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Planning, Development & Heritage Consultants

The Broughton Charitable Trust

27-29 Middleton Road, Crumpsall

Planning and Heritage Statement

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Appendix 1: Old Maps of the Application Site

Appendix 2: Photographs of the Site and Surrounding Area

1. Introduction

- 1.1 This Planning and Heritage Statement has been prepared by Paul Butler Associates on behalf of The Broughton Charitable Trust in support of a planning application for the redevelopment of 27-29 Middleton Road, Crumpsall, Manchester, M8 5DS.
- 1.2 The application relates to the demolition of the existing buildings and redevelopment of the site with a new building to provide a synagogue.
- 1.3 This statement has been prepared in accordance with the policies and procedures of the National Planning Policy Framework (NPPF) following a visual and photographic survey of the site (undertaken in February 2022), in addition to an examination, analysis and assessment of available historic records and cartographic sources.
- 1.4 The application site currently comprises a pair of Victoria villas which are currently used for residential purposes. The buildings are not nationally listed but may be regarded as non-designated heritage assets. The site is also located within the Crumpsall Lane Conservation Area which is a designated heritage asset. This statement identifies the significance of the subject buildings, and special character and appearance of the conservation area. It then appraises the potential impact of the application proposal upon this. There are no listed buildings / structures within the immediate vicinity of the site which it is considered could be affected by the proposed development. The nearest listed building / structure is a synagogue on Bury Old Road, located approximated 300m to the south east of the site.
- 1.5 In addition to addressing the heritage matters associated with the application proposals this statement also considers other relevant planning issues. The statement should be read in conjunction with the completed application forms, drawings, and Design and Access Statement prepared by Debtal Architecture, and other sub-consultant reports which are duly discussed within the Planning Appraisal section of this statement.

2. The Site and Surroundings

The Site

- 2.1 The application site is located at 27-29 Middleton Road, Crumpsall, Manchester, M8 5DS and lies on the north side of the junction of Middleton Road and Moxley Road. There is residential development located immediately to the north and west of the site. The site is occupied by a pair of Victorian villas fronting Middleton Road and their associated curtilage. The site is roughly rectangular in shape and approximately 550sqm in size.



Figure 1: Aerial view of the application site with the approximate boundary outlined red.



Figure 2: Aerial view of the application site in more detail.

- 2.2 The application buildings front Middleton Road with 27 to the left and 29 to the right. The buildings are set back from the street. A tarmacked driveway is provided in front of 29 with the boundary treatment cleared. A low rendered wall with hedging is provided to 27 which turns the corner with Moxley Road and occupies about half of this frontage. The remainder of the Moxley Road frontage is open with no boundary treatment. This allows access and views into the rear part of the site which is rough tarmac and hardstanding used for vehicle parking. A dropped kerb is present to facilitate vehicular access. The rear boundary of the site is formed by a c.1.8m high brick wall with concrete coping, with the north boundary to 31 Middleton Road comprising a c.1.6m high rendered wall with brick coping. There is mature vegetation located along this shared boundary.
- 2.3 Both 27 and 29 are currently in use as residential apartments although the quality of accommodation is generally low. This is also reflected externally. The buildings themselves are two storeys above a half basement, beneath hipped roofs. The buildings are of brick construction although large parts have been rendered with only the front elevation and gable of 29 remaining as brick. The roof to 27 is slate with concrete tiles to 29. Chimneys

have been lowered to eaves level or removed. The front elevations have a typical appearance of Victorian villas, common across Greater Manchester and more widely. The properties are mirror images. Each is two bays wide. To the ground floor there is a recessed porch / entrance with arched brick header with stone detailing (now painted), and a single storey canted bay window with stone detailing (now painted). The entrance doors are replacements. The first floor of each building has two windows, one with an arched header and the other straight. All windows on the buildings are white UPVC replacements and basement windows are blocked. A roof light has been inserted in the rear roof pitch of each building. Beneath the eaves is a projecting brick detail. There are satellite dishes and associated wiring attached to the front elevation.

- 2.4 The rear elevations of both buildings and the gable elevation of 27 are white render, although this is in poor condition. The properties have a two storey outrigger and a single storey pitched roof element to the rear which appear to be later additions. A small single storey addition to the gable of 27 can also be seen. All windows are white UPVC. Rainwater goods are black UPVC. There are non-original timber fascia boards which have flaking paint.



Figure 3: View of the site from Middleton Road.



Figure 4: View of the site from Middleton Road.



Figure 5: View of the site from Moxley Road.



Figure 6: View of the site from Moxley Road showing rear area.

2.5 The site is located within the Crumpsall Lane Conservation Area (see figure 7 below). The site is also located within an Air Quality Management Area. The site is located in Flood Risk Zone 1 which is the lowest level of risk.

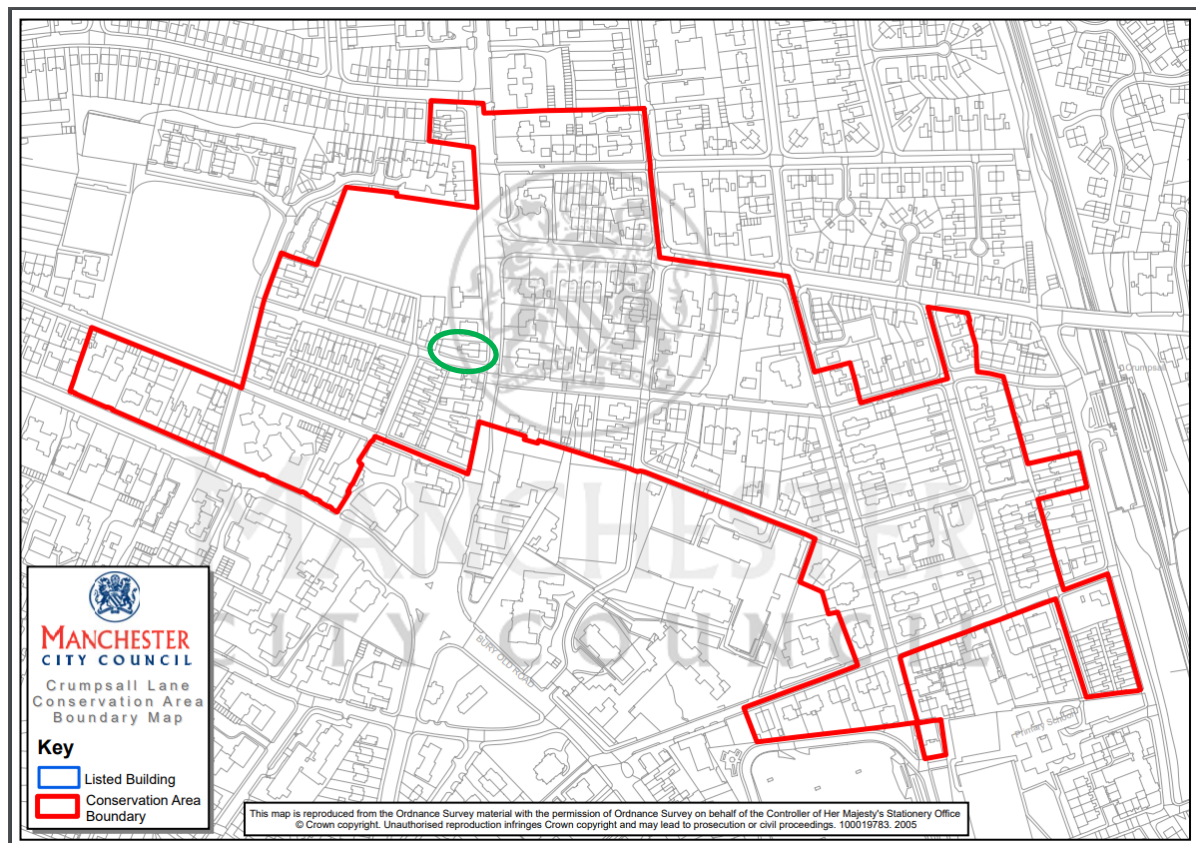


Figure 7: Plan of the Crumpsall Lane Conservation Area. The application site is identified by the green circle.

- 2.6 A search of the application site's planning history has been undertaken. This identified the following applications:

Application Reference 035442

Address: 27/29, Middleton Road, Crumpsall, CRUMPSALL

Description: Change of use and a 3-storey extension to 2 no. dwellinghouses to form a 20 bedroom Residential Rest Home for the Elderly

Decision Withdrawn 24 Nov 1989

Application Reference: 035763

Address: 27/29 Middleton Road, Crumpsall, CRUMPSALL

Description: Conversion and extension of two dwellinghouses into 8 self contained flats

Decision and Date: Refused 08 Mar 1990

Application Reference: 036585

Address: 27/29, Middleton Road, Crumpsall, CRUMPSALL

Description: Conversion of properties into 4 studio flats and 2 self contained flats and the erection of a part single part two storey rear extension

Decision and Date: Approved 20 Jun 1990

Application Reference 115508/FH/2017

Address: 27 Moxley Road, Manchester, M8 4HJ

Description: Erection part single, part two storey rear extension, the installation of two front roof dormers and roof lights to side and rear roofs together with the installation of external render

Decision: Withdrawn 19 May 2017

Surrounding Area

- 2.7 Middleton Road (and the A567 which it forms part of) is a main vehicular route through the area linking Manchester in the south with Bury and Rochdale to the north. The surrounding area is predominantly residential in character. It comprises a mix of houses and apartment buildings. The age of properties is varied and includes large detached and semi-detached Victorian villas, early and mid-20th Century dwellings and apartment buildings, in addition to more recent developments. The area has a large Jewish population and religious buildings are common in the area. Other uses include schools, open spaces / recreation grounds and parades of local shops.

3. The Proposed Scheme

- 3.1 The planning application is for the demolition of the existing buildings on the site and redevelopment with a new building to provide a synagogue for the local community. The new building will include a function hall, offices and ritual bathing.
- 3.2 The new building will occupy a similar position and be of a similar size to the existing building, although larger to the rear. The building will be set behind a landscaped area to Middleton Road with boundary walls with railings and hedging provided to Middleton Road and Moxley Road frontages. At the rear of the building a gated access from Moxley Road will provide access to two car parking spaces with one being accessible. A secure and covered cycle store, with space for 6 bikes, will also be provided, together with a timber clad refuse store enclosure. The proposal will include soft landscaping where possible including some small ornamental trees, boundary hedging and shrubs, to soften the overall appearance of the site.
- 3.3 The proposed building has been designed as a contemporary interpretation of the local context and in particular Victorian villa dwellings, whilst avoiding creating a pastiche. The building will comprise high quality red brick elevations with a dark tiled roof. There will be vertically proportioned windows with projecting bay features.
- 3.4 The main Middleton Road frontage has a symmetrical appearance and is characterised by a central bay and entrance plinth, articulated with stepped brickwork. The building is subdivided in its vertical dimension with a horizontal double brick soldier course. The eaves of the building and the crown of parapet areas are accented with corbelled bricks. The recessed brick surrounds on the front elevation, projecting plinth, the soldier course bands and lintel details, and eaves corbelling make reference to the existing buildings / dominant building typology of the area, whilst providing visual interest.
- 3.5 The main pedestrian access to the site is to be from Moxley Road. A canopied entrance area will provide access to the ground floor. The ground floor will accommodate the main synagogue facilities including the main prayer hall. The right side of the building provides the

ladies entrance and stairway to the upper and lower storeys. The first floor houses the ladies prayer gallery and an office. The basement floor is occupied by mikvah ritual bathing pools and associated facilities.

- 3.6 The existing building is in poor condition and does not provide the level of accommodation required to meet the needs of the applicant. Given this the proposal for a demolition and construction of an appropriately designed replacement building is considered appropriate whilst offering benefits in terms of energy performance and sustainability.

4. National and Local Planning Policy Context

- 4.1 The planning policy of relevance to the proposed development of the site, and which provides the context for its assessment, is set out within national and local planning policy guidance.

National Planning Policy Guidance

Town and Country Planning Act 1990

- 4.2 Section 38(6) of the Planning Act states that the determination of planning applications must be made in accordance with the Development Plan, unless other material considerations indicate otherwise. This establishes the Development Plan as the primary decision making document when considering planning applications. In this instance the development plan currently comprises the Manchester Core Strategy (2012); saved policies of the Unitary Development Plan for Manchester (1995); and, the Guide to Development in Manchester SPD (April 2007). The relevant provisions of these documents are discussed below.

Planning (Listed Buildings and Conservation Areas) Act 1990

- 4.3 The application site comprises a pair of Victorian villas. Although not unusual the buildings could be regarded as non-designated heritage assets. The application site is also located within the Crumpsall Lane Conservation Area. In determining a planning application it is necessary to consider the direct impact of the proposal on the significance of the existing buildings, and the impact of the proposal upon the character and appearance of the Crumpsall Lane Conservation Area.

National Planning Policy Framework (NPPF)

- 4.4 The revised National Planning Policy Framework (NPPF) was published in July 2018 (and last updated in July 2021), and sets out the government's planning policies and how these are expected to be applied. It replaces the Framework published in March 2012, however a

presumption in favour of sustainable development continues to be at the heart of the NPPF which ensures that development is pursued in a positive way.

4.5 Development proposals that accord with an up-to-date Development Plan should be approved without delay. Where there are no relevant development plan policies, or the policies which are most important for determining the application are out of date, permission should be granted unless:

- The application of policies in the Framework that protect areas or assets of particular importance provides a clear reason for refusing the proposed development; or
- Any adverse impact of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.

4.6 Paragraph 8 confirms that there are three dimensions to sustainable development; economic, social and environmental. To achieve sustainable development, economic, social and environmental gains should be pursued in mutually supportive ways through the planning system.

Delivering Sustainable Development

4.7 The NPPF explains that the purpose of the planning system is to contribute to the achievement of sustainable development. Planning policies and decisions should play an active role in guiding development towards sustainable solutions, but in doing so should take local circumstances into account, to reflect the character, needs and opportunities of each area. These sustainable objectives should be delivered through the preparation and implementation of plans and the application of the policies in the framework. The NPPF is split into 17 chapters, the chapters of relevance to this development are discussed below.

4.8 Promoting healthy communities (Chapter 8) - the planning system should aim to achieve healthy, inclusive and safe communities. Planning decisions should aim to achieve places which promote, amongst other things, safe and accessible developments, where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion.

- 4.9 To provide the social, recreational and cultural facilities and services the community needs, planning policies and decisions should, amongst other things, plan positively for the provision and use of shared spaces, community facilities (such as local shops, meeting places, sports venues, open space, cultural buildings, public houses and places of worship) and other local services to enhance the sustainability of communities and residential environments; and, take into account and support the delivery of local strategies to improve health, social and cultural well-being for all sections of the community.
- 4.10 Promoting sustainable transport (Chapter 9) - to protect and exploit opportunities for the use of sustainable transport modes, development should be located and designed to give priority to pedestrian and cycle movements and have access to high quality public transport facilities. Paragraph 111 advises that development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highways safety, or the residual cumulative impacts on the road network would be severe.
- 4.11 Making effective use of land (Chapter 11) – the NPPF recognises the need for the planning system to promote an effective use of land in meeting the need for homes and other uses. Strategic policies should set out a clear strategy for accommodating objectively assessed needs, in a way that makes as much use as possible of previously-developed or ‘brownfield’ land. Paragraph 120 (c) explains that the planning system should specifically give substantial weight to the value of using suitable brownfield land within settlements for new homes and other identified needs.
- 4.12 Paragraph 123 states that local planning authorities should take a positive approach to applications for alternative uses of land which is currently developed but not allocated for a specific purpose in plans, where this would help to meet identified development needs. In particular they should support proposals to make more effective use of sites that provide community services such as schools and hospitals, provided this maintains or improves the quality of service provision and access to open space.
- 4.13 Achieving well-designed places (Chapter 12) - this chapter sets out at paragraph 130 that planning policies and decisions should aim to ensure that developments:

- Will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development.
- Are visually attractive as a result of good architecture and appropriate landscaping.
- Are sympathetic to local character and history including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation.
- Establish a strong sense of place, using streetscapes and buildings to create attractive and comfortable places to live, work and visit.
- Optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development and support local facilities and transport networks.
- Create places that are safe, inclusive and accessible and which promote health and well-being.

4.14 Meeting the challenge of climate change, flooding and coastal change (Chapter 14) - this chapter emphasises the importance of securing reductions in greenhouse gas emissions, minimising vulnerability and providing resilience to the impacts of climate change; and, in terms of flooding, development should be made safe without increasing flood risk elsewhere.

4.15 Conserving and enhancing the natural environment (Chapter 15) - the planning system should contribute to and enhance the natural and local environment by protecting and enhancing valued landscapes, recognising the wider benefits of ecosystem services and minimising impacts of biodiversity and providing net gains in biodiversity where possible.

4.16 Conserving and enhancing the historic environment (Chapter 16) - the NPPF builds upon the provisions of the Planning (Listed Buildings and Conservation Areas) Act 1990 and requires at paragraph 194 that 'In determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting'.

4.17 'Significance' is defined by Annex 2: 'Glossary of NPPF' as: 'The value of a heritage asset to this and future generations because of its heritage interest. That interest may be

archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset's physical presence, but also from its setting'. 'Setting of a heritage asset' is also defined by Annex 2 as 'The surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral.'

- 4.18 Paragraph 195 of the NPPF advises that 'Local planning authorities should identify and assess the particular significance of any heritage asset that may be affected by a proposal taking account of the available evidence and any necessary expertise. They should take this assessment into account when considering the impact of a proposal on a heritage asset, to avoid or minimise conflict between the heritage asset's conservation and any aspect of the proposal'.
- 4.19 Paragraph 196 of the NPPF advises that 'where there is evidence of deliberate neglect of, or damage to, a heritage asset, the deteriorated state of the heritage asset should not be taken into account in any decision'.
- 4.20 Paragraph 197 of the NPPF advises that 'in determining applications, local planning authorities should take account of: a) the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation; b) the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and c) the desirability of new development making a positive contribution to local character and distinctiveness'.
- 4.21 Paragraph 199 of the NPPF advises that 'When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance'.
- 4.22 Paragraph 200 advises that 'Any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting),

should require clear and convincing justification. Substantial harm to or loss of: a) grade II listed buildings, or grade II registered parks or gardens, should be exceptional; b) assets of the highest significance, notably scheduled monuments, protected wreck sites, registered battlefields, grade I and II* listed buildings, grade I and II* registered parks and gardens, and World Heritage Sites, should be wholly exceptional’.

- 4.23 Paragraph 201 of the NPPF states that ‘Where a proposed development will lead to substantial harm to (or total loss of significance of) a designated heritage asset, local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or total loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply: a) the nature of the heritage asset prevents all reasonable uses of the site; and b) no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and c) conservation by grant-funding or some form of not for profit, charitable or public ownership is demonstrably not possible; and d) the harm or loss is outweighed by the benefit of bringing the site back into use’.
- 4.24 Paragraph 202 of the NPPF states that ‘Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use’.
- 4.25 Paragraph 203 of the NPPF advises that ‘the effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that directly or indirectly affect non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset. 204. Local planning authorities should not permit the loss of the whole or part of a heritage asset without taking all reasonable steps to ensure the new development will proceed after the loss has occurred’.
- 4.26 Paragraph 204 states ‘Local planning authorities should not permit the loss of the whole or part of a heritage asset without taking all reasonable steps to ensure the new development will proceed after the loss has occurred.’

- 4.27 Paragraph 205 states that 'Local planning authorities should require developers to record and advance understanding of the significance of any heritage assets to be lost (wholly or in part) in a manner proportionate to their importance and the impact, and to make this evidence (and any archive generated) publicly accessible⁶⁹. However, the ability to record evidence of our past should not be a factor in deciding whether such loss should be permitted.'
- 4.28 Paragraph 206 of the NPPF advises that 'Local planning authorities should look for opportunities for new development within Conservation Areas and World Heritage Sites, and within the setting of heritage assets, to enhance or better reveal their significance. Proposals that preserve those elements of the setting that make a positive contribution to the asset (or which better reveal its significance) should be treated favourably'.
- 4.29 Paragraph 207 states that 'not all elements of a Conservation Area or World Heritage Site will necessarily contribute to its significance. Loss of a building (or other element) which makes a positive contribution to the significance of the Conservation Area or World Heritage Site should be treated either as substantial harm under paragraph 201 or less than substantial harm under paragraph 202, as appropriate, taking into account the relative significance of the element affected and its contribution to the significance of the Conservation Area or World Heritage Site as a whole'.
- 4.30 Decision taking - guidance in paragraph 38 states that local planning authorities should approach decision-taking in a positive and creative way. They should work proactively with planners to secure developments that will improve the economic, social and environmental conditions of the area. Decision-makers at every level should seek to approve applications for sustainable development where possible.
- 4.31 Paragraphs 55 - 58 of the NPPF provide advice on the use of planning conditions and obligations. Planning conditions should be kept to a minimum and only imposed where they are necessary, relevant to planning and to the development to be permitted, enforceable, precise and reasonable in all other aspects. Agreeing conditions early is recommended and it is also stated that pre-commencement conditions should be avoided, unless there is a clear justification.

4.32 Reaffirming the legislation in the Community Infrastructure Levy Regulations, paragraph 57 advises that planning obligations must only be sought where they meet all of the following tests:

a) necessary to make the development acceptable in planning terms;

b) directly related to the development; and

c) fairly and reasonably related in scale and kind to the development.

National Planning Practice Guidance (NPPG)

4.33 The National Planning Practice Guidance (NPPG) is a web-based resource which was launched in March 2014 and coincided with the cancelling of the majority of Government Circulars. It provides guidance on many aspects of planning including plan-making and decision taking.

4.34 In relation to conservation areas the NPPG states *'Paragraph 201 of the National Planning Policy Framework is the starting point. An unlisted building that makes a positive contribution to a conservation area is individually of lesser importance than a listed building. If the building is important or integral to the character or appearance of the conservation area then its proposed demolition is more likely to amount to substantial harm to the conservation area, engaging the tests in paragraph 195 of the National Planning Policy Framework. Loss of a building within a conservation area may alternatively amount to less than substantial harm under paragraph 196. However, the justification for a building's proposed demolition will still need to be proportionate to its relative significance and its contribution to the significance of the conservation area as a whole. The same principles apply in respect of other elements which make a positive contribution to the significance of the conservation area, such as open spaces'*. (Paragraph 019 Reference ID: 18a-019-20190723)

4.35 NPPG goes on to state that *'The National Planning Policy Framework requires any harm to designated heritage assets to be weighed against the public benefits of the proposal.*

4.36 *Public benefits may follow from many developments and could be anything that delivers economic, social or environmental objectives as described in the National Planning Policy Framework (paragraph 8). Public benefits should flow from the proposed development. They should be of a nature or scale to be of benefit to the public at large and not just be a private benefit. However, benefits do not always have to be visible or accessible to the public in order to be genuine public benefits, for example, works to a listed private dwelling which secure its future as a designated heritage asset could be a public benefit.*

4.37 *Examples of heritage benefits may include:*

- *sustaining or enhancing the significance of a heritage asset and the contribution of its setting*
- *reducing or removing risks to a heritage asset*
- *securing the optimum viable use of a heritage asset in support of its long term conservation’ (Paragraph: 020 Reference ID: 18a-020-20190723).*

4.38 *NPPG defines a conservation area as ‘an area which has been designated because of its special architectural or historic interest, the character or appearance of which it is desirable to preserve or enhance’ (Paragraph: 023 Reference ID: 18a-023-20190723).*

Historic England Guidance

4.39 Historic England has published guidance to assist with the management of the historic environment. This assessment has been prepared having regard to the following Historic England Guidance.

Historic England Historic Environment Good Practice in Planning Note 2: Managing Significance in Decision-Taking in the Historic Environment.

4.40 Published in March 2015, this document provides guidance on assessing the significance of heritage assets, using appropriate expertise and heritage recording.

Historic England Historic Environment Good Practice in Planning Note 3: The Setting of Heritage Assets (2nd edition)

- 4.41 First published in March 2015 and updated in December 2017, this document provides guidance for managing change within the setting of heritage assets, including historic buildings, sites, areas and landscapes.

Historic England Technical Advice Note 2: Making Changes to Heritage Assets

- 4.42 Published in February 2016, this advice note illustrates the application of the policies set out in the NPPF in determining applications affecting heritage assets.

Historic England Advice Note 12 'Statements of Heritage Significance: Analysing Significance in Heritage Assets'

- 4.43 Published in October 2019, this document provides information on the analysis and assessment of heritage significance in line with the National Planning Policy Framework (NPPF) to assist owners, applicants, local planning authorities (LPAs), planning and other consultants, and other interested parties in implementing historic environment legislation, the policy in the NPPG? and the related guidance given in the Planning Practice Guidance (PPG).

Historic England: Conservation Principles Policies and Guidance

- 4.44 This Guidance was published by Historic England (then English Heritage) in April 2008. The Document is designed to provide a logical approach to making decisions and offering guidance on all aspects of England's historic environment. Guidance is provided on understanding heritage values (evidential, historical, aesthetic, and communal), and assessing heritage significance.

Local Planning Policy Guidance: The Development Plan for Manchester

Manchester Core Strategy Development Plan Document (July 2012)

- 4.45 Manchester's Local Development Framework Core Strategy Development Plan Document was adopted on 11th July 2012. The following policies are considered to be relevant to the determination of the application proposal:
- 4.46 Spatial Objective SO1 'Spatial Principles' states that the sustainable development of the City can contribute to halting climate change.
- 4.47 Spatial Objective SO5 'Transport' seeks to improve the physical connectivity of the City, through sustainable and accessible transport networks.
- 4.48 Spatial Objective SO6 'Environment' seeks to protect and enhance the natural and built environment of the city, ensure the sustainable use of natural resources, and secure a high standard of design in all development proposals.
- 4.49 Policy SP 1 'Spatial Principles' states that a key spatial principal which will guide the strategic development of Manchester will be the emphasis on the creation of neighbourhoods of choice. Development should enhance or create character; make a positive contribution to the health, safety and wellbeing of residents; consider the needs of all members of the community regardless of age, gender, disability, sexuality, religion, culture, ethnicity or income; protect and enhance the built and natural environment; minimise emissions, ensure the efficient use of natural resource and reuse previously developed land wherever possible; and improve access to jobs and services by being located to reduce the need to travel and provide good access to sustainable transport provision.
- 4.50 Policy EN 3 'Heritage' requires that new development should preserve or where possible enhance the historic environment, the character, setting, and accessibility of areas and buildings of acknowledged importance.

- 4.51 Policy T 1 'Sustainable Transport' seeks to deliver a sustainable, high quality, integrated transport system to encourage modal shift away from car travel to public transport, cycling and walking, to support the needs of residents and businesses and to prepare for carbon free modes of transport.
- 4.52 Policy T 2 'Accessible areas of opportunity and need' advises that the Council will actively manage the pattern of development to ensure that amongst other things new development is easily accessible by walking, cycling and public transport; connecting residents to jobs, centres, health, leisure, open space and educational opportunities.
- 4.53 Policy EN 1 'Design Principles and Strategic Character Areas' which states that developers will be expected to consider the City's heritage and continue the rich pattern of activity in the core area.
- 4.54 Policy EN 4 'Reducing CO2 Emissions by Enabling Low and Zero Carbon Development' states that all developments must follow the principle of the Energy Hierarchy; to reduce the need for energy through energy efficient design and features; and, meet residual energy requirements through the use of low or zero carbon energy generating technologies.
- 4.55 Policy EN 6 'Target Framework for CO2 Reductions from Low or Zero Carbon Energy Supplies' requires applications for residential development of 10 or more units and all other development over 1,000 sqm to meet a minimum target. Developments smaller than the above threshold, but involving the erection of a building or substantial improvement to an existing building will also be expected to meet the minimum target, where viable, but will not be expected to submit an energy statement.
- 4.56 Policy EN 8 'Adaption to Climate Change' states that new development will be expected to be adaptable to climate change in terms of the design, layout, siting and function of buildings and associated external spaces. Regard should be had to: minimisation of flood risk by appropriate siting, drainage and treatment of surface areas to ensure rain water permeability; reduction of urban heat island effect through the use of green infrastructure, green roofs and tree cover; controlling over-heating of buildings through passive design;

providing linked and diverse green space to enhance natural habitats which will assist species adaptation.

- 4.57 Policy EN 9 'Green Infrastructure' states that new development will be expected to maintain, and where opportunities arise, enhance green infrastructure.
- 4.58 Policy EN 14 'Flood Risk' states that all new development should minimise surface water run-off through sustainable drainage systems and use of Green Infrastructure.
- 4.59 Policy EN 15 'Biodiversity and Geological Conservation' states that developers will be expected to enhance, restore or create new biodiversity, either on site or adjacent.
- 4.60 Policy EN 16 'Air Quality' states that developers should take measures to minimise and mitigate the local impact of emissions from traffic generated by the development, as well as emissions created by the use of the development itself.
- 4.61 Policy EN 17 'Water Quality' states that development should avoid any adverse impact on water quality, and minimise surface water run-off and ground water contamination.
- 4.62 Policy EN 18 'Contaminated Land and Ground Sustainability' states that the Council will give priority for the remediation of contaminated land to strategic locations.
- 4.63 Policy EN 19 'Waste' states that developers will be required to submit a waste management plan to demonstrate how the waste management needs of the end user will be met.
- 4.64 Policy DM 1 'Development Management' sets out various issues that development should have regard to, including: appropriate siting, layout, scale, form, massing, materials and detail; impact on the surrounding areas; effects on amenity; accessibility; community safety and crime prevention; adequacy of internal accommodation; refuse storage and collection; and effects relating to archaeological or built heritage.

Saved Planning and Heritage Policies of the Unitary Development Plan Review (UDP) for the city of Manchester (adopted 1995)

- 4.65 The UDP was superseded by the Core Strategy. However, a number of UDP policies have been 'saved'. The following policy is relevant to the determination of this application:
- 4.66 DC18.1 Conservation Areas – this explains that the Council will seek to preserve and enhance the character of conservation areas by carefully considering the following issues:
- i) The relationship of new structures to neighbouring buildings and spaces;
 - ii) The effect of major changes to the appearance of existing buildings;
 - iii) The desirability of retaining existing structures such as boundary walls, gardens, trees; and
 - iv) The effect of signs and advertisements.

The policy goes on to state that consent to demolish will be granted only where it can be shown that it is wholly beyond repair, incapable of reasonable beneficial use, or where its removal or replacement would benefit the appearance or character of the conservation area.

Other Relevant Guidance

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

- 4.67 This document aims to support and enhance the on-going development of the City by providing a set of reasoned principles which will guide developers, designers and residents to the sort of development that would be acceptable.

Design for Access 2 (2003)

- 4.68 This is the Council's best practice guidance on inclusive design standards. It sets out the City's aspirations for inclusive development and is intended for use by architects, planners, engineers, landscape architects and other designers. The document acknowledges that

when dealing with the constraints imposed by existing buildings it may not always be possible to meet the access standards set out within the document.

- 4.69 For the reasons given in Sections 6 and 7 below it is considered that the proposal is consistent with the above planning policy guidance.

5. Heritage Context

- 5.1 As noted in the previous section, the buildings within the application site are considered to be non-designated heritage assets therefore it is necessary to consider the direct impact of the proposal upon their significance. The site is also located within the Crumpsall Lane Conservation Area therefore an appraisal should be undertaken as to what contribution the site makes to the special character / appearance of the conservation area. In order to understand this, the historic development of the site / surrounding area must be reviewed, together with identification of the key features which contribute to the special character and appearance. The above analysis is provided below starting with the site buildings, and then moving onto the Crumpsall Lane Conservation Area:

The Significance of 27 – 29 Middleton Road

- 5.2 The application buildings appear to date from the late Victorian period, first appearing on historic plans from 1894 (but absent in 1848). The building would have been constructed as a pair of Victorian villas for the middle classes at this time, like much of the Victorian development within the surrounding area (discussed in further detail below). The buildings are therefore not unusual in terms of their typology, nor do the buildings possess any especial features which contribute to their significance. The buildings and site have undergone a substantial level of alteration which has further eroded their significance. Such works have included:

- Application of white render to the rear elevations and gable elevation of 27.
- Installation of white UPVC windows throughout.
- Installation of new doors.
- Single storey rear extensions, and single storey side extension to 27.
- Installation of concrete tiled roof to 29. Lowering of chimneys to both buildings.
- Painting of stone detail including around windows.
- Replacement of rainwater goods with UPVC.
- Installation of satellite dishes, wiring and other paraphernalia on the elevations.
- Replacement, alteration and removal of boundary walls and vegetation.

- The front garden of 29 has been removed to form a tarmacked driveway. Landscaping to the rear has been removed with this area now comprising rough hardstanding.

5.3 The buildings are also in relatively poor condition which further diminishes their significance. The following defects have been identified within a 'Report on Structure' prepared by Healey Consulting:

- Poor quality render with cracks and areas of soiling.
- Render to chimney of 27 has failed.
- Failed brick lintels reflecting structural movement.
- Poor quality previous repairs have been undertaken with flash band to stop water ingress.
- Significant rot to ground floor of 27, which requires replacement.

5.4 The Historic England Publication 'Statements of Heritage Significance: Analysing Significance in Heritage Assets' (HE 2019) suggests three areas of interest for assessing a heritage asset's significance. These are to be described, following which the level of the general significance of the heritage asset should be assessed, with the particular contribution of any described features. The three areas of interest are:

- Archaeological interest if it holds, or potentially holds, evidence of past human activity worthy of expert investigation at some point.
- Architectural and artistic interest which are interests in the design and general aesthetics of a place. They can arise from conscious design or fortuitously from the way the heritage asset has evolved. More specifically, architectural interest is an interest in the art or science of the design, construction, craftsmanship and decoration of buildings and structures of all types. Artistic interest is an interest in other human creative skills, like sculpture.
- Historic Interest which is an interest in past lives and events (including pre-historic). Heritage assets can illustrate or be associated with them. Heritage assets with historic

interest not only provide a material record of our nation's history but can also provide meaning for communities derived from their collective experience of a place and can symbolise wider values such as faith and cultural identity.

Archaeological interest

- 5.5 The site is shown as partially developed in 1848 with possibly a small terrace of properties fronting Middleton Road identified as 'School Houses'. By 1898 the current buildings are present with the 'School Houses' cleared. It is likely that the redevelopment of the site with the current buildings would have destroyed the previous buildings and any archaeological remains, particularly as they have basements. The potential archaeological interest is therefore considered low – very low.

Architectural and Artistic interest

- 5.6 The buildings are a typical pair of Victorian villas which do not possess any especial value and are a common form of architecture within the local area, as well as both regionally and nationally. The front elevation has the most interest although this is limited to arched headed doors, windows, bay windows and some brick and stone detailing (now painted). The buildings have undergone a significant level of change and alteration as noted above, (in addition to internal refurbishment and subdivision) which has further decreased their architectural and artistic interest which is considered low - very low.

Historic Interest

- 5.7 The buildings appear to have been erected in the late 19th Century and during the period where the surrounding area was quickly developing for the professional and middle classes looking to relocate from the pollution and poor environment of central Manchester. Much of the surrounding development, which falls within the Crumpsall Lane Conservation Area, dates from around this period. The buildings however have undergone a substantial degree of change internally and externally, as has the wider site, meaning the historic interest is reduced further and is considered to be low.
- 5.8 Based on the above analysis it is concluded that the heritage significance of the application buildings is **low – very low**.

The Character and Appearance of the Crumpsall Lane Conservation Area

- 5.9 The Crumpsall Lane Conservation Area is broadly centred on the area around Crumpsall Lane and Bennet Road. The conservation area is partly bounded to the south by Bury Old Road, with Middleton Road running north-south through the centre of the conservation area. These are two key vehicular routes, connecting Manchester City Centre in the south with Bury and Rochdale as well as other suburban areas in north Manchester.
- 5.10 The conservation area does not include any listed buildings or an obvious centre / focal point (eg. a prominent public building or garden). Instead its character is largely derived from its grouping of large Victorian Villas. Such properties were typically built by merchants and other successful businessmen during Manchester's Industrial heyday who wished to relocate from the pollution, general grime and unsanitary conditions associated with the City Centre. Other similar areas are present around Manchester including Victoria Park in Rusholme to the south, and Ellesmere Park to the north west.
- 5.11 Like these other areas, the Victorian Villas in the Crumpsall Lane Conservation Area exhibit a variation in detailed design but share a similar architecture and materiality. Properties are generally three / four storeys in height, often with basements and attics, and possess a vertical emphasis. They are generally constructed from red/orange brick with brick and stone detailing and steeply pitched slate roofs. They often feature bay windows with vertically proportioned windows (which would have originally been timber sash). Buildings are typically set back from the road behind brick or stone boundary walls, often with gate posts, metal railings and hedging. They sit in relatively spacious grounds, with landscaped front and rear gardens and often characterised by mature tree and shrub planting.
- 5.12 Prior to the Victorian development in the Crumpsall Lane Conservation Area, the area was largely agricultural land characterised by open areas with small scale scattered development.
- 5.13 Whilst the historical character of the Crumpsall Lane Conservation Area derives largely from its grouping of Victorian properties, it is noted that there is a wide range of property types, ages and styles. This includes houses and apartments dating from throughout the 20th

Century as well as more recent developments. The contribution of these later buildings to the conservation area is varied with some sensitively reflecting the Victorian development and others standing out and having a negative impact.

- 5.14 Victorian villas which are central to the special character and appearance of the Conservation Area have largely been converted to apartments, bedsits and hotel accommodation as the demographic of the area has changed. Such conversions, and other general forms of updating, have not always been sympathetic to the heritage value of the buildings and harmful works have been undertaken, including: creating new openings / blocking existing openings; insertion of UPVC windows and doors; poor quality extensions; and, removal of boundary treatments and landscaping to provide hardstanding for vehicle parking. Such works are represented within the application site where a substantial level of alteration has been undertaken which has eroded the heritage value of the buildings and their contribution to the conservation area.

Contribution of the Application Buildings / Site to the Character and Appearance of the Conservation Area

- 5.15 As confirmed above, the subject buildings are considered to be of low – very low heritage significance in their own right. In terms of their contribution to the character and appearance of the conservation area this too is limited. Whilst the buildings are Victoria villas which are typical within the conservation area, the extensive level of change and alteration, together with their poor condition as explained previously, substantially diminishes their contribution to its character and appearance. Similarly, the poor condition of the site with altered and removed boundary treatments and expansive rough hardstanding, has a negative influence on the conservation area.
- 5.16 The feature of the site which makes some positive contribution to the conservation area is the front brick elevation of the buildings which reflect typical features of Victoria villas. These however have also been subject to a significant degree of change with UPVC windows, new doors, painted stonework, UPVC rainwater goods, and satellite dishes / paraphernalia installed. Such features limit the positive contribution of the front elevation which can only be regarded as a minor positive influence. Given the above assessment, the application

buildings overall are considered to have a **minor negative** contribution to the character and appearance of the conservation area in their current form and condition. Were the application buildings to be in good condition, without the extensive level of alteration and change, and the site itself to be well-maintained etc. then there would be a positive contribution.

6. Heritage Assessment

- 6.1 In heritage terms the key heritage impacts which require consideration are the direct impact on the buildings which are considered to be non-designated heritage assets, and the impact on the character and appearance of the Crumpsall Lane Conservation Area. This assessment is provided under the headings below:

Direct Impact on 27 – 29 Middleton Road

- 6.2 Paragraph 203 of the NPPF advises that ‘The effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that directly or indirectly affect non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset’.
- 6.3 The application proposal will involve the total demolition of the existing buildings to facilitate redevelopment of the site as a synagogue. As demonstrated in the previous section the heritage significance of the subject buildings is considered to be low – very low. They are a common form of architecture, possess little aesthetic value, and are of limited historic interest. They have undergone a considerable degree of change which has eroded their interest further, whilst their condition is also poor. The total demolition of the buildings will therefore only have a low heritage impact. Given the requirement of the NPPF to have a balanced judgement it is considered that the demolition of the buildings could be justified for an appropriate high quality form of development which delivers other public benefits. This is discussed in further detail within subsequent sections of this statement.

Impact on the Character and Appearance of the Crumpsall Lane Conservation Area

- 6.4 The application buildings and site are assessed as having a minor negative impact on the character and appearance of the conservation area owing to the extensive level of alteration and poor condition. The application proposal therefore represents an opportunity to enhance the conservation area.

- 6.5 The new building will occupy a similar position and be a of similar size to the existing building, although larger to the rear. The building will be set behind a landscaped area to Middleton Road with boundary walls with railings and hedging provided to Middleton Road and Moxley Road frontages. The proposal will include soft landscaping where possible including some small ornamental trees, boundary hedging and shrubs, to soften the overall appearance of the site.
- 6.6 The proposed building has been designed as a contemporary interpretation of the local context and in particular the Victorian Villa dwelling, whilst avoiding creating a pastiche. The building will comprise high quality red brick elevations with a dark tiled roof. There will be vertically proportioned windows with projecting bay features. The main Middleton Road frontage has a symmetrical appearance and is characterised by a central bay and entrance plinth, articulated with stepped brickwork. The building is subdivided in its vertical dimension with a horizontal double brick soldier course. The eaves of the building and the crown of parapet areas are accented with corbelled bricks. The recessed brick surrounds on the front elevation, projecting plinth, the soldier course bands and lintel details, and eaves corbelling make reference to the existing building, dominant building typology of the area, whilst providing visual interest.
- 6.7 The existing building is in poor condition and does not provide the level of accommodation required to meet the needs of the applicant. Given this the proposal for a demolition and construction of an appropriately designed replacement building is considered appropriate whilst offering benefits in terms of energy performance and sustainability.
- 6.8 In policy terms the key tests are provided by Paragraphs 195, 199, 202 and 206 of the NPPF. Through the sensitive design of the scheme it is considered that the proposal will positively respond to the character and appearance of the Crumpsall Lane Conservation Area and will therefore not be associated with an overall level of harm which is not outweighed by the benefits. Should it be identified that there is a level of harm associated with the proposals then this could only be realistically be at the lowest level of the spectrum. Any harm would then need to be weighed against public benefits. The following Planning Appraisal section of this statement clearly articulates the range of public benefits that the scheme will deliver which also include specific benefits for the conservation area.

- 6.9 Paragraph 204 of the NPPF advises ‘Local planning authorities should not permit the loss of the whole or part of a heritage asset without taking all reasonable steps to ensure the new development will proceed after the loss has occurred’. This provision is applicable to the application proposal and the Council may consider a legal agreement to ensure that the development is able to progress to completion once the demolition of the existing buildings has been undertaken.

Overview and Policy Appraisal

- 6.10 This section has appraised the impact of the scheme on the application buildings, and on the character and appearance of the Crumpsall Lane Conservation Area. Through this assessment it is concluded that the application proposal is an appropriate form of development and its detailed design, together with high quality landscaping, will have a major positive impact on the conservation area. The design of the development is both sympathetic to the local context and character of the conservation area, whilst being a contemporary approach which avoids creating a pastiche designed development.
- 6.11 On the basis of the above it is concluded that the development will have a positive impact on the character and appearance of the Crumpsall Lane Conservation Area, and enhance its significance. On this basis, the demolition of the existing buildings which it is considered possess low – very low heritage value, can be justified. When weighing up the heritage impacts of the proposal it is also necessary to have regard to the series of planning, regeneration and community benefits associated with the development and these are discussed in detail within the following Planning Appraisal section.

7. Planning Appraisal

7.1 Having regard to the relevant planning policy guidance in section 4 of this statement, the key material considerations against which the proposed scheme should be assessed, and which are discussed in this section, include:

- Principle of Development;
- Design Considerations;
- Potential Impact on Amenity;
- Sustainable Development: Economic, Social and Environmental Benefits;
- Highways and Accessibility;
- Crime and Security Matters;
- Trees and Ecology;
- Disabled Access; and
- Flood Risk

Principle of Development

7.2 The application proposal involves the redevelopment of previously developed land located in a sustainable urban location thus aligning with the principle of sustainable development which is at the heart of the NPPF. At a local level, Core Strategy Policy SP 1 states that a key spatial principal which will guide the strategic development of Manchester will be the emphasis on the creation of neighbourhoods of choice, which includes considering the needs and well-being of all members of the community regardless of age, gender, disability, sexuality, religion, culture, ethnicity or income.

7.3 The proposed synagogue is an ideal use for the site and will serve the immediate local Jewish community that live locally and who will use the synagogue three times a day. On the main synagogue days it is against Jewish law to drive, therefore it is essential that the synagogue is readily accessible on foot for the local members. The congregation that the proposed synagogue will serve had a make-shift synagogue a short distance from the site. It is

understood that this was deemed unsuitable by the Council, however it confirms the need from the community for such a facility.

- 7.4 Section 8 of the NPPF supports the provision of social / cultural facilities and the services the community needs. It confirms that planning policies and decisions should plan positively for the provision and use of shared spaces, community facilities including cultural buildings, places of worship and other local services to enhance the sustainability of communities and residential environments.
- 7.5 Section 11 of the NPPF recognises the need for the planning system to promote an effective use of land in meeting the need for homes and other uses. Strategic policies should set out a clear strategy for accommodating objectively assessed needs, in a way that makes as much use as possible of previously developed or 'brownfield' land. Paragraph 120 (c) explains that the planning system should specifically give substantial weight to the value of using suitable brownfield land within settlements for new homes and other identified needs. Paragraph 123 states that local planning authorities should take a positive approach to applications for alternative uses of land which is currently developed but not allocated for a specific purpose in plans, where this would help to meet identified development needs. In particular they should support proposals to make more effective use of sites that provide community services, provided this maintains or improves the quality of service provision and access to open space. The proposed development aligns with the above provisions.
- 7.6 The scheme will be associated with a series of positive planning and regeneration benefits which weigh positively in the application's determination, including:
- Providing a religious and community facility which will meet the needs of the local Jewish community.
 - The redevelopment of previously developed land located within a sustainable and accessible location.
 - Providing a scheme of high quality design which enhances the appearance of the site and makes a positive contribution to the character and appearance of the Crumpsall Lane Conservation Area.

- Delivering landscaping enhancements across the site including new hard and soft landscaping.
- A scheme which will minimise opportunities to commit crime and reduce the fear of crime by providing passive surveillance to surrounding streets and increasing footfall in the vicinity of the site. The development will also incorporate appropriate security fixtures and fittings to minimise the likelihood of crime.
- The provision of a development with high sustainability credentials that will deliver a range of economic, social and environmental benefits.

7.7 The above points are considered in more detail within the remainder of this section and demonstrate that the scheme accords with national and local planning policy guidance.

7.8 It is important to highlight that the proposed scheme is also deliverable on the site for the following reasons:

- **It is Available** – The applicant owns the site and is in a position to deliver the scheme once permission is secured.
- **It is Suitable** – The suitability of the site for a synagogue is confirmed throughout this report, by reason of the site's sustainable / accessible location to the established Jewish community which it will serve.
- **It is Achievable** – There are no policy restrictions or development constraints that would impact on the scheme's deliverability. Should planning permission be granted, the applicant is keen to commence works on site immediately.
- **It is Viable** – The scheme is viable and deliverable in the short-term.

Design Considerations

7.9 As discussed within the previous Heritage Appraisal section, the proposed scheme has been sensitively designed in response to the character and appearance of the surroundings. The design references the local vernacular and the Victorian Villa property type, but in a contemporary manner which avoids creating a pastiche. The proposal respects existing front and rear building lines, and responds appropriately to the corner location. The scale

and massing of the property is also in keeping with the surroundings and respects the street scenes. Internally building has been designed to meet the needs of the local community with spaces for worship, ritual bathing and related administrative functions.

- 7.10 The proposals will also include landscape enhancements to the site with new boundary walls / railings / hedging provided; new planting; and appropriately designed car parking, cycle parking and bin storage. The works will significantly improve the appearance of the site and enhance the surrounding public realm.
- 7.11 Overall the proposed scheme has been designed to be sensitive to the surrounding character and context and will enhance the appearance of the site. On this basis it is concluded that the proposal is consistent with provisions of the NPPF; Core Strategy Policies EN 1 and DM 1; and, the Guide to Development in Manchester SPD.

Potential Impact on Amenity

- 7.12 The application site is located within an established residential area. To the north 31 Middleton Road has been converted to flats, whilst to the west on Moxley Road are residential dwellings.
- 7.13 The proposed building occupies a similar footprint to the existing buildings. To the rear the new building will be larger than existing. The two storey element will reflect the rear building line of the adjacent 31 Middleton Road meaning there will be no impacts relating to overbearing, shadowing or loss of light, notwithstanding the existing tree planting that exists along the boundary. Proposed windows on the north elevation of the building will be obscured ensuing there is no adverse amenity impact in relation to 31 Middleton Road.
- 7.14 The footprint of the new building also ensures there is sufficient separation from the west boundary of the site and 2 Moxley Road beyond of c.21m. This is similar to the existing situation where there are habitable rooms located on the rear (west elevation) of the existing buildings.

- 7.15 The proposal will include 2 car parking spaces, which is a reduced level than the existing informal provision on site. As discussed within the supporting Transport Statement, the main events at the synagogue will be held on the Sabbath (Saturday) and Jewish festival days. Undertaking trips car to / from the synagogue on these days is forbidden under Jewish tradition. Therefore, there will be no demand for car parking at the site on these days. Events on other days will include smaller group meetings. Due to the restriction on driving on the Sabbath, the majority of the congregation are likely to live within close walking distance of the site, meaning there will be little car parking demand in general, except for occasional visitor parking. Given these characteristics it is confirmed that travel to / from the site will be on foot and will not be associated with a level of vehicle movements which could have an adverse impact on amenity. The activity of the synagogue itself will not be associated with any noise / disturbance and it is recognised that it is commonplace in this part of Manchester and Salford for synagogues to sit alongside residential properties without any adverse amenity impacts.
- 7.16 As confirmed above the proposal will not have an adverse impact on amenity by reason of the built form of the development or activity associated with the proposed use. Moreover, the scheme will enhance the general amenity of the area, through the provision of a building of high design quality together with landscaping improvements, which will improve the surrounding street scenes.
- 7.17 For the reasons discussed above, the proposed scheme will appropriately safeguard the amenity of nearby residents. On this basis the scheme accords with provisions of the NPPF, Core Strategy Policy DM 1; and the Guide to Development in Manchester SPD.

Sustainable Development: Economic, Social and Environmental Benefits

- 7.18 The proposal will have high sustainability credentials as a result of the economic, social and environmental benefits that it will bring.

Economic Benefits

- 7.19 The proposed development will deliver economic benefits associated with the construction of the synagogue. This will maintain and create employment associated with the delivery of the development including the supply of materials and construction.

Social Benefits

- 7.20 The proposed scheme will provide social benefits through the redevelopment of the site with a high quality building which will enhance the appearance of the site and benefit the Crumpsall Lane Conservation Area. The proposed synagogue itself will deliver significant social benefits for its users as an important place for the local community to meet and worship.

Environmental Benefits

- 7.21 The proposed scheme will have significant environmental benefits since it involves the redevelopment of previously developed land within a sustainable and accessible location, which will readily meet the needs of the future users who will travel on foot. The scheme will also enhance the landscaped areas around the site with new vegetation and landscaping provided to promote ecology and biodiversity. The new building will also have enhanced energy performance credentials.
- 7.22 On the basis of the sustainability benefits that the scheme will provide, the application is in accordance with provisions of the NPPF; Core Strategy Objectives SO1 and SO6; Core Strategy Policies SP 1, EN 4, EN 8, EN 9, EN 15 and DM 1; and the Guide to Development in Manchester SPD.

Highways and Accessibility

- 7.23 The application is supported by a Transport Statement prepared by Ashley Helme. In relation to car parking the report notes that the main events held at the synagogue will be held on

the Sabbath (Saturday) and Jewish festival days. Undertaking trips car to/from synagogue on these days is forbidden under Jewish tradition. Therefore, there will be no demand for car parking at the site on these days. Events on other days will include smaller group meetings. Due to the restriction on driving on the Sabbath, the majority of the congregation are likely to live within close walking distance of the Site, meaning there will be little car parking demand in general, except for occasional visitor parking. It is proposed to provide two parking spaces as part of the proposed development. These will be accessed from Moxley Road. One of the proposed spaces is for disabled use. This level of provision is typical of synagogues throughout North Manchester and Salford, which typically have either no car parking, or a small number of visitor spaces.

- 7.24 The Transport Statement highlights that it is proposed to provide six cycle parking spaces as part of the proposed development. There are cloak rooms on all floors of the proposed building which can be used for the storage of cycle equipment. The proposed refuse store is located to the rear of the building close to the Moxley Road access. Refuse collection will be undertaken directly on Moxley Road. Deliveries to the site by car or van can be undertaken from within the main car park. HGV deliveries to the site are anticipated to be infrequent, and can be undertaken on the Moxley Road carriageway.
- 7.25 Transport sustainability is a principle underlying the proposed development. Encouraging walk, cycle and public transport journeys is recognised as important, and the existing infrastructure provides very good opportunity for journeys to and from the site to be undertaken by sustainable modes. The Transport Statement concludes that the location of the site provides very good opportunity to access a range of public transport infrastructure, including bus services and tram services.
- 7.26 The times when the combination is greatest of traffic generated by the proposed development and existing highway network traffic are the weekday AM & PM peak hours, and Saturday peak hour. The Transport Statement estimates that the proposed development will generate negligible vehicle trips in the AM, PM and Saturday peak hours.

- 7.27 Overall the proposed development is confirmed as acceptable in highway terms by the Transport Statement and complies with the transport requirements of the NPPF, Core Strategy Policies T1, T 2 and Spatial Objective SO5.

Crime and Security Matters

- 7.28 The application is supported by a Crime Impact Statement prepared by Greater Manchester Police Design for Security. This report confirms that the development is appropriate from a crime prevention perspective and is supported. It is noted that there are several features of the development that will minimise the risk of criminals targeting the building, including:

- the inclusion of appropriately styled and tall perimeter walls and fencing;
- restricting access into the site to three locations;
- the building is suitably tall so as to deter offenders accessing the roof; and,
- provision of car, cycle parking and refuse storage on site.

- 7.29 The report recommends a series of measures to enhance security of the site and notes that should the local planning authority be minded to supported the development, a condition can be included to require the new building to be built in accordance with the recommendations set out in the report and to achieve Secure by Design accreditation. On the basis of the conclusions of the Crime Impact Statement it is considered that the development is in accordance with Core Strategy Policy DM 1 and provisions of Sections 8 and 12 of the NPPF.

Trees and Ecology

- 7.30 The application is supported by a Site Tree Appraisal prepared by Rowbottom's Tree Services Ltd. The survey report confirms that there is extensive hardstanding around the building and there are no trees or shrubs located within the grounds, save one small privet hedgerow at the front. All the significant trees that are in close proximity to the development area are located within the grounds of the neighbouring property to the north. The majority of these

trees are Leyland Cypress, which are planted linearly to form a hedgerow. Two mature ash trees (T8 and T15) are located within the Leyland Cypress hedge. The hedgerow is overgrown and has been poorly maintained.

- 7.31 The proposed new building construction will require foundation excavation that would overlap, by differing amounts, southern segments of the calculated root protection areas (RPA) of most of the hedgerow trees. However, given the existing brick boundary wall, the location of the existing building and the hardstanding gravel area (used for vehicle parking at the rear of the building); the soil conditions within these southern segments will likely be unfavourable for root growth. The majority of tree root growth is likely to be in the more favourable soil conditions to the north (neighbour's side) of the brick boundary wall. Therefore, negative impact to the tree root systems as a result of the proposed building excavations is not anticipated. The report confirms that none of the significant trees adjacent to the build site will need to be removed to facilitate the proposed construction. Only the small privet hedgerow will require removal. All of the adjacent significant trees (and hedgerow) will need their branch overhang to be pruned back to facilitate the proposed building construction. The tree works require to facilitate the construction are within the report together with appropriate mitigation. These measures can be secured through appropriately worded planning condition.
- 7.32 In addition to confirming that the development will have an acceptable impact in relation to trees, the proposed scheme will also involve the provision of a high quality hard and soft landscaping scheme. This will take advantage of opportunities for enhanced planting of trees / hedging and shrubs which will improve the biodiversity value of the site over the existing situation.
- 7.33 The application is supported by a Preliminary Roost Assessment prepared by Elite Ecology which followed an internal and external survey of the building. The survey found that the buildings have moderate bat roosting potential. Accordingly, two further bat activity surveys are required during the optimal period of mid-May to August. This recommendation could be secured prior to determination of the application, or via an appropriately worded condition, with any mitigation deemed necessary identified at this stage.

- 7.34 From the survey undertaken at the site, no bird nests were found, and both structures were found to contain no evidence of bird activity. No further investigation is required in relation to this aspect of the development.
- 7.35 In overview the proposed scheme will enhance biodiversity on the site through a high quality landscaping scheme and is appropriate in relation to trees, whilst any matters associated with bats can be addressed prior to development. On this basis the proposal will comply with provisions of the NPPF (section 15) and Core Strategy Objective 6 and Policies EN 8, EN 9 and EN 15.

Disabled Access

- 7.36 Level access will be provided to the building and a disabled WC will be provided at ground floor level. There will be level access throughout the ground floor and all activities/facilities will be available to disabled visitors on this level. A disabled car parking space will be provided to the rear of the building. On this basis the scheme is in accordance with Core Strategy Policy DM 1 and the Design for Access 2 document.

Flood Risk

- 7.37 The site is located in flood risk zone 1 which is the lowest level of risk. The proposal will not increase hardstanding areas within the site. On the contrary, additional areas of soft landscaping will be provided, together with porous surfacing, which will limit water run-off. The proposed development is not of a size to require a drainage assessment and such matters can be addressed through building regulation requirements. On this basis the application therefore complies with section 14 of the NPPF and Core Strategy Policy EN 14.

8. Conclusion

8.1 This Planning and Heritage Statement has been prepared to support a planning application for the demolition of existing buildings and the redevelopment of the site to provide a synagogue to meet the needs of the local community.

8.2 The application buildings are considered to be non-designated heritage assets, whilst the site is located within the Crumpsall Lane Conservation Area. This Statement has confirmed that the buildings have low – very low heritage significance, and the site currently has a minor negative impact on the character and appearance of the conservation area. The demolition of the existing buildings will inevitably have some heritage impact, however this is low in magnitude. More generally however, the redevelopment of the site with a high quality and sensitively designed new building, with appropriate landscaping, will allow there to be beneficial impacts for the conservation area which is a designated heritage asset. Overall it is considered that the proposal will have a positive heritage impact, however should it be regarded that there is a negative impact then this can only be considered to be at the lowest end of the spectrum. As per NPPF requirements, any heritage harm can be considered against public benefits associated with the application proposal. In this regard there are a range of public benefits that can be identified including:

- Providing a religious and community facility which will meet needs of the local Jewish community.
- The redevelopment of previously developed land located within a sustainable and accessible location.
- Providing a scheme of high quality design which enhances the appearance of the site and makes a positive contribution to the character and appearance of the Crumpsall Lane Conservation Area.
- Delivering landscaping enhancements across the site including new hard and soft landscaping, and providing biodiversity benefits.

- A scheme which will minimise opportunities to commit crime and reduce the fear of crime by providing passive surveillance to surrounding streets and increasing footfall in the vicinity of the site. The development will also incorporate appropriate security fixtures and fittings to minimise the likelihood of crime.
- The provision of a development with high sustainability credentials that will deliver a range of economic, social and environmental benefits.

8.3 It is considered that the above benefits will clearly and demonstrably outweigh the low magnitude of heritage impact that could be attributed to the application. Therefore the proposed development is justified in policy terms specifically with regards to paragraphs 202 and 203 of the NPPF.

8.4 In terms of other planning considerations, it has been demonstrated that the proposal is acceptable in principle and will not give rise to any adverse impacts which cannot be mitigated against as confirmed within technical reports submitted as part of the application. Compliance with policies set out within Section 4 of this statement is demonstrated. For these reasons Paul Butler Associates are pleased to provide this Planning and Heritage Statement on behalf of The Broughton Trust and recommend that planning permission is granted.

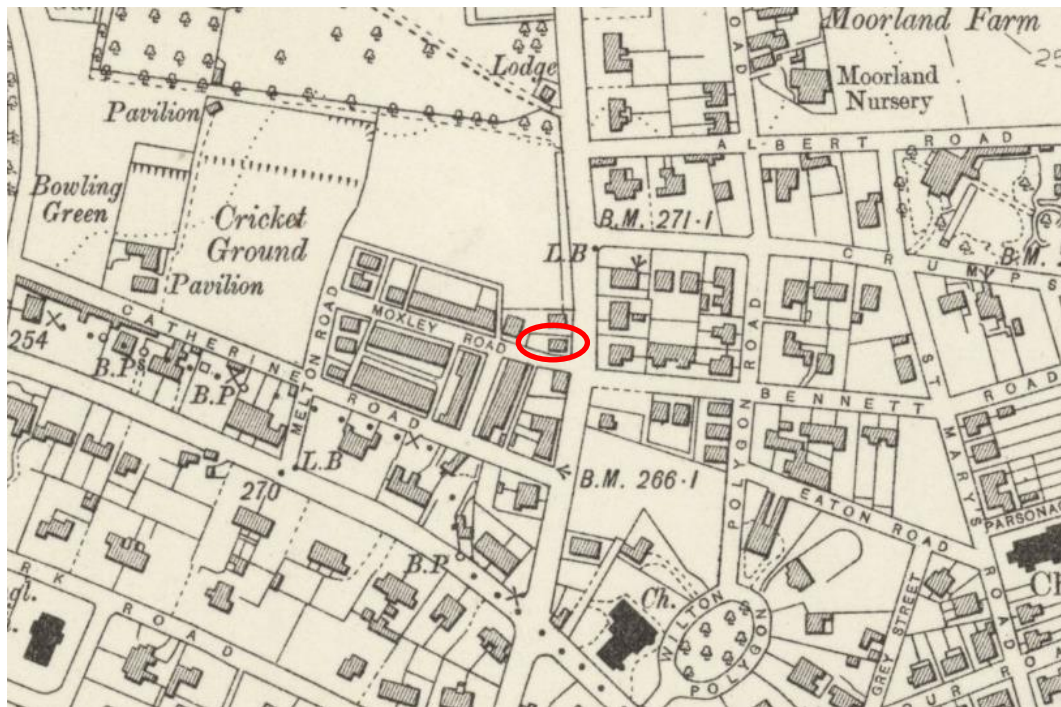
Appendix 1: Old Maps of the Application Site



1848 – approximate site location indicated by red circle.



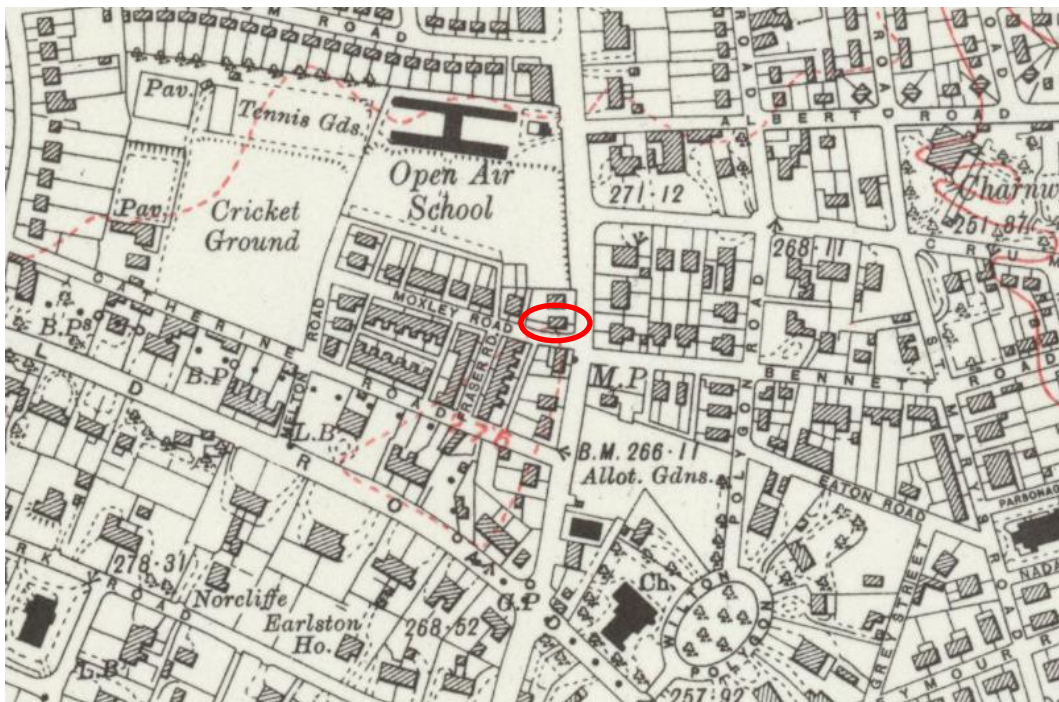
1894 – approximate site location indicated by red circle.



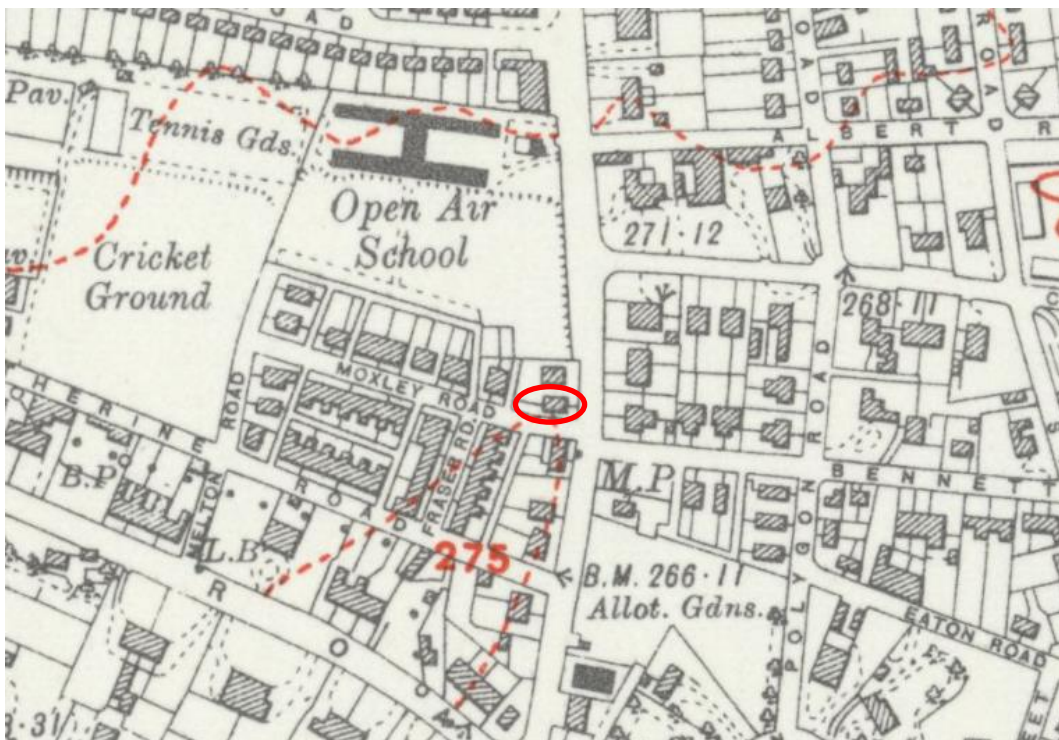
1910 – approximate site location indicated by red circle.



1923 – approximate site location indicated by red circle.



1932 – approximate site location indicated by red circle.



1946 – approximate site location indicated by red circle.

Appendix 2: Photographs of the Site and Surrounding Area



27 - 29 Middleton Road.



27 - 29 Middleton Road and 31 Middleton Road.



31 Middleton Road.



27 - 29 Middleton Road.



27 - 29 Middleton Road with 25 Middleton Road visible in the background.



View across the front of 27 -29 Middleton Road.



View towards Middleton Road from Moxley Road showing the subject property.



Moxley Road and rear elevation of 27 -29 Middleton Road.



Rear car park area of 27 -29 Middleton Road.



Driveway at the rear of the site adjacent to 2 Moxley Road.



Hardstanding / parking at the rear of the site looking toward 2 Moxley Road.



View towards to the property from along Moxley Road.



2-4 Moxley Road.



Rear of 27 – 29 Middleton Road.



View looking west along Moxley Road.



Traditional housing in the surrounding area.



Traditional housing in the surrounding area.



Traditional housing in the surrounding area.



Traditional housing in the surrounding area.



Traditional housing in the surrounding area.



Modern housing in the surrounding area.



Traditional housing in the surrounding area.



Traditional housing in the surrounding area.



Traditional housing in the surrounding area.



Traditional housing in the surrounding area.



Traditional housing in the surrounding area.



Traditional housing in the surrounding area.



Traditional housing in the surrounding area.



Traditional housing in the surrounding area.



Traditional housing in the surrounding area.



Traditional housing in the surrounding area.



Traditional housing in the surrounding area.



Traditional housing in the surrounding area.



Traditional housing in the surrounding area.