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STAGE 1 APPLICATION FOR PERMISSION IN PRINCIPLE (PIP)

EOHMA LIMITED is registered in England and Wales NO:10840536 - Registered
office: 16 Beaver Street, Old Trafford, Manchester, M16 9JR

info@ehma.com
www.ehma.com

83-85

BELLE VUE STREET GORTON, M12 5PQ

Stage 1 Permission in Principle Application for up to 5no. Dwellings

PLANNING STATEMENT

April 2023

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1 | INTRODUCTION

- 1.0. This document has been prepared by EOHMA Ltd on behalf of Mr Stephen Ullah ('the applicant') in support of a Stage 1 Permission in Principle (PiP) application for the development of up to 5 no. dwellings ('proposed development') on land currently comprising of 83-85 Belle Vue Street, Gorton, M12 5PQ ('application Site').
- 1.1. This Planning Statement's purpose is to assess and conclude on the acceptability of the proposal in terms of relevant national and local planning policy, along with any material considerations.
- 1.2. The planning application is made to Manchester City Council (the Local Planning Authority) and relates to the red edge application site boundary defined by the Location Plan (drawing ref. 001_Location Plan). This establishes the Development Plan as the primary decision making document when considering planning applications.
- 1.3. In this instance the development plan currently comprises the Manchester Core Strategy Development Plan and the saved policies of the Unitary Development Plan for Manchester. A relevant supplementary planning guidance document is the Guide to Development in Manchester Supplementary Planning Document. The relevant provisions of these documents are discussed below. This Planning Statement will look to demonstrate that the proposals accord with the provisions of the relevant policies of the Development Plan, and moreover that there are other significant material considerations which indicate that planning permission ought to be granted.
- 1.4. This Planning Statement, alongside a review of the site history and relevant policies, provides a description of the proposed development together with an appraisal of the planning merits of the principle of development.
- 1.5. The remainder of this report is structured as follows:-
 - Section 2 – Site Description;
 - Section 3 – Planning History;
 - Section 4 – Permission in Principle;
 - Section 5 – Proposed Development
 - Section 6 – Planning Policy Context;
 - Section 7 – Planning Policy Assessment;
 - Section 8 – Conclusions.

2 | SITE DESCRIPTION

- 2.1. The application site is located off Hyde Road which connects Gorton to Manchester City Centre and other public transport routes. The site currently comprises of two dwelling houses and has a total site area of 0.05 Ha. A location plan showing the site within its immediate setting is submitted with this application (drawing ref.001_Location Plan), whilst an aerial image of the site within its wider setting is illustrated in Figure 1.



Figure 1: Aerial image showing the location of the site (not to scale)

- 2.2. The site adjoins a relatively recent development on the neighbouring site by Linden Homes, an award winning national house builder. Outline planning permission was granted for maximum 14 No. Dwellings under planning ref. 105636/OO/2014/N2 (2014) and reserved matters application under planning ref. 111404/MO/2016/N2 was approved in 2016 for the scheme which was formerly an ambulance depot. The properties are a mixture of 2, 3 and 4 bed houses, there are no apartments on offer. In planning terms, the site is located in East Manchester (Policy H4) and within close proximity to the boundary of the Strategic Housing Location of West Gorton.

- 2.3. There are no listed buildings located on the site, the nearest being The Monastery Manchester located 0.3 km north east of the site, and St James Church which is located east of the site, approximately 1.1 km away. There are a number of large industrial units and buildings that are in close proximity to the site. There is also an Army Reserve Centre that is adjacent to the site which backs onto Gorton Park. A group of social housing blocks are located directly opposite the site, accessed from Milne close. The existing buildings are representative of the mixed usage present along Belle Vue Street. 83-85 Belle Vue Street marks the transition line between industrial/public use building and residential family homes.
- 2.4. The site is located in Manchester, in the borough of Gorton. Gorton sits on the North-eastern side of Manchester City Centre and is circa 10 minutes drive from the city centre. It is also due south of the Etihad Stadium home to Manchester City F.C . To the south of the site is Hyde Road which connects Gorton to Manchester City Centre and other public transport routes. The existing building fronts directly onto Belle Vue Street and is oriented towards the southwest. Manchester City Centre is due northwest of the site. New Smithfield Market, Manchester City College and Belle Vue Sports Village are also close to the site.
- 2.5. To the south of the site are a number of large industrial units providing a variety of retail , food & beverage and entertainment outlets including Showcase Cinema and B&M Home Store and Garden. The site's orientation does however benefit from good natural daylighting. There is a substation on the army base to the rear of the existing property that is currently fenced around. Further investigation is will be undertaken at Stage 2 ('technical details consent') to determine whether there are any way-leaves or easements on the site that relate to the substation.
- 2.6. The site is well placed for sustainable residential development with a variety of local services easily accessible and being well connected to Manchester City Centre. A residential location off the main arterial route to the city centre and a broad range of local facilities, will mean that the proposed development will have easy access to local amenities and excellent transport links. Approximate walking distances from site: Hyde Road (4 min walk and has bus routes that run towards the city centre), Ashburys Station - 0.5 miles (9 mins walk) , Belle Vue Station - 0.6 miles (11 mins walk), Main Street Bus Station (4 mins walk), B&M Home Store and Garden - 0.1 miles (2 mins walk), Gorton Monastery - 0.4 miles (8 minutes walk).
- 2.7. Belle Vue train station offers connections to Manchester Piccadilly and further into Greater Manchester as far as New Mills. Ashburys Station is also 9 minutes walking distance from the site on the Manchester-Glossop Line at its junction with the branch line to Romiley and New Mills Central.
- 2.8. There are no ecological or landscape designations associated with the site. The site is located wholly within Flood Zone 1, where the risk of flooding is at its lowest and there are also no active Tree Preservation Orders associated with the site.
- 2.9 It is critical to note that there have been a number of applications for large residential development on land within close proximity which have been recently approved or are under construction. A sample of relevant projects have been detailed in Section 3 of this document.

3 | PLANNING HISTORY

- 3.1. The site and its immediate surroundings have been subject to a planning history search on Manchester City Council's planning register. There are no past planning applications on the site itself, however the following applications in the nearby area which are notable:
- **105636/OO/2014/N2** - OUTLINE APPLICATION for the erection of a maximum of 14 two storey dwellings with all matters reserved except access. Ambulance Station 81 Belle Vue Street Gorton Manchester M12 5PW
- **111404/MO/2016/N2** - Reserved matters application for the consideration of appearance, landscaping, layout and scale in connection with outline planning permission 105636/OO/2014/N2 for the erection of 14 x 2 storey dwellinghouses (Class C3) and associated works.
- **105401/DEM/2014/N2** - Reserved matters application for the consideration of appearance, landscaping, layout and scale in connection with outline planning permission 105636/OO/2014/N2 for the erection of 14 x 2 storey dwellinghouses (Class C3) and associated works
- **105635/OO/2014/N2** - OUTLINE PLANNING APPLICATION for the erection of a maximum of 48 two storey residential dwellings with all matters reserved except access.
- **111403/MO/2016/N2** - Reserved matters application for the consideration of appearance, landscaping, layout and scale in connection with outline planning permission 105635/OO/2014/N2 for the erection of 48 x 2 storey dwelling houses (Class C3) and associated works.
- **102553/DEM/2013/N2** - Prior notification of proposed demolition of Single storey modular school building
- **070443/FO/2003/N2** - Demolition of existing gym and erection of 163 no. residential units including 83 two-storey houses and 4 four-storey blocks comprising a total of 80 flats. Associated landscaping and parking
- **125667/FO/2019** - Erection of 2 no. two/three storey terraced houses | Land To The East Of 21 Great Jones Street Manchester M12 5NX
- **084868/FO/2007/N2** - Demolition of vacant former public house and construction of part 2 storey, part 3 storey office building, with 3 car parking spaces to the rear
- **128286/JO/2020** - Proposed residential development comprising of 13 no. 2-storey houses, 102 no. apartments with associated car parking, boundary treatments and landscaping across two sites.
- **128286/JO/2020** - Variation of conditions 2 (specified plans), 10 (cycle storage), 13 (Landscaping) and 26 (Boundary treatment) attached to planning permission ref: 121537/FO/2019 to enable changes to the floor plate of block B, elevational changes to the apartment block, including the omission of balconies and revisions to elevations to the deck access walkway (including the omission of planters); revisions to landscaping,

the incorporation of photovoltaic panels to roofs, and the installation of a substation within the car park to site.

- 3.2. Whilst other applications exist locally, there are no other applications evident from the planning register which are deemed relevant to the current proposals to which this planning application relates.

Pre-Application Advice

- 3.3. This planning application has been front-loaded via pre-application discussions with the LPA in accordance with the advice set out within paragraphs 39 – 46 of the NPPF.
- 3.4. An initial pre-application submission was sent to Manchester City Council in October 2019. It contained the original concept for the redevelopment of this site to a three storey block of 9 no. apartments, later reduced to 6 no. apartments following comments from Ian Jarvis (Planner).
- 3.5. On the 20/4/20 a pre-application response was received from Ian offering advice regarding the likely acceptability of the proposal. The response advised that the submitted scheme represented over development and that a reduced scheme should be considered. Ian noted the two storey family housing opposite and indicated that the council considered that this is the most appropriate use of the site, rather than apartments. Ian also indicated that for a three-storey building to be considered here, the council would wish to see the third floor accommodation contained in the roof space, with a building scale and design that is more in keeping with its immediate surroundings. With regard to car parking spaces, Ian noted the spaces were provided in a row, accessed from Belle Vue Street, and advised that Highways Services do not support more than 2 adjacent spaces accessed from a road, without a pedestrian refuge between them. He also advised that the position of the parking would dominate the street scene and if apartments were to be considered here, the council would wish to see robust frontage boundary treatment provided, along Belle Vue Street, with parking located to the side and/or rear of the building.
- 3.6. In June 2020 we resubmitted an alternate apartment scheme based on an extension and conversion of the existing dwellings. On the 11/06/2020 a pre-application response was received from Ian offering advice regarding the likely acceptability of the revised proposal. The response advised that the submitted scheme still represented over development and that the council considered that the most appropriate way forward would be a small scale addition to the existing structure or demolition and rebuild. It remained the council's view that family housing is the most appropriate use of the site, rather than apartments.
- 3.7. In light of the above the submission has now fully evolved with all necessary supporting plans/documents attached. This has resulted in a comprehensive Stage 1 Permission in Principle submission to provide the LPA with all the necessary information to positively determine the principle of the demolition of the two existing dwellings and rebuild of up to 5 no. dwellings. The design of the dwellings are in keeping with local character and the scale of family housing on the adjacent sites. The proposed dwellings are composed of two and a half storeys, with the half storey accommodated within the roof. Further details of the design can be found in Section 5 of this document and drawings showing the proposed elevations and plans have been submitted with this application (drawing ref.007 _Proposed Elevations and Plans).

4 | PERMISSION IN PRINCIPLE

- 4.1. The Permission in Principle (PiP) consent route is an alternative way of obtaining planning permission for housing-led development which separates the consideration of matters of principle for proposed development from the technical detail of the development.
- 4.2. The relevant legislation and guidance on this route is taken from the following:
 - Town and Country Planning (Permission in Principle) (Amendment) Order 2017; and
 - National Planning Policy Guidance – Permission in Principle
- 4.3. The former came into force on the 1st June 2018, whilst the latter was updated in the same month. As such it is considered, whilst a relatively recent application route, up to date guidance is readily available with regard to such proposals. This section of the statement seeks to summarise the relevant provisions of the above to enable the authority to better understand the proposals.
- 4.4. The permission in principle consent route has 2 stages:
 - Stage 1: establishes whether a site is suitable in-principle;
 - Stage 2: ('technical details consent') is when the detailed development proposals are assessed. This is much like a reserved matters application.
- 4.5. The process for Stage 1 varies depending on the scale of the proposed development and whether it relates to Greenfield land or land classed as previously developed. For minor forms of development i.e. less than ten units, an application must be submitted to the local planning authority; this applies whether the site is greenfield or previously developed.
- 4.6. For major development on previously developed land, the site must be entered to the local planning authority's brownfield land register; which in turn grants a PiP. It is not possible to gain a PiP consent for major development on a Greenfield site.
- 4.7. The requirements for a valid permission in principle are laid out in Article 5D of the Town and Country Planning (Permission in Principle) (Amendment) Order 2017.
- 4.8. In order to meet the requirements of a valid PiP application the following information must be provided:
 - Completed application form
 - A plan to which identifies the land to which the application relates
 - The correct application fee (discussed below)
- 4.9. The scope of permission in principle is limited to location, land use and amount of development. Issues relevant to these 'in principle' matters should be considered at the

PiP stage. Other matters to be considered at the technical details consent stage of the application. Local authorities cannot list the information they require for applications for permissions in principle in the same way they can for applications for planning permission.

- 4.10. Once a valid application for PiP has been received, the local planning authority should make a decision on the proposal as quickly as possible, and in any event within the statutory time limit of 5 weeks unless a longer period has been agreed in writing with the applicant.
- 4.11. Proposals are determined in accordance with the Development Plan and NPPF. Although the scope of the local planning authority assessment of the first stage is limited to location, land use and amount of development.
- 4.12. The NPPG details that statutory requirements like those related to both listed buildings or protected species are only applicable to Stage 2 Technical Consent applications (Paragraph: 003 Reference ID: 58-003-20190615). As stated above, local authorities cannot list the information they require for applications for PiP in the same way they can for applications for planning permission. Equally it is not necessary to provide a suite of technical reports at Stage 1, like you would for a full or outline application.
- 4.13. Where Stage 1 Permission is granted via an application, an applicant would have a further 3 years to apply for the Stage 2 Technical Details. The default duration of the permission is 3 years. The local authority cannot add further conditions to the grant of permission under Stage 1.
- 4.14. Where PiP is granted through allocation on a brownfield land register, the default duration of that permission is 5 years.

Determination Time Limits

- 4.15. The statutory time limit for a local authority to determine a Stage 1 application is 5 weeks. The statutory time limits for Stage 2 technical details is also 5 weeks (or 10 weeks for major development on previously developed land). The consultation process for applications is like that of a normal planning application.
- 4.16. The PiP application is a relatively new route to planning permission and as such examples of such applications are not plentiful. However, from the examples reviewed there does seem to be some confusions as to what matters can be considered.
- 4.17. In this context it is clear that whilst such applications are to be determined in accordance with the Development Plan, policies related to technical matters do not represent valid considerations for the purposes of a Stage 1 application. In the context of this application it is therefore prudent to note that policies relating to the following matters which could preclude the granting of a standard planning application should not be considered as part of this submission: Ecology; Transport; Heritage.
- 4.18. These matters will however be considered as part of any future Stage 2 application.

5 | PROPOSED DEVELOPMENT

- 5.1. It is proposed to develop land associated with 83-85 Belle Vue Street, Gorton, M12 5PQ to provide up to 5no. dwellings. As noted, the application is submitted as a Stage 1 PiP application and the description of development as stated within the application form is as follows: “Stage 1 Permission in Principle planning application for the erection of up to 5no. dwellings”
- 5.2. As the application is submitted as a PiP application, the proposed development is not required to be supported by a proposed site plan or an associated elevation/floor plan drawing. However, the applicant is keen to demonstrate how the site would be utilised to support the construction of up to 5no. dwellings. The design respects the vernacular and enhances the local sense of character. Any future Stage 2 Technical Application will seek to ensure the design of the properties will fit well alongside adjacent development as will the choice of materials. In addition, any final scheme will also seek to ensure that the amenities of existing and future residents will not be compromised by the proposals.
- 5.3. Access is likely to be provided directly from Belle Vue Street. This is in keeping with the general rhythm of the existing street scene. There has been space for communal bin stores for the properties accommodated on the site which can be easily accessed for refuse collection. Access to the two end plot gardens will also be provided via lockable gate in order to provide additional amenity and access to the rear. The exact arrangement would need to be progressed and agreed at Stage 2 Technical Details Stage.
- One car parking space will be provided per dwelling which reflects the recent development on the neighbouring site. All of the car parking spaces are provided on a plot. It is understood that an additional 5no. units could be provided off the existing road if it is modified to a drop curb / shared surface access. These spaces only occupy 50% of the frontage providing ample space for landscaping, potentially including a front lawn or planting, which would mitigate the impact of parking on the street scene. There will be a secure boundary to the street and around the car parking space. This could be a hit-and miss timber board fence between the car parking space and the property in order to provide visibility, and with a lockable gate to provide direct access to the property. This detail would be progressed and agreed at Stage 2 Technical Details stage. The indicative site plan / masterplan ensures that the parking strategy will maintain an attractive street environment.
- 5.4. The boundary treatments to each plot will need to ensure that visibility splays are maintained. This would typically be achieved by providing a low brick wall (under 600mm) or railings. All boundary treatments would be designed and agreed at Stage 2 Technical Details.
- 5.5 All of the residential units annotated in the indicative layout plan would meet national internal space standard requirements and provide sufficient outdoor amenity space in accordance with national and local planning policy requirements (Paragraph 130 of the NPPF , Policy H1 of The Manchester Core Strategy (2012 to 2027) (adopted July 2012) and Manchester Residential Quality Guidance (2016) SPD.

6 | PLANNING POLICY ASSESSMENT

- 6.1. Section 38 (6) of the Planning and Compulsory Purchase Act 2004 requires that: “Where in making any determination under the Planning Acts, regard is to be had to the Development Plan, the determination shall be made in accordance with the plan unless material considerations indicate otherwise.”

Development Plan

- 6.2. The Development Plan for the application site comprises of the The Core Strategy Development Plan Document 2012 -2027 and the Guide to Development in Manchester SPD (2007). Key policy documents that comprise ‘material considerations’ include to the National Planning Policy Framework (NPPF), National Planning Policy Guidance (NPPG), and any local supplementary planning guidance documents considered relevant to the proposal.
- 6.3. According to Manchester City Council's policy map, the site is within a wider context of regeneration effort in both Gorton, and more widely in East Manchester. (Policy C4 - East Manchester District Centres - Eastlands, Gorton, Newton Heath and Openshaw) . The application site is also in the context of East Manchester and the strategic housing designation (Policy H2).
- 6.4. The Core Strategy was adopted by Manchester City Council on 11th July 2012. It is the key document in Manchester's Local Development Framework and covers a period of 15 years from 2012 to 2027. The following Manchester City Council Core Strategy policies are considered relevant to this application:
 - Policy EN1 - Design Principles and Strategic Character Areas
 - Policy H 4 East Manchester
 - Policy C 4 East Manchester District Centres - Eastlands, Gorton, Newton Heath and Openshaw
 - Policy H2 - Strategic Housing
 - Policy DM1: Development Management
 - Policy C1 + C2- District Centres
 - Policy SP1: Spatial Principles
 - EN4 - EN7 - Has been considered but deemed non necessary
 - EN14 - Flood Risk

- **6.5. Policy EN1** States: '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.'
- **6.6. Policy H 4 - East Manchester** states that East Manchester, over the lifetime of the Core Strategy, will accommodate around 30% of new residential development. Priority will be given to family housing and other high value, high quality development where this can be sustained. High density housing will be permitted within the parts of East Manchester that fall within the Regional Centre which are adjacent to the City Centre. These neighbourhoods include Ancoats, New Islington, Holt Town and Chancellor's Place; to the west of Alan Turing Way, and within Eastlands, Newton Heath, Openshaw and Gorton district centres as part of mixed-use schemes.
- **6.7. Policy C 4 - East Manchester District Centres** - Eastlands, Gorton, Newton Heath and Openshaw highlights the capacity for 4,000 square metres convenience and 1,000 square metres comparison retail development in East Manchester up to 2027. Although this application does not involve provision of retail units, this policy is relevant as it demonstrates the future growth potential of the area which contributes to its sustainability. The policy also highlights that in Gorton and Openshaw the Council will support schemes which improve the District Centre environments, particularly in terms of access and movement within the centre and in creating a more diverse range of uses. Recent development in these centres responded to local retail needs, but there is potential for other commercial and public uses.
- **6.8. Policy H2 - Strategic Housing Location** highlights the following: The key location for new residential development throughout the plan period will be within the area to the east and north of Manchester City Centre identified as a strategic location for new housing. Land assembly will be supported in this area to encourage the creation of large development sites or clusters of sites providing the potential for significant regeneration benefits. Developers should take advantage of these opportunities by:-Diversifying the housing offer with particular emphasis on providing medium density (40-50 dwellings per hectare) family housing including affordable housing. In locations which are close to the City Centre, such as the Lower Irk Valley and Holt Town, higher densities will be appropriate. However, the provision of family homes should remain an emphasis in these areas, too.
 - Including environmental improvements across the area.
 - Creating sustainable neighbourhoods which include complementary facilities and services.
 - Considering the scope to include a residential element as part of employment-led development.

Proposals will be expected to show how they contribute to decentralised low and zero carbon energy infrastructure as set out in the energy policies (EN4 - EN7).

Housing proposals in the Strategic Housing Location, in particular in West Gorton, the Irk Valley, Holt Town and the Lower Medlock Valley, will need to take account of the flood risk issues in line with policy EN14 - Flood Risk.

- **6.9. Policy DM1: Development Management** - This policy states that all development should have regard to the following specific issues for which more detailed guidance may be given within a supplementary planning document:-
 - Appropriate siting, layout, scale, form, massing, materials and detail.
 - Impact on the surrounding areas in terms of the design, scale and appearance of the proposed development. Development should have regard to the character of the surrounding area.
 - Effects on amenity, including privacy, light, noise, vibration, air quality, odours, litter, vermin, birds, road safety and traffic generation. This could also include proposals which would be sensitive to existing environmental conditions, such as noise.
 - Accessibility: buildings and neighbourhoods fully accessible to disabled people, access to new development by sustainable transport modes.
 - Community safety and crime prevention
 - Design for health
 - Adequacy of internal accommodation and external amenity space
 - Refuse storage and collection
 - Vehicular access and car parking
 - Effects relating to biodiversity, landscape, archaeological or built heritage
 - Green Infrastructure including open space, both public and private.
 - The use of alternatives to peat-based products in landscaping/gardens within development schemes.
 - Flood risk and drainage.
 - Existing or proposed hazardous installations
 - Subject to scheme viability, developers will be required to demonstrate that new development incorporates sustainable construction techniques.
- **6.10. Policy C1 and C2** sets out a hierarchy of priority relating to Centres in order to maintain the vitality and viability, provide services as locally as possible and minimise the need to travel by car. This policy states that district centres are a focus for the City's

residential neighbourhoods, providing an important opportunity to define local character.

- Development will support thriving district centres, with distinct local character, providing a good range of accessible key services, including retail, health facilities, public services, leisure activities and financial and legal services.
- Housing will also be considered an appropriate use within District Centres, providing it supports the vitality and viability of the centre.

Policy SP1: Spatial Principles – 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 and protect and enhance the built and natural environment.

- **6.11. Spatial Principles** - The key spatial principles which will guide the strategic development of Manchester to 2027 - Core Development Principles

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.
- **6.12. Policy EN4 - EN7** sets out that proposals will be expected to show how they contribute to decentralised low and zero carbon energy infrastructure as set out in the energy policies. Policy EN 6 notes that this applies to applications for residential development of 10 or more units and all other development over 1,000 sq m. As this proposal is for less than 10 units and 1000sqm of floor area this policy does not apply. Whilst it (EN4 -7) is not applicable to this scheme it is the intention of the applicant to design the building to be energy efficient and the best in reducing CO2 - energy generation on site. These strategies and details would be progressed and agreed at Stage 2 Technical Details stage.
- **6.13. Policy EN 14** states: In line with the risk-based sequential approach contained within PPS25, development should be directed away from sites at the greatest risk of flooding, and towards sites with little or no risk of flooding; this should take account of all sources of flooding identified in the Manchester-Salford-Trafford Strategic Flood Risk Assessment (SFRA). The Site is located within an existing predominately residential area and is in a low flood risk zone (Flood Zone 1). There has been planning consent for residential development on the adjacent site.

- 6.14. **The Unitary Development Plan for the City of Manchester** was adopted in 1995 and has largely been replaced with the policies contained within the Core Strategy. However, there are a number of policies that are extant and are relevant to consideration to the proposed extension to a residential dwelling house.
- 6.15. The following policies are considered to be relevant to the determination of the application, however they will be afforded weight in accordance with their consistency with the NPPF and this is discussed further in the Material Considerations section of the statement: V1 – Model Policy; DC7.1 - Accessible Development
- 6.16. **DC7.1** The Council will negotiate with developers to ensure that new housing is accessible at ground floor level to disabled people, including those who use wheelchairs, wherever this is practicable. All new developments containing family homes will be expected to be designed so as to be safe areas within which children can play and, where appropriate, the Council will also expect play facilities to be provided. Reasons: The Council wishes to ensure that disabled people have access to new developments so that they are not disadvantaged. As part of this, the Council wishes to see new housing designed in such a way as to provide access to disabled people wherever this is possible. This policy is not about the provision of housing for disabled people (this is covered by policy H1.2) but about access to new houses for disabled people as visitors. Details of the Council's guidelines are set out in a booklet "Designing for Everyone". The Council wishes to ensure that children have safe areas in which to play. It will therefore ensure that this issue is fully taken into account in the design of schemes containing family housing.
- 6.17. **The Guide to Development in Manchester - Supplementary Planning Document and Planning Guidance (SPD)** was officially adopted on 11 April 2007. The Guide reflects the growing recognition, at all levels of Government, of the importance of attractive, well designed, well maintained, neighbourhoods, in supporting sustainable development and 'neighbourliness'. In particular, in recent years, the publication of the Government's Neighbourhood Renewal Strategy and Planning Policy Statement 1: Delivering Sustainable Development; and the establishment of the Commission for Architecture and the Built Environment (CABE), with the publication of its key document 'By Design', has reaffirmed this commitment to design quality. The Guide to Development in Manchester - Supplementary Planning Document and Planning Guidance aims to support and enhance the ongoing shaping of the City by providing a set of reasoned principles which will guide developers, designers and residents to the sort of development we all want to see in Manchester. Its role is to inform the ongoing development of the City over the next decade by highlighting its many and varied existing qualities and describing how they can be enhanced in the future.
- 6.18. **UDP Part 1 Policies H2.7, I3.1 and S2.5** all deal with the City Council's expectation that new development, whether for residential, industrial, commercial or retail purposes, should have a high standard of design making a positive contribution to the City's environment. UDP Part 1 Policy E3.3 encourages new development along the City's major radial and orbital routes to be of the highest quality. Guidance in this section is grouped under seven key principles recognised by CABE (the Commission for Architecture & the Built Environment) as being those urban design characteristics, which together create successful places.

- Character and Context: A place with its own identity
- Continuity and Enclosure: A place where public and private spaces are clearly distinguished
- Legibility: A place that has a clear image and is easy to understand
- Ease of Movement: A place that is easy to get to and move through
- Quality of the Public Realm: A place with attractive and successful public areas
- Diversity: A place with variety and choice
- Adaptability: A place that can accommodate change and innovation.

Of particular relevance to the current planning application, the Guide makes the following points:

- Development should help to sustain local neighbourhoods;
- Areas of change should promote a sense of place;
- The design of streets should promote neighbourliness;
- Buildings should front onto streets;
- Buildings should relate well to each other;
- Site boundaries and treatment should contribute to the street-scene;
- Strong corners are important landmarks;

Material Considerations

National Planning Policy Framework 2021

- 6.19. The NPPF sets out the Government's planning policies for England and how these should be applied. The golden thread running throughout the Framework is the Government's presumption in favour of sustainable development (Paragraph 11) whereby developments which correctly balance the requirements of economic, social and environmental issues should be granted planning permission unless there are strong reasons that permission should not be granted.
- 6.20. Sustainable development is broadly defined in **Paragraph 8** of the Framework as having three overarching objectives; economic, social and environmental.
- 6.21. **Paragraph 38** directly refers to Permission in Principle applications stating: "Local planning authorities should approach decisions on proposed development in a positive and creative way. They should use the full range of planning tools available, including brownfield registers and permission in principle, and work proactively with

applicants to secure developments that will improve the economic, social and environmental conditions of the area.

- 6.22. **Section 5** details the need to continually deliver a sufficient supply of homes. The section details guidance on affordable homes, small and median development sites and rural housing amongst other matters. This section represents the most up to date guidance on matters related to housing supply calculations.
- 6.23. **Paragraph 69** details that 10% of new homes should come from sites which are no larger than one hectare in size, whilst Paragraph 84 within the following section (Building a strong, competitive economy) states: “Planning policies and decisions should recognise that sites to meet local business and community needs in rural areas may have to be found adjacent to or beyond existing settlements, and in locations that are not well served by public transport.”
- 6.24. **Section 6** of the Framework is concerned with building a strong, competitive economy, with specific guidance in relation to the supporting a prosperous rural economy. The starting point for any residential development in the UK is the now considerable body of best practice design guidance that now exists.
- 6.25. **Paragraph 119** of the NPPF states that “*planning policies and decisions should promote an effective use of land in meeting the need for homes and other uses, while safeguarding and improving the environment and ensuring safe and healthy living conditions.*”
- 6.26. **Paragraph 120** of the NPPF advises that ‘substantial weight’ should be given to using suitable brownfield land within settlements for homes and that the development of under-utilised land and buildings should be promoted and supported.
- 6.27. The Government attaches great importance to the design of the built environment in the National Planning Policy Framework. ‘Developments should add to the quality of an area and establish a strong sense of place, responding to local character and history while not preventing innovation. Safe, accessible and visually attractive developments should be created that optimise the potential of the site to accommodate development and support local facilities and transport networks’ [NPPF, p15].

Town and Country Planning (Permission in Principle) (Amendment) Order 2017

- 6.28. The relevant provisions of the Order are summarised in Section 4 of this statement.

National Planning Policy Guidance

- 6.29. The relevant provisions of the NPPG are summarised in Section 4 of this statement.

Other Relevant Local Guidance

The Strategic Housing Land Availability Assessment (SHLAA) 2020

6.30. **The Strategic Housing Land Availability Assessment (SHLAA)** is an annual assessment of land suitable for residential development that the Manchester City Council expects to deliver housing over the next 15 years or more. The Council also produce a Five-Year Supply Statement which assesses the number of houses the Council expects to be built in the next five years against the requirement set by Government. The 2020 Strategic Housing Land Availability Assessment (SHLAA) shows sites in Manchester that the council think have the potential to accommodate new housing in the future.

6.31. The government has an objective of significantly boosting the supply of housing. In order to maintain supply and delivery of housing, paragraph 73 of the 2019 National Planning Policy Framework (NPPF) requires Local Planning Authorities (LPAs) to identify and update annually a supply of specific deliverable sites sufficient to provide five years' worth of housing against their housing requirements with an additional buffer of 5%, 10% or 20% depending on local circumstances.

7 | PLANNING POLICY ASSESSMENT

7.1. **Policy EN1** States: 'All development in Manchester will be expected to follow the seven principles of urban design, as identified in national planning guidance and have regard to the strategic character area in which the development is located. A significant body of national guidance now exists to aid implementation of good quality urban design, as outlined in the NPPF. This follows the urban renaissance that was first promoted over ten years ago with the final report of the Urban Task Force and The Urban White Paper (1999). This puts good urban design and placemaking at the heart of the regeneration agenda.

This body of best practice guidance includes:

- 'By Design' (DETR/CABE, 2000) and the supplementary 'By Design – Better Places to Live' (DETR/CABE, 2001);
- the 'Urban Design Compendium' (English Partnerships & Housing Corporation, 2000) and Urban Design Compendium II (2007);
- 'Places, Streets and Movement' (DETR, 1998);
- Manual for Streets and Manual for Streets 2 (2007 and 2010, DfT).
- Car Parking: What Works Where? (English Partnerships, 2006). Sustainable Communities: Building for the Future (ODPM, 2003) and 'Creating Successful Neighbourhoods' (CABE, 2005).
- There should be clear definition between public and private space;
- The impact of car parking areas should be minimised;
- Street trees are encouraged;
- Neighbourhoods should contain a mix of housing;
- Infill developments should enhance the character of the area. The SPD also includes a section on Environmental Standards. This is addressed in Section 8 of this document.
- Guidance on accommodating car parking, housing mix and disabled access is also provided. There are no set parking standards for residential development. We have interpreted and responded to this guidance.
- Crime prevention is also discussed. A Crime Impact Statement will be submitted with the planning application as part of the Stage 2 ('technical details consent') and our design will address its recommendations.
- Streetscape Manual - Manchester City Council also published the Manchester Streetscape Manual in 2009. This interprets the advice from the Government's Manual for Streets document to the Manchester context, Setting out how to

achieve streets that are for people first, rather than cars and creating streets as 'places'.

All of these documents outline the importance of urban design and place-making and provide practical advice and best practice examples. Of increased importance recently, has been the concept of creating 'sustainable communities'. This concept is expressed in relevant guidance as "places where people will want to live now and in the future, which involves housing and the local environment in addition to consideration of employment, shops and services and socio-economic factors."

- 7.2. The application site is considered to represent an appropriate location for development. Approximately 60,000 new dwellings will be provided for in Manchester between March 2009 and March 2027. This equates to an average of 3,333 units per year, however the rate of delivery of units will vary across the lifetime of the Core Strategy. The site is located in East Manchester and is in close proximity to the 'strategic housing location' which prioritises development that contributes to the housing supply target, renewal of areas characterised by poor quality housing and increasing high quality housing provision using sustainable principles that support economic growth. As outlined in policy H1-the proposed 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. It could therefore be assumed that the provision of 5 no. family homes on the site would be supportive of the council's key aims.
- 7.3. Although there are currently two dwellings on the plot which will need to be demolished in order to deliver the five dwellings, it is considered that the nature of the site could support a higher density of housing similar to the nature of existing and consented residential dwellings within the vicinity. Furthermore, should the Council be minded to consider a conflict with this policy, there are clear material considerations given throughout the core strategy housing objectives (notably Policy H1-6) , which weighs heavily in the scheme's favour.
- 7.4. **Policy H4** notes that East Manchester has approximately 30% of the City's available sites (SHLAA 2010). This level of new development will provide significant opportunities to help change the character of the area, support the economic growth of the City-region by providing a more balanced community; and is adjacent to the City Centre, a growing source of employment opportunities. At present 51% of housing consists of 2-bedroom houses or apartments. By diversifying the tenure of the housing offer in East Manchester and promoting higher value development where opportunities arise, more economically active households will be attracted to and retained in this area, which will help to underpin the forecast economic trajectory. The Housing Need and Demand Assessment 2010 (Arc4) shows there is a need for 3-4 bedroom family housing and detached housing and a need to retain graduates and provide a housing offer accessible to the "excluded middle market" (defined as those households on low or average income who cannot acquire a mortgage for a suitable family house). Policy 4 Housing Delivery focuses on providing for and managing the delivery of new housing to ensure that where necessary new sites for housing are put forward. Within Manchester, there is a minimum requirement for 2613 dwellings to be delivered per year. This is a minimum required, not a ceiling to development.

- 7.5. As detailed in **Policy SP1: Spatial Principles**, 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 and protect and enhance the built and natural environment. It is important that housing sites are in keeping with the local area, protect and enhance the built and natural environment and make 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. It is also important that the proposal minimises emissions, ensure efficient use of natural resources and reuse previously developed land wherever possible. Consideration will therefore also be on making efficient use of land as Manchester's population is predicted to increase to 581,300 by 2027.
- 7.6. The proposed development aims to ensure that there is sufficient amenity space created for future residents of the site and that the amenity of existing residents within the site's vicinity are not compromised. There is sufficient space to accommodate the proposed dwellings on the land.
- 7.7. The general thrust of the core strategy seeks to improve the quality of housing in the area, in part by facilitating the greater provision of accessible housing and neighbourhoods and the use of higher standards of construction. The proposed development would result in the creation of high-quality housing, which may include an element of life-time homes facilities in line with the council's aims.
- 7.8. The proposal is designed in line with Policy DM1- which states that all development should have regard to specific issues listed below. All design details would be designed and agreed at Stage 2 Technical Details, however an indicative layout has been provided with this application to give an initial indication of the approach (drawing ref: 002 _Existing_Propsed site plan/ 004_Proposed Masterplan / 007 _Proposed Elevations and Plans).
 - Appropriate siting, layout, scale, form, massing, materials and detail.
 - Impact on the surrounding areas in terms of the design, scale and appearance of the proposed development. Development should have regard to the character of the surrounding area.
 - Effects on amenity, including privacy, light, noise, vibration, air quality, odours, litter, vermin, birds, road safety and traffic generation. This could also include proposals which would be sensitive to existing environmental conditions, such as noise.
 - Accessibility: buildings and neighbourhoods fully accessible to disabled people, access to new development by sustainable transport modes.
 - Community safety and crime prevention.
 - Design for health.
 - Adequacy of internal accommodation and external amenity space.
 - Refuse storage and collection.

- Vehicular access and car parking.
 - Effects relating to biodiversity, landscape, archaeological or built heritage. • Green Infrastructure including open space, both public and private.
 - The use of alternatives to peat-based products in landscaping/gardens within development schemes.
 - Flood risk and drainage.
 - Existing or proposed hazardous installations.
 - Subject to scheme viability, developers will be required to demonstrate that new development incorporates sustainable construction techniques.
- 7.9. If the Council are to accept that this policy is relevant, it is considered that there would not be any conflict. Whilst details of design in the PiP process are reserved until Stage 2, it remains the intention of the applicant to ensure that future submissions achieve the aspirations set out by the policy. In this respect the number of dwellings proposed within the red line is in keeping with the character of the area. Indeed, this policy and other associated policies, will work alongside other planning regulations to ensure that the final schemes do in fact deliver the benefits. It is however considered that the proposed development would be consistent with Policy SP1.
 - 7.10. **Housing Market Assessment Report** outlines sites allocated for housing development that are thought to be deliverable during the plan period. Policy H1 identifies sites in an effort to meet the housing land requirements set out in the Core Strategy. As has been previously indicated, the Core Strategy confirms that the housing requirement target should be treated as a minimum.
 - In this context, the grant of planning permission for a scheme of up to 5 dwellings, will help to positively increase the housing supply position within Manchester and ensure that the Authority is better able to meet its housing needs, in particular that for provision of family housing. As such, no conflict arises with this policy as a result of the proposed development.
 - 7.11. **Policy EN1** aims to ensure that all developments in Manchester follow the seven principles of urban design, as identified in national planning guidance and have regard to the strategic character area in which the development is located. The proposal seeks to implement a scheme that represents good quality urban design, as outlined in the local and national guidance.
 - 7.12. Given the site's sustainable location, it is not considered that the demolition of the existing properties and erection of 5 new dwellings would cause harm to the local character or setting. It is assessed that the proposal strengthens the character of the local area through reinforcing the scale and proportions of the properties directly opposite and adjacent to the site. Furthermore the addition of 5 no. dwellings increases provision of tenure for families and enhances the neighbourhood. Should it be considered that a conflict exists, given the need for family housing, the presumption in favour of sustainable development is engaged.

- 7.13. However, if the Council are minded to consider that a conflict does exist with the above mentioned policies, it is important to note there are important material considerations which are considered to override this conflict.
- 7.14. The **NPPF (2021)** at Section 5 sets out the Government's objective to significantly boost the supply of homes and ensure that a sufficient amount and variety of land can come forward where it is needed, and that the needs of specific groups are met. Additionally, as noted Policy H1 of the Manchester Core Strategy sets out the housing requirement for the City Council in the period 2012-2027. The Five-year Housing Land Supply Statement sets a minimum requirement of 2613 dwellings per year over this period. As noted previously, this is a minimum required, not a ceiling to development.
- 7.15. Considering the Framework in the round, it is important to note that Paragraph 7 of the NPPF is clear that the purpose of the planning system is to contribute to the achievement of sustainable development. At Paragraph 8 it states that: "Achieving sustainable development means that the planning system has three overarching objectives which are interdependent and need to be pursued in mutually supportive ways (so that opportunities can be taken to secure net gains across each of the different objectives)".
 - The first objective is with regard to the **economic objective**, where the planning system should help to build a strong, responsive and competitive economy, by ensuring that sufficient land of the right type is available in the right places at the right time to support growth, innovation and improved productivity.
 - The second objective is a **social objective** where by the planning system should help 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 a well-designed and safe built environment, with accessible services and open spaces that reflect current and future needs and support communities' health, social and cultural well-being.
 - Finally, an **environmental objective**, whereby the planning system should contribute to protecting and enhancing our natural, built and historic environment; including making effective use of land, helping to improve biodiversity, mitigating and adapting to climate change and minimising waste and pollution.
- 7.16. The proposal would deliver up to 5 no. dwelling, of which the scale and appearance will be saved for a future Stage 2 PIP submission. Given the nature of the scheme as a minor development, it is considered more than likely that before and during construction, the development would contribute to the local economy directly through the employment of local companies to facilitate the build. This would include planners and architects/designers as part of the Stage 2 application process, local contractors involved in the physical build and the local supply chain through the provision of materials. Once occupied, new residents of the proposals would use and support the growth of local services. It is considered that the proposed development would therefore assist in achieving the economic aims of sustainable development.

- 7.17. The application is not accompanied at this stage by the technical assessments which would allow for adherence to the environmental aims of sustainable development to be demonstrated. However, through our involvement with a number of applications in Manchester, EOHMA Ltd are confident that this is achievable. Though it is again reiterated that such matters are not relevant to the application at hand.
- 7.18. The location of the site is considered sustainable in the context of the NPPF given it lies close to one of the main routes which links Gorton to the city centre and wider location via the train and public transport networks. The site has excellent transport links with the wider region. The site sits close bus route, cycle routes and, as noted in Section 2, is in close proximity to a number of local services, facilities and amenities.
- 7.19. The Framework also clarifies support for small to medium sized sites in Paragraph 68, detailing that 10% of a Council's housing requirement should be delivered on sites no larger than 1 hectare. Consequently, the application at hand can be considered to make a valuable contribution in aiding the Council to meet this requirement.
- 7.21. Given the above, it is considered that the proposed development would constitute sustainable development in the context of the NPPF and Policy EN1 of the Local Plan. Furthermore, the above analysis would also suggest the proposals can be viewed positively in the context of the policies outlined in the Core Strategy.
- 7.22. Further to the information detailed in Section 4 of this statement it is again important to reiterate that design and technical matters are not appropriate/relevant considerations to the application at hand. The nature of PiP applications infers that development could be permissible at Stage 1 but subsequently fail to gain Stage 2 consent. Whilst this is correct, concerns regarding technical matters such as transport; heritage or ecology should not form part of the determination of this application. It is only when the Council have the technical information provided as part of a Stage 2 application that an informed position on such matters can be reached.
- 7.23. This section of the Planning Statement has detailed how the proposed development can be adjudged as acceptable in the context of the Development Plan and the Framework. Furthermore, any conflict with the Development Plan should be viewed in the context of the presumption in favour of sustainable development (economic, social and environmental objectives) as detailed in the NPPF and the Council's need for family homes.
- 7.24. This Stage 1 PiP application asks the Council to consider the submission in the context of location, land use and amount of development and in relation to all three variable the proposals are considered acceptable in principle.

Land Use Proposed

The proposed residential use will be compatible with surrounding development, which is predominately residential. The NPPF adopts a clear pro-growth stance and introduces a presumption in favour of sustainable development. Development that is suitable should be approved, without delay. It identifies that planning should proactively drive and support sustainable development to deliver the homes and businesses the country needs. The starting point in decision making is that planning permission should be granted unless there is clear evidence of harm that outweighs the benefits.

The provision of 5 residential units within this sustainable brownfield location would support the National and Local Policy objectives to make the most effective and efficient use of the previously developed site.

On this basis, it is considered that the residential land use proposed is a suitable use of the land at the site in question.

Amount of Development Proposed

The proposed indicative layout demonstrates that the site can accommodate a total of 5 residential dwellings. All of the dwellings annotated in the indicative layout plan would meet national internal space standard requirements and provide sufficient outdoor amenity space in accordance with national and local planning policy requirements (Paragraph 130 of the NPPF, Policy H1 of The Manchester Core Strategy (2012 to 2027) and Manchester Residential Quality Guidance (2016) SPD). In addition, the site would be able to ensure the layout of units can provide sufficient car parking and not impact adversely on the amenity of future occupiers and the existing neighbours, through sufficient access, light and privacy.

The area of the site measures approximately 0.05 hectares in size, which is sufficient to accommodate the amount of development proposed. Paragraph 69 of the NPPF states that local authorities should identify land to accommodate at least 10% of their housing requirement on small and medium-sized sites no larger than one hectare as these can make an important contribution to meeting local housing requirements and are often built-out relatively quickly. The site would contribute to meeting this requirement for small sites considering its 0.05 ha size.

Other Considerations (To be considered at Stage 2 if required)

As noted above, this application is for permission in principle (**Stage1**) therefore the scope of consideration is limited to location, land use and amount of development. Although we appreciate that other considerations are not a requirement for determination at this particular stage (Stage 1), an indicative proposed site plan is provided within this application, which address other relevant technical considerations, which would be applicable at a later stage (Stage 2):

- **Highways and Car Parking**

The proposal provides sufficient off-street car parking for 5 dwellings with pedestrian refuge between them and robust frontage boundary treatment provided, along Belle Vue Street.

8 | CONCLUSION

- 8.1. EOHMA Limited is retained by Stephen Ullah of DZARK ENTERPRISE Ltd to progress a Stage 1 permission in principle application for up to 5no. dwellings land currently comprising of 83-85 Belle Vue Street, Gorton, M12 5PQ ('application Site').
- 8.2. The site is located within the East Manchester Inner area which is identified as an area where new housing will be predominately focused (Core Strategy Policy H 1). The Site is located within an existing predominately residential area and in a low flood risk zone (Flood Zone 1).
- 8.3. The proposed residential use will be compatible with the established neighbouring uses. The site is previously developed 'brownfield' land, which is underutilised being occupied by poorly designed properties that do not make full use of the site or make a positive contribution in terms of its design or appearance.
- 8.4. The site measures 0.05 ha in size and the proposed development is for up to 5 dwellings. The proposed development is proportionate in scale.
- 8.5. The site is located in an area characterised locally by residential dwellings and is considered to represent a logical location for new housing. Although there are currently two dwellings on the plot which will need to be demolished in order to deliver the new dwellings, it is considered that the site could support a higher density of housing similar to the existing and consented residential development within the neighbourhood. In this context, the grant of planning permission for a scheme of up to 5 dwellings, will help to positively increase the housing supply within Manchester, in particular that for provision of family housing. This approach is in line with the NPPF presumption in favour of sustainable development.
- 8.6 The proposed development is considered to constitute sustainable development and the limited harm as a result of the scheme is not considered to demonstrably outweigh the benefits of the scheme which include significant social and economic benefits.
- 8.7. At this first stage of PiP development it is only required that the relevant location plan and application form that are submitted alongside this statement. Other relevant technical considerations are not applicable at this stage; however, an indicative proposed site plan and layout has been provided to show how the proposed development relates with the site's physical, social and environmental context, whilst reflecting the requirements of relevant national and local planning policies.
- 8.8. For the reasons identified within this statement, it is considered that Stage 1 PiP for the proposed development should be granted, and the application is commended to the authority.

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