

Planning, Design, Access & Heritage Statement

in support of the planning application for

Erection of a detached dwelling on land at Dukefield Street, Northenden, Manchester M22 4WQ



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1 Introduction

1.1 This statement provides the comprehensive planning, design, access and heritage assessment in support of the application for a detached house on a former builder's yard. The statement has been drawn up with regard to the Historic England publication entitled "Conservation Principles, Policies and Guidance".

1.2 The heritage assessment is undertaken within the statement and then incorporated into the overall planning assessment explaining the merits of the proposal.

2 Proposal

2.1 The application has been formulated following permission for a pair of semi-detached houses and the decision of the owner to occupy the development.

2.2 The house has therefore been designed to meet the applicant's requirements, whilst enhancing the area, by creating a characterful building which pays due regard to the surrounding pattern and appearance of development.

2.3 The new house will provide five-bedroom accommodation, within a three-storey building, the upper floor of which is contained discretely within the roof. The design makes the good use of this brownfield site and provides an appropriate balance between site coverage, scale, parking and amenity space while protecting the amenity of neighbours.

3 Site and Surroundings

3.1 The application site is a builders' yard which is used for storage of materials, but is no longer required for this purpose. It shares an access with other residential properties off Dukefield Street, which connects with Royle Green Road.

3.2 The site is in a predominantly residential area, 350m from the centre of Northenden, which has a wide range of shopping and social facilities, as well as excellent public transport links.

4 Relevant Planning History

4.1 The site has a long history of use as a builders' yard and was granted planning permission for a pair of semi-detached dwellings on 11th February 2021 (129138/FO/2021) which remains extant.

5 Community Engagement

5.1 The applicant undertaken pre-application consultation with immediate neighbours around the site on the previous proposal, which served to guide the final details of that application. Those comments have also been used to guide this proposal.

6 Relevant Planning Policies and Considerations

National Planning Policy Framework 2021 (NPPF)

6.1 The NPPF sets out the Government's planning policies for England and how they are expected to be applied. It sets out the requirements for the planning system and explains that the purpose of the system is to contribute to the achievement of sustainable development. There are three mutually dependent dimensions to sustainable development: economic, social and environmental and there is a presumption in favour of sustainable development.

6.2 The NPPF also provides guidance on building a strong competitive economy, good design, adapting to climate change and conserving the historic environment, all of which are relevant considerations which have been taken into account in formulating the application.

6.3 The NPPF explains that planning applications must be determined in accordance with the development plan, unless material considerations indicate otherwise.

6.4 The proposed development meets the test of sustainable development as set out in the NPPF as follows:

Economic role – the proposal will provide an economic benefit by sustaining local employment in construction, providing a more efficient use of urban land without having to provide new infrastructure. The resulting residential

accommodation will help sustain the local housing market and provide on-going benefit to the local economy.

Social role – the dwelling will meet the housing needs of a large family in a highly accessible location close to a wide range of facilities and employment opportunities.

Environmental role – The proposal will redevelop and regenerate a disused brownfield site, which is in a highly sustainable location. It will create a high quality, sustainable addition to the historic environment which will enhance the conservation area. New planting will be undertaken to enhance the development when complete.

Manchester Core Strategy

6.5 The Core Strategy Policy SO3 supports the principle of high quality housing at the site, as it is located in a highly sustainable location and helps meet housing need and supports economic growth.

6.6 Policy S06 seeks to protect and enhance both the natural and built environment of the City and ensure the sustainable use of natural resources, in order to mitigate and adapt to climate change etc and the application is fully in accord with this.

6.7 Policy H6 proposes that South Manchester will accommodate around 5% of new residential development over the lifetime of the Core Strategy, as the built up nature of the area constrains the availability of housing land.

6.8 Policy EN 1 provides Design Principles and expects development to follow the seven principles of urban design:

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

6.9 Design and Access Statements submitted with proposals for new development must clearly detail how the proposed development addresses the design principles, reinforces and enhances the local character of that part of the City and supports the achievement of the Core Strategy Strategic Objectives.

6.10 Policy EN 3 Heritage explains that the Council will encourage development that complements and takes advantage of the distinct historic and heritage features of its districts and neighbourhoods. New developments must be designed so as to support the Council in preserving or, where possible, enhancing the historic environment, the character, setting and accessibility of areas and buildings of acknowledged importance, including scheduled ancient monuments, listed buildings, registered parks and gardens, conservation areas and archaeological remains. Proposals which enable the re-use of heritage assets will be encouraged where they are considered consistent with the significance of the heritage asset.

6.11 Policy EN 4 seeks to reduce CO2 emissions by enabling low and zero carbon development.

6.12 Policy EN 8 expects all new development to be adaptable to climate change in terms of the design, layout, siting and function of both buildings and associated external spaces.

6.13 Policy DM 1 provides Development Management requirements which should be considered, including the following:

- 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.
- 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.
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Manchester Unitary Development Plan (UDP)

6.14 Of the retained UDP policies, DC18.1 deals with Conservation Areas where the Council will give particularly careful consideration to development proposals. The Council will seek to preserve and enhance the character of its designated conservation areas by carefully considering various issues including the following:

- i) the relationship of new structures to neighbouring buildings and spaces;
- ii) the effect of major changes to the appearance of existing buildings;
- iii) the desirability of retaining existing features, such as boundary walls, gardens and trees

Guide to Development in Manchester Supplementary Planning Document and Planning Guidance

6.15 This guidance document was adopted in April 2007 and provides more detailed advice on the form of development expected by the Council.

6.16 All of the above policy and guidance has been carefully considered in the formulation of the application, which is considered to be in conformity with the Development Framework.

7 Heritage Context

7.1 The application site is located within the Northenden Conservation Area. In order to assess the impact of the proposals, it is first of all necessary to understand the significance and level of importance of the heritage asset. This assessment needs to be proportionate to the development as explained in paragraph 194 of the NPPF:

7.2 In determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets' importance and no more than is sufficient to understand the potential impact of the proposal on their significance.

7.3 The Council 's Conservation Area Character Appraisal is therefore the starting point for this assessment, which provides the following context:

Introduction

The conservation area, which was designated by the City Council in December 1981, covers just over seven hectares centred on the parish church. It extends northwards to include the river banks and southwards to the 19th century shops, houses and other buildings on Church Road and Royle Green Road.

History

Little is known of Northenden's Saxon origins other than that it was one of the few disembarkation points on the Mersey flood plain between Stockport and Stretford. A church was recorded here in the Domesday book of 1086. The village has grown in importance since 1641, when a ferry boat for crossing the River Mersey was installed. In 1642 a ford was also constructed, hence the names Boat Lane and Ford Lane. There was a water mill and, it is rumoured, a public house. The plan form of the village was established with properties being built along the two lanes, which intersected near the church.

Little change occurred for the next two centuries until, by the mid 19th century, market gardens in and around the village supplied food for the rapidly expanding population of Manchester. The only routes to the City were via the ferry boat or the ford until, in 1862, Palatine Road was opened and provided a bridge crossing. Northenden was still a rural village and, towards the turn of the century, good quality semi-detached houses were built for clerks and managers who were able to commute to Manchester on the horse-drawn bus and the tram.

In the 1940s the new suburb of Wythenshawe was largely completed, and by then Northenden's rural character had gone. Palatine Road was developed for shopping and other commercial uses, and slum clearance removed many of the village's early cottages around the church.

The water mill, which had provided a flour-milling service for a wide area, survived until the 1950s. It was situated on the banks of the Mersey where the weir, to create the change in water level and power the machinery, is still in existence.

Northenden and its Buildings Today

Prior to the conservation area designation, many of the older buildings had fallen into disrepair and were demolished in the slum clearance programme. This included a long row of cottages on the north side of Ford Lane. Cottages on the south side had gone much earlier. These losses left a mere skeleton of the former village, but enough still remains to justify the designation of a conservation area.

The 15th century church of St Wilfrid (listed Grade II) was largely rebuilt in 1873-6 by the architect J. S. Crowther, in a modification of the medieval style of the former church. It incorporates the original battlemented tower, and fixtures such as the oak screens of 1527 and a chained bible.*

The former rectory (listed Grade II) to the east of the church is a Georgian three-storey brick house built around 1740 with a two-storey extension built around 1835. It has tall sash windows on the ground floor with shorter ones above. The panelled front door, facing the garden, has a semi-circular fanlight and pilaster doorcase.

Also on Ford Lane and very much older than the old Rectory is Rectory Cottage, which has a cruck frame (paired timbers framing arches supporting roof and walls) but has been the subject of extensive alteration. Across Ford Lane from the church stands a Georgian two-storey brick house known as Northen House (listed Grade II), which was built rather later than the old rectory. Northen House is built right up to the pavement. The sash windows have been replaced, but the original moulded stone doorcase with pilasters and pediment can still be seen. It is believed that some of Cromwell's soldiers stabled their horses in the adjoining outbuildings.

The cottage adjoining Northen House is probably older. It is also two-storey, but is much smaller and lacks the doorcase and fine detailing which can be seen at Northen House.

Royle Green Road contains other old cottages which are of two storeys, with rendered walls and slate roofs. The large gardens recall a time when each cottage had enough space for the occupants to enjoy home-grown produce.

The Tatton Arms Hotel, at the lower end of Boat Lane on the banks of the River Mersey, is a fine example of Edwardian public house architecture on a grand scale. There are interesting brick details and half-timbered gables on this hostelry, which makes a significant visual as well as social contribution to the conservation area. Close to the Tatton Arms on Boat Lane stands its two-storey coach house, now used as a theatre, with two oriel windows at ground floor level and a considerable amount of horizontal brick patterning a significant architectural feature.

Church Road was built up on both sides with terraces of houses and shops, some of which still have their original Victorian and Edwardian shopfronts. Later developments, such as the Spread Eagle Hotel and local Health Centre, have not been ideal neighbours for the older property. However, the police station on Ford Lane is in the character of the old cottages, and was constructed since the designation of the conservation area.

Control of Development

Development control in the Northenden conservation area is aimed at ensuring that development proposals pay attention to its special architectural, historical and visual qualities.

Where the replacement, extension or refurbishment of buildings is contemplated, property owners and developers should be aware of local characteristics which make existing buildings interesting, and ensure that proposals are designed to respect and relate to them. Building heights vary moderately within the area, and heights of proposed developments should be kept within those limits and not greatly exceed the height of their immediate surroundings.

Most development proposals will require planning permission, and even minor works, such as painting the walls of listed buildings and work to trees, will require prior approval of the City Council. Generally the painting of brick or stone should not be undertaken as it can accelerate deterioration of the masonry and adversely affect the appearance and character of the building.

Other works requiring listed building consent include the replacement of windows if they alter the character and appearance of a listed building. The City Planning Officer is willing to give advice on such matters, which should be sought at an early stage, as should advice on any demolition proposals in the conservation area, since these are likely to require consent.

As with all new development, proposals are considered in their context. For example, new buildings may be designed to occupy currently vacant sites or replace existing structures. In order to justify demolition of existing buildings, strong evidence that they are beyond economic repair or physically worn out and not adaptable to present day uses must be given.

A high proportion of the Northenden conservation area is used for housing, and this would generally be an appropriate form of new development. Social and community uses, however, are also well represented, there being several public houses, a club and a community centre, in addition to the church and shops already referred to. Uses such as these, which contribute to the life of the village, would be appropriate in suitable locations within the conservation area.

Development applications may require the preparation of designs shown in relation to an entire street, or as viewed down long vistas, especially if the site is seen from the junction of two streets. This urban design context is vital in conservation areas, and designers of proposed buildings should take account of this rather than preparing a proposal which has no clear relationship with buildings nearby.

New development proposals on Church Road should generally be aligned to the back of the pavement, or have small front gardens, in order to preserve the linear character of the street. Similarly, houses line the pavement on one side of Royle Green Road, whilst on the other the rural character should be preserved by retention of the large cottage gardens.

Trees

The gardens of the houses, and other land surrounding the village, contain a number of trees, and these make a significant contribution to the enjoyment of the conservation area.

Designers of development proposals should take care to ensure that existing attractive, mature trees are retained.

*The Council's explanatory documents go on to provide the following:
Improvement and Enhancement*

Ford Lane and Boat Lane are no longer major highways, and this part of the conservation area forms a quiet backwater. Church Road and its continuation, Royle Green Road, is however a fairly busy road, and the vibration and pollution from the traffic has a damaging effect on the environment of the village.

One of the aims within the conservation area is to encourage the use of traditional styles of shop fronts, fascias, signs and other details which relate to the buildings and to each other. This does not mean that they all have to be identical, but designed within a common framework which enables them to comfortably belong to the village scene. In this respect, the older part of Northenden is relatively harmonious.

It is important that the narrow-fronted character of the older buildings is retained in any new development. This will ensure a vertical rhythm in the street wall when viewed in perspective. The height, scale, colour, form, massing and materials of new buildings and renewed parts of existing buildings should relate to existing retained high-quality buildings, and complement their character. 'Relate to' means having characteristics in common with, but not a copy, which would make no positive contribution to the character of the area. Each building should have a vitality of its own.

Most windows are of the sliding-sash type, and are vertically proportioned, i.e. taller than they are wide. In cases where they have deteriorated beyond repair, replacement windows should be set in the same plane and be of similar design and material to the originals. In new construction work, windows should be set back from the wall faces in order to create deep modelling on the facades.

There is a variety of building materials used in Northenden Village, such as slate, brick, stone, and brick with stone dressings. These solid, traditional materials should be used in preference to cladding, concrete, glass and plastic. Plastic may be used if it is limited to shop signs. Signs should be carefully designed so as not to compete with or conceal the architectural details of buildings. Any security arrangement should not conflict with existing architectural detail and external solid roller shutters will not normally be permitted.

8 Dukefield Street Area - Character Assessment

8.1 The Northenden Conservation Area covers a wide area with a variety of development forms and detailing, which are described above. This part of the assessment therefore looks more closely at the immediate surroundings, particularly the section of Royle Green Road around Dukefield Street within which it will be seen, albeit only fleetingly from the public realm. The following images show the character of this part of the conservation area.



Terraced houses from the 19th century fronting Royle Green Road either side of Dukefield Street, displaying simple Victorian features with vertical emphasis fenestration, brickwork, chimney stacks and slate pitched roofs.



Modern houses opposite Dukefield Street and a recently developed flat block to the north of Dukefield Street on Royle Green Road



View of Royle Green Road looking south towards Dukefield Street, showing recent development on either side in the foreground

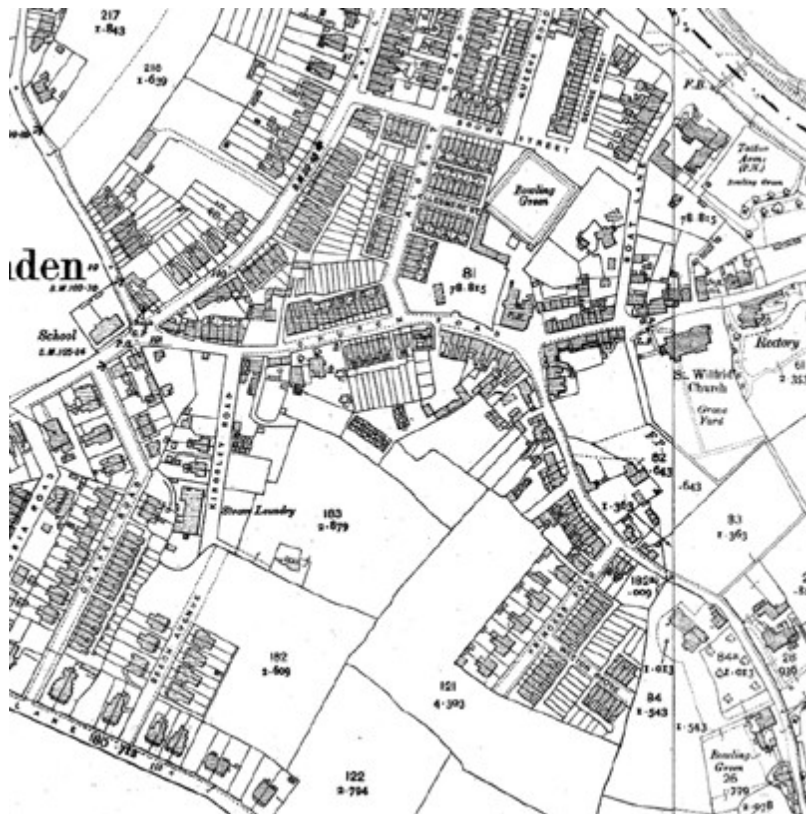


View of 20th century houses at 39 and 41 Morrell Road from the rear of the site



View from the site of three storey flat block at 8 Royle Green Road to the north-west of the site and close up of the rear of the building

8.2 The site is located on the boundary between the historic 19th century terraced housing development along Royle Green Road and the 20th century suburban expansion of Northenden. The historic character which the conservation area seeks to protect is shown on the 1907 Ordnance Survey Map below at which time the site was undeveloped:



8.3 The recent developments on Royle Green Road (shown on the images above) display different forms and designs, with either two-storey or two-storey plus roof dormers and varying types of fenestration. These developments now form part of the street scene, giving it a diverse and varied character.

8.4 The application site occupies a relatively secluded location, but is seen fleetingly at a distance from Royle Green Road. The current condition of the site, which is partly enclosed, overgrown and with utilitarian storage containers has a negative impact on the character of the area as shown on the images below.

8.5 The trees on and around the site are self-sown Sycamore and Ash, which have either been pollarded or are multi-stemmed and of poor quality.



Site Entrance Area



Views of the Rear of the Site

8.6 The site therefore offers the opportunity to replace the existing unsightly non- conforming use with an appropriate development which will enhance the character of the area.

8.7 The development has been designed with reference to the character of the properties in the immediate vicinity of the conservation area. The house is set back behind a low walled small front garden. The height is predominantly two-storey, with subservient dormer windows on the front facing roof slope to make the best use of the floorspace and reflecting the recent housing at Gartmore Close/ Royle Green Road. The materials are brick and slate, with fenestration to reflect the proportions and detailing of the area.

Conclusion of Heritage Assessment

8.8 The proposed development will enhance the character of the conservation area by removing a non-conforming unsightly use and replacing it with a development which appropriately and respectfully reflects the heritage of the area. A more detailed explanation of the design is provided below

9 Planning, Access and Design Considerations

9.1 The planning considerations have been partly explained under the heritage assessment above, however the detailed design is more fully explained in this section along with the Council's other planning considerations.

Principle of Development

9.2 The principle of the development of this site for residential purposes is established by the extant permission and also given general support from the development framework, subject to the more detailed heritage assessment above. The heritage assessment shows that the careful design of the house is a positive enhancement of the built environment and character of the conservation area.

Quantum

9.3 The size of the plot and its spatial relationship to adjacent property permits the siting of a good sized family dwelling. The planning framework encourages the efficient use of land and the provision of a family house represents a similar pattern of development to much of the surrounding area.

Scale and Massing

9.4 The house reflect the scale of those nearby and includes modest dormer features which facilitates the use of the roof space. This enhances the accommodation while retaining the domestic appearance and reflects the approach in the recent development at Royle Green Road, nearby.

Siting

9.5 The siting follows the logic of the rectangular plot, with the principle elevations facing the access road, set back behind a small front garden, with a small rear private garden, reflecting the pattern of the historic houses nearby. The property has two parking spaces to the side, with cycle and bin storage.

Appearance

9.6 The building will have traditional materials with brick walls and slate roofs. Fenestration will be painted timber using proportions similar to the older property on Royle Green Road, creating a sympathetic appearance without pastiche, but reflecting the conservation area context.

9.7 Brickwork boundary walls will again reference the characteristics of the conservation area and provide defensible space with ornamental planting within the small front gardens.

Access and Accessibility

9.8 Vehicular and pedestrian access is taken from the access road. A parking space is provided within the curtlage of the house and the passageway provides for the ability to turn and return to the highway in forward gear.

9.9 The intention is to create a house that is fully accessible and future-proofed. The following specific points will be incorporated:

- All access footpaths and circulation will have a firm and smooth surface and will be either level or lightly ramped, so as to not exceed 1:20 gradient with 1200mm width
- The access drive and parking areas will have a consolidated permeable surface
- All entrances will have a level threshold with a minimum opening of 850mm.

Sustainability

9.10 The dwelling will be designed to exceed the requirements of the Building Regulations Approved Document L1A Conservation of Fuel and Power in New Dwellings through a fabric first approach.

9.11 The house will be provided with an electric vehicle charging point and cycle storage facilities.

9.12 The redevelopment of a brownfield site within the urban area, close to a wide range of facilities and excellent public transport links makes this a highly sustainable development.

Security

9.13 The layout of the site and building maximises passive surveillance and monitoring of all routes as well as eliminating areas where individuals can hide. All windows and doors comply with standards required by GMP's Secured by Design initiative as set out in their "Homes 2016" guidance document.

Landscaping and the Character of the Conservation Area

9.14 The proposed infill development will ensure that the character of the conservation area is maintained and the streetscape reinforced by the new house. There will be improved landscaping which will provide an appropriate verdant setting for the new house.

Design, Daylighting, Privacy and Outlook

9.15 The house is designed to gain its main outlook to the front and rear with good daylight levels due to the distance from nearby buildings and the orientation will protect the privacy of the nearby residential property. The house will have an enclosed private rear garden and a small front garden. The nature of the private access road will limit public access, making a relatively secluded and private development.

Flood Risk

9.16 The proposal is not within a flood risk area and is not therefore likely to be at risk of flooding.

Drainage

9.17 The site has access to the existing mains drainage system for foul sewerage.

9.18 The Phase 1 Site Investigation and Preliminary Risk Assessment suggests that due to the nature of the site, it is unlikely that it will be suitable for a sustainable surface water drainage scheme.

Contamination

9.19 The attached Phase 1 Site Investigation and Preliminary Risk Assessment estimates that various risks are between very low and moderate, but there is no indication that the site cannot be safely developed with appropriate precautions.

9.20 The report recommends that a suitable combined phase II environmental and geotechnical site investigation is carried out at the site to establish the presence of any contamination at the site, and to identify the ground conditions and provide details of their engineering properties in order to facilitate foundation design for the proposed development/. This can be dealt with by a suitably worded planning condition.

Protected Species

9.21 There are no known protected species at the site and it is unlikely to provide a suitable habitat given its size, location and condition.

10 Overall Planning Assessment and Conclusion

10.1 The proposal accords with the spatial strategy and represent a highly sustainable development which will provide a high quality addition to the housing stock.

10.2 The proposed development will enhance the character and appearance of the conservation area and give it a new high quality family home which is suitable for the 21st century.

10.3 The development therefore meets the requirements of the Development Framework.

References

The National Planning Policy Framework 2021

Manchester Core Strategy

Manchester Unitary Development Plan

Guide to Development in Manchester Supplementary Planning Document and Planning Guidance

Northenden Conservation Area Appraisal

Conservation Principles, Policies and Guidance – Historic England

Planning Practice Guidance - Conserving and enhancing the historic environment