and their professional advisors have sought to adopt a 'best practice' approach to both design and delivery. Pre-application discussions with Manchester City Council commenced in advance of the submission of the initial application and have informed the proposals.
- 2.11 Initial iterations of the consented proposal reached five storeys and incorporated townhouses to the rear. Pre-application discussions with the Council resulted in a reduction in scale and an expansion of amenity space. Early versions of the original proposal sought to include the adjacent plumbers' merchant to the west, but this was not possible. Further feedback resulted in the approved scheme, which was found to have adapted to the smaller site and to provide generous amenity space and suitable levels of parking. Following the grant of consent, minor alterations are sought in response to the requirements of an identified provider of over 55s housing.
- 2.12 The proposal is the optimum development option for the site, having arisen from in-depth review and discussion with officers. The changes to facilitate the new user group are minimal. No change is proposed in height or scale.
- 2.13 The proposal's importance is limited to the local level. It accords with the local Development Plan, therefore a wider community engagement exercise was not felt to be necessary. Should the application attract significant local interest on its submission, we would be happy to arrange for a consultation event to take place to inform members of the public or key local interests.

- 2.14 Given the scale of the scheme and its compliance with plan policy, we are satisfied that an appropriately comprehensive process of pre-application consultation has been undertaken.

STATUTORY DEVELOPMENT PLAN

- 2.15 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that when determining a planning application, local planning authorities must make the determination in accordance with the development plan unless material considerations indicate otherwise. The development plan relating to the site currently consists of the Manchester Core Strategy (2012) and the Saved Policies of the Manchester Unitary Development Plan (UDP, 1995).

SITE DESIGNATIONS

- 2.16 The site is located within the North Manchester area (Policies EC4, H3) and the Inner Areas (Policy SP1). The scheme's response to these and other relevant policies is considered in Section 5.

3. PROPOSED DEVELOPMENT

- 3.1 The preliminary sections of this statement have touched on the context and content of the application. More detail is provided as part of the submitted Design and Access Statement, prepared by FCH Architects.
- 3.2 The application seeks full planning consent for construction of a four storey building providing 37 apartments for the over 55s (Use Class C3) with associated car parking, amenity space and access.
- 3.3 The proposed site layout plan shows the extent of the proposed development in relation to the nearest roads, surrounding land uses and wider area. The consented design approach has been reutilised, as it is the optimum approach for the site. It reflects the careful thought that was given to ensuring that the scheme conforms to the surrounding land uses and respects both wider views of the development and its more immediate surroundings.

ACCOMMODATION

- 3.4 The development addresses the adjacent street, Kenyon Lane, with built form and windows, thereby providing surveillance and activity.
- 3.5 Vehicular access into the rear car park is achieved via an undercroft, from Kenyon Lane. Parking is provided for 15 cars (of which two are disabled spaces). There are four EVC spaces with provision included in two other spaces for them to be upgraded to full EVC in the future. There is secure storage for 38 bicycles.
- 3.6 The ground floor accommodates an entrance lobby accessed from Kenyon Lane. This has been placed more centrally compared to the consented scheme which works better for the over 55s use. It allows easy access to the residents' indoor amenity space which overlooks the garden, and is close to the four one-bedroom apartments located on the ground floor. This floor also provides a stair/lift core; a further staircase to the western end of the building; a store for mobility scooters and the like; and plant located towards the eastern side of the building.

- 3.7 In the consented iteration of the scheme, the built form was split on either side of the vehicle access way. However, given that this scheme is designed for the over 55s, the vehicle access point has been shifted across to the eastern end of the site. This means that the floorplate is fully accessible for all. It was not felt suitable for residents to have to walk outdoors across the access road to make use of the lounge and other facilities.
- 3.8 The first to fourth floors each accommodate ten one-bedroom and one two-bedroom apartments, accessed off a central core.
- 3.9 Provision of dwellings is as follows:
- 34x one-bedroom apartments; and
 - 3x two-bedroom apartments.
- 3.10 All apartments are well proportioned dwellings and meet Nationally Described Space Standards. All residential units provide a comfortable living space.

AFFORDABILITY

- 3.11 All dwellings will be affordable.

DESIGN

- 3.12 The aim of the scheme is to create a modern, high quality development that relates to, respects and responds to the character of the surrounding area, and creates a sense of place. The proposal represents a comprehensive opportunity to regenerate a brownfield site and to knit together part of the streetscape which has become disjointed.
- 3.13 The design intention is to reintroduce built form to the street edge and provide a complementary development to surrounding land uses and buildings. The building has been designed to maximise opportunities for activity on the ground floor and within the street scene.
- 3.14 The site has been developed following a detailed analysis of the site and local context whilst taking into consideration national and local requirements. The accompanying Design and

Access Statement sets out how the design concept for the scheme has developed in terms of both form and function, and how the proposals largely replicate the consented scheme.

3.15 The proposals have been developed through careful consideration of the site including:

- Analysis of the local character and context;
- Evaluation of use requirements of the local area;
- Detailed analysis of the site itself including orientation, topography, access, proximity to neighbours and connection with the streetscape;
- Local movement networks and how they can be enhanced; and
- Review with planning officers during the pre-application process.

3.16 The development is placed within the plot so as to create a street edge to Kenyon Lane. It has been designed to complement and knit together the existing streetscape and create a sense of place.

REFUSE STRATEGY AND SERVICING

3.17 A refuse and servicing strategy is included within the Design and Access Statement. The location of the refuse store enables convenient use by residents and staff. Storage is provided for general waste and recycling. This takes the form of 12x 1,100l bins, of which 6 will be for general waste purposes and 6 for recycling provision. As with the proposed scheme, management staff will transfer waste to the kerb on collection days, where it will be collected by refuse vehicles. This is considered to be the optimal solution for the site.

LANDSCAPING AND TREES

3.18 The built form will be softened by edge planting. A residents' garden is proposed to the rear of the site which will be edged with planting and measures 717.2sqm. The submitted landscaping scheme demonstrates the range of spaces which can be accommodated, to the benefit of residents.

3.19 The original intention was to retain existing trees within the garden, but as was discovered when the previous scheme was prepared, the Arboricultural Impact Assessment demonstrates that the trees are not in good condition. As such, they will be removed. This

approach was found suitable in relation to the consented scheme. A landscape layout plan is included within the submission, and incorporates 12 new trees along with extensive shrub planting which will more than compensate for the losses.

ACCESS AND PARKING

- 3.20 The building has been designed to be fully accessible to all users, to comply with all relevant parts of the Building Regulations and to provide access for all. Further details on accessibility are outlined in the Design and Access Statement.
- 3.21 The proposal incorporates 15 parking spaces, of which 2 are for disabled users. A total of 38 bicycle spaces are provided for the proposal. The Transport Statement finds that the site is well located to make use of existing public transport links and pedestrian/cycle links.

MATERIALS

- 3.22 The proposed scheme will be constructed using a carefully balanced palette of materials, focused on red multi brick with detailing. The Design and Access Statement explains how this references the surrounding context.
- 3.23 The accompanying DAS provides further details on the choice of materials, elevational details and the care which has been taken to complement existing character whilst creating a distinctive sense of place.

4. PLANNING POLICY CONTEXT

PLANNING AND COMPULSORY PURCHASE ACT 2004

- 4.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that when determining a planning application, the decision maker must make their determination in accordance with the development plan unless material considerations indicate otherwise.
- 4.2 This chapter therefore considers the relevant national planning policy and guidance which form a material consideration in the determination of this application, and the development plan which consists of the Manchester Core Strategy (2012) and the Saved Policies of the UDP (1995).

NATIONAL PLANNING POLICY FRAMEWORK

- 4.3 The National Planning Policy Framework (NPPF) is a material consideration in planning decisions.
- 4.4 The NPPF has a clear presumption in favour of sustainable development at its heart (para 11). Sustainable development means that the planning system pursues economic, social and environmental objectives (para 8), although they are not criteria against which every decision can or should be judged (para 9). Local planning authorities should approach decisions on proposed development in a positive and creative way, with decision-makers at every level required to seek to approve applications for sustainable development where possible (para 38).
- 4.5 The presumption in favour of sustainable development means that local planning authorities should, without delay, approve developments that accord with an up-to-date development plan, and where the relevant policies are out-of-date, granting permission unless other policies provide a clear reason for refusal or if any adverse impacts of doing so would significantly and demonstrably outweigh the benefits (para 11).
- 4.6 Section 5 seeks to deliver a sufficient supply of homes in support of the government's objective of significantly boosting the supply of homes (para 60). The size, type and tenure of housing needed for different groups in the community should be assessed and reflected in

policy including the need for affordable housing, older people, those with disabilities and other groups (para 61-62).

- 4.7 Where major development involving the provision of housing is proposed, planning policies and decisions should expect at least 10% of the total number of homes to be available for affordable home ownership unless this would exceed the level required locally or would significantly prejudice the ability to meet the identified affordable housing needs of specific groups (para 65). Exceptions are listed including where the scheme provides specialist accommodation for people with particular needs or is for affordable housing only (para 65).
- 4.8 Section 8 promotes healthy and safe communities, aiming to create inclusive places which promote social interaction by facilitating meetings between people who might not otherwise come together, through mixed uses and easy pedestrian and cycle connections. Places should be safe and accessible, and encouraging the use of public areas and supporting healthy lifestyles (para 92).
- 4.9 Section 9 of the NPPF seeks sustainable transport and the active management of patterns of growth so that significant development is focused on locations which are or can be made sustainable (para 105). Parking standards, where required, should take into account accessibility, type of development, availability of public transport and local car ownership (para 107). Development should only be prevented on highway grounds if there would be an unacceptable impact on highway safety or severe cumulative highway impacts (para 111).
- 4.10 Section 11 of the NPPF relates to 'Making Effective Use of Land'. Planning decisions should promote the effective use of land by making as much use as possible of previously developed land (para 119), encouraging net environmental gains, giving substantial weight to the value of using suitable brownfield land within settlements for homes and supporting the development of under-utilised land and buildings, especially where this would help meet identified housing needs (para 120).
- 4.11 Section 12 of the NPPF relates to achieving high quality design. It recognises that this is a key aspect of sustainable development, covering functionality as well as visual appearance; including landscaping, being sympathetic to local character and environment whilst not preventing appropriate innovation or change; establishing or maintaining a strong sense of

place; optimising the potential of the site; and creating places which are safe and inclusive with a high standard of amenity (para 130).

- 4.12 The NPPF seeks a planning system which supports the transition to a low carbon future in a changing climate (para 152). New development should take into account landform, layout, building orientation, massing and landscaping in order to minimise energy consumption (para 157).
- 4.13 Planning policies and decisions should minimise impacts on and provide net gains for biodiversity; and prevent new and existing development from contributing to or being put at unacceptable risk from pollution (para 174). If significant harm to biodiversity resulting from a development cannot be avoided (through locating on an alternative site with less harmful impacts), adequately mitigated, or, as a last resort, compensated for, then planning permission should be refused (para 180).

MANCHESTER CORE STRATEGY (2012)

- 4.14 Manchester's Core Strategy was adopted in July 2012 and is the key Development Plan Document in the Local Development Framework (LDF). It replaces significant elements of the existing Unitary Development Plan as the document that sets out the long term strategic policies for Manchester's future development and forms the framework against which planning applications will be assessed.
- 4.15 The Core Strategy locates the site in the North Manchester Regeneration Area, and is defined as being within the most deprived 10% of areas nationally, at the time that the plan was produced. Challenges for the area are identified as including high rates of worklessness; lack of quality in built form and public realm; and the need to improve and diversify the housing offer.
- 4.16 The following Core Strategy policies are considered relevant to this application:
- Policy SP1: Spatial Principles
 - Policy H1: Overall Housing Provision
 - Policy H3: North Manchester
 - Policy H8: Affordable Housing

- Policy H10: Housing for People with Additional Support Needs
- Policy T1: Sustainable Transport
- Policy T2: Accessible Areas of Opportunity and Need
- Policy EN1: Design Principles and Strategic Character Areas
- Policy EN3: Heritage
- Policy EN4: Reducing CO2 Emissions by Enabling Low and Zero Carbon Development
- Policy EN6: Target Framework for CO2 Reductions from Low or Zero Carbon Energy Supplies
- Policy EN8: Adaptation to Climate Change
- Policy EN9: Green Infrastructure
- Policy EN14: Flood Risk
- Policy EN15: Biodiversity and Geological Conservation
- Policy EN16: Air Quality
- Policy EN18: Contaminated Land and Ground Stability
- Policy EN19: Waste
- Policy PA1: Developer Contributions
- Policy DM1: Development Management

4.17 Relevant policy requirements will now be reviewed in detail.

4.18 Policy SP1 sets out the key spatial principles which will guide strategic development. Outside the Regional Centre, the emphasis is the creation of neighbourhoods of choice, providing high quality and diverse housing. The majority of new residential development is to be in particular areas including the North Manchester Regeneration Area. Development should make a positive contribution to creating neighbourhoods of choice by creating well designed places that enhance or create character; make a positive contribution to health and wellbeing; make efficient use of land and resources; and be located to reduce the need to travel.

4.19 Policy H1 sets out housing delivery targets, and recognises that housing delivery supports regeneration and growth. It also notes the benefit of diversifying housing stock in areas where a single type or tenure tends to dominate. In North Manchester, densities will be around 40 units per hectare, with type, size and tenure to be assessed on a site by site basis in light of local housing need and economic viability. The reuse of previously developed land is

supported. Residential development should contribute to the creation of mixed communities through providing a range of housing types which meet the needs of a diverse and growing population including elderly people and those with specific support requirements. Developments should contribute to local character; provide suitable amenity space, and prioritise sites in close proximity to centres or high frequency public transport routes.

- 4.20 Policy H3 states that North Manchester will accommodate around 20% of new residential development, with priority to high value, high quality development where this can be sustained. Supporting paragraph 9.17 notes that this will provide significant opportunities to change the character of the area and support the economic growth of the City Region.
- 4.21 Policy H8 requires provision of affordable housing or an equivalent financial contribution on sites of 0.3ha and above, or where 15 or more units are proposed. The starting point for provision is 20%. Of new housing provision, 5% is anticipated to be social or affordable rent, and 15% intermediate housing. Exemptions may be made on the basis of viability or where affordable housing would be inappropriate due to material considerations including a need for additional housing provision for older people or disabled people, either as affordable or market housing dependent on the results of a financial viability assessment of the scheme.
- 4.22 Policy H10 states that proposals for people with additional support needs will be supported where there is not a high concentration of similar uses in the area already; where it will contribute to the vitality and viability of the neighbourhood; and where there would not be a disproportionate stress on local infrastructure such as health facilities. Supporting paragraph 9.42 states that such accommodation may include elderly people or those with sensory disabilities. This does not directly align with the over 55s.
- 4.23 Policy T2 states that the pattern of development will be managed to ensure that new proposals are located to ensure good access to the City's main economic drivers; and are easily accessible by various transport modes. Outside the city centre, development should provide appropriate car parking facilities, taking account of the Appendix B car parking standards.
- 4.24 Policy EN1 expects all development to follow the seven principles of urban design and to have regard to the strategic character area in which the proposal is located. In the Northern

Character Area, development should respond to the underlying topography and varied townscape created by the balance between built form and tree-covered landscape.

- 4.25 Policy EN3 encourages development that complements and takes advantage of the distinct historic and heritage features of the districts and neighbourhoods.
- 4.26 Policy EN4 requires development to follow the principles of the Energy Hierarchy, being designed to reduce the need for energy through passive design and natural lighting; reducing the need for energy through energy efficient features such as improved insulation and glazing; and the meet residual energy requirements through the use of low or zero carbon energy generating technologies. Wherever possible, new and retrofit projects should be designed to allow opportunities for low and zero carbon energy supplies; to improve energy efficiency; to enable future connection to decentralised energy schemes; and to use materials with low embodied carbon.
- 4.27 Policy EN6 requires applications for residential development of 10 or more units to meet, as a minimum, specified energy targets unless demonstrably unviable. Policy EN8 requires all new development to be adaptable to climate change in terms of layout, design, siting and function. Flood risk should be minimised; passive design should be used to control overheating; and green infrastructure incorporated where possible. Policy EN9 requires new development to maintain existing green infrastructure, and where possible, to improve the performance of its functions.
- 4.28 Policy EN15 requires any adverse impacts on biodiversity to be justified against the wider benefits of the proposal. Policy EN16 requires developers to take measures to minimise and mitigate the local impact of emissions from traffic generated by development, as well as emissions created by the development itself.
- 4.29 Policy DM1 requires development to have regard to siting, layout, scale, form, massing, materials and detail; impact on the surrounding areas in terms of scale and appearance; effects on amenity including privacy, light, noise, vibration, air quality, odours, litter and road safety; accessibility including sustainable transport; community safety; design for health; refuse storage and collection; vehicular access and parking; effects relating to biodiversity; flood risk and drainage.

SAVED POLICIES OF THE MANCHESTER UDP (1995)

- 4.30 The Manchester Unitary Development Plan (UDP) was adopted in 1995 and some policies remain extant notwithstanding the adoption of the Manchester Core Strategy and the NPPF. The saved policies most relevant to this proposal are:

- Policy DC7: New Housing Development
- Policy DC26: Development and Noise

OTHER MATERIAL CONSIDERATIONS

- 4.31 Other material considerations include:

- National Planning Practice Guidance;
- Manchester Residential Quality Guidance (2017);
- Guide to Development in Manchester SPD (2007);
- Providing for Housing Choice SPD (2007); and
- Special Needs and Supported Housing SPG (1998).

NATIONAL PLANNING PRACTICE GUIDANCE

- 4.32 The NPPG is a material consideration in the determination of planning applications. It states that good design is integral to sustainable development, and requires the creation of places that work well for everyone and are adaptable for the long term. It identifies key design issues including local character, safe efficient streets, crime prevention, access and inclusion, and cohesive and vibrant neighbourhoods.

MANCHESTER RESIDENTIAL QUALITY GUIDANCE (2017)

- 4.33 This document sets out design standards to provide a 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 prescriptive. The document is arranged by theme, as follows:

- Manchester: Understanding the character and qualities of the various parts of the city;
- Bring People Together: Encourage a sense of community and neighbourliness;
- Animate Street and Spaces: The interrelationship between buildings, streets and spaces in making a place feel safer and inviting;
- Easy to Get Around: Ensuring that development is accessible, well-connected and easy to get around;
- Work with The Landscape: Enhancing and improving the connection with landscape and nature;
- Practical: Dealing with the clutter of life;
- Future Proof: Anticipate the impacts and effects of climate change that can make residential design more efficient;
- Homes: Providing sufficient space, natural light and storage to allow people to settle down and flourish;
- Happen: Ensuring that proposals are delivered as designed, well-constructed and sustainably built.

- 4.34 The guidance is based on a principle of 'Comply or Justify'. In this respect, deviation from the compliance elements set out within the document must provide robust and evidence-based justification. The document also includes Manchester's emerging space standards which are similar to the Nationally Described Space Standards.

GUIDE TO DEVELOPMENT IN MANCHESTER SPD (2007)

- 4.35 This document is a material consideration in decision making and sets out the design principles and standards that the City Council expects new development to achieve. Part 1 of the SPD sets out design principles and standards including high quality developments that are safe, secure and accessible to all.
- 4.36 The SPD states that proposals should seek to ensure that the uses of buildings reflect their purpose and place. Development should enliven and define neighbourhoods and promote a sense of place. It should have regard for the location of sustainable public transport and its proximity.

- 4.37 Developments that remain flexible and allow for new users and functions will be supported. Internal space within buildings should be designed such that it retains a long-term flexibility for adaptation for use by future users. The SPD requires crime prevention measures such as informal surveillance, good lighting and stewardship.

PROVIDING FOR HOUSING CHOICE SPD (2008)

- 4.38 This document provides planning guidance in relation to the mix of new housing provision required in Manchester. The SPD highlights that a core driver of success will be the creation of "Neighbourhoods of Choice" with truly sustainable communities where people choose to live because of the quality of life on offer. Through the creation of neighbourhoods of choice, the City will succeed in delivering the household growth needed to underpin the City Region's economic growth potential.
- 4.39 This will require an integrated and planned approach that can ensure that there are quality public services in the right location, along with quality local amenities, a choice of housing, a quality local environment and low levels of crime and disorder. One of the central themes in the 'Neighbourhoods of Choice' vision is that there will be wide choice of housing, including across tenures; with higher levels of home ownership than currently exist and higher overall property values. The needs of existing residents should also be met.

SPECIAL NEEDS AND SUPPORTED HOUSING SPG (1998)

- 4.40 The document seeks to avoid an over-concentration of special needs accommodation in any one area. The document recognises that such schemes can be broad in type and include those catering to older people. The Council welcomes the development of appropriately designed accommodation which enables people to live independently whilst maintaining an appropriate balance between different kinds of residential uses.
- 4.41 The document's Development Control Policy 1 seeks to ensure an even spread of special needs accommodation to encourage provision closer to where needs arise; to protect residential character and amenity of family housing; to avoid the unnecessary loss of bigger dwellings for larger families; to encourage a wide diversity of social groups to live in all parts of the city; and to avoid creating disproportionate stress on local services.

- 4.42 The second Development Control Policy will take into account the number of such facilities in an area and the effect in terms of frontage parking involving the loss of mature trees and landscaping; position of bins; and more intensive use of upper floors. The document also sets out changes to policies which have since been revoked. It also refers to identifying areas of constraint on the basis of data from 1997. This is considered to be out of date and no longer relevant.

5. PLANNING ASSESSMENT

5.1 This chapter considers the key issues that are relevant to the application:

- Principle of development;
- Scale, massing, design and landscaping including arboriculture;
- Access and parking;
- Drainage;
- Ecology including bats;
- Energy;
- Amenity, including noise, air quality and ground conditions; and
- Planning obligations.

PRINCIPLE OF DEVELOPMENT

5.2 Redevelopment of the site will enable the delivery of a net increase in local housing in the form of 37 dwellings, in a suitable location which is close to local amenities. The principle of residential use has been accepted through the grant of consent in November 2021 for a similar use in a very similar scheme.

5.3 The NPPF encourages provision of sufficient homes of all types and specifically includes provision of dwellings for older people. It will thereby meet the requirements of Policy H1 which seeks proposals which contribute to the creation of mixed communities through varied housing types which meet the needs of a diverse and growing population including older people.

5.4 The site is sustainably located within a primarily residential area. It is within the North Manchester Area and the Inner Area where residential use is supported by Policies H3 and SP1. The proposal will contribute to the aim of these policies, which seek new residential development. It will particularly respond to an identified need for housing for the over 55s.

5.5 The provision of one- and two-bedroom apartments and the high quality nature of the scheme responds to the policies' focus on development which makes a positive contribution to creating neighbourhoods of choice. It aligns with Policy H3 which seeks residential

development that changes the character of North Manchester and supports economic growth.

- 5.6 The applicant has specified the type and size of dwellings in response to the requirements of the local market, specifically in relation to the over 55s. The provision of one- and two-bedroom apartments responds directly to the applicant's knowledge of local requirements for residents.
- 5.7 It enhances choice, in line with national policy. The dwellings will appeal to those who are ready to downsize from a larger home but have limited choice in the market at present. As well as providing these occupiers with a high-quality dwelling choice, it will free up family homes for those who will occupy them fully, encouraging 'empty nesters' from family homes which their adult children have left. This will have economic benefits in retaining and attracting local residents.
- 5.8 The provision of 100% affordable dwellings is a clear benefit, making a greater contribution in this regard than is required by policy.
- 5.9 Whilst Policy H10 does not specifically align with the over 55s use, the scheme is assessed against its requirements for completeness. There is not a high concentration of similar uses in the area. There are some apartments nearby but the location is characterised by dwellinghouses in the form of terraces and semi-detached properties. The delivery of 37 dwellings on a vacant site will contribute to local vitality and viability. There will be no disproportionate stress on local infrastructure as a result of the scheme.
- 5.10 The principle of affordable, over 55s residential use aligns with policy by providing high quality dwellings which respond to an identified need and create mixed communities.

SCALE, MASSING AND DESIGN

- 5.11 The site is located in a mixed area in suburban Manchester. It is characterised by terraced housing but also includes larger format properties including the former cinema on the site which was recently demolished, the adjacent church and apartment buildings to the northern side of Kenyon Lane. As such, there are varied built scales in the local area, with the apartments reaching four storeys.

- 5.12 There is a varied design approach in the local area. Materials are predominantly brick in various shades with some use of render.

Scale

- 5.13 The proposed scale was found acceptable through the residential consent granted on the site in November 2021. The proposed scale has not changed. It was arrived upon following careful consideration to the size, scale and design of the proposed building, in terms of the living environment for future residents and interactions with the wider townscape and the impact on existing residents. Particular care was taken in identifying an appropriate scale.
- 5.14 As set out in the earlier part of the Statement, the proposal has been subject to detailed review and redesign resulting from early engagement with the Council, and a scheme of the same scale received planning consent.
- 5.15 The proposed four-storey height of the proposal is very similar in height to the building formerly on the site. Replicating its height remains appropriate, as it responds to the three- to four-storey apartment block directly opposite it, and the church adjacent to the east. The Design and Access Statement includes massing images which demonstrate that the building is appropriately scaled in comparison to its neighbours. Landscaping is proposed to Kenyon Lane which will soften the built form.
- 5.16 The proposed building's footprint lies more centrally in the plot than the former cinema, and is focused to the street edge. This results in the reinstatement of a building line across the site frontage, thereby repairing the gaps in the streetscape which were presented by the most recent built form on the site. This creates a more cohesive environment and is a positive design response. It also allows a generous residential amenity space to be provided to the rear of the building. Parking is also relegated to the rear, and is accessed via an undercroft. This design solution is similarly used on the apartment buildings opposite the proposal site, and in the previous application was found to be a safe, effective means of maximising space in a constrained urban location.
- 5.17 The proposal is the optimum development option for the site and is appropriate in scale for its context. It has arisen from in-depth review and discussion with officers and was previously found suitable.

Separation Distances

- 5.18 In the same way as the consented scheme, this proposal replaces a building of similar proportions, and is located no closer to the two-storey dwellings than the former cinema. As such, the relationship of the proposal with the existing dwellings to the west remains suitable. Good levels of amenity will be maintained for existing residents. Similarly, residents of the apartments on the northern side of Kenyon Lane will experience no negative impacts on their amenity.
- 5.19 The proposed building is focused to the front of the plot therefore separation distances to the rear of properties on Brendon Avenue will be increased in comparison to their relationship with the former cinema. A plan is submitted as part of this application which identifies the separation distances to the nearest dwellings and confirms that the proposals are suitable in this regard.
- 5.20 Neither local policy nor guidance sets required separation distances. The submitted scheme represents an agreed, suitable position which was previously granted consent.

Design approach and materials

- 5.21 The proposed scheme will be constructed using a carefully balanced palette of materials. The existing built form in the surrounding area is unremarkable and uses brick in varying tones and pale render. The proposal scheme seeks to introduce a greater sense of place through a well-designed, contemporary scheme.
- 5.22 The selected materials have been chosen for their contemporary appearance whilst referencing the traditional brick. The proposal generates a sense of identity and reflects the aspiration for a high quality product which will sit as a benchmark for future projects in the area. The approach is very similar to that which was previously consented. It has been reviewed by the operator and concluded to be deliverable with the proposed minor changes and confirmation of material types.

Arboriculture

- 5.23 In preparing the original application, the intention was to retain trees currently on the site and incorporate them into the residents' garden. However, upon closer assessment by an

arboriculturalist, it was discovered that the trees were not of good quality. As such, the consented proposal envisaged their removal and replacement. This was found suitable and was the approach taken in the approved scheme. This remains the case.

- 5.24 The Arboricultural Impact Assessment demonstrates that trees on the site are not of a high quality. As such, they will be removed. The proposed landscaping scheme incorporates 12 new trees and extensive shrub planting which more than compensates for the loss. This is appropriate, and complies with relevant policy. Note, the group of trees 'G2' is covered by the AIA for completeness, but it is located outwith the site boundary, and will not be affected by the proposals.

Landscaping and Amenity Space

- 5.25 The proposal includes landscaping to enhance the sense of place and create a pleasant environment. It is placed around the building edges including to Kenyon Lane, softening and framing the built form and providing an enhanced public and private realm.
- 5.26 The provision of on-site amenity space in the form of a residents' garden aligns with local policies which seek to provide a high quality living environment. The consented scheme proposed a largely grassed area to form a multi-purpose space which residents could use in a variety of ways. The approach has been modified with the proposed over 55's use. There is still a central lawn area. There will be a greater degree of ornamental planting, a pergola and benches. This will provide greater interest for residents.
- 5.27 The vehicular access to the scheme is gated. This has been considered in great detail but is felt to be necessary due to the potential for crime, and in order to increase perceptions of security for residents and visitors. Gated access to the car park is requested by GMP in the Crime Impact Statement.
- 5.28 The application scheme is a positive response to the design principles of the NPPF and Policies SP1, H1, H3 and DM1, and well as relevant SPDs.

ACCESS AND PARKING

- 5.29 Vectos was appointed to provide transport and highways advice for the proposal, and this statement should be read alongside their submitted report.

Sustainability

- 5.30 The Transport Statement confirms that the site and surroundings benefit from good pavement coverage. There are a range of services within a 1km catchment including primary schools, a convenience store, post office GP surgery and pharmacy. The surrounding area is conducive to cycling and access to the National Cycle Route is approximately 1.6km away, offering a traffic-free route into Manchester city centre.
- 5.31 There are a large number of bus services operating in the vicinity of the site, providing access to Manchester, North Manchester General Hospital and other local destinations. There are two Manchester Metrolink stations in the vicinity of the site, offering an alternative route into Manchester city centre and destinations across Greater Manchester. The development is therefore sustainably located, as required in local and national policy.

Parking

- 5.32 Parking is provided for 15 cars, which constitutes 40.5% provision. This is a lesser quantum than was proposed for the mainstream residential use. However, it is the ratio of parking provision that Housing 21 know is required on the basis of their extensive experience. It will accommodate resident and visitor parking demands. The Transport Statement finds that this is suitable, particularly alongside the provision of secure storage for 38 cycles, a rate of over 100% provision. This will be attractive to staff and visitors, and some residents.
- 5.33 The Transport Statement references the Manchester Residential Quality Guidance document which notes that there are opportunities for developments to provide less than 100% parking provision, for example, where cycle provision exceeds 50% as in this case. The site is also extremely well located, meaning that residents will be able to access local amenities on foot.
- 5.34 Of the 15 spaces, 2 spaces are for disabled users, representing a rate of 13%, which is considered suitable. Motorcycle parking is not planned for the site, but there are opportunities for it to be provided if demand dictates.

- 5.35 The approach towards provision of car and cycle parking spaces is therefore considered to be compliant with the objectives of national policy and local Policy T2, as it avoids any negative highway impacts and encourages modal shift in this location which is highly accessible by public transport and other sustainable travel modes.

Refuse

- 5.36 Refuse storage is provided at ground floor. Collections will be made directly from Kenyon Lane. The refuse store will provide direct access onto the street, thereby facilitating ease of collection in line with the Council guidelines. The report confirms that waste servicing of the site can be safely and efficiently undertaken in this way.

Site Access

- 5.37 Vehicle access to the site is from Kenyon Lane via an undercroft. This is the same approach as consented and delivered on the apartment building opposite the proposal site and on the consented scheme. Access will be gained via a priority controlled junction in approximately the same location as the existing site access. This is found to be safe and suitable by the submitted Transport Statement.
- 5.38 The Transport Statement concludes that the development will have no material impact on the safe or efficient operation of the surrounding highway network.
- 5.39 The NPPF states that development should only be prevented or refused on transport grounds where the residual cumulative impacts would be severe (para 109). The submitted transport assessment confirms there will be no adverse impacts upon the operation of the local highway network.
- 5.40 The proposal accords with the NPPF, local Policies T1 and T2 and relevant SPDs.

DRAINAGE

- 5.41 A Surface Water Drainage Strategy has been carried out by Clancy. It describes the site and policy backdrop. Site-specific evaluation is carried out of the various attenuation methods.

- 5.42 Separate foul and surface water systems will be provided on the development. The development has been treated as a greenfield site as it has been demolished/derelict for in excess of 12 months. The design has been undertaken in accordance with greenfield rates which requires a Qbar assessment. Using UKSuDS online tool, Qbar for the total site area is 1.91l/s. A design flow of 2l/s will be maintained using flow control system. This will be located in the final surface water chamber before connection to the public infrastructure to maintain flows to within agreed limits.
- 5.43 The disposal and SUDs hierarchies have been analysed and it is currently proposed to use a combination of attenuation tanks and soft landscaping as means of disposal, with the primary means of disposal into the combined sewer below Kenyon Lane. Further detailed design and infiltrating testing is required to justify the use of greywater harvesting and soakaways respectively.
- 5.44 The proposed system will be designed to control surface water run-off for all storms up to and including the 100 year plus climate change event. Water will be stored on site below ground before being discharged at the agreed flow rate. A total of 105 cubic metres of storage is required for the entire development with 97 cubic metres of this provided in the geocellular aggregate filled attenuation tank. The remainder is provided through the use of the pipes and manhole chambers.
- 5.45 This volume considers storing all flood water including the 1 in 100 year storm event plus climate change. It may be viable subject to profiling of levels, client and insurer requirements to only provide storage for the 1 in 30 year storm event and maintain the additional flooding from the 1 in 100 year storm event (plus climate change) within the car park area until the peak storm has passed.
- 5.46 The proposed development is demonstrated to be safe from flooding and will not increase flood risk elsewhere. It therefore complies with all relevant national and local policies.

ECOLOGY

- 5.47 The application is accompanied by an Ecological Appraisal undertaken by Penny Anderson Associates.

- 5.48 The report identifies ecologically valuable areas within the 2km search radius, but none were found likely to be impacted by the proposal. All botanical species found on the site were common and widespread, being typical of unmanaged urban locations. No features of significant nature conservation interest were found within the site. The report recommends site clearance outside of the active bird nesting season and sets out biodiversity enhancement opportunities such as plant species selection, bird and bat boxes and the approach to site lighting.
- 5.49 The proposal therefore complies with national and local ecology requirements including Policy EN15.

ENERGY

- 5.50 The application is accompanied by an Environmental Standards Statement, all prepared by PSD. The Environmental Standards Statement reviews the alternative sources of energy for the provision of heat and power to the development and explores alternative renewable technologies that can be used to enhance the overall carbon footprint and energy consumption of the building. In line with Policy EN6, it takes a fabric first approach, making improvements to the envelope first and then reviewing suitable technologies to enhance the design philosophy where feasible.
- 5.51 The report concludes that the scheme is capable of meeting the energy reduction requirements set out in local policy.

AMENITY

- 5.52 The location in an area characterised by residential uses; the positioning of the building within the plot; the placing of well-considered landscaping; and the overall design ethos have been demonstrated to provide a high quality living environment for residents of the proposal.
- 5.53 Existing residents of nearby dwellings will experience no reduction in their amenity. The proposal's scale is appropriate for its location which is characterised by a mix of scales including three- to four-storey apartments on the opposite side of Kenyon Lane. The property is the same approximate height as the building it replaces, and the same height as the proposal which has already been granted consent on the site. The scale and appearance of

the proposal has developed from detailed, ongoing discussions and review with officers. It constitutes the optimum development option for the site.

- 5.54 The separation distances, set out and reviewed above, have been demonstrated to uphold suitable standards of amenity for existing residents and guarantee a high standard of living for new residents. There will be no unacceptable overlooking. Privacy will be maintained.

Noise

- 5.55 A Noise Assessment has been undertaken by RBA Acoustics. The methodology and findings are detailed. Minimum preliminary acoustic performance specifications are outlined and demonstrate that solutions are available to suitably mitigate noise intrusion. Standards are set for the proposed ventilation. The proposed amenity space is found to experience suitable noise conditions. The report demonstrates that suitable noise levels can be achieved across the development. There is no reason for refusal of planning permission on acoustic grounds.

Air Quality

- 5.56 An Air Quality Assessment has been undertaken by Redmore Environmental. The assessment shows there will be no significant impact from the additional vehicle movements on surrounding sensitive receptors. The use of good practice control measures will provide suitable mitigation for the construction phase. Air quality factors are not considered a constraint to planning consent for the development.

Refuse

- 5.57 The refuse store is provided internally in a convenient location. This removes the potential for visual impact from bins whilst providing a facility which is easy and convenient for use by residents and collection by operatives. Sufficient waste storage is provided for general and recyclable waste.

Ground Conditions

- 5.58 A Phase 1 Geo-Environmental Appraisal Report has been undertaken by Clancy Consulting and forms part of the application. It finds that the site was agricultural land in the 1800s,

subsequently a brickworks in the early c20th, and then a cinema. A number of clay pits were noted in the area historically. The site is indicated to be at moderate risk from UXO but a detailed desk study is not essential in this instance. There are no shallow mining features on or in the vicinity of the site. It is considered that the site is not at risk from coal mining.

- 5.59 Potential geotechnical constraints on the site include the potential infilled land associated with the former brickworks and with an infilled pond in the north-east of the site.
- 5.60 The report recommends further works including an intrusive site investigation, soil sampling, chemical testing of shallow soils and combined gas and groundwater monitoring wells.

PLANNING OBLIGATIONS

- 5.61 National policy makes clear that planning obligations must be necessary to make the development acceptable in planning terms, directly related to the development, and fairly and reasonably related in scale and kind.
- 5.62 The applicant is providing a greater level of affordable housing than is required by policy, which is considered a significant benefit. Suitable amenity space is provided onsite.
- 5.63 No highways contributions are required, because there will be no impacts as a result of the scheme which would require mitigation. This is fully justified by the submitted Transport Statement.

6. CONCLUSION

- 6.1 This statement has described the proposal and set out the planning policy framework against which it will be assessed. The scheme represents the optimum development approach for the site. A scheme of very similar appearance for a very similar use has already been granted consent on the site. This scheme proposes very minor changes to accommodate use as over 55's residential accommodation.
- 6.2 The application has been considered against the policies of the current development plan and national government policies and guidance.
- 6.3 The proposal will bring the following benefits:
- Delivers 37 high quality dwellings in a pleasant development with amenity space, sustainably located with suitable parking and achieving the required separation distances to uphold the amenity of existing and future occupiers;
 - Provides accessible and affordable dwellings;
 - Constitutes brownfield development of an appropriate use in a sustainable location, at the right scale, knitting together the urban fabric and constituting positive regeneration for the site and the wider area;
 - Will generate construction jobs and contribute to urban vitality and activity;
 - Provides significant financial investment in the site and area; and
 - Provides a contemporary design appropriate to the site.
- 6.4 The principle of over 55's residential development in this location is suitable. The proposal delivers the vision of the Core Strategy which is for diverse, high quality neighbourhoods of choice in North Manchester.
- 6.5 This report clearly demonstrates that the proposed development has policy support and is aligned with national policy. Overall, the principle of development is acceptable.
- 6.6 The NPPF makes it clear that there is a 'presumption in favour of sustainable development' running through the decision-taking process. The proposed development is consistent with the NPPF's core principles. The scheme has been designed to a very high standard, makes use of brownfield land and is in a sustainable, central location that benefits from nearby services and community facilities.

- 6.7 The proposal is entirely suitable and will generate economic, social and environmental benefits.
- 6.8 Statute requires that this application be determined in accordance with the development plan unless material considerations dictate otherwise. This proposal satisfies all relevant national and local policy considerations.