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Planning Statement

Proposed Residential Development

at [Sulby Street, Moston](#)

for [Challenger Homes \(Moston\) Limited](#)
and [Jigsaw Homes North](#)

July 2022

Sulby Street

Full planning application for demolition of existing structures and construction of 20 dwellings (Use Class C3) with associated car parking, amenity space and access

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1. INTRODUCTION

- 1.1 This Planning Statement has been prepared on behalf of the applicants, Challenger Homes (Moston) Limited and Jigsaw Home North, to support an application seeking full planning consent for the erection of 20 affordable residential dwellings.

THE PROPOSALS AND CONTEXT

- 1.2 The site currently accommodates a disused former social club, hardstanding and an area of grass, scrub and trees. The site is accessed via Sulby Street and is adjacent to a primary school to the north; St Luke's Church to the south-west; and residential dwellings. The area is largely residential in nature.
- 1.3 The proposal involves demolition of the existing building and construction of 8 houses and 12 apartments (Use Class C3) with associated car parking, amenity space and access. All properties are to be affordable.
- 1.4 The description of development is as follows:

"Full planning application for demolition of existing structures and construction of 8 houses and 12 apartments (Use Class C3) with associated car parking, amenity space and access."

PURPOSE OF THE STATEMENT

- 1.5 This statement describes the proposals and examines the planning considerations which they raise. In accordance with Section 38(6) of the Planning and Compulsory Purchase Act 2004. Determination of the planning application must be made in accordance with the development plan, unless material considerations indicate otherwise.
- 1.6 This statement should be read in conjunction with the other documents submitted with the planning application.

CONTENT OF THE PLANNING APPLICATION

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

- Design and Access Statement, prepared by FCH Architects;
- Planning Statement, prepared by Zerum;
- Affordable Housing Statement, prepared by Zerum;
- Noise Impact Assessment, prepared by Red Acoustics;
- Air Quality Assessment, prepared by Redmore Environmental;
- Environmental Standards Statement, prepared by PSD;
- Phase 1 Ground Conditions Report, prepared by E3P;
- Drainage Strategy, prepared by Clancy;
- Extended Phase 1 Habitat Survey and Bat Assessment, prepared by Penny Anderson;
- Bat Activity Report, prepared by Penny Anderson;
- Arboricultural Impact Assessment, prepared by DEP;
- Crime Impact Statement prepared by GMP; and
- Transport Statement, prepared by Mosodi.

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

CONSULTATION

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

STATEMENT STRUCTURE

1.10 The remainder of this statement is as follows:

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

Section 3 – Describes the development proposals in detail;

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

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

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

2. DEVELOPMENT CONTEXT

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

SITE DESCRIPTION

- 2.2 The site is located in Moston, north-east of Manchester city centre. It is located off Sulby Street and is adjacent to a primary school to the north; St Luke's Church to the south-west; and residential dwellings. The area is largely residential in nature. The site currently accommodates a disused former social club, hardstanding and an area of grass, scrub and trees
- 2.3 Details of the site location and strategic context can be found in the Design and Access Statement, produced by FCH Architects.

SURROUNDINGS

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

SITE ACCESSIBILITY

- 2.5 The site benefits from local convenience services at the corner of Lightbowne Road and Oscar Street (160m away) and further services including a pharmacy and post office another 140m along Lightbowne Road.
- 2.6 There are good, continuous pavements and crossing points which enable pedestrians to navigate the local area safely. There are several bus stops offering frequent services along Kenyon Lane and Lightbowne Road within 180m of the site. They provide access to destinations including Piccadilly Gardens, Failsworth, Higher Crumpsall and education hubs. Moston railway station is approximately 2km from the site with a frequency of three trains an hour to Clitheroe, Manchester Victoria

and Rochdale. The station can be accessed by bus or bicycle. The area is also served by the Metrolink light rail.

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

HERITAGE DESIGNATIONS

- 2.8 The site is not located in or close to a Conservation Area. It does not contain any listed buildings, nor is it located close to any listed buildings.

PLANNING HISTORY

- 2.9 Planning history is limited to an application for an illuminated box sign on the St Luke Men's Club (ref F/AD02078) dated to August 1979.

STATEMENT OF CONSULTATION

- 2.10 Consistent with the Council's adopted Statement of Community Involvement (2018), the applicant has undertaken pre-application discussions with the local planning authority. Both the applicant and their professional advisors have sought to adopt a 'best practice' approach to both design and delivery. Pre-application discussions with Manchester City Council commenced in advance of the submission of the application and have informed the proposals.
- 2.11 Pre-application discussions with officers led to a reduction in scale and a reconsideration of the parking arrangements to ensure they are subservient to the scheme as a whole.
- 2.12 The proposal is the optimum development option for the site, having arisen from in-depth review and discussion with officers. It has been drawn up with the input of a registered provider who has requested the inclusion of one-bedroom apartments as they are experiencing a need for this type of dwelling.
- 2.13 The proposal's importance is limited to the local level. It accords with the local Development Plan, therefore a wider community engagement exercise was not

felt to be necessary. Should the application attract significant local interest on its submission, we would be happy to arrange for a consultation event to take place to inform members of the public or key local interests.

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

STATUTORY DEVELOPMENT PLAN

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

SITE DESIGNATIONS

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

3. PROPOSED DEVELOPMENT

- 3.1 The preliminary sections of this statement have touched on the context and content of the application. More detail is provided as part of the submitted Design and Access Statement, prepared by FCH Architects.
- 3.2 The application seeks full planning consent for demolition of the existing building and construction of 20 affordable dwellings (Use Class C3) with associated car parking, amenity space and access. The dwellings are comprised of 12 apartments and eight houses, set out in two blocks on either side of the access road. The site is well landscaped and the proposal is designed to retain the three Category A trees located on Bacup Street.
- 3.3 The proposed site layout plan shows the extent of the proposed development in relation to the nearest roads, surrounding land uses and wider area. Careful thought has been given to ensuring that the proposed scheme conforms to the surrounding land uses and respects both wider views of the development and its more immediate surroundings.

LAYOUT

- 3.4 The development is set around an extension of Sulby Street, providing a new and well-considered piece of townscape. To the north-east are eight terraced houses with three bedrooms and one parking space each. Parking spaces are to the front of properties, maximising surveillance. Their presence is softened by landscaping. Each dwelling has a private rear garden. Each property has a bin store to the front of the plot.
- 3.5 To the south-west are twelve one-bedroom apartments set over two storeys. There are eight parking spaces including one for disabled use. Cycle parking is provided in two separate storage facilities, with 12 spaces for apartments and 16 spaces for houses. There is a detached refuse store, conveniently located adjacent to the parking area.
- 3.6 Residents of the apartments benefit from a private garden of 302sqm. It is placed to benefit from the retained mature trees and will form a pleasant amenity space. There is a footpath providing access into the site from Bacup Street which will provide convenient access for residents gaining access on foot.

- 3.7 Window placement has been carefully considered to uphold privacy whilst providing surveillance and activity to movement routes and the residents' garden.

ACCOMMODATION

- 3.8 Provision of dwellings is as follows:

- 12x one-bedroom apartments; and
- 8x three-bedroom houses.

- 3.9 All dwellings are well proportioned and provide a comfortable living space. They exceed the requirements set out in the relevant Nationally Described Space Standards.

DESIGN

- 3.10 The aim of the scheme is to create a modern, high quality development that relates to, respects and responds to the character of the surrounding area, and creates a sense of place. The proposal represents a comprehensive opportunity to regenerate a brownfield site.
- 3.11 The design intention is to introduce built form to the street edge of an extended Sulby Street and provide a complementary development to surrounding land uses and buildings. The building has been designed to maximise opportunities for activity on the ground floor and within the street scene.
- 3.12 The site has been developed following a detailed analysis of the site and local context whilst taking into consideration national and local requirements. The accompanying Design and Access Statement sets out how the design concept for the scheme has developed in terms of both form and function.
- 3.13 The proposals have been developed through careful consideration of the site including:
- Analysis of the local character and context;
 - Evaluation of use requirements of the local area;
 - Detailed analysis of the site itself including orientation, topography, access, trees, proximity to neighbours and connection with the streetscape;

- Local movement networks and how they can be enhanced; and
- Review with planners during the pre-application process.

REFUSE STRATEGY AND SERVICING

- 3.14 A refuse and servicing strategy is included within the Design and Access Statement.
- 3.15 The refuse store for the apartments accommodates 6x 1,100l bins, of which 3 will be for general waste purposes and 3 for recycling provision. It is located at the southern end of the site. On collection days, refuse will be transferred by the management company onto an area of hardstanding adjacent to the apartment building. The houses each benefit from a store at the front of each dwelling capable of accommodating three bins. Residents of the houses will move their bins out on collection day for the refuse vehicle to collect. This is considered to be the optimal solution for the site.

LANDSCAPING AND TREES

- 3.16 The application is accompanied by a landscaping scheme which has evolved in conjunction with the scheme. The built form will be softened by edge planting, which also serves to screen the parking to the front of the houses. The boundary to the school will remain secured by existing palisade fence with a new hedge to be planted within the site to provide screening.
- 3.17 A residents' garden is proposed to the rear of the apartments. It incorporates a pedestrian link and gate through to Bacup Street. It will be landscaped with screen planting, ornamental shrubs and will benefit from the retention of the existing trees to Bacup Street.
- 3.18 A landscape layout plan is included within the submission, and incorporates 11 new trees along with extensive shrub planting and suitable boundary treatments.

ACCESS AND PARKING

- 3.19 The buildings have been designed to be fully accessible to all users, to comply with all relevant parts of the Building Regulations and to provide access for all. Further details on accessibility are outlined in the Design and Access Statement.

- 3.20 The proposal incorporates 16 parking spaces, comprised of 8 for use by the houses and 8 for use by the apartments, of which 1 is for disabled users. A total of 28 bicycle spaces are provided for the proposal. The Transport Statement finds that the site is well located to make use of existing public transport links and pedestrian/cycle links.

MATERIALS

- 3.21 The proposed scheme will be constructed using a carefully balanced palette of materials which creates a unified approach across the site. Both buildings are of red-multi brickwork with PPC aluminium windows; aluminium RWP and gutters; oak effect front doors; and slate concrete roof tiles. The design approach maintains a visual link to the existing terraces, reflecting their materials, rhythm and proportions.
- 3.22 The accompanying DAS provides further detail and explains how the scheme will complement existing character whilst creating a distinctive sense of place.

4. PLANNING POLICY CONTEXT

PLANNING AND COMPULSORY PURCHASE ACT 2004

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

NATIONAL PLANNING POLICY FRAMEWORK

- 4.3 The National Planning Policy Framework (NPPF, 2021) is a material consideration in planning decisions.
- 4.4 The NPPF has a clear presumption in favour of sustainable development at its heart (para 11). Sustainable development means that the planning system pursues economic, social and environmental objectives (para 8), although they are not criteria against which every decision can or should be judged (para 9). Local planning authorities should approach decisions on proposed development in a positive and creative way, with decision-makers at every level required to seek to approve applications for sustainable development where possible (para 38).
- 4.5 The presumption in favour of sustainable development means that local planning authorities should, without delay, approve development plans that accord with an up-to-date development plan, and where the relevant policies are out-of-date, granting permission unless other policies provide a clear reason for refusal or if any adverse impacts of doing so would significantly and demonstrably outweigh the benefits (para 11).
- 4.6 Section 5 seeks to deliver a sufficient supply of homes in support of the government's objective of significantly boosting the supply of homes (para 60). Where major development

involving the provision of housing is proposed, at least 10% should be affordable housing (para 65).

- 4.7 Section 8 promotes healthy and safe communities, aiming to create inclusive places which promote social interaction through street layouts with easy pedestrian and cycle connections; encourage use of public areas and support healthy lifestyles (para 92).
- 4.8 Section 9 of the NPPF seeks sustainable transport, with promotion of walking, cycling and public transport, environmental impacts taken into account, and well-considered patterns of movement which relate to the design (para 104). The NPPF states that development should only be prevented on highway grounds if there would be an unacceptable impact on highway safety or severe cumulative highway impacts (para 111).
- 4.9 Section 11 of the NPPF relates to 'Making Effective Use of Land'. Planning decisions should promote the effective use of land by making as much use as possible of previously-developed land (para 119), encouraging net environmental gains, giving substantial weight to the value of using suitable brownfield land within settlements for homes, supporting appropriate opportunities to remediate derelict land, and supporting the development of under-utilised land especially, where this would help meet identified housing needs (para 120). Local authorities should refuse applications that fail to make efficient use of land (para 125).
- 4.10 Section 12 of the NPPF relates to achieving well-designed places. The revised NPPF increases the emphasis on high quality design and place making. Paragraph 126 in particular states that the creation of high-quality buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities.
- 4.11 Planning policies and decisions should ensure that developments function well; are visually attractive as a result of good architecture, layout and landscaping; are sympathetic to local character whilst not preventing appropriate innovation or change; establishing a strong sense of place; optimising the potential of the site to accommodate and sustain an appropriate amount of development; and creating places that are safe, inclusive and accessible.

- 4.12 Planning decisions should contribute to and enhance the natural and local environment by avoiding unacceptable levels of soil, air, water or noise pollution (para 174). If significant harm to biodiversity resulting from development cannot be avoided, mitigated or compensated for, consent should be refused (para 180).

MANCHESTER CORE STRATEGY (2012)

- 4.13 Manchester's Core Strategy was adopted in July 2012 and is the key Development Plan Document in the Local Development Framework (LDF). It replaces significant elements of the existing Unitary Development Plan as the document that sets out the long term strategic policies for Manchester's future development and forms the framework against which planning applications will be assessed.

- 4.14 The Core Strategy locates the site in the North Manchester Regeneration Area, and is defined as being within the most deprived 10% of areas nationally, at the time that the plan was produced. Challenges for the area are identified as including high rates of worklessness; lack of quality in built form and public realm; and the need to improve and diversify the housing offer.

- 4.15 The following Core Strategy policies are considered relevant to this application:

- Policy SP1: Spatial Principles
- Policy H1: Overall Housing Provision
- Policy H3: North Manchester
- Policy H8: Affordable Housing
- Policy T1: Sustainable Transport
- Policy T2: Accessible Areas of Opportunity and Need
- Policy EN1: Design Principles and Strategic Character Areas
- Policy EN4: Reducing CO2 Emissions by Enabling Low and Zero Carbon Development
- Policy EN6: Target Framework for CO2 Reductions from Low or Zero Carbon Energy Supplies
- Policy EN8: Adaptation to Climate Change
- Policy EN9: Green Infrastructure
- Policy EN14: Flood Risk
- Policy EN15: Biodiversity and Geological Conservation

- Policy EN16: Air Quality
- Policy EN18: Contaminated Land and Ground Stability
- Policy EN19: Waste
- Policy PA1: Developer Contributions
- Policy DM1: Development Management

- 4.16 Relevant policy requirements will now be reviewed in detail.
- 4.17 Policy SP1 sets out the key spatial principles which will guide strategic development. Outside the Regional Centre, the emphasis is the creation of neighbourhoods of choice, providing high quality and diverse housing. The majority of new residential development is to be in particular areas including the North Manchester Regeneration Area. Development should make a positive contribution to creating neighbourhoods of choice by creating well designed places that enhance or create character; make a positive contribution to health and wellbeing; make efficient use of land and resources; and be located to reduce the need to travel.
- 4.18 Policy H1 sets out housing delivery targets, and recognises that housing delivery supports regeneration and growth. It also notes the benefit of diversifying housing stock in areas where a single type or tenure tends to dominate. Increased availability of family housing is identified as one of several priorities. In North Manchester, densities will be around 40 units per hectare, with type, size and tenure to be assessed on a site by site basis in light of local housing need and economic viability. The reuse of previously-developed land is supported. Residential development should contribute to the creation of mixed communities through providing a range of housing types; contribute to local character; provide suitable amenity space, and prioritise sites in close proximity to centres or high frequency public transport routes.
- 4.19 Policy H3 states that North Manchester will accommodate around 20% of new residential development, with priority to high value, high quality development where this can be sustained. Supporting paragraph 9.17 notes that this will provide significant opportunities to change the character of the area and support the economic growth of the City Region.
- 4.20 Policy H8 requires provision of affordable housing or an equivalent financial contribution on sites of 0.3ha and above, or where 15 or more units are proposed. The starting point for provision is 20%. Of new housing provision, 5% is anticipated to be social or affordable rent,

and 15% intermediate housing. Exemptions may be made on the basis of viability or where affordable housing would be inappropriate due to material considerations.

- 4.21 Policy T2 states that the pattern of development will be managed to ensure that new proposals are located to ensure good access to the City's main economic drivers; and are easily accessible by various transport modes. Outside the city centre, development should provide appropriate car parking facilities, taking account of the Appendix B car parking standards.
- 4.22 Policy EN1 expects all development to follow the seven principles of urban design and to have regard to the strategic character area in which the proposal is located. In the Northern Character Area, development should respond to the underlying topography and varied townscape created by the balance between built form and tree-covered landscape.
- 4.23 Policy EN4 requires development to follow the principles of the Energy Hierarchy, being designed to reduce the need for energy through passive design and natural lighting; reducing the need for energy through energy efficient features such as improved insulation and glazing; and the meet residual energy requirements through the use of low or zero carbon energy generating technologies. Wherever possible, new and retrofit projects should be designed to allow opportunities for low and zero carbon energy supplies; to improve energy efficiency; to enable future connection to decentralised energy schemes; and to use materials with low embodied carbon.
- 4.24 Policy EN6 requires applications for residential development of 10 or more units to meet, as a minimum, specified energy targets unless demonstrably unviable. Policy EN8 requires all new development to be adaptable to climate change in terms of layout, design, siting and function. Flood risk should be minimised; passive design should be used to control overheating; and green infrastructure incorporated where possible. Policy EN9 requires new development to maintain existing green infrastructure, and where possible, to improve the performance of its functions.
- 4.25 Policy EN15 requires any adverse impacts on biodiversity to be justified against the wider benefits of the proposal. Policy EN16 requires developers to take measures to minimise and mitigate the local impact of emissions from traffic generated by development, as well as emissions created by the development itself.

- 4.26 Policy DM1 requires development to have regard to siting, layout, scale, form, massing, materials and detail; impact on the surrounding areas in terms of scale and appearance; effects on amenity including privacy, light, noise, vibration, air quality, odours, litter and road safety; accessibility including sustainable transport; community safety; design for health; refuse storage and collection; vehicular access and parking; effects relating to biodiversity, archaeological or built heritage; flood risk and drainage.

SAVED POLICIES OF THE MANCHESTER UDP (1995)

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

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

OTHER MATERIAL CONSIDERATIONS

- 4.28 Other material considerations include:

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

NATIONAL PLANNING PRACTICE GUIDANCE

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

MANCHESTER RESIDENTIAL QUALITY GUIDANCE (2017)

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

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

GUIDE TO DEVELOPMENT IN MANCHESTER SPD (2007)

4.31 This document is a material consideration in decision making and sets out the design principles and standards that the City Council expects new development to achieve. Part 1 of the SPD sets out design principles and standards including high quality developments that are safe, secure and accessible to all.

4.32 The SPD states that proposals should seek to ensure that the uses of buildings reflect their purpose and place. Development should enliven and define neighbourhoods and

promote a sense of place. It should have regard for the location of sustainable public transport and its proximity.

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

PROVIDING FOR HOUSING CHOICE SPD (2007)

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

5. PLANNING ASSESSMENT

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

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

PRINCIPLE OF DEVELOPMENT

Loss of existing building

5.2 The building currently on the site was formerly a social club. It has been closed for some time and does not play a role in the local community. It is an unremarkable structure in a poor state of repair.

5.3 Redevelopment of a brownfield site has support from the NPPF and the Core Strategy. They promote the reuse of previously developed land particularly in sustainable locations. Policies SP1 and H1 seek the efficient use of land. This proposal represents an effective use of land, as promoted by local and national policy. The principle of the development therefore accords with the NPPF and Policies SP1 and H1.

Residential use

5.4 Loss of the building currently on the site will enable the delivery of a net increase in local housing in the form of 20 affordable dwellings in a suitable location which is close to local amenities and accessible to sources of employment. The site is located within a primarily residential area, and is within the North Manchester Area and the Inner Area where residential use is supported by Policies H3 and SP1. The proposal will contribute to the aim of these policies, which seek new residential development.

- 5.5 The provision of one- and three-bedroom dwellings including houses and apartments and the high quality nature of the scheme responds to the policies' focus on development which makes a positive contribution to creating neighbourhoods of choice where there is a range of dwelling types. It aligns with Policy H3 which seeks residential development that changes the character of North Manchester and supports economic growth.
- 5.6 The applicant has specified the type and size of dwellings in response to local requirements identified by their partner housing association, who is a joint applicant. The provision of one- and three-bedroom units enhances choice, in line with national policy. Apartments will appeal to single people, young professionals and older downsizers. Three-bedroom houses will appeal to a range of families. As well as providing these occupiers with high-quality dwelling choices, it will free up other over- or under-occupied homes in the local area. It will encourage young people out of shared accommodation and 'empty nesters' from family homes which their adult children have left. This will have economic benefits in retaining and attracting local residents.

Affordable Housing

- 5.7 The provision of 100% affordable housing is a significant benefit. It exceeds policy targets for the delivery of affordable housing and will expand local choice in line with policy objectives.

SCALE, MASSING AND DESIGN

- 5.8 The site is in a suburban location alongside buildings of mixed types and scales. There are two storey dwellings, three storey apartments and adjacent to the site, a large church and school buildings. The proposed development seeks to knit together the urban form with a two-storey scheme which responds to this existing grain. It is set around an extension of Sulby Street and constitutes eight terraced dwellings to the north-east and a two-storey apartment building to the south-west.
- 5.9 Careful consideration has been given to the size, scale and design of the buildings. As a result, the proposal optimises the use of land whilst upholding the living environment for current and future residents, and providing a high quality piece of townscape.

- 5.10 Separation distances have been carefully considered throughout. The distance between the main habitable room windows on the two front elevations is 20m. There is suitable separation between the proposed buildings and their existing neighbours.
- 5.11 Landscaping is an integral part of the design approach which softens the built form and screens frontage parking. It contributes to the creation of a sense of place. Tree cover along Bacup Street is maintained and enhanced through the planting of a hedge and additional tree cover. This provides a pleasant backdrop to the garden which is shared by residents of the apartments.
- 5.12 The provision of on-site amenity space in the form of a residents' garden aligns with local policies which seek to provide a high quality living environment. Presenting this as a largely grassed area means that it is a multi-purpose space which residents can use in a variety of ways. Dwellinghouses benefit from private rear gardens and landscaping to the front of the properties.
- 5.13 Each apartment has its own front door onto the street, thereby increasing animation on both principal elevations of the block. The retention of the pedestrian desire line via a secure gate from Bacup Street into the site provides animation and security to the south-western façade of the building. The location of the parking on this side of the building means that it benefits from surveillance but is not dominant in the streetscene.
- 5.14 The proposed scheme will be constructed using a carefully balanced palette of materials. The existing built form in the surrounding area is unremarkable and uses brick in varying tones and pale render. The proposal scheme seeks to introduce a greater sense of place through a well-designed, contemporary scheme.
- 5.15 The selected materials focus on brick, with oak effect front doors, aluminium accents and slate concrete roofs. The effect is contemporary whilst referencing the traditional brick. The proposal generates a sense of identity and reflects the aspiration for a high quality product which will serve as a benchmark for future projects in the area.
- 5.16 The Crime Impact Statement, prepared by GMP, finds that the scheme is appropriately designed, subject to several minor recommendations which largely relate to the detailed design phase.

- 5.17 The proposal is the optimum development option for the site and is appropriate in scale for its context. It constitutes a high quality piece of townscape. It is a positive response to the design principles of the NPPF and Policies SP1, H1, H3 and DM1, and well as relevant SPDs.

ARBORICULTURE

- 5.18 The application is accompanied by an Arboricultural Report prepared by DEP. It states that ten individual trees were surveyed and plotted, with all of them being located on the site. Of these, 4 are category U trees which should be removed due to their poor condition, regardless of development. There are also 3 Category C trees (T1, T8, T10) and three Category A trees (T3, T4, T5).
- 5.19 Trees to be removed for development are T1, T8 and T10. These are all Category C trees. The Category A trees are to be retained and will form a pleasant visual amenity for residents and for the immediate area more generally.
- 5.20 There will be development partially within the root protection areas of Trees T3 and T4. This is found to be a minor intrusion, affecting less than 10% of the total RPAs. Careful management will ensure that tree health will not be affected. There are no principal windows on this elevation therefore no impact on light levels and no future pressure to prune.
- 5.21 Tree protection measures and pruning recommendations are included in the report.
- 5.22 The loss of three low quality trees to facilitate the development is acceptable in the planning balance and is mitigated through the provision of a comprehensive landscaping and planting plan.
- 5.23 The application scheme is a positive response to the design principles of the NPPF and local policies including Policy EN9 and DM1.

ACCESS AND PARKING

- 5.24 Mosodi were appointed to provide transport and highways advice for the proposal, and this statement should be read alongside their submitted report.

Sustainability

- 5.25 The Transport Statement confirms that the site and surroundings benefit from good pavement coverage. There are a range of services within close proximity of the site including supermarkets, GP surgeries, primary schools and Broadhurst Park. A good cycle network is in place in proximity of the site which provides connections to the NCN Route 66 and Manchester city centre.
- 5.26 There are a number of bus services operating in the vicinity of the site providing access to Manchester and other local destinations. Newton Heath and Moston tram stop is located 800m to the south of the site on the East Didsbury line. Moston train station is approximately 2km northeast of the site. It benefits from 10 cycle storage spaces and is an attractive multi-modal travel option. The development is therefore sustainably located, as required in local and national policy.

Parking

- 5.27 Provision of 28 secure cycle parking spaces is proposed, within two secure storage units. The houses will be served by a storage unit with 8 double stacked stands providing 16 bicycles. This represents 200% provision. The apartment storage unit contains 6 double stacked stands for 12 bicycles representing 100% provision. In addition, a cycle pump and repair kit are provided in each store. This level of provision is significantly more than the 50% provision suggested by the Residential Quality Guidance SPD.
- 5.28 Eight parking spaces are proposed for the apartments, one of which is for disabled drivers. This equates to parking provision of 67%. A further 8 spaces are provided for the houses representing 100% provision. This is 80% provision across the site as a whole. The Manchester City Centre Design Guide states that less than 100% parking provision for a residential development may be acceptable on the basis of secure cycle parking in excess of 50% provision relative to apartment numbers and provision of robust research and market evidence which demonstrates that lower levels of car parking demand will be appropriate.
- 5.29 The Transport Statement finds that the level of parking proposed is appropriate due to the site's sustainable location with frequent bus, tram and train services; 100% cycle parking provision for the apartments; 200% cycle parking provision for the houses; provision of cycle repair and pump facilities; local car ownership levels of 0.56% which is less than the ratio to be provided;

the affordable nature of the development meaning that its residents are likely to have a lower demand for car ownership; and planning policy support for the promotion of sustainability and the restriction of private car use.

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

Refuse

- 5.32 Refuse storage for the apartments will be stored in a refuse store at the southern end of the site. It will be transferred on collection days by the management company to an area of hardstanding adjacent to the building. Refuse stores for the houses are situated at the front of each dwelling. Bins will be moved out on collection day by residents. The site access incorporates a turning head capable of accommodating a large refuse vehicle. This will improve the existing bin collection arrangement for the existing dwellings on Sulby Street which are currently required to take their bins to Lightbowne Road for collection. The report confirms that waste servicing of the site can be safely and efficiently undertaken in this way.

Site Access

- 5.33 Pedestrian and cycle access is proposed via Sulby Street which is a low traffic cul de sac. A private gated access for pedestrian/cyclists from Bacup Street to the south west of the site will also be provided. Vehicular access is via the existing Sulby Street adopted carriageway. The internal road will be proposed for adoption and meets the required standard. A Section 228 agreement will be progressed for the small area of land which is unregistered. The access arrangements for the site are found to be safe and suitable by the submitted Transport Statement.
- 5.34 The Transport Statement concludes that the development will have no material impact on the safe or efficient operation of the surrounding highway network.

- 5.35 The NPPF states that development should only be prevented or refused on transport grounds where the residual cumulative impacts would be severe (para 109). The submitted Transport Assessment confirms there will be no adverse impacts upon the operation of the local highway network.
- 5.36 The proposal accords with the NPPF, local Policies T1 and T2 and relevant SPDs.

DRAINAGE

- 5.37 A Drainage Strategy has been carried out by Clancy. It considers the disposal of surface water in terms of the established order of priority. It finds that use of greywater tanks for reuse of water on site may be possible, although it is likely to be required alongside another method due to the size of the site. Discharging into the combined sewer at a controlled rate is the most feasible option. Various SUDS strategies are considered. An attenuation tank with a flow control downstream may be the primary SUDS option in this instance.
- 5.38 In accordance with LLFA requirements, the development will be treated as a greenfield site as it has been derelict in excess of 12 months. This has limited the flow to 5l/s and will be maintained using flow control systems such as a Hydro-Brake. The peak runoff rate from the development to any drain, sewer or surface water body for the 1 in 2 year rainfall event and the 1 in 100 year rainfall event must be as close as reasonably practicable to the greenfield runoff rate from the development for the same rainfall event, but should never exceed the rate of discharge from the development prior to redevelopment for that event.
- 5.39 Following preliminary assessment by calculation using initial layouts and assumed rainwater pipe locations, the development will require an approximate total of 64 cubic metres of storage, 49m³ of which is the attenuation tank with the remainder provided by the manholes and pipes. Storage is provided for storm events up to and including 1 in 100 year plus climate change. An additional allowance of 10% has been considered to allow for urban creep on the development.
- 5.40 Foul water will be collected on a separate system. The peak foul flow rate from site is estimated to be 8.4l/s.
- 5.41 The proposed development is demonstrated to be safe from flooding and will not increase flood risk elsewhere. It therefore complies with all relevant national and local policies.

ECOLOGY

- 5.42 The application is accompanied by an Extended Phase 1 Habitat Survey and Bat Assessment undertaken by Penny Anderson Associates.
- 5.43 The report identifies ecologically valuable areas within the 2km search radius, but none were found likely to be impacted by the proposal.
- 5.44 Habitats of modest value are identified on the site, including scattered trees, hedgerow and continuous scrub. The report considers the proposed mitigation which takes the form of tree planting, the installation of a new hedgerow, wildlife-friendly shrub planting and suitable management as required. The report finds that this is acceptable mitigation for development of the identified parts of the site. The remaining habitats on the site have little or no ecological value and no mitigation is required. Invasive non-native species are identified which will need managed removal. This can be secured by condition.
- 5.45 Bats are present and roosting in the wider landscape. The commuting and foraging habitat was assessed as low as the habitats onsite are small with little connectivity to the surrounding greenspaces. The building on site was classed as holding low potential to support roosting bats, partly as a precaution due to difficulty of access resulting from the building being unsafe to enter. Further surveys are recommended and will be undertaken at the appropriate time of year.
- 5.46 The report acknowledges the proposed removal of trees as part of the proposal. It finds that one tree for removal has bat roost potential and that suitable mitigation takes the form of incorporating bat boxes in the development. This is shown in the landscaping plans. The potential presence of birds and hedgehogs is noted and management measures identified in the form of suitable timing of vegetation removal.
- 5.47 The report considers the potential to achieve biodiversity enhancement. It finds that the areas of proposed landscape planting will provide opportunities to improve the habitat quality of the site for birds and bats, and potentially hedgehogs. The planting will link to and support the network of open spaces within the local area. Potential measures recommended to further improve biodiversity are listed and will be adopted. These include use of native species, bat roost provision through bat boxes and bird nest boxes.

- 5.48 The proposal therefore complies with national and local ecology requirements including Policy EN15.

ENERGY

- 5.49 The application is accompanied by an Environmental Standards Statement prepared by PSD. It reviews the alternative sources of energy for the provision of heat and power to the development and explores alternative renewable technologies that can be used to enhance the overall carbon footprint and energy consumption of the building. In line with Policy EN6, it takes a fabric first approach, making improvements to the envelope first and then reviewing suitable technologies to enhance the design philosophy where feasible. A photovoltaic array is proposed.
- 5.50 The report concludes that the proposal will achieve a betterment of 16.85% over the 2010 Building Regulations and a 2.67% betterment in relation to Building Regulations 2013. The proposal is therefore wholly capable of meeting the energy reduction requirements set out in local policy.

AMENITY

- 5.51 The nature of the proposal, its well-considered landscaping and overall design ethos, and its location in an area characterised by residential uses, have been demonstrated to provide a high quality living environment for residents of the proposal.
- 5.52 Existing residents of nearby dwellings will experience no reduction in their amenity. The proposal's two storey scale is appropriate for its location. The layout and appearance of the proposal have developed from detailed, ongoing discussions and review with officers. It constitutes the optimum development option for the site.
- 5.53 The separation distances, set out and reviewed above, have been demonstrated to uphold suitable standards of amenity for existing residents and guarantee a high standard of living for new residents. There will be no unacceptable overlooking. Privacy will be maintained.

Noise

- 5.54 A Noise Assessment has been undertaken by Red Acoustics. The methodology and findings are set out. Minimum preliminary acoustic performance specifications are outlined. The results of the environmental noise survey and subsequent noise break-in calculations conclude that the targets can be achieved using a standard glazing configuration and non-acoustic trickle window ventilators as a standard feature. The amenity of the gardens is considered and found suitable.
- 5.55 The proposed amenity space is found to experience suitable noise conditions. The report demonstrates that suitable noise levels can be achieved across the development. There is no reason for refusal of planning permission on acoustic grounds.

Air Quality

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

Refuse

- 5.57 Refuse stores are suitably located for houses and apartments. They provide sufficient storage space for general and recyclable waste. Bins will be taken to convenient collection points on the relevant day. The proposed approach is suitable from a highways perspective.

Ground Conditions

- 5.58 A Phase 1 Geo-Environmental Site Assessment has been undertaken by E3P and forms part of the application. It finds the site comprised agricultural land until 1908 with a pond indicated on the western boundary between 1893 and 1922. From 1931 to 1950, the site was recorded as a tennis ground in the south. From 1931, there was a hall on the north of the site. This became St Luke's Men's Club in 1987.

- 5.59 The overall risk to residential end users from onsite contamination is considered to be low-moderate. The report recommends further works including an intrusive geoenvironmental ground investigation.

6. CONCLUSION

- 6.1 This statement has described the proposal and set out the planning policy framework against which it will be assessed. The scheme represents the optimum development approach for the site, and has been reviewed and honed through ongoing pre-application discussions with Council officers which took place prior to submission of the application. This process has shaped the scheme into its current form.
- 6.2 The application has been considered against the policies of the current development plan and national government policies and guidance.
- 6.3 The proposal will bring the following benefits:
- Delivers 20 high quality, affordable dwellings in a pleasant, sustainably located development with amenity space and suitable parking whilst upholding the amenity of existing and future occupiers;
 - Constitutes brownfield development of an appropriate use in a sustainable location, at the right scale, knitting together the urban fabric and constituting positive regeneration for the site and the wider area;
 - Will generate construction jobs and contribute to urban vitality and activity;
 - Provides significant financial investment in the site and area; and
 - Provides a contemporary design appropriate to the site.
- 6.4 The principle of residential development in this location is suitable. The proposal delivers the vision of the Core Strategy which is for diverse, high quality neighbourhoods of choice in North Manchester.
- 6.5 This report clearly demonstrates that the proposed development has policy support and is aligned with national policy. Overall, the principle of development is acceptable.
- 6.6 The NPPF makes it clear that there is a 'presumption in favour of sustainable development' running through the decision-taking process. The proposed development is consistent with the NPPF's core principles. The scheme has been designed to a very high standard, makes use of brownfield land and is in a sustainable, central location that benefits from nearby services and community facilities.

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