

Planning Statement

Abbey Hey Clinic
Constable Street
Abbey Hey
Manchester
M18 8GD

Permission in Principle
Application for up to 6
no. residential dwellings

August 2022



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1.0 INTRODUCTION

This Supporting Planning Statement has been prepared by NHS Property Services Limited ('NHS PS') in support of a Stage 1 Permission in Principle (PiP) application for the erection of up to 6 no. dwellings (the proposed development) at Abbey Hey Clinic, Constable Street, Abbey Hey, Manchester, M18 8GD.

NHS Property Services (NHSPS) manages, maintains and improves NHS properties and facilities, working in partnership with NHS organisations to create safe, efficient, sustainable and modern healthcare environments. NHSPS has a clear mandate to provide a quality service to its tenants and minimise the cost of the NHS estate to those organisations using it. Any savings made are passed back to the NHS.

Accordingly, this Supporting Planning Statement describes the site and its context including reference to relevant planning history, identifies relevant national and local planning policy and other material considerations, and provides a detailed assessment on planning policy considerations for a re-development option of residential dwellings. This Statement concludes that the proposal fully complies with the National Planning Policy Framework, policies within the Manchester Core Strategy (2012-2027) (adopted July 2012) and The Manchester Unitary Development Plan (adopted 1995) (Saved Policies). It demonstrates that all criteria required to grant 'permission in principle' for residential development have been robustly satisfied.

This Statement should be read in conjunction with the submitted application package which includes the following documents:

- Completed PiP form
- Location Plan (Ref.ABHC03_2557)

The submitted documents are sufficient for the validation of the Stage 1 PiP application.

2.0 SITE DESCRIPTION

The application site is located within the ward of Gorton & Abbey Hey, within the administrative area of Manchester City Council and is circa 430m northeast of Gorton District Centre.

The Site forms the corner of Western Street and Constable Street. The broadly rectangular 0.1Ha site comprises a part single and part two storey building with a flat roof. The Health Clinic is accessed via Constable Street to the east, where car parking spaces are located.

The site does not feature designated heritage assets, including Listed Buildings, nor is within a Conservation Area. The site is in a low flood risk zone (Flood Zone 1).

The site is located within an existing residential area. The dwellings to the north, on Western Street, and to the east of the site on Constable Street are characterised by pre-war residential terraced properties. To the west and south is a new housing development, which comprises two storey residential properties. Further west there is a public footpath and a park area known as King George V Playing Fields. Further south of the site there is a multi-storey block of flats and associated open grassed areas.

The nearest train station is Gorton Train Station (approx. 230m northwest of the site), which has services to Manchester Piccadilly and Rose Hill Marple. The nearest bus stop is approx. 90m southeast of the site on Abbey Hey Lane (Lees Street), which has services to Ashton-under-Lyne and Abbey Hey. Approx. 145m southeast of the site on Abbey Hey Lane (Lees Street), there are bus services to Stockport, Levenshulme, Kingston, East Didsbury, The Trafford Centre and Gorton. The site also lies close to the two main radial routes into the City Centre, Ashton Old Road and Hyde Road.

3.0 PLANNING HISTORY

Site Specific

Planning records for the site, made available online by Manchester City Council identify the following:

Planning Ref.	Application	Planning proposal	Planning decision
058148/FO/NORTH2/99		Formation of disabled access to clinic with elevational alterations to front.	Approved with Conditions 11 th Jan 2000.
023817		NOTICE OF INTENDED CROWN DEVELOPMENT Erection of a 2.75m. high security fence with gates.	No Objection 13 th March 1985.
023324		NOTICE OF INTENDED CROWN DEVELOPMENT Erection of a small boiler house and associated works in connection with the proposed new heating and hot water system.	No Objection 6 th Feb 1985.
F09525/CIR		NOTICE OF INTENDED CROWN DEVELOPMENT Erection of a single storey extension to form additional Consulting Room and Office for Nurses.	Approved 6 th Dec 1978.

Contextual Planning Applications

The following contextual applications provide an understanding of residential development that has been approved within the vicinity.

Jubilee Works, Constable Street, Gorton

Planning Ref.	Application	Planning proposal	Planning decision
087972/FO/2008/N2		Revised application for the erection of 34 No. x 2 storey houses with associated landscaping and car parking (amendment to previous planning permission 084665/FO/2007/N2).	Approved with conditions 6 th May 2009.
084665/FO/2007/N2		Erection of 20 apartments in 4 storey block and 54 houses of 2 and 3 storeys in height, with associated works including creation of new vehicular access points onto Constable Street and Western Street and landscaping (Amended scheme).	Approved with conditions 3 rd October 2008.
053748/OO/CENTL2/98		Renewal of outline planning application 047042 for residential development.	Approved with conditions 24 th March 1998.
047042/RO/CENTL3/95		Renewal of outline planning permission ref F40851 for residential development.	Approved with conditions 9 th Mar 1995
040851		Residential development after demolition of existing buildings.	Approved with conditions 11 th June 1992.

Land At Constable Street, Manchester, M18 8QQ

Planning Ref.	Application	Planning proposal	Planning decision
121156/FO/2018		Proposed erection of 5 no. two bedroom bungalows with associated car parking, amenity space and boundary treatments.	Approved with Conditions 15 th Feb 2019.

Land On Constable Street South of Monmouth Street, Manchester, M18 8QQ

Planning Ref.	Application	Planning proposal	Planning decision
116918/FO/2017		Erection of a two storey building to form 20 no. one bedroom flats with communal facilities and associated parking, amenity space, bin storage and boundary treatment for use as Learning Disabled Units.	Approved with Conditions 19 th October 2017.

4.0 PERMISSION IN PRINCIPLE

The Permission in Principle (PiP) consent route is an alternative way of obtaining planning permission for housing-led development, which separates the consideration of matters of principle for proposed development from the technical detail of the development.

The relevant legislation and guidance for this route is taken from the following:

- Town and Country Planning (Permission in Principle) (Amendment) Order 2017; and
- National Planning Policy Guidance (PPG) – Permission in Principle.

Process

The 'Permission in Principle' (PiP) consent route has two stages:

- **Stage 1:** Permission in Principle (PiP), establishes whether a site is suitable for housing-led development;
- **Stage 2:** Technical Details Consent (TDC), assesses the detailed development proposals, such as design appearance and layout.

Proposals are determined in accordance with the Development Plan and the National Planning Policy Framework (the Framework). Although the scope of the local planning authority

assessment of the first stage (Stage 1) is limited to **location, land use and amount of development**.

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. In addition, local authorities cannot list the information they require for applications for permission in principle in the same way they can for applications for planning permission (Paragraph: 012 Reference ID: 58-012-20180615).

Applications are to be determined in accordance with the Development Plan and other material considerations such as national policy, where they relate to the ‘in principle’ matters of development. Policies related to technical matters do not represent valid considerations for the purposes of a Stage 1 application.

5.0 PROPOSED DEVELOPMENT

The application proposes permission in principle for residential development on the site, featuring a total of 6 dwellings. In accordance with the Town and Country Planning (Permission in Principle) Order 2017 (as amended), the matters which can be considered by the Local Planning Authority in determining whether or not to grant Permission in Principle are limited to the location of development, the land use proposed and the amount of development proposed.

The description of development as stated within the application form is as follows:

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

NHSPS are seeking to establish the acceptability of the principle of the change to a residential-led use and the quantum of development that is likely to be considered appropriate on the Site. The application site is of a size (0.1ha) which would accommodate the construction of up to 6 dwellings whilst appropriately respecting the character and appearance of the application site and surrounding area.

This permission in principle application does not technically require the submission of a supporting layout plan. However, in the interests of clarity, NHS PS have provided a proposed

site layout plan which can be used to illustrate the layout and siting of 6no. dwellings on the site.

The indicative proposed site plan demonstrates how 6 dwellings can be appropriately accommodated within the site. These would each benefit from car parking spaces and have sufficient space for turning. A residential use would likely reduce existing traffic to this site.

Given 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; should the Site be declared surplus to requirements, it should be considered suitable for new residential development.

The proposed development provides an opportunity to optimise the use of this previously developed land, which, as well as making a clear contribution to the environmental, social and economic aspects of the Site and surrounding area.

All of the residential units annotated in the indicative layout plan would meet national internal space standard requirements and provide sufficient outdoor amenity space in accordance with national and local planning policy requirements (Paragraph 130 of the NPPF, Policy H1 of The Manchester Core Strategy (2012 to 2027) (adopted July 2012) and Manchester Residential Quality Guidance (2016) SPD.

The proposal therefore provides an appropriate response to the site's conditions and location providing a residential use consistent with the surrounding context, whilst making efficient use of the entire site.

6.0 PLANNING POLICY CONTEXT

This section identifies national and local policy and guidance relevant to the assessing the principle of residential use.

Relevant National Planning Policy and Guidance:

- The National Planning Policy Framework (NPPF); and
- Planning Practice Guidance.

Relevant Local Planning Policy Documents and Guidance:

- The Manchester Core Strategy (2012-2027) (adopted July 2012);
- Manchester Proposals Map (2012); and
- The Manchester Unitary Development Plan (adopted 1995) (Saved Policies).

National Planning Policy Framework (2021)

The National Planning Policy Framework (NPPF) was updated in 2021 and sets out the Government's overarching economic, environmental and social planning policies for England and how these are expected to be applied. The NPPF does not change the statutory status of the Development Plan as the starting point for decision making; however, it is a material consideration for Local Planning Authorities (LPA) in the determination of planning applications.

The NPPF promotes sustainable development, which is set out in Paragraph 8. With regard to the economic, social and environmental roles of the planning system, it reads as follows:

“a) an economic objective – to help build a strong, responsive and competitive economy, by ensuring that sufficient land of the right types is available in the right places and at the right time to support growth, innovation and improved productivity; and by identifying and coordinating the provision of infrastructure;

b) a social objective – to support strong, vibrant and healthy communities, by ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generations; and by fostering well-designed, beautiful and safe places, with accessible services and open spaces that reflect current and future needs and support communities' health, social and cultural well-being; and

c) an environmental objective – to protect and enhance our natural, built and historic environment; including making effective use of land, improving biodiversity, using natural resources prudently, minimising waste and pollution, and mitigating and adapting to climate change, including moving to a low carbon economy.”

Paragraph 11 of the NPPF states that *“Plans and decisions should apply a presumption in favour of sustainable development.*

For decision-taking this means:

c) approving development proposals that accord with an up-to-date development plan without delay.”

Paragraph 38 of the NPPF directly refers to Permission in Principle applications stating, *“Local planning authorities should approach decisions on proposed development in a positive and creative way. They should use the full range of planning tools available, including brownfield registers and permission in principle, and work proactively with applicants to secure developments that will improve the economic, social and environmental conditions of the area. Decision-makers at every level should seek to approve applications for sustainable development where possible”*

Paragraph 69 of the NPPF states *“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;*
- 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 119 of the NPPF states that *“planning policies and decisions should promote an effective use of land in meeting the need for homes and other uses, while safeguarding and improving the environment and ensuring safe and healthy living conditions.”*

Paragraph 120 of the NPPF advises that ‘substantial weight’ should be given to using suitable brownfield land within settlements for homes and that the development of under-utilised land and buildings should be promoted and supported.

Paragraph 130 of the NPPF states *“Planning policies and 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;*
- c) are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities);*
- d) establish or maintain a strong sense of place, using the arrangement of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit;*
- e) optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development (including green and other public space) and support local facilities and transport networks; and*
- f) create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users; and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience.”*

Planning Practice Guidance: Permission in Principle (2019)

The Planning Practice Guidance is a web-based resource for all material relating to planning. The guidance and policies published form a material consideration for any planning application decision.

The Manchester Core Strategy (2012-2027) (adopted July 2012)

The following policies from the Manchester Core Strategy are considered relevant to the determination of this application for permission in principle:

Policy SP1 (Spatial Principles) sets out the principles to guide the strategic development of Manchester to 2027. Outside of the Regional Centre, the Policy emphasises on the creation of neighbourhoods of choice, providing high quality and diverse housing around district centres which meet local needs. The Policy states that majority of new residential development in these neighbourhoods will be in the Inner Areas defined, including East Manchester. The Policy further states that 90% of residential development will be on previously developed land

and seeks to encourage the re-use of vacant buildings, including the renewal areas characterised by poor quality housing.

Policy H 1 (*Overall Housing Provision*) states the Council will provide for approximately 60,000 new dwellings between 2009 and 2027. This equates to an average of 3,333 units per year. The Policy states that new housing will be predominately in the North, East, City Centre and Central Manchester areas falling within the Regional Centre and Inner Areas of Manchester and that 90% of residential development will be on previously developed land. The Policy further states that the type, size and tenure of the housing mix will be assessed on a site-by-site basis and be influenced by local housing need and economic viability.

Policy H 4 (*East Manchester*) states that East Manchester, over the lifetime of the Core Strategy, will accommodate around 30% of new residential development. Priority will be given to family housing and other high value, high quality development where this can be sustained. The Policy further states that high density housing will be permitted within the parts of East Manchester fall within the Regional Centre which are adjacent to the City Centre such as Gorton district centres, as part of mixed-use schemes. The Site is circa 240m northeast of Gorton District Centre.

Policy EN 1 (*Design Principles and Strategic Character Areas*) states that all development will be expected to follow the seven principles of urban Design and having regard to the strategic character area in which the development is located. The seven design principles are listed below:

- Character: a place with its own identity
- Continuity and enclosure: a place where public and private places are clearly distinguished
- Quality of the public realm: a place with attractive, and successful outdoor areas
- Ease of movement: a place that is easy to get to and move through
- Legibility: a place that has a clear image and is easy to understand
- Adaptability: a place that can change easily
- Diversity: a place with variety and choice.

Policy DM1 (*Development Management*) states that all development should have regard to the following specific issues for which more detailed guidance may be given within a

supplementary planning document:

- Appropriate siting, layout, scale, form, massing, materials and detail
- Impact on the surrounding areas in terms of the design, scale and appearance of the proposed development
- Effects on amenity, including privacy, light, noise, vibration, air quality, odours, litter, vermin, birds, road safety and traffic generation
- Accessibility: buildings and neighbourhoods fully accessible to disabled people, access to new development by sustainable transport modes
- Community safety and crime prevention
- Design for health
- Adequacy of internal accommodation and external amenity space
- Refuse storage and collection
- Vehicular access and car parking
- Effects relating to biodiversity, landscape, archaeological or built heritage
- Green Infrastructure including open space, both public and private
- The use of alternatives to peat-based products in landscaping/gardens within development schemes
- Flood risk and drainage
- Existing or proposed hazardous installations

Policy T 2 (*Accessible areas of opportunity and need*) states that the LPA will take the circumstances of each proposal into account to establish what level of car parking is appropriate.

Manchester Unitary Development Plan 1995 (saved 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. Jubilee Works, Constable Street is identified on this list and on the proposals map as an allocated housing site.

Places for Everyone (Joint Development Strategy): Publication Stage (Emerging)

Policy JP- Strat 5 (Inner Areas) states that, *“The continued regeneration of the inner areas will be promoted and will be linked to reducing levels of deprivation and poverty and supporting the improved health and wellbeing of the communities. High levels of well-designed new development will be accommodated in this highly accessible and sustainable location, prioritising the use of previously developed land.”*

Policy JP- S1 (Sustainable Development) states that, *“preference will be given to using previously-developed (brownfield) land and vacant buildings to meet development needs.”*

Policy JP- H1 (Scale, Distribution and Phasing of New Housing Development) Table 7.1 defines the land supply and demonstrates that brownfield land will be the predominant source of land over the plan period. The phasing of development is set out in Table 7.2

Policy JP- H4 (Density of New Housing) sets out the minimum net residential densities. The site falls within 800 metres of a Designated Town Centre (circa 430m northeast of Gorton District Centre). The site also falls within 400 metres of other rail stations and frequent services (Gorton Train Station is approx. 230m northwest of the site). The policy further states that in order to achieve an appropriate mix of housing across the plan area these densities set out should be delivered as 35-70 dwellings per hectare primarily for houses.

Policy JP C 7 (Transport Requirements of Development) requires new development to be located and designed to enable and encourage walking, cycling and public transport use, to reduce the negative effects of car dependency, and help deliver high quality, attractive, liveable and sustainable environments. The authority will do this by reducing the need to travel by ensuring that community facilities, services and amenities are provided within the site or within walking distance of new development.

Supplementary Planning Document and Guidance: Manchester Residential Quality Guidance (2016)

The Manchester Residential Quality Guidance states that *“Space standards within dwellings should comply with the National Described Space Standards as a minimum and should seek*

to exceed standards, where possible.” The document refers to the use of a combination of the Nationally Described Space Standards and London Housing Design Guide Space standards to form Manchester’s space standards (SS) for residential developments.

The amount of floor space proposed for each 2-storey dwelling (70 m² and 80m² for the 2 beds respectively) complies with this guidance.

7.0 PLANNING POLICY ASSESSMENT

The application seeks Permission in Principle for the erection of up to 6 dwellings on Site. In accordance with the Town and Country Planning (Permission in Principle) Order 2017 (as amended), the matters which can be considered by the Local Planning Authority in determining whether or not to grant Permission in Principle are limited to the location development, the land use proposed and the amount of development proposed.

Location of Development

The Site is located within the East Manchester Inner area which is identified as an area where new housing will be predominately focused (Core Strategy Policy H 1).

The Site is located within an existing predominately residential area and is in a low flood risk zone (Flood Zone 1). Contextually to the immediate west and south there is a housing allocation (Jubilee Works, Constable Street). There have been planning consents for residential development on this site.

The site is previously developed, brownfield land and the re-use of the site is therefore supported by **Para 120** of the NPPF (2021) which states that ‘substantial weight’ should be given to using suitable brownfield land within settlements for homes. In addition, the approach would be supported by Policy H 1 and Policy SP1 of the Manchester Core Strategy (2012-2027) (adopted July 2012), which seek to encourage development on previously developed land and the re-use of vacant buildings, including the renewal areas characterised by poor quality housing.

Land Use Proposed

The proposed residential use will be compatible with surrounding development, which is predominately residential. A residential use would likely reduce existing traffic to this site.

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

The provision of 6 residential units within this sustainable brownfield location would support the National and Local Policy objectives to make the most effective and efficient use of the previously developed site.

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

Amount of Development Proposed

The proposed indicative layout demonstrates that the site can accommodate a total of 6 residential dwellings. All of the dwellings annotated in the indicative layout plan would meet national internal space standard requirements and provide sufficient outdoor amenity space in accordance with national and local planning policy requirements (Paragraph 130 of the NPPF, Policy H1 of The Manchester Core Strategy (2012 to 2027) and Manchester Residential Quality Guidance (2016) SPD). In addition, the site would be able to ensure the layout of units can provide sufficient car parking and not impact adversely on the amenity of future occupiers and the existing neighbours, through sufficient access, light and privacy.

The area of the site measures approximately 0.1 hectares in size, which is sufficient to accommodate the amount of development proposed.

Paragraph 69 of the NPPF states that local authorities should identify land to accommodate at least 10% of their housing requirement on small and medium-sized sites no larger than one

hectare as these can make an important contribution to meeting local housing requirements and are often built-out relatively quickly. The site would contribute to meeting this requirement for small sites considering it is a 0.1 ha size.

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

As noted above, this application is for permission in principle (**Stage 1**) therefore the scope of consideration is limited to **location, land use and amount of development**.

Although NHSPS appreciate that other considerations are not a requirement for determination at this particular stage (Stage 1), an indicative proposed site plan is provided within this application, which address other relevant technical considerations, which would be applicable at a later stage (Stage 2):

- **Highways and Car Parking**

The proposal provides sufficient off-street car parking for 6 dwellings with space for turning. The change of use to residential would have no greater impact on the traffic movement.

8.0 CONCLUSION

This Stage 1 PiP application seeks for Manchester City Council to consider the submission in the context of **location, land use and amount** of development. Other relevant technical considerations are not applicable at this stage; however, an indicative proposed site plan has been provided to show how the proposed development relates with the site's physical, social and environmental context, whilst reflecting the requirements of relevant national and local planning policies.

The Site is located within the East Manchester Inner area which is identified as an area where new housing will be predominately focused (Core Strategy Policy H 1).

The Site is located within an existing predominately residential area and in a low flood risk zone (Flood Zone 1). The proposed residential use will be compatible with the established neighbouring uses.

The site is previously developed 'brownfield' land, which is currently occupied by a building that does not make a positive contribution in terms of its design or appearance. Should the Site become surplus to NHS operational requirements, the monies from the receipt of its sale will be re-invested into the NHS.

The site measures 0.1 ha in size and the proposed development is up to 6 dwellings. The proposed development is proportionate in scale.

Overall, the proposed development provides an opportunity to optimise the use of this previously developed land, which, when surplus to NHS operational requirements, will be making a clear contribution to the environmental, social and economic aspects of the Site and surrounding area. It is considered that the development of the application site with a residential development scheme is wholly supported by Policies contained within Manchester's Development Plan and the National Planning Policy Framework with regards to the 'permission in principle' by virtue of its location, land use and amount.

For the reasons identified within this Statement, it is considered that PiP for the proposed development should be granted, and the application is commended to the authority.