

Planning

Growth & Development

Delegated officer report for planning application

Application no. 134827/PIP/2022

Date registered valid: 31 August 2022

Proposal: Stage 1 Permission in Principle planning application for the erection of up to 6no. Dwellings

Address: Abbey Hey Clinic, Constable Street, Manchester, M18 8GD

Ward(s): Gorton & Abbey Hey Ward

Applicant: Miss Anna McComb NHS Property Services 10 South Colonnade, Canary Wharf, London, E14 4PU

Agent (if any):

Case officer: Sue Wills
Tel: 0161 234 4524
Email: sue.wills@manchester.gov.uk

Recommendation: Approve

Date of recommendation: 28 September 2022

Application details

Type of application: Permission In Principle Application

Development type: Permission in Principle

Date of site visit:

Standard consultations:

Printed: 6 September 2022

Expired: 27 September 2022

Neighbour notifications

Printed: 6 September 2022

Expired: 27 September 2022

Site notice

Posted: 6 September 2022

Expired: 27 September 2022

Press advert

No press advert had been published

Departure from Development Plan: No

Environmental Statement: Not required

Description of site/building

This application relates to the Abbey Hey Clinic facility which is a part single , part two storey building at the junction of Western and Constable Street, which has a parking and servicing area in front of the building, together with a remote cycle store, and an enclosed pushchair store on the frontage of the building below the first floor element of the building . The site covers 0.1ha.



Planning History

058148/FO/NORTH2/99 – Formation of disabled access to front of clinic with elevational alterations to front. Approved subject to conditions 11.01.2000.

F023817 – Notice of Intended Crown Development . Erection of 2.75m high security fence and gates – No objection 13.03.1985

Listed building: Not applicable

Conservation area: Not applicable

Tree Preservation Order: Not applicable

Description of area

To the north and east of the site are rows of traditional Victorian terraced housing , with a recently built two storey housing development lying to the west and south of the property.

Description of development

Consent is sought for a Stage 1 permission to establish the principle of a change of use to residential and the quantum of development . The site covers an area of 0.1ha and permission for the construction of up to 6 no. dwellinghouses is sought . All matters relating to scale, layout, access , appearance and landscaping would form part of the Stage 2 Technical Details consent .

Consultations & Notification Responses

The application has been advertised on site on 6th September 2022, and no representations have been received in association with the notice.

Local Residents/Businesses – no comments received.

Highway Services – Have made the detailed comments regarding

- driveway dimensions;
- proximity of one proposed driveway to the Western Street and Constable Street frontage;
- that driveways are set clear from the traffic calming to ensure that vehicles do not access/egress the driveway directly on top of the speed cushions.
- the need for Electrical Vehicle charging points for each property (minimum 7kW) prior to the first occupation of any of the residential units;
- secure and sheltered cycle storage is required for each property.

Clarification is sought regarding alterations to the adopted highway. To facilitate vehicle access onto the driveways, dropped crossings will be required. For any existing vehicular access points that are no longer required the footway will need to be reinstated. Should the planning application be approved, the applicant will be required to enter into a Section 278/184 agreements, at their own cost, for the alterations to the existing highways and for the reinstatement of the footway on Constable Street and Western Street.

Any modifications / improvements to the public highway or footpath will require agreement with MCC's Highways Applications and Network Resilience teams. This will be funded at the applicant's expense. The following link provides access:

https://www.manchester.gov.uk/directory_record/287709/permission_to_work_on_the_highways_-_section_278_agreements/category/355/highways_and_pavements

It should be noted that MCC Highways would not support any greater than a double dropped kerb.

The applicant may wish to consider the installation of a H-Bar marking to protect driveway access. Similarly, this should be provided in agreement with MCC Highways.

It is also recommended that the applicant liaises with MCC's Street Lighting Team regarding the potential requirement to relocate two existing street lighting columns.

Similarly, observation shows a telecommunications pole which may also require removal/relocation and therefore the applicant should discuss with the relevant telecoms provider.

It is expected that all modifications / improvements to the public highway are achieved with a maximum carbon footprint of 40%. Materials used during this process must also be a minimum of 40% recycled and fully recyclable. Developers will be expected to demonstrate that these standards can be met prior to planning conditions being discharged. The developer is to agree the above with MCC's Statutory Approvals and Network Resilience Teams post planning approval and prior to construction taking place.

Any boundary treatments with frontage to the adopted highway should retain appropriate visibility from a height of 600mm upwards in order to protect sight lines.

It is unclear whether gating is proposed for the driveways, however for the avoidance of doubt, all gating which is accessed from the highway must be ensured to be inwardly opening, in order to prevent obstruction to passing footway users.

All bins should be stored within the curtilage of each of the properties and transferred for collection from the kerbside as per the standard MCC collection service.

A Construction and Demolition Management Plan should be provided by the applicant prior to construction and demolition works beginning. The Construction and Demolition Management Plan should detail the phasing and quantification / classification of vehicular activity associated with planned construction. This should include commentary on types and frequency of vehicular demands together with evidence (including appropriate sweptpath assessment) of satisfactory routing both within the site and on the adjacent highway.

A site plan should be submitted highlighting how contractor parking will be accommodated on site, including an appropriate waste management plan, highlighting the waste storage areas, and loading/unloading areas. The document should also consider ongoing construction works and contractor parking in the locality.

The applicant should be advised that any requirements for licensing, hoarding / scaffolding, skips and any associated temporary traffic management arrangements will need discussion and agreement with the council's Highway Applications and Network Resilience teams via Email -highwaylicences@manchester.gov.uk

Suggested Conditions:

- Off site highways works (to cover S278/184 Agreement)
- Materials
- EV charging points
- Construction and Demolition Management Plan

Environmental Health – Has suggested the imposition of a number of conditions designed to protect amenity, including responding to ground conditions at the site, refuse storage, and the provision of electric charging vehicle charging points.

Flood Risk Management – request a condition to require that no development shall take place until surface water drainage works have been implemented in accordance with Non-Statutory Technical Standards for Sustainable Drainage Systems (March 2015) or any subsequent

replacements national standards and details that have been submitted to and approved in writing by the Local Planning Authority.

In order discharge the above drainage condition the following additional information has to be provided:

- o Consideration of alternative green SuDS solution (that is either utilising infiltration or attenuation) if practicable;
- o Details of surface water attenuation that offers a reduction in surface water runoff rate in line with the Manchester Trafford and Salford Strategic Flood Risk Assessment, i.e. at least a 50% reduction in runoff rate compared to the existing rates, as the site is located within Conurbation Core Critical Drainage Area;
- o Evidence that the drainage system has been designed (unless an area is designated to hold and/or convey water as part of the design) so that flooding does not occur during a 1 in 100 year rainfall event with allowance for climate change in any part of a building;
- o Assessment of overland flow routes for extreme events that is diverted away from buildings (including basements). Overland flow routes need to be designed to convey the flood water in a safe manner in the event of a blockage or exceedance of the proposed drainage system capacity including inlet structures. A layout with overland flow routes needs to be presented with appreciation of these overland flow routes with regards to the properties on site and adjacent properties off site.
- o Results of ground investigation carried out under Building Research Establishment Digest 365. Site investigations should be undertaken in locations and at proposed depths of the proposed infiltration devices. Proposal of the attenuation that is achieving half emptying time within 24 hours. If no ground investigations are possible or infiltration is not feasible on site, evidence of alternative surface water disposal routes (as follows) is required.
- o Where surface water is connected to the public sewer, agreement in principle from United Utilities is required that there is adequate spare capacity in the existing system taking future development requirements into account. An email of acceptance of proposed flows and/or new connection will suffice.
- o Hydraulic calculation of the proposed drainage system;
- o Construction details of flow control and SuDS elements.
- o Details of how the scheme shall be maintained and managed after completion.

Issues

Policies

The National Planning Policy Framework

National Planning Policy Framework (NPPF) - This Framework came into effect on 27th March 2012 and was amended and updated in February 2019 and subsequently in July 2021.

It represents key up to date national policy and is an important material consideration in determining the current application. A number of key aspects of the NPPF that impact on the considerations that need to be given to the current application are identified below.

The document states that the 'purpose of the planning system is to contribute to the achievement of sustainable development. The document clarifies that the 'objective of sustainable development can be summarised as meeting the needs of the present without compromising the ability of future generations to meet their own needs' (paragraph 7).

The purpose of the planning system is to achieve sustainable development. Paragraph 8 of the NPPF states that to achieve this, there are three overarching objectives, which need to be pursued mutually. Firstly, the economic role should contribute to sustainable development by building a strong, responsive and competitive economy and ensuring the sufficient amount of and right type of development to support growth. Secondly, the social role is required to support communities by creating a high quality built environment with accessible local services to reflect the needs of the community. Lastly, the environmental role should protect and enhance the natural, built and historic environment.

The Framework re-iterates that planning law requires that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise. The statutory status of the development plan remains as the starting point for decision making.

Section 4 'Decision Making' states that Local planning authorities should approach decisions on proposed development in a positive and creative way, using the full range of planning tools available, including brownfield registers and permission in principle, and work proactively with applicants to secure developments that will improve the economic, social and environmental conditions of the area. Decision-makers at every level should seek to approve applications for sustainable development where possible (paragraph 38).

Section 5 'Delivering a sufficient supply of new homes' states that in order to support the Government's objective of significantly boosting the supply of homes, 'it is important that a sufficient amount and variety of land can come forward 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' (paragraph 60).

The NPPF states that small and medium sized sites can make an important contribution to meeting the housing requirement of an area and are often built-out relatively quickly. To promote the development of a good mix of sites local planning authorities should:

- identify, through the development plan and brownfield registers, land to accommodate at least 10% of their housing requirement on sites no larger than one hectare; unless it can be shown, through the preparation of relevant plan policies, that there are strong reasons why this 10% target cannot be achieved; and
- support the development of windfall sites through their policies and decisions – giving great weight to the benefits of using suitable sites within existing settlements for homes (paragraph 69).

Section 8 'Promoting Healthy and Safe Communities' states that planning policies and decisions should aim to achieve healthy, inclusive and safe places (paragraph 92) which promote social interaction , be safe and accessible and enable and support healthy lifestyles.

Section 9 'Promoting Sustainable Transport' states that 'significant development should be focused on locations which are or can be made sustainable, through limiting the need to travel and offering a genuine choice of transport modes. This can help to reduce congestion and emissions and improve air quality and public health' (paragraph 105). Developments should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe (paragraph 111).

Within this context, applications for development should:

- a) give priority first to pedestrian and cycle movements, both within the scheme and with neighbouring areas; and second – so far as possible – to facilitating access to high quality public transport, with layouts that maximise the catchment area for bus or other public transport services, and appropriate facilities that encourage public transport use;

- b) address the needs of people with disabilities and reduced mobility in relation to all modes of transport;
- c) create places that are safe, secure and attractive – which minimise the scope for conflicts between pedestrians, cyclists and vehicles, avoid unnecessary street clutter, and respond to local character and design standards;
- d) allow for the efficient delivery of goods, and access by service and emergency vehicles; and
- e) be designed to enable charging of plug-in and other ultra-low emission vehicles in safe, accessible and convenient locations (paragraph 112).

All developments that will generate significant amounts of movement should be required to provide a travel plan, and the application should be supported by a transport statement or transport assessment so that the likely impacts of the proposal can be assessed (paragraph 113).

Section 11 'Making effective use of land' states that 'planning decisions should promote an effective use of land in meeting the need for homes and other uses, while safeguarding and improving the environment and ensuring safe and healthy living conditions' (paragraph 119).

Decisions should support development that makes efficient use of land, taking into account:

- a) the identified need for different types of housing and other forms of development, and the availability of land suitable for accommodating it;
- b) local market conditions and viability;
- c) 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;
- d) the desirability of maintaining an area's prevailing character and setting (including residential gardens), or of promoting regeneration and change; and
- e) the importance of securing well-designed, attractive and healthy places. (paragraph 124).

Where there is an existing or anticipated shortage of land for meeting identified housing needs, it is especially important that planning decisions avoid homes being built at low densities, and ensure that developments make optimal use of the potential of each site.

Paragraph 125 (c) states that Local Planning Authorities should refuse applications which they consider fail to make efficient use of land, taking into account the policies in the NPPF. In this context, when considering applications for housing, authorities should take a flexible approach in applying policies or guidance relating to daylight and sunlight, where they would otherwise inhibit making efficient use of a site (as long as the resulting scheme would provide acceptable living standards).

Section 12 'Achieving Well Designed Places' 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. Being clear about design expectations, and how these will be tested, is essential for achieving this' (paragraph 124).

Planning decisions should ensure that developments:

- a) 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;
- b) are visually attractive as a result of good architecture, layout and appropriate and effective landscaping.

The NPPF is clear that planning permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions, taking into account any local design standards or style guides in plans or supplementary planning documents. Conversely, where the design of a development accords with clear expectations in plan policies, design should not be used by the decision-maker as a valid reason to object to development. Local planning authorities should also seek to ensure that the quality of approved development is not materially diminished between permission and

completion, as a result of changes being made to the permitted scheme (for example through changes to approved details such as the materials used). (paragraph 134).

Section 14 'Meeting the challenge of climate change, flooding and coastal change' states that the planning system should support the transition to a low carbon future in a changing climate, taking full account of flood risk and coastal change. It should help to: shape places in ways that contribute to radical reductions in greenhouse gas emissions, minimise vulnerability and improve resilience; encourage the reuse of existing resources, including the conversion of existing buildings; and support renewable and low carbon energy and associated infrastructure (paragraph 152).

Paragraphs 10, 11, 12, 13 and 14 of the NPPF outline a "presumption in favour of sustainable development". This means approving development, without delay, where it accords with the development plan and where the development is absent or relevant policies are out-of-date, to grant planning permission unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits when assessed against the NPPF.

Planning Practice Guidance (PPG)

The relevant sections of the PPG are as follows:

Noise

This section states that Local Planning Authorities' should take account of the acoustic environment and in doing so consider:

- whether or not a significant adverse effect is occurring or likely to occur;
- whether or not an adverse effect is occurring or likely to occur; and
- whether or not a good standard of amenity can be achieved.

Mitigating the noise impacts of a development will depend on the type of development being considered and the character of the proposed location. In general, for noise making developments, there are four broad types of mitigation:

- engineering: reducing the noise generated at source and/or containing the noise generated;
- layout: where possible, optimising the distance between the source and noise-sensitive receptors and/or incorporating good design to minimise noise transmission through the use of screening by natural or purpose built barriers, or other buildings;
- using planning conditions/obligations to restrict activities allowed on the site at certain times and/or specifying permissible noise levels differentiating as appropriate between different times of day, such as evenings and late at night, and;
- mitigating the impact on areas likely to be affected by noise including through noise insulation when the impact is on a building.

Design

This section states that where appropriate the following should be considered:

- layout – the way in which buildings and spaces relate to each other
- form – the shape of buildings
- scale – the size of buildings
- detailing – the important smaller elements of building and spaces
- materials – what a building is made from

Health and Well Being

This section states opportunities for healthy lifestyles have been considered (e.g. planning for an environment that supports people of all ages in making healthy choices, helps to promote active travel and physical activity, and promotes access to healthier food, high quality open spaces and opportunities for play, sport and recreation);

Travel Plans, Transport Assessments in Decision Taking

This section states that applications can positively contribute to:

- encouraging sustainable travel;
- lessening traffic generation and its detrimental impacts;
- reducing carbon emissions and climate impacts;
- creating accessible, connected, inclusive communities;
- improving health outcomes and quality of life;
- improving road safety; and
- reducing the need for new development to increase existing road capacity or provide new roads.

Planning Policy Guidance (PPG) – Permission in Principle (2019).

The Permission in Principle PPG states that issues relevant to these ‘in principle’ matters should be considered at the permission in principle stage. Other matters should be considered at the technical details consent stage.

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

Part 2A Permission in principle: applications to local planning authorities

Permission in principle

Section 5A states that —(1) A local planning authority may grant permission in principle on an application to the authority in accordance with the provisions of this Order; and

2) Subject to article 5B, for the purposes of section 59A(1)(b) of the 1990 Act(1), the description of development in relation to which a local planning authority may grant permission in principle is residential development of land.

Stage 1: Permission in Principle (PiP), establishes whether a site is suitable for housing-led development.

The scope of the local planning authority assessment of the first stage (Stage 1) is limited to location, land use and amount of development.

Relevant Local Policies

The Development Plan

The Development Plan consists of:

- The Manchester Core Strategy (2012); and
- Saved policies of the Unitary Development Plan for the City of Manchester (1995)

The Core Strategy was adopted in July 2012 and is the key document in the Local Development Framework. It replaces significant elements of the Unitary Development Plan (UDP) and sets out the long term strategic planning policies for Manchester's future development.

A number of UDP policies have been saved and accompany the Core Strategy. Planning applications in Manchester must be decided in accordance with the Core Strategy, saved UDP policies and other Local Development Documents as directed by the National Planning Policy Framework (NPPF).

Section 38(6) of the 2004 Act requires planning applications to be determined in accordance with the provisions of the Development Plan unless material considerations indicate otherwise. The NPPF also refers to this requirement.

The relevant policies within the Core Strategy are as follows:

Policy SP1 ‘Spatial Principles’ - one of the key spatial principles is the emphasis on the creation of neighbourhoods where people choose to live, providing high quality and diverse housing, in a distinct environment. New development should maximise the use of the City’s transport infrastructure, in particular promoting walking, cycling and the use of public transport.

The proposal would contribute towards meeting housing growth in the City and contributing to a quality neighbourhood for residents to live in.

Policy T1 'Sustainable Transport' seeks to deliver a sustainable, high quality, integrated transport system to encourage modal shift away from car travel to public transport, cycling and walking. The proposal is located in an area where there is access to a range of public transport modes, including regular bus and train services. It is considered that the scheme would accord with the broadly aspirations set out in policy T1

Policy H1 'Overall Housing Provision' states that the proportionate distribution of new housing, and the mix within each area, will depend on a number of factors, in particular, the need to diversify housing stock in mono tenure areas by increasing the availability of family housing. Policy H1 prioritises residential development on previously developed land, in particular through the re-use of vacant housing or other existing buildings. The redevelopment of this site would broadly accord with the aspirations of policy H1.

Policy H4 'East Manchester' will be the focus for 30% of new residential development over the plan period, with priority given to high quality development and provision of family housing. Higher density housing will be permitted in certain areas of East Manchester, that fall within the Regional Centre which are adjacent to the City Centre. The proposed development would accord with policy H4 by facilitating the delivery of up to 6 dwellinghouses.

Policy H8 'Affordable Housing' states affordable housing contributions will be considered of 0.3 hectares and 15 units or more,. The proposed development would fall below the threshold for requiring the provision of affordable housing on this site .

Policy EC2 ' Existing Employment Space' seeks to retain and enhance the existing employment spaces and enhance existing employment space.

Alternative uses will only be supported on sites allocated accordingly, or if it can be demonstrated that:

The existing use is un-viable in terms of business operations, building age and format;

The existing use is incompatible with adjacent uses;

The existing use is unsuitable for employment having had regard to the Manchester/Salford - Trafford SFRA; or

On balance, proposals are able to offer greater benefits in terms of the Core Strategy's vision and spatial objectives than the existing use.

The submitted supporting statement confirms that all or part of a property can only be released for alternative use by NHSPS once the local Integrated Care Board (ICB) have confirmed that it is no longer required for the delivery of NHS services; and should the site be declared surplus to requirements, it should be considered suitable for new residential development. As such provided that the clinic is no longer required for the delivery of NHS services, it is considered that the creation of residential properties would provide a benefit in locality.

Policy EC 5 'East Manchester' East Manchester is expected to provide approximately 80-85ha of employment land. The majority of this provision will be within the Regional Centre, specifically:

Central Park (policy EC6), B1, B2 ; Eastlands (policy EC7), a major leisure visitor destination with ancillary retail and offices; and the City Centre fringe.

Policy EN1 'Design principles and strategic character areas'. states that all development in Manchester will be expected to follow the seven principles of urban design (character, continuity

and enclosure, public realm, ease of movement, legibility, adaptability and diversity) and have regard to the strategic character area in which the development is located.

The design of the proposed development will be dealt with at the Stage 2 Technical Details Consent stage of the process.

Policy EN4 'Reducing CO2 emissions by enabling low and zero carbon development' the Council will seek to reduce fuel poverty and decouple growth in the economy, growth in CO 2 emissions and rising fossil fuel prices. All development must follow the principles of the energy hierarchy being designed to reduce the need for energy through design and the use of energy efficient features and through the use of low or zero carbon energy generating technologies.

Policy EN 8 'Adaptation to Climate Change' states that all new development will be expected to be adaptable to climate change in terms of the design, layout, siting and function of both buildings and associated external spaces.

Matters within policies EN4 and EN8 to be dealt with at the Stage 2 Technical Details Consent stage of the process.

Policy EN14 'Flood Risk' advises that proposals on sites greater than 0.5ha within critical drainage areas. In line with the risk-based sequential approach contained within PPS25, policy EN14 seeks that development should be directed away from sites at the greatest risk of flooding, and towards sites with little or no risk of flooding; this should take account of all sources of flooding identified in the Manchester-Salford-Trafford Strategic Flood Risk Assessment (SFRA).

All new development should minimise surface water run-off, including through Sustainable Drainage Systems (SUDS) and the appropriate use of Green Infrastructure. Developers should have regard to the surface water run-off rates in the SFRA User Guide. This site is in Flood Zone 1. Although the site area falls below the threshold detailed in policy EN14, Manchester contains many sections of rivers which are culverted or 'hidden'; where these are indicated in the SFRA beneath the proposed development site, further investigation will be required and any future Stage 2 Technical Details Consent development proposal should take this into account.

Policy EN16 'Air Quality' states the Council will seek to improve the air quality within Manchester, and particularly within Air Quality Management Areas, located along Manchester's principal traffic routes and at Manchester Airport. Developers will be expected to 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.

When assessing the appropriateness of locations for new development the Council will consider the impacts on air quality, alongside other plan objectives. This includes cumulative impacts, particularly in Air Quality Management Areas. Measures to address the creation of dust during any construction process and car usage would be dealt with at the Stage 2 Technical Details Consent stage of the process.

Policy EN18 'Contaminated Land' states that the Council will prioritise remediation of contaminated land. Measures to address ground conditions would be dealt with at the Stage 2 Technical Details Consent stage of the process.

Policy EN19 'Waste' states proposals must be consistent with the principles of the waste hierarchy (prevention, reduction, re-use, recycling, energy recovery, and disposal). Measures to

address ground conditions would be dealt with at the Stage 2 Technical Details Consent stage of the process.

Policy DM1 'Development Management' all development should have regard the following specific issues:-

- Appropriate siting, layout, scale, form, massing, materials and detail;
- Impact on the surrounding areas in terms of the design, scale and appearance of the proposed development. Development should have regard to the character of the surrounding area;
- Effects on amenity, including privacy, light, noise, vibration, air quality, odours, litter, vermin, birds, road safety and traffic generation. This could also include proposals which would be sensitive to existing environmental conditions, such as noise;
- Community safety and crime prevention;
- Design for health;
- Adequacy of internal accommodation and external amenity space;
- Refuse storage and collection;
- Vehicular access and car parking;
- Effect on biodiversity, archaeological or built heritage;
- Green infrastructure;
- Flood risk and drainage.

These matters have all been considered and assessed as part of the detailed analysis of the application. In addition to the proposal has been assessed against the Council's space standards.

As set out within the issues section of this report below, the principle of residential development for up to 6 dwellings is considered to accord with these policies.

Saved UDP policies

Policy DC 7.1 (New Housing Development) seeks to ensure new housing is accessible at ground floor level for disabled people where this is practical.

Policy GO5 (Housing Areas) identifies sites that are allocated for new residential development and will contribute to the regeneration of Gorton North and South and the Plan's overall housing land availability. The site of the former Jubilee Works on Constable Street to the west and south of the site was identified on the proposals map as an allocated housing site, and has subsequently been developed for residential purposes .

Other material policy considerations

Guide to Development in Manchester Supplementary Planning Document (2007) and Technical Guidance (2015)

The Guide to Development in Manchester - Supplementary Planning Document and Planning Guidance (SPD) was originally adopted on 11 April 2007. The document reflects and provides guidance on the importance of creating attractive, well-designed, well-maintained neighbourhoods. It includes a set of reasoned principles which will guide developers, designers and residents to the sort of development which is anticipated in Manchester.

In addition, technical guidance for developers was published in December 2015. It is composed of two documents, GD03 Environmental Protection and GD05 Planning and Noise.

These documents reflect and provide guidance on the importance of creating attractive, well-designed, well-maintained neighbourhoods. It includes a set of reasoned principles which will guide developers, designers and residents to the sort of development which is anticipated in Manchester.

Manchester Residential Quality Guidance (2016)

This is a material planning consideration in the determination of planning applications and weight should be given to this document in decision making. The purpose of the document is to outline the consideration, qualities and opportunities that will help to deliver high quality residential development as part of successful and sustainable neighbourhoods across Manchester. Above all the guidance seeks to ensure that Manchester can become a city of high-quality residential neighbourhood and a place for everyone to live.

The document outlines nine components that combine to deliver high quality residential development, and through safe, inviting neighbourhoods where people want to live. These nine components are as follows:

- Make it Manchester;
- Make it bring people together;
- Make it animate street and spaces;
- Make it easy to get around;
- Make it work with the landscape;
- Make it practical;
- Make it future proof;
- Make it a home; and
- Make it happen.

Providing for Housing Choice – Supplementary Planning Document and Planning Guidance (2008)

This document sets out in detail the Council's Affordable Housing Strategy and sets out the rationale for the target proportion of affordable housing and tenure mix.

Manchester's Great Outdoors – a Green and Blue Infrastructure Strategy for Manchester (2015)

Adopted in 2015, the vision for the strategy is that 'by 2025 high quality, well maintained green and blue spaces will be an integral part of all neighbourhoods.

There are four objectives in order to achieve this vision which relate to quality and function of green and blue infrastructure; its use as a component of new development; improving access and connectivity and promoting wider understanding and awareness of its benefits.

Residential Growth Strategy (2016)

The Strategy aims to ensure that there is the right quality, mix and type of housing in the right locations to meet demand and changing demographics, develop neighbourhoods of choice and improve equality amongst the City's residents in terms of housing choice, quality and affordability in order to develop strong communities.

In addition, the Strategy sets out the aim to "increase supply and density and the conurbation core on brownfield sites within the Northern and Eastern Gateways.

Manchester Climate Change Framework: 2020-2025 and Manchester Zero Carbon Framework (2020):

In November 2018, Manchester City Council made a series of commitments, informed by the Manchester Climate Change Agency's (MCCA) work with the world-renowned Tyndall Centre for Climate Research based at University of Manchester. The key commitments are well documented and work towards the city becoming zero carbon by 2038, significantly accelerated from the original target of 2050.

A draft Manchester Zero Carbon Framework has been developed which sets out the City's overarching approach to meeting its science-based climate change targets over the period

2020-38 and draft action plans for the period 2020-22 are being developed by the Council and other strategic organisations and sectors.

On 10 July 2019, a motion asking Manchester City Council to formally declare a climate emergency was unanimously agreed. In March 2020 the Executive adopted the Manchester Climate Change Framework 2020-2025. The five-year framework sets out measures that MCC will take in order to reduce carbon emissions from its buildings, energy use and transport.

East Manchester Strategic Regeneration Framework

East Manchester Strategic Regeneration Framework's broad aim is to regenerate this area of the city. It identified the need to create sustainable communities; secure the highest standards of physical redevelopment; ensure that development was commercially viable and geared to generating and extending housing choice to a wider cross section of the community; recognising the history of East Manchester; recognising the importance of natural features and enhancing physical and visual connections .

The SRF was refreshed to create a framework for 2008-2018 and specific objectives relating to Gorton(East) (within which the application site is located) included the promotion of a neighbourhood improvement area. The application currently under consideration has the potential to aid the delivery of this objective.

Eastlands Regeneration Framework (March 2019)

The framework builds on the East Manchester SRF and remains in draft.

Other legislative requirements

Section 149 Equality Act 2010 provides that in the exercise of all its functions the Council must have regard to the need to eliminate discrimination, advance equality of opportunity and foster good relations between person who share a relevant protected characteristic and those who do not. This includes taking steps to minimise disadvantages suffered by persons sharing a protect characteristic and to encourage that group to participate in public life. Disability is a protected characteristic.

Section 17 Crime and Disorder Act 1998 provides that in the exercise of its planning functions the Council shall have regard to the need to do all that it reasonably can to prevent crime and disorder.

Issues

Principle

The area consists of a variety of housing stock, with rows of traditional Victorian terraced housing to the north and east of the site and a recently built two storey housing development lying to the west and south of the property. Given that the site is located within a predominantly residential area, the principle of residential development is considered to be acceptable.

Quantum of development

Whilst a Stage 1 permission in principle application does not require a layout plan to form part of the submission an indicative layout has been provided in order to demonstrate that 6 dwellings with associated off street parking provision could be accommodated on this site. Consideration has been given to the density of development proposed , and it is considered that the number of units can be accommodated within the site without giving rise to significant impacts to residential and visual amenity of the adjoining occupiers, or adversely impacts of the character of the adjacent streets.

Residential and visual amenity

Whilst the supporting statement states the proposed development would respect the character and appearance of the application site and surrounding area, the only matters under consideration as part of Stage 1 permission in principle are location, land use and amount of development. However, as stated above it is considered that the number of dwellings proposed could be designed to ensure that the development would not give rise to significant impacts to residential and visual amenity locally. Detailed designs would form part of the Stage 2 Technical Details Consent stage of the process.

Pedestrian and Highway Safety

It is not considered that the proposed dwellings would generate such significant levels of traffic or concentrated traffic movements so as to prove detrimental to the levels of pedestrian and highway safety along Constable Street and Western Street.

Space Standards

Manchester Residential Quality Guidance provides guidance on space standards within residential dwellings. The supporting statement accompanying this application indicates that the development of two storey 2 bed dwellings on this site would accord with this guidance.

Car Parking

The indicative layout accompanying the application demonstrates that the development of 6 dwellings can accommodate off street parking within the curtilage of the proposed properties. In addition, it is noted that the site benefits from good public transport facilities (bus and train) in walking distance of the site which will potentially ease pressure requirements for off street parking spaces.

Waste Storage

The details will be submitted as part of the Technical Details application.

Air Quality

The erection of 6 dwellings in this location would not have an unduly detrimental impact upon the air quality experienced in the vicinity of the site. A construction management plan would be a requirement of any Technical Details application to ensure that dust suppression measures are implemented while the development is being built, together with a requirement for the installation of electric charging points for vehicles.

Conclusion

The proposed scheme offers an opportunity to bring forward a sustainable development of family housing, to meet the needs of the city. In terms of the creation of additional households in this location, it is not considered that the comings and goings associated with the dwellings would have an unduly detrimental impact upon air quality.

Human Rights Act 1998 considerations

This application needs to be considered against the provisions of the Human Rights Act 1998. Under Article 6, the applicants (and those third parties, including local residents, who have made representations) have a right to a fair hearing and to this end the local planning authority must give full consideration to their comments.

Protocol 1 Article 1, and Article 8 where appropriate, confer(s) a right of respect for a person's home, other land and business assets. In taking account of all material considerations, including

Council policy as set out in the Core Strategy and saved policies of the Unitary Development Plan, the Director of Planning, Building Control & Licensing has concluded that some rights conferred by these articles on the applicant(s)/objector(s)/resident(s) and other occupiers and owners of nearby land that might be affected may be interfered with but that that interference is in accordance with the law and justified by being in the public interest and on the basis of the planning merits of the development proposal. She believes that any restriction on these rights posed by the recommendation given is proportionate to the wider benefits of and that such a decision falls within the margin of discretion afforded to the Council under the Town and Country Planning Acts.

Recommendation: Approve

Article 35 Declaration

The Local Planning Authority has acted positively in determining this application, in accordance with paragraph 38 of the National Planning Policy Framework by assessing the proposal against relevant planning policies and all material considerations. The nature of the scheme has not necessitated further discussions with the applicant.

Condition(s) to be attached to decision for approval OR Reasons for recommendation to refuse

1.The Stage 1 Permission in Principle hereby granted relates to the erection of up to 6 dwellings on land at the junction of Constable Street and Western Street , Gorton.

2.You are advised that an application for approval of Technical Details Consent must be made not later than the expiration of three years beginning with the date of this permission.

Appendix 1 – List of consultees & neighbours notified

Highway Services
Environmental Health
MCC Flood Risk Management

20 Constable Street, Manchester, M18 8QE
37 Constable Street, Manchester, M18 8GD
33 Western Street, Manchester, M18 8GG
15 Constable Street, Manchester, M18 8GD
11 Constable Street, Manchester, M18 8GD
22 Western Street, Manchester, M18 8GG
20 Western Street, Manchester, M18 8GG
18 Constable Street, Manchester, M18 8QE
31 Western Street, Manchester, M18 8GG
24 Constable Street, Manchester, M18 8QE
32 Constable Street, Manchester, M18 8QJ
30 Constable Street, Manchester, M18 8QJ
28 Constable Street, Manchester, M18 8QJ
26 Constable Street, Manchester, M18 8QE
22 Constable Street, Manchester, M18 8QE
8 Butterson Drive, Manchester, M18 8GZ
6 Butterson Drive, Manchester, M18 8GZ
4 Butterson Drive, Manchester, M18 8GZ
3 Butterson Drive, Manchester, M18 8GZ
2 Butterson Drive, Manchester, M18 8GZ
1 Butterson Drive, Manchester, M18 8GZ
35 Western Street, Manchester, M18 8GG
24 Western Street, Manchester, M18 8GG
18 Western Street, Manchester, M18 8GG
Flat 2, 12 Constable Street, Manchester, M18 8QE
Flat 1, 12 Constable Street, Manchester, M18 8QE
10 Constable Street, Manchester, M18 8QE
35 Constable Street, Manchester, M18 8GD
29 Western Street, Manchester, M18 8GG
27 Western Street, Manchester, M18 8GG
25 Western Street, Manchester, M18 8GG
23 Western Street, Manchester, M18 8GG
7 Constable Street, Manchester, M18 8GD
39 Constable Street, Manchester, M18 8GD
36 Constable Street, Manchester, M18 8QJ
34 Constable Street, Manchester, M18 8QJ
8 Constable Street, Manchester, M18 8QE
6 Constable Street, Manchester, M18 8QE
16 Constable Street, Manchester, M18 8QE
14 Constable Street, Manchester, M18 8QE

Appendix 2 – Planning constraints

Article 4 Direction - Removal Of PD Rights Change Of Use From Class C3 To Class C4
Aircraft Safeguarding Zone - Aircraft Safeguarding Zone - All Exceeding 90M
Coal Authority - Development Low Risk - Name: DEVELOPMENT_LOW_RISK_AREA

Historic Landfill Site 250m Buffer -
Historic Landfill Site 250m Buffer -
Area Team Boundary - Name: NORTH AREA