



Paul Butler Associates
Planning, Development & Heritage Consultants

Pinnacle Estates Mcr Ltd

Swallow Street

Planning Statement

16 August 2022

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Job Number: 21.1629

Project: Swallow Street

Client: Pinnacle Estates Mcr Ltd

File Name: Planning Statement

Document Preparation/Checking Record:

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Document Revision Record:

Issue No.	Date	Details of Revisions

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1. Introduction

Purpose of this Statement

- 1.1 This Planning Statement has been prepared by Paul Butler Associates on behalf of the applicant, Pinnacle Estates Mcr Ltd. The statement is submitted in support of a full application in relation to the building at 2 Swallow Street, Levenshulme, Manchester M12 4GH (hereafter referred to as 'the site').
- 1.2 The application comprises the conversion and extension of the current building into residential development consisting of 14 apartment units and lower ground floor office space. The scheme will involve an extension to the roof of the building which will be an additional 1 storey in height, plus an extension to the rear of the building within the existing servicing yard.
- 1.3 This planning statement will provide an overview of the development proposals, summarise the results of the various technical studies and assess the proposals against adopted national and local planning policy.

Documents submitted with the Planning Application

- 1.4 The planning application is accompanied by a series of drawings prepared by Ollier Smurthwaite Architects and the following documents in line with Manchester City Council's validation checklist.

Supporting Documents

- Application form and completed ownership certificates (prepared by Paul Butler Associates)
- Design and Access Statement (Ollier Smurthwaite Architects)

- Planning Statement (prepared by Paul Butler Associates)
- Waste Management Strategy (prepared by Axis)
- Ecology Assessment (prepared by Rachel Hacking Ecology)
- Acoustic Assessment (prepared by Acoustic Engineering Consultants)
- Environmental Standards Statement (prepared by Watt Consulting)
- Highways Technical Note (prepared by Axis)
- Phase 1 Ground Contamination Survey (prepared by GeoSmart Information)
- SUDs Strategy (prepared by GeoSmart Information)
- Crime Impact Statement (prepared by Greater Manchester Police)

Structure of this Statement

1.5 The remainder of this statement is structured as follows:

- Section 2 provides a description of the site and surrounding area
- Section 3 presents a review of the planning history;
- Section 4 outlines a description of the proposed development
- Section 5 sets out the planning policy framework relevant to the site and the proposed development;
- Section 6 provides an assessment of the scheme against the development plan and considers the material planning considerations; and
- Section 7 provides a summary of the overall case for granting planning consent.

2. Site and Surrounding Area

Application Site

- 2.1 The application site relates to land on the corner of Swallow Street and Siddall Street. The broadly square site is approximately 297m² in size and occupied by an existing mill building dating from the early 1900s. The site lies off the northern side of Swallow Street and is neighboured by a row of terrace properties to the north. East of the site is an alleyway which provides access to the rear yards of properties on Swallow Street and Stockport Road. East of this is a terraced block of properties which were previously in commercial use and extend to the corner of Swallow Street and Stockport Road.



Figure 2.1: Site Location / Surroundings – Approximate Site Boundary in Red

- 2.2 The existing built form on the site consists of a red brick mill building. The mill building has three floors of accommodation and is partially in use for storage purposes. The site has been used for a multitude of employment generating uses in the recent past. A small yard

area exists in the southeast portion of the site which provides access to the building from Swallow Street. South of the site is a vacant plot of land which has planning permission for a residential led development. West of the site are further residential properties on Swallow Street. The site is located in a predominantly residential area. The boundary of Levenshulme District Centre adjoins the site to the southeast.

2.3 Photos of the application site are included below.



Figure 2.2 View of the elevations facing Swallow Street and Siddall Street.



Figure 2.3 Siddall Street elevation



Figure 2.4 Swallow Street elevation



Figure 2.5 View of courtyard south to vacant site opposite



Figure 2.6 View of external stairwell on side east elevation



Figure 2.7 View of existing entrance to the building

The Surrounding Area

- 2.4 The surrounding area is characterised by early 1900s terraced housing, two storeys in height and consisting of red brick, painted timber /UPVC doors, casement windows with white external seals and tiled sloped roofs.
- 2.5 The area of Levenshulme is situated approximately 4km south of Manchester City Centre, bordering Fallowfield, Longsight, Gorton, Burnage, Heaton Chapel and Reddish. It is predominantly a residential area with several commercial businesses, retail shops and public houses. The application site is in a sustainable location with a good amount of services and amenities in close proximity. Asda supermarket is a short walk away, along with several takeaways, shops, a church, community centre and primary school. There is also Crowcroft Park a short walking distance from the site.
- 2.6 Close to the application site is Stockport Road, a major arterial route into the city that possesses strong public transport links. There are numerous bus routes that lead to destinations such as Manchester City Centre, Gorton, Stockport and The Trafford Centre. Levenshulme railway station is also a short distance away at 0.6km from the application site.

3. Planning History

Planning History

- 3.1 Further to analysis of Manchester City Council (MCC)'s Planning Application Database, the planning history relating to the site is provided in the table below:

Reference	Address	Proposal	Decision
106467/TEL/2014/N2	2 Swallow Street, Longsight, Manchester, M12 4GH	Prior approval for replacement of existing 13.5 metre antenna and associated equipment cabins.	Approved 23.09.2014
069125/TEL/2003/N2	Swallow Hosiery, 2 Swallow Street, Longsight, Manchester, M12 4GH	Application for Prior Approval for erection of 16m high support pole with antennas and ancillary equipment.	Approved 06.10.2003

Table 2.1: Site Planning History

Surrounding Area Planning History

- 3.2 A planning history search was also undertaken for sites in the surrounding area where similar schemes to the proposed have been approved. The following applications were identified in the tables below:

Site to East fronting Stockport Road

Reference	Address	Proposal	Decision
114552/FO/2016	774-786 Stockport Road, Manchester, M12 4GD	774-786 Stockport Road. Erection of one x 2-storey and one x 3-storey in-fill building at 774 and 780A Stockport Road, a single storey roof enclosing the rear yard of 774 to 786 Stockport Road (inclusive), formation of 7 ground floor retail units (Class A1), formation of a total of 9 apartments (one x 1-bedroom apartment at ground floor, three x 2-bedroom and one x 1 bedroom apartments at first floor, three x 2-bedroom duplex apartments at first and second floor and one x 2-bedroom apartment at second floor (Class C3).	Approved 15.11.2017

Table 2.2: Surrounding Area Planning History

Site to South (Swallow St / Siddall St / Pennington St / Stockport Rd)

Reference	Address	Proposal	Decision
128698/FO/2020	Vacant Land Bounded By Stockport Road, Swallow Street, Siddall Street and Pennington Street, Manchester	Erection of a detached building with a ground floor and four floors above (maximum height of 5 storeys) comprising 39 residential units (Class C3), 8 retail/commercial units (Class E) to the ground floor, formation of a 22-space car park and servicing area accessed via Siddall Street, boundary treatments, waste storage enclosures and landscaping.	Approved 04.04.2022
117411/FO/2017	Site Adjacent And To The South Of 786 Stockport Road, Manchester	Erection of a four storey building to form 10 retail units on the ground floor with 24 apartments above (18 x 2 bedroom and 6 x 1 bedroom) with associated 25 space car parking area and new vehicular access from Siddall Street.	Approved 21.11.2018

- 3.3 Application 128698/FO/2020 went to planning committee 03 June 2021, where it was resolved by members to approve subject to a reconciliation re-appraisal of the affordable housing contribution. This was approved by the Council on 04 February 2022. It is 5 storeys in height and will provide a total of 39 apartments (13 x 1 bed, 24 x 2 bed and 2 x 3 bed).

4. Description of Development

The Proposed Scheme

- 4.1 The applicant seeks full planning permission for the conversion and extension of the existing building to provide 14 residential apartments and a lower ground floor office space.
- 4.2 The proposed extensions to the building will create one additional storey of accommodation and also extends the building to the east at full height within the existing yard area.
- 4.3 The proposed materiality references the surrounding context and the building's industrial heritage. The new roof will be constructed from a grey roof tile and the brickwork to the extension will match existing.
- 4.4 Internally, the development will provide 14 new apartments in a mix of 2 x 1 bed units, and 12 x 2 bed units. At ground floor, 80 sqm of office floorspace will be provided. It is intended that this will provide communal / flexible office workspace for the use of residents of the scheme and the surrounding area.
- 4.5 Access into the site will be retained from the existing service yard where there will be a separate entrance to the office space and a separate residential entrance. A bin store will be available to residents at ground floor and a management company will present the bins to the public highway on collection days and return them after.
- 4.6 The proposal provides an opportunity to create high quality residential accommodation in a highly accessible/sustainable location and makes efficient use of a previously developed site which is currently underutilised.
- 4.7 The proposals are illustrated in full in the Design and Access Statement and supporting plans.

Statement of Community Involvement

- 4.8 Paul Butler Associates held a 10 day online public consultation event from the 30th June 2022 to 10th July 2022 via dedicated page on our website. A letter notifying neighbours of the online consultation was sent to 81 surrounding residential properties on the 28th June 2022. The consultation page provided an overview of the proposals, a link to a brochure showcasing the proposals and the opportunity to complete a feedback form. No responses were received to the consultation.
- 4.9 The local ward councillors were also notified of the online consultation and offered the opportunity to meet and discuss the proposals.
- 4.10 Prior to the public consultation, a pre-application enquiry was submitted to Manchester City Council planning department and the comments received in response have been considered as the design proposals have evolved.

5. Planning Policy Context

5.1 Planning law requires that applications for development should be carried out in accordance with development plan policies unless material considerations indicate otherwise. Having regard to the proposed application, the planning policy context against which a scheme should be considered is set out within the following documents:

- The National Planning Policy Framework (NPPF); and,
- The Development Plan for Manchester

National Planning Policy Framework (NPPF)

5.2 The updated National Planning Policy Framework (NPPF) was most recently updated on 20th July 2021 and sets out the government's objectives for achieving sustainable development. At the heart of the NPPF is a presumption in favour of sustainable development which ensures that sustainable development is pursued in a positive way.

5.3 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.

5.4 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

- 5.5 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.
- 5.6 Delivering a sufficient supply of homes (Chapter 5) – paragraph 60 explains that in order to support the government’s commitment to significantly boosting the supply of homes, it is important that a sufficient amount and variety of land comes forward for development where it is needed, that the needs of groups with specific housing requirements are addressed and that land with permission is developed without unnecessary delay.
- 5.7 Local Planning Authorities should identify and update annually a supply of specific deliverable sites sufficient to provide five years' worth of housing against their housing requirement set out in adopted strategic policies or against their local housing need where strategic policies are more than five years old. The five year supply should include an appropriate buffer. Where the local authority chooses to demonstrate a five year supply of deliverable sites through an annual position statement or recently adopted plan the buffer should be 10% to account for any fluctuations in the market during that year. In the event that there has been significant under delivery when measured against the Housing Delivery Test (November 2018 onwards) then a 20% buffer should be applied.
- 5.8 The NPPF is clear at paragraph 11 that housing applications should be considered in the context of the presumption in favour of sustainable development and that relevant policies

for the supply of housing should not be considered up to date if the local planning authority cannot demonstrate a five year supply of deliverable housing sites or the Housing Delivery Test indicates that the delivery of housing was substantially below the housing requirement over the previous three years.

- 5.9 Paragraph 69 highlights that small to medium sized sites can make an important contribution to meeting the housing requirement of an area, and are often built-out relatively quickly in comparison to larger sites. Paragraph c) emphasises the importance of windfall sites and states local authorities should support their development through giving great weight to the benefits of using suitable sites within existing settlements for homes.
- 5.10 Building a strong and competitive economy (Chapter 6) - emphasises that the government is committed to ensuring that the planning system should help to support economic growth. It recognises that a poor environment and a lack of housing can act as a potential barrier to investment.
- 5.11 Promoting healthy and safe 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.
- 5.12 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.
- 5.13 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.

- 5.14 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. Further, sub-section (d) of this paragraph explains that planning should also promote and support the development of under-utilised land and buildings especially if this would help to meet identified needs for housing where land supply is constrained and available sites could be used more effectively.
- 5.15 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.
- 5.16 The chapter goes on to discuss how appropriate densities can be achieved. Paragraph 124 sets out that the planning system should support development that makes efficient use of land, taking into account the following:
- the identified need for different types of housing and other forms of development, and the availability of land suitable for accommodating it;
 - local market conditions and viability;
 - the availability and capacity of infrastructure and services – both existing and proposed – as well as their potential for further improvement and the scope to promote sustainable travel modes that limit future car use;
 - the desirability of maintaining an area’s prevailing character and setting or of promoting regeneration and change; and

- the importance of securing well-designed, attractive and healthy places.

5.17 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.

5.18 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.

5.19 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.

- 5.20 Decision making – guidance in paragraph 38 states that local planning authorities should approach decisions in a positive and creative way, making use of the full range of planning tools available, including brownfield registers and permission in principle, and work proactively with applicants. Decision-makers at all levels should seek to approve applications for sustainable development where possible.
- 5.21 The proposed development scheme has been designed in accordance with the policies and provisions of the NPPF.

Planning Practice Guidance

The Planning Practice Guidance (PPG) was published in March 2014 and collates guidance previously published in a number of separate documents. The guidance in the PPG has been taken into consideration in formulating development proposals for the redevelopment of the Application Site.

The Development Plan for Manchester

- 5.22 The Development Plan for Manchester comprises policies of the Manchester Core Strategy Development Plan Document (July 2012) and Saved Policies of the Unitary Development Plan (UDP) for the City of Manchester (adopted 1995). These documents are discussed in further detail below.

Manchester Core Strategy Development Plan Document (July 2012)

- 5.23 The Core Strategy was adopted in July 2012 and sets out the long term strategic policies for Manchester's future development. The site is located within the 'Central Manchester Area'.

The area is home to some of the City's major economic assets and characterised by diverse communities ranging from the very disadvantaged to the quite well-off.

5.24 The Core Strategy identifies a range of 'challenges' facing the area, which include:

- High levels of worklessness.
- Deprivation concentrated by neighbourhood, rather than whole wards.
- Limited housing choice in some areas.
- Limited scope for physical change.
- Congestion along key arterial route into the city centre.

5.25 The accompanying Core Strategy Interactive Proposals Map shows site specific planning policy designations. No other site specific policies apply, however the proximity to the Levenshulme District Centre is noted. Core Strategy objectives and policies of particular relevance to the proposed scheme include:

- Spatial Objective SO1 'Spatial Principles' states that the sustainable development of the City can contribute to halting climate change.
- Spatial Objective SO3 'Housing' seeks the provision of a significant increase in high quality housing provision at sustainable locations to address demographic needs and support economic growth.
- Spatial Objective SO15 'Transport' seeks to improve the physical connectivity of the City, through sustainable and accessible transport networks.

- 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.
- Policy SP 1 'Spatial Principles' states that development should aid the creation of neighbourhoods of choice by creating well designed places that enhance or create character; protect and enhance the built and natural environment; minimise emissions and reuse previously developed land wherever possible; and, improve access to jobs and services.
- EC 1 'Employment and Economic Growth in Manchester' the policy outlines the key locations for major employment growth which include the Regional Centre, Manchester City Centre and the City Centre fringe.
- Policy H 1 'Overall Housing Provision' the policy sets out that approximately 60,000 new dwellings will be provided for in Manchester over the period 2009 to 2027. New residential will need to take account of the need to: provide house types to meet a diverse and growing population; support growth on previously developed sites in sustainable locations; contribute to the Council's design principles in terms of character, amenity space and parking provision; address deficiencies in, physical, social or green infrastructure, prioritise sites in close proximity to centres of high frequency public transport routes; consider environmental constraints; and be designed to give privacy to both its residents and neighbours.
- Policy H5 'Central Manchester' – Central Manchester will accommodate around 14% of new residential development over the lifetime of the Core Strategy. Priority will be given to family housing and other high value, high quality new development where this can be sustained. High density housing will be permitted within or adjacent to the Regional Centre as well as within Hulme, Longsight, and Rusholme District Centres as part of mixed use schemes.

- Policy H8 'Affordable Housing' – the requirement for affordable housing or any alternative financial contribution applies to all residential development consisting of 15 or more units or on sites of 0.3 hectares in size.
- Policy C1 'Centre Hierarchy' – states that development of town centre uses (as defined in national planning policy) will be prioritised in the centres identified in this policy, taking account of the different roles of the City Centre, District Centres and Local Centres.
- Policy T 1 'Sustainable Transport' states that the Council will support proposals that deliver a sustainable, high quality, integrated transport system to encourage a 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.
- Policy T 2 'Accessible Areas of Opportunity and Need' seeks to ensure that new development is easily accessible by walking/cycling/public transport; provided with an appropriate level of car parking; and, should have regard to the need for disabled and cycle parking.
- Policy EN 1 'Design Principles and Strategic Character Areas' sets out that opportunities for good design to enhance the overall image of the City should be fully realised, particularly on major radial road routes.
- Policy EN 3 'Heritage' states that new developments must preserve or enhance the character and setting of areas and buildings of acknowledged importance.
- 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.

- 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.
- Policy EN 8 'Adaption to Climate Change' requires that developments are adaptable to climate change in terms of design, layout, siting and function of buildings and external spaces.
- Policy EN 9 'Green Infrastructure' states that the Council will encourage developers to enhance the quality/quantity of green infrastructure, which will include green spaces, green roofs and tree planting.
- Policy EN 14 'Flood Risk' states that development should be directed away from sites at the greatest risk of flooding and towards sites with little or no risk of flooding; and, that new development should minimise surface water run-off.
- Policy EN 15 'Biodiversity and Geological Conservation' states that new development will be expected to identify and implement reasonable opportunities to enhance, restore or create new biodiversity.
- 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.
- 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.
- Policy EN 18 'Contaminated Land and Ground Sustainability' states that the Council will give priority for the remediation of contaminated land to strategic locations.

- 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.
- Policy PA 1 'Developer Contributions' – the policy outlines the scope of potential planning obligations that may be sought. In determining the nature and scale of any planning obligation, the Council may take into account specific site conditions and other material planning considerations including viability, redevelopment of previously developed land or contamination.
- 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 and external amenity space; refuse storage and collection; vehicular access and car parking; effects relating to biodiversity, landscape, archaeological or built heritage; green infrastructure including open space; and for new residential development to meet as a minimum Code for Sustainable Homes Code Level 4.

5.26 The detailed assessment of the scheme within the following planning appraisal section confirms that the proposal accords with the above Core Strategy policies.

Saved Policies of the Unitary Development Plan (UDP) for the City of Manchester (adopted 1995)

5.27 The UDP was superseded by the Core Strategy. However, a number of UDP policies have been 'saved'. Extant policies contained within the UDP which are relevant to the proposed scheme include:

- Policy DC5 Flat Conversions

Policy DC5.1 states in determining planning applications to convert property to flats, the Council will have regard to:

- a) The standard of accommodation for the intended occupiers of the premises;
- b) Effects on adjoining houses as a result of noise from flats passing through party walls and affecting adjoining houses;
- c) Adequacy of car parking, off-street car parking being normally required where practicable, and essential where there is so severe an existing on-street parking problem that unacceptable additional pressures would be created;
- d) General effects on the character of the neighbourhood, including the extent to which flat conversion schemes are a new or an established feature of the immediate area, avoiding the loss of front gardens and the retention of existing trees and shrubs;
- e) Adequate private outdoor amenity space;
- f) the desirability of achieving easy access for all, including disabled people (as a minimum, access for disabled people will normally be required in conversions of ground floor accommodation);
- g) the satisfactory provision of refuse storage and collection facilities.

DC5.2 There will be a general presumption in favour of flat conversions within residential areas, on the upper floors of businesses within commercial areas and in properties on main road frontages, subject to other relevant policies of the Plan. They will be particularly welcome where large, old, difficult to re-use properties are involved, and where proposed schemes provide investment enabling the retention and improvement of housing stock.

DC5.3 Notwithstanding policy DC5.2, the Council will normally refuse permission for any developments in this category which:

- a) do not provide accommodation to the Council's current approved standards;
 - b) are in tightly-packed residential streets where there is no scope for off-street car parking and where there is already an acknowledged problem of on-street congestion;
 - c) involve conversion schemes without adequate private external amenity space;
 - d) are schemes without satisfactory reuse storage and collection facilities.
- DC5.4 In determining applications of this kind, the Council will give particularly careful consideration to situations in which the conversion of small terraced properties are proposed; and where a scheme is the first in a street of otherwise single family dwellings, the Council will give weight to the desirability of maintaining the character of the street in that respect.
 - Policy DC7.1 'New Housing Development' which states the Council will negotiate with developers to ensure that new housing is accessible at ground floor level to disabled people, including those who use wheelchairs, where this is practicable. All new developments containing family homes will be expected to be designed so as to be safe areas within which children can play and, where appropriate, the Council will also expect play facilities to be provided.
 - Policy DC26.1 'Development and Noise' states that the Council intends to use the development control process to reduce the impact of noise on people living and working in, or visiting, the City. In giving effect to this intention, the Council will consider both: a. the effect of new development proposals which are likely to be generators of noise; and b. the implications of new development being exposed to existing noise sources which are effectively outside planning control.

5.28 As with the Core Strategy policies, the detailed assessment of the scheme within the following planning appraisal section confirms that the proposal accords with the saved UDP policies listed above.

Other Relevant Guidance

5.29 Manchester City Council has also published a number of other guidance documents, which although not forming part of The Development Plan for Manchester are material considerations in the determination of planning applications. Those of relevance to the development proposals are likely to include:

- The Guide to Development in Manchester Supplementary Planning Document and Guidance (2007).
- Providing for Housing Choice Supplementary Planning Document and Planning Guidance (2008).
- The Greater Manchester Strategy (2017) ('Our People, Our Place').
- Stronger Together: Greater Manchester Strategy 2013 (GM Strategy).
- Manchester Residential Quality Guidance (2016).
- The Manchester Green and Blue Infrastructure Strategy (G&BIS) (2015).
- Design for Access 2 (2003).

Places for Everyone Joint Development Plan (2021)

- 5.30 A draft of the Places for Everyone (PfE) Joint Development Plan was published by Greater Manchester Combined Authority (GMCA) for consultation on the 09 August 2021, the consultation ended 3rd October 2021. This document replaces the Greater Manchester Spatial Framework, archived in 2020. The PfE sets a housing requirement for Greater Manchester of almost 165,000 new homes over the period 2021 to 2037. The Manchester district is expected to deliver 56,528 new homes over this period which relates to 3,533 dwellings per annum which is higher than the housing provision requirements set out in the adopted Core Strategy. The PfE plan has a focus on prioritising the use of previously developed, sustainable sites and it is anticipated that approximately 49,455 new dwellings will come forward on Brownfield land in Manchester over the plan period. It will therefore be necessary for smaller (windfall) sites such as this to come forward to meet this objectively assessed need and provide continuity in housing supply. Despite the limited size of the application proposal, sites such as this still play an important function in housing delivery.

6. Planning Appraisal

Introduction

- 6.1 It is a requirement of section 38(6) of the Town and Country Planning Act 2004 that where a development plan contains policies relevant to an application, the decision must be made in accordance with the development plan, unless material considerations indicate otherwise.
- 6.2 The statutory development plan therefore relating to the application site consists of the Manchester City Council Core Strategy (adopted 2012) and the saved policies of the UDP. Material considerations relating to the application site include the National Planning Policy Framework, Planning Practice Guidance and Supplementary Planning Documents prepared by Manchester City Council.
- 6.3 The remainder of this section will examine the principle of development proposed for this site, followed by an appraisal of the scheme against all other relevant planning and environmental considerations. Having regard to the above planning policy guidance, the main planning considerations against which the proposed scheme should be considered, and which are discussed in this section, include:
- Principle of Residential Development
 - Design
 - Residential Amenity
 - Highways, Accessibility and Parking
 - Noise
 - Crime and Security
 - Ground Conditions
 - Air Quality
 - Flood Risk and Drainage
 - Ecology

- Waste Management
- Broadband Connectivity Assessment
- Green and Blue Infrastructure Statement

The Principle of Residential Development

- 6.4 The development would result in the potential loss of existing commercial floorspace, however parts of the building have been vacant for some time and the uses on site are predominantly storage related. The development includes new flexible office space at ground floor which will be ideally suited to residents of the scheme and local people who live in the area. Given the site's sustainable location adjacent to the centre of Levenshulme it is considered that the balance of retained commercial floorspace (in the form of office workspace) and residential units proposed is appropriate.
- 6.5 The site is a previously developed site within a sustainable location adjacent to a district centre. The re-development of the site for housing would therefore support the Council's aim for 90% of new development to be on brownfield land. Whilst policies H5 and H6 advocate higher density schemes within the existing district centres only, given the development would involve the conversion of an existing building and it is located adjacent to the district centre it is considered that the principle of residential development should be accepted on the site.
- 6.6 Saved UDP Policy DC5.2 sets out that there will be a general presumption in favour of flat conversions within residential areas, on the upper floors of businesses within commercial areas and in properties on main road frontages, subject to other relevant policies of the Plan. They will be particularly welcome where large, old, difficult to re-use properties are involved, and where proposed schemes provide investment enabling the retention and improvement of housing stock.
- 6.7 It is therefore considered that the re-use of a large, old and potentially difficult property to use for its previous purpose responds positively to this policy. However, DC5.3 goes onto state

that notwithstanding policy DC5.2, the Council will normally refuse permission for any developments in this category which:

- a. do not provide accommodation to the Council's current approved standards;
- b. are in tightly-packed residential streets where there is no scope for off-street car parking and where there is already an acknowledged problem of on-street congestion;
- c. involve conversion schemes without adequate private external amenity space;
- d. are schemes without satisfactory refuse storage and collection facilities.

6.8 An overview of how the application complies with the above criteria is provided below:

Apartment Mix

6.9 The Design and Access Statement submitted with the application demonstrates that the development is accessible for all and has considered the requirements specific to Manchester City Council.

6.10 In terms of density, the Manchester Residential Quality Guide (MRQG) states that where there is an increase in density compared to the existing neighbourhood then justification will be required in this respect. As above, the site is in a highly sustainable location, involves the conversion of an existing building and therefore the density of development is considered to be appropriate.

Apartment Sizes

- 6.11 MCC's Validation Checklist and the MRQC require that any new development should adhere to the adopted space standards which are based on the Nationally Described Space Standards and London Housing Guide. The standards are included in the annex to the MRQC. The proposed development complies with these requirements, please refer to the Design and Access Statement for further information.

Car Parking

- 6.12 The proposed development does not include any car parking provision due to the lack of available space on site. The submitted Transport Statement prepared by Axis examines the availability of on street parking in the local area and finds that there is sufficient capacity and therefore no problems of parking congestion are likely to arise.

External Amenity Space

- 6.13 Due to constraints posed by working with an existing building, there is no opportunity to provide amenity space in the form of balconies. Communal office space at ground floor is provided which will be of benefit to residents allowing opportunities to work flexibly, furthermore the site is in close proximity to Crowcroft Park which is less than 100 metres north of the site. Nutsford Vale Country Park is also less than 500 metres east of the site and thus a few minutes' walk away.

Refuse Storage and Collection

- 6.14 MCC Guidance Document 04 'Waste Storage and Collection Guidance for New Developments' advises that the design of storage areas should allow for easy, horizontal removal of the containers, over smooth, continuous surfaces. The Waste Management Strategy submitted in support of the application demonstrates the acceptability of the arrangements proposed.

Summary

- 6.15 The proposed development would be in a highly accessible location close to existing services, employment opportunities and high quality public transport facilities, significantly reducing the need to travel by private car and thereby contributing to the Core Strategy spatial objective of SO1 (Spatial Principles) which seeks sustainable development that can assist in halting climate change.
- 6.16 The proposals constitute the redevelopment of previously developed land with much needed housing, thereby representing an efficient use of land and relieving pressure to build on more valuable and potentially less sustainable greenfield locations.
- 6.17 Core Strategy policy clearly supports the development of new housing in sustainable locations, with good access to public transport and services. In particular, Policy T2 promotes development that is easily accessible to the city's main economic function and is easily accessible by walking, cycling and public transport.

Design

- 6.18 The scheme's design has been developed following an assessment of the site and its surroundings. The extensions to the property are considered to be sensitive to the character of the existing building and the proposed development will be a positive addition to the streetscene. The acceptability of the design approach is further justified within the submitted Design and Access Statement.

Residential Amenity

- 6.19 Core Strategy policy DM1 advises that all development should have regard to impact on amenity, including privacy, light, noise, and adequacy of internal accommodation and external amenity space, amongst other things. Adequate separation from habitable room windows will be provided to neighbouring properties. The majority of the separation

distances proposed are comparable to the existing street pattern therefore we do not consider that the application presents any issues of such significance as to warrant a refusal of planning permission.

Highways, Accessibility and Parking

- 6.20 The site is located within a highly sustainable and accessible location adjacent to the district centre of Levenshulme, with excellent access to shops, services, amenities and employment opportunities. The site also benefits from excellent public transport links.
- 6.21 A Transport Statement has been prepared by Axis which examines TRICS data, local car ownership data and the existing use to establish that only a low parking demand is likely to be generated by the scheme. Utilising data from recent parking beat surveys the Transport Statement is able to conclude that there is sufficient capacity on the local highway network to accommodate the parking demand and no adverse effects on the safe operation of the highway are likely to arise.
- 6.22 Overall, the proposed development is considered to be acceptable in terms of highways considerations.

Noise

- 6.23 A Noise Impact Assessment has been prepared by AEC and is submitted in support of this application. The assessment outlines the standard mitigation measures that are necessary in terms of alternative means of ventilation and provides glazing and ventilation specifications for the scheme. Measures are also likely to be required to the floor and wall structures between ground floor and first floor and this will be confirmed during the detailed design of the development. AEC concludes that subject to compliance with the proposals stated in their report, that noise should not be a determining factor in the planning application and the development is capable of proceeding.

Crime and Security

- 6.24 The application proposal will bring an active use to a currently underutilised site. The proposals have also taken into consideration security measures for the development. Overall, the development is acceptable from a security perspective and will be in accordance with the provisions of local and national policies which seek to achieve well designed, safe places. A Crime Impact Statement prepared by Greater Manchester Police supports the application.

Ground Conditions

- 6.25 A Phase 1 Contaminated Land Assessment has been prepared by GeoSmart and is submitted in support of the application. The report concludes that given the known history of the Site it is considered possible that localised contamination may be present within the sub-surface. However, given that the proposed development comprises building cover across the entire Site, the preliminary risk assessment suggests that the risks posed by in situ land quality to human health are generally likely to be low. A low to moderate risk has been identified in relation to possible contaminant ingress to drinking water pipework, subject to the routing / location of water pipes and the presence of any contamination within the surrounding soils. A low to moderate risk has also been identified in relation to possible inhalation of soil vapours resulting from any residual volatile contaminants within the sub surface.
- 6.26 It is noted that whilst a limited intrusive site investigation (including appropriate laboratory testing of soil samples) could be adopted in order to validate the preliminary risk assessment conclusions, a watching brief during all proposed redevelopment activities will likely be sufficient.
- 6.27 The watching brief should be maintained throughout the entire development phase of works and any possible evidence of contamination encountered during the redevelopment works should be alerted to the Local Authority. Appropriate actions would then be required to

further inspect, sample and analyse any suspect materials, and formulate an appropriate remediation plan, as necessary.

Drainage

- 6.28 The site is located in Flood Zone 1 and therefore is at low risk of flooding i.e. less than 1 in 1,000 year's annual probability of flooding. As such a Flood Risk Assessment is not required for this application. A Drainage Strategy has been prepared by Geo Smart and this proposes the use of SuDS via permeable paving. Surface water runoff from the proposed development will be captured by guttering and a downpipe network to be conveyed into the lined permeable paving and then to be discharged off-Site into the surface water sewer via a flow control device. Please refer to the submitted Drainage Strategy Report for further information.

Ecology

- 6.29 A Daytime Bat Survey has been undertaken by Rachel Hacking Ecology. The report confirms that no evidence of bat activity was found at the property. The report concludes that that the development can proceed without the need for further survey work (e.g., bat activity surveys) or bat mitigation due to the negligible potential of the building to support bats.

Waste Management

- 6.30 A Waste Management Strategy has been prepared by Axis. The report has been prepared in accordance with both local and national waste policy and concludes that the site will adequately cater for the sustainable storage, handling and transporting of all waste generated on site. A completed Waste Management Proforma is included within the strategy.

Broadband Connectivity Assessment

Broadband Connectivity

- 6.31 External and internal fibre to the property cabling will be provided in line with the Government Guidelines for Data Ducting Infrastructure for New Homes.
- 6.32 In summary the below will be installed for the development.

External Infrastructure

- 6.33 Fibre cabling is brought into the development via underground ducting and into the building.

Internal Infrastructure

- 6.34 Fibre is run internally via cable tray and GPON fibre direct to each dwelling. The fibre to the property broadband/data and VOIP telephony installations shall be provided to all dwellings as part of the Main Electrical Contracts scope of work.

Green and Blue Infrastructure Statement

- 6.35 The application proposals involve the development of a relatively small site. Built development and a small yard will occupy the entirety of the site. The relatively constrained nature of the site means that the potential to provide green and blue infrastructure is limited. The conversion and adaption of the existing building is considered to be a sustainable approach to development, where possible localised areas of container or wall mounted planting will be considered where this does not impede access. This will enhance amenity for future users of the site, as well as support biodiversity and thereby have positive impacts in tackling climate change. Residents will also have excellent access to nearby green

spaces allowing them to become invested in the future of the area and the biodiversity it supports.

7. Conclusions

- 7.1 This Planning and Heritage Statement has been prepared on behalf of Pinnacle Estates Mcr Ltd in support of a full application for conversion and extension of the building at 2 Swallow Street to provide 14 apartments with office space at lower ground floor.
- 7.2 The principle of development is considered acceptable with the development supporting the strategic aims of Manchester City Council's planning policies and the ongoing regeneration of the area. The development site is located in a highly accessible and sustainable location close to jobs, transport links, services and local amenities. The proposed development will also result in a sensitive addition to the streetscene.
- 7.3 The scheme has been developed through constructive pre-application discussions with Manchester City Council.
- 7.4 The application has been accompanied by a range of technical reports which successfully demonstrate that there are no technical reasons for development not to be permitted.
- 7.5 The application submission therefore successfully demonstrates that the site is in a suitable and sustainable location for residential development in accordance with local and national planning policy.

Appendix 1: Framework Construction Management Plan

This section provides initial details in respect of how the construction phase will be managed. At the planning submission stage of the process, in advance of a contractor being appointed it is not feasible to provide a construction management plan. A construction management plan is usually produced by the main contractor as they will have their own 'in house' procedures and regulations in place to manage the construction phase. The appointment of a contractor typically takes place once planning permission has been approved, and therefore this matter is usually the subject of a pre commencement planning condition in the Manchester City Council administrative area.

In accordance with Manchester's Local List of Requirements this draft construction management plan sets out the information to be provided as part of any full plan required by a planning condition. The document will include information with respect to the items listed below:

- Details for consulting the local community prior to construction works commencing on site.
- Defined access and egress routes for demolition and construction traffic, including staff, delivery and construction vehicles, including HGVs.
- Details of dust suppression measures and measures to control dust and mud on the surrounding public highway network.
- Methodology for the undertaking of site processes.
- Details of treatment of existing foundations including excavation and backfilling.
- Specified working hours for the site including hours for the delivery of materials.
- Identified vehicular access points into the site for all construction traffic, staff vehicles and heavy goods vehicles.
- Identified measures for the management of on-site construction vehicles and plant machinery in order to reduce emissions.
- Measures for securing the site, including on site security and lighting.

Appendix 2: Outline Local Labour Agreement

To deliver Pinnacle Estates Mcr Ltd's commitment to corporate social responsibility and support the GMCA Social Value Policy. The applicant and the appointed contractor will ensure that the project adds value to the local economy by maximising employment and training opportunities for established residents of the city centre of Manchester and the surrounding neighbourhood. The potential methods for achieving this are outlined below. It is recommended that a Local Labour Agreement is the subject of a **planning condition** as most contractors have their own 'in-house' staff such as Learning & Development Officers and Engagement Officers who support apprentices, work placements and trainees and engage with local stakeholders to identify opportunities for collaborative working.

This will allow Pinnacle Estates Mcr Ltd and the appointed contractor to devise a bespoke Local Labour Agreement in co-ordination with Manchester City Council's Work and Skills Team.

Potential Initiatives

- a) Introducing/adopting local initiatives on the project, offering work experience and practical help.
- b) Notifying Local Manchester Employment agencies of any vacancies generated by the project, at the same time or in advance of recruitment from other sources.
- b) Working with Local Manchester Employment agencies, to identify specific positive action programmes, in support of equal opportunities, where these are applicable.
- c) Ensuring that local companies (where suitable companies exist) are represented on subcontract and supply tender lists through working with Manchester in Work to ensure local companies are represented on subcontractor lists (companies being those located in an area having an "M" postcode prefix).
- d) Ensuring that the provisions of the agreement are transmitted to sub-contractors and suppliers involved in the project, where appropriate.
- e) Ensuring that all our employees are suitably trained and where ever possible/viable, employing trainees on appropriately approved courses.
- f) Provide reasonable access for representatives of Manchester City Council who may from time to time visit our contract works to check the labour register and:
 - i. promote their services to sub-contractors
 - ii. offer advice on training grants and employment subsidies, where available
 - iii. provide information on local companies
 - iv. seek feedback on recruits/trainees.
- g) To provide information on labour and sub-contractor utilisation, as specified in the Labour and Sub-contractor Monitoring Procedures, Guidelines for Site Management.

h) Adopt and agree a Community Needs Plan for use throughout the project – Monthly updates to be carried out to ensure community need targets are on track to be complete in line with the agreed original intent.