

Land at Parkfield House, Manchester Old Road, Middleton

Supporting Planning Statement

March 2023



Supporting Planning Statement

Parkfield House, Middleton

On behalf of Muller Property Group

March 2023

CONTENTS

1	INTRODUCTION	1
2	SITE CONTEXT	3
3	THE PROPOSED DEVELOPMENT	5
4	PRE-APPLICATION ENGAGEMENT	10
5	RELEVANT PLANNING POLICY FRAMEWORK	14
6	PRINCIPLE OF RESIDENTIAL AND CARE DEVELOPMENT	29
7	OTHER KEY CONSIDERATIONS.....	40
8	AFFORDABLE HOUSING STATEMENT	53
9	DRAFT SECTION 106 HEADS OF TERMS	54
10	SUMMARY AND CONCLUSIONS	55

APPENDICES

APPENDIX 1 – Schedule of Supporting Plans and Documents

APPENDIX 2 – Site Location Plan

Prepared By: George Baines (Planner) and Alice Henderson (Senior Planner)

Reviewed By: Paul Nellist (Associate Partner)

Asteer Planning LLP, Mynshulls House, 14 Cateaton Street, Manchester, M3 1SQ

Version Final

Date: March 2023

1 INTRODUCTION

1.1 This Supporting Planning Statement ('SPS') has been prepared by Asteer Planning on behalf of the Muller Property Group ('the Applicant'), in support of an application for full planning permission at land at Parkfield House, Middleton ('the site').

1.2 The description of development is as follows:

"Full planning application proposing the demolition of Parkfield House and the erection of a residential development (Use Class C3) and care home development (Use Class C2) with associated access, car parking, landscaping, open space and other associated works."

1.3 The remainder of this SPS is structured as follows:

- **Section 2** provides a detailed description of the application site and surroundings, planning history and locational sustainability credentials;
- **Section 3** provides a detailed description of the development proposals;
- **Section 4** provides an overview of the pre-application consultation undertaken;
- **Section 5** provides a detailed overview of the relevant development plan policies and other material considerations;
- **Section 6** considers the principle of residential and care development at the site;
- **Section 7** assesses the other key environmental and technical considerations;
- **Section 8** sets out an Affordable Housing Statement;
- **Section 9** sets out draft Section 106 Heads of Terms;
- **Section 10** summarises the case for the application and concludes that the application accords with the relevant development plan policies; and, the NPPF, and should therefore be granted full planning permission without delay.

1.4 This SPS is intended to address the relevant planning considerations and in particular, the case for the redevelopment of the site for a care home and residential use. It considers the proposals in light of national and local planning policy.

1.5 This application comprises a full suite of documents and application drawings, the scope of which has been agreed with Rochdale Borough Council ('RBC') Officers through pre-

application discussions. A list of supporting documents and application drawings that accompany the planning application is contained at **Appendix 1**.

2 SITE CONTEXT

- 2.1 This section of the SPS provides a detailed description of the site and surrounding area; known environmental constraints; relevant planning history and sustainability credentials.

The Site

- 2.2 The site is approximately 1.1 hectares in size and is located directly to the west of the town of Middleton within the Borough of Rochdale. A Site Location Plan is contained at **Appendix 2**.
- 2.3 The site comprises a 4 storey 'L' shaped, former commercial building in the form of Parkfield House, which is now vacant and is located within spacious grounds of a large car park. The site is accessed from Manchester Old Road 'A576', via two entrances with one adjacent to Middleton Cenotaph and the other adjacent to Middleton Skatepark.

Surroundings

- 2.4 The immediate surrounding context of the site is a mixture of residential, commercial and green space. Immediately north of the site is Limefield Playing Fields and part of North Manchester Golf Club. To the east is a varied mixture of low rise residential uses and commercial uses, including a supermarket and Middleton Shopping Centre. To the south and west are further residential uses and Alkrington Woods, through which the River Irk flows.

Planning History

- 2.5 **Table 1** below sets out the key relevant planning history for the site.

Table 1 – Planning History

Planning Reference	Description	Status
20/00699/PRA56	Prior approval for change of use from existing office accommodation to 33 apartments.	Approved 10 th August 2020
97/D33886	Residential Development - 28 Dwellings.	Withdrawn 18 th June 1997

97/D34066	Change of Use and Conversion of Office Building into Hotel.	Approved 6 th May 1997
-----------	---	-----------------------------------

A Sustainable Site

- 2.6 As detailed in the submitted Transport Statement, prepared by Eddisons, the site is in a highly accessible and sustainable location approximately 600m (10min walk) from to the west of Middleton Town Centre which offers a wide range of services including a Tesco Extra, Aldi, market, health centres and banks.
- 2.7 Limefield Leisure Park is located directly adjacent to the site to the north, alongside Middleton Skatepark to the west. These can both be accessed from Lyndhurst Gardens and Manchester Old Road. Alkrington Woods Nature Reserve is located approximately 200m to the west, which gives access to lakes, ponds and the River Irk. North Manchester Golf Club is located to the west of the site, approximately a 9 minute walk.
- 2.8 Two bus stops are located opposite the site on Manchester Old Road, approximately 100m east and west of the site. These stops provide regular access to Manchester Piccadilly Gardens and Manchester Shudehill, along with direct access to Mills Hill train station which is located 2.5km to the east. Middleton Bus Station, approximately a 10 minute walk to the east of the site provides access to destinations further afield.
- 2.9 The location of the site off Manchester Old Road leads to direct access to the M60 and the wider motorway network. Junction 19 of the M60 is approximately a 5 minute drive to the west.

Environmental Considerations

- 2.10 There are no listed buildings within the site boundary however the site sits within the Old Road Conservation Area and Parkfield House is identified on the Council's local list as a Non Designated Heritage Asset (NDHA) (Immediately west of the site is Middleton War Memorial, Perimeter Walls and Loggia, Garden of Remembrance which is a Nationally Grade II Listed Monument (List ID: 1415410).
- 2.11 The site is located within Flood Zone 1 with a low probability of flooding.
- 2.12 No public rights of way are located across the site.

3 THE PROPOSED DEVELOPMENT

- 3.1 This section of the SPS describes the application proposals and their relationship and compatibility with the characteristics of the site. A Design and Access Statement prepared by Archi-Scape which describes the proposals in full has been submitted in support of this planning application and should be read in conjunction with this SPS.

Use and Amount

- 3.2 The description of development is as follows:

“Full planning application proposing the demolition of Parkfield House and the erection of a residential development (Use Class C3) and care home development (Use Class C2) with associated access, car parking, landscaping, open space and other associated works.”

- 3.3 Detailed planning permission is sought for 20no. new dwellings (Use Class C3) and an 80no. bedroom care home (Use Class C2).
- 3.4 The care home is proposed in the western part of the site, approximately where Parkfield House currently sits. The care home would take the form of an ‘L’ shaped building with surrounding landscaping proposed to the north, east and west. The care home will use the existing access neighbouring the Cenotaph off Manchester Old Road. The building is split across three floors with a kitchen, café and a salon at ground floor; plant and laundry at first floor; and, a meeting room at second floor. Bedrooms, lounge and nurse spaces are split across all floors.
- 3.5 The proposed townhouses would sit to the east of the site where the vacant car park area is currently situated. 20 no. units are proposed in a mixture of dwelling types to reflect the needs of the area and provide relevant buildings for the surrounding context, including two and four bedroom units. All dwellings have been designed to meet Nationally Described Space Standards (‘NDSS’).
- 3.6 A Schedule of the proposed accommodation is set out in **Table 2** below.

Table 2 – Schedule of Accommodation

Type	Number of Beds	Number of Storeys	Size (sqm)	Number of Units
HT 1A	2	2	87.2	2
HT 1B	2	2	87.2	2
HT 2A	4	3	147.6	4
HT2B	4	3	150	1
HT3	4	3	158	11
Care Home	80	3	4824	1

Scale

- 3.7 The care home is largely three storeys with an offset fourth floor dedicated to servicing the home, accessible exclusively by staff members.
- 3.8 The dwellings proposed are predominantly three storeys in height with flat roofs to offer a contemporary aesthetic. The central dwellings are two storey and flat roofed.
- 3.9 The development respects the scale and massing of the Conservation Area with the proposed townhouses being comparable to the adjacent historic dwellings at 3 storeys with flat roofs. The care home has a scale which is in keeping with the surroundings while still retaining presence. The overall height of the care home is lower than the existing Parkfield House and at a scale which can be read in harmony within the surrounding context.

Layout

- 3.10 The layout of the site is a direct response to the site's unique setting and constraints, and carefully considers planning history; historical massing; high quality design; and, the existing Parkfield House as a precedent for scale and architectural features.

3.11 They key elements of the proposed layout include:

- Provision of a new care home facility to the western part of the site and 20no. townhouses to the eastern part of the site to provide a coherent but distinct development;
- Retention of the existing vehicular access to serve the proposed care home with the characterful stone wall and piers retained;
- Proposed 'step-free' pedestrian access to the adjacent Garden of Remembrance;
- Retention of existing mature trees where possible to retain the prominent landscape setting of the conservation area and provide instant maturity to the development;
- The alignment of the original Parkfield House coach road has been incorporated to evoke the site's previous historic significance;
- Provision of private garden amenity spaces and communal gardens;
- Variety of parking solutions proposed throughout the site, with an emphasis towards limiting vehicles from dominating the street scene and allowing soft landscaping to be the prominent feature;
- Provision of a pedestrian link along the former coach road to improve the pedestrian experience and connectivity through the site;
- Continuous and consistent building line along the streets to providing a sense of urban character and reference the linear form of the Conservation Area.

Appearance

3.12 The design aims to create a development that compliments and accentuates the character of the site itself and the wider Conservation Area. The form of the proposals is unique in character, intended to positively contribute to character of the area.

3.13 The modern influence that Parkfield House has upon the Conservation Area has been recognised and the overarching rationale with regards to the appearance of the proposal is to continue this contemporary aesthetic through both the care home and townhouse appearance. This is achieved through design of the buildings, material selection and architectural detailing references.

- 3.14 The proposed development will have a limited palette of high-quality materials appropriate to the site's context including grey, dark grey, white and charcoal brick, timber cladding, white render and anthracite window and doors.
- 3.15 The architectural details have been carefully selected for their ability to provide a subtle reference to the existing Parkfield House's modern, brutalist aesthetic and add visual quality and purpose to the proposed façades. The distinct features include canted detailing and ribbons, linear concrete bands and grey tones, repetitive opening frequency and feature brick bands and patterns.

Landscaping

- 3.16 Details of the proposed landscaping scheme for the site are set out in detail in the landscaping plans (Refs: 7082 01 and 7082 02) prepared by Trevor Bridge Associates.
- 3.17 The landscape strategy for the site seeks to retain several existing mature trees to retain the landscape setting of the Conservation Area, as well as provision of extensive new soft landscaping throughout the site.
- 3.18 Communal gardens are proposed to the centre of the scheme as a focal point to offer a visual connection between the care home and townhouses whilst also providing a meeting space to enhance opportunities for engagement and social cohesion. There are also extensive areas of landscaped communal gardens surrounding the care home to promote active lifestyles, comfort, relaxation and stimulation.
- 3.19 The hard landscaping scheme for the site will include a palette of simple and robust hard landscape materials. Exact details will be secured by planning condition however the palette broadly comprises tegula block paving, granite setts, contrasting linear edging, bitmac and garden pebbles.
- 3.20 Where possible the hard landscape materials will be interspersed with green spaces, tree planting and permeable surfaces to soften the landscape. The proposed landscape design will enhance access within the site providing safe and accessible routes for residents.

Access and Parking

- 3.21 Full details of the site access and parking provision are contained within the Transport Statement prepared by Eddisons which accompanies this application.

- 3.22 The existing site access is proposed to serve the care home and link to a new site access from Manchester Old Road, providing a one-way system. This has been designed to negate the need to widen the carriageway that could result in damage to the existing trees and/or removal of one of the existing entrance stone piers.
- 3.23 A new vehicular access into the site will service the residential element of the scheme. The extent of this, beyond the gated access, is proposed as a private road although will be built to adoptable standards to facilitate refuse and fire access.
- 3.24 Pedestrian access is accommodated within both the existing and new access points. An improved inclusive ramped level access to the Garden of Remembrance will be provided within the proposal. Currently only a stepped access is available from Manchester Old Road.
- 3.25 The former coach road alignment will be reinstated as a shared surface and link the site to the east to improve the pedestrian experience of the Conservation Area. An alternate segregated pedestrian only route will also be provided alongside the Garden of Remembrance.
- 3.26 Private resident routes are facilitated both around the care home through the dedicated amenity space surrounding the building. Beyond the residential gated access, a shared surface, which replaces traditional dedicated walkways or service verges with landscaping to improve the visual amenity of the public realm and slow vehicles, aims to prioritise pedestrians over vehicles.
- 3.27 33 no. parking spaces are proposed for the care home comprising 27 no. general spaces and 6 no. staff spaces which is in line with RBC's standards. For the residential element, 1 or 2 parking spaces per dwelling are proposed. Cycle parking will also be provided for each dwelling in the form of a secure, covered, cycle store.

4 PRE-APPLICATION ENGAGEMENT

4.1 This chapter details the pre-application engagement undertaken between the Applicant and the Local Planning Authority ('LPA') prior to the submission of this planning application. A virtual meeting was held with RBC Officers and the Applicant team on the 15th December 2022.

4.2 The meeting was attended by Ryan Killeen (RBC Planning Officer), Katherine Fenghour (RBC Conservation Officer), Steve Bourne (Muller), Matthew Buckle (Muller), Jon Suckley (Asteer Planning), Alice Henderson (Asteer Planning), Chris Brearley (Archiscape) and Anthony Martin (Nexus Heritage).

4.3 Below is a summary of the responses received from the Council:

- The principle of development for residential uses is acceptable. As the site was most recently within employment use, marketing evidence would be required with any forthcoming application to address the requirements of Policy E2.
- The Council confirmed that despite no official listing, Parkfield House would be assessed as a Non-Designated Heritage Asset. As the site is also in a Conservation Area, any application going forward would need to justify any potential harm to the Conservation Area, assessing against the relevant NPPF paragraphs.
- The Conservation Officer noted that if Parkfield House is to be demolished, this would offer the opportunity for either a traditional or a more contemporary approach, having regard to the local vernacular.
- Proposed accesses to the site were reviewed, with the Council preferring the use of existing accesses where possible and noted that justification would be required as to why retaining the existing eastern access is not feasible.
- The Council confirmed that due to the small number of residential units proposed, a commuted sum towards affordable housing would be appropriate in this case.
- A validation list and scope of application was agreed with the Council that is reflected within the suite of proposed documents as part of this application.

4.4 A further virtual meeting was held with Planning Officer, Ryan Killeen on 8th February 2023 to discuss the detailed design of the care home and townhouses. The feedback received from the Council was as follows:

- The Council is broadly supportive of the contemporary design of the care home and town houses which is ambitious and well suited to this edge of town centre location. The comprehensive approach to the layout, integrating both the care home and the townhouses was welcomed.
- The Council suggested that some woodland management of the trees to the Manchester Old Road frontage may be beneficial to allow sightlines into to the site.
- The Council was generally comfortable with the mix and type of properties proposed and confirmed that the use of terraces on the back-to-back houses in lieu of gardens would be acceptable given the communal public realm within the site and the proximity to existing green space.

4.5 Further to the pre-application meeting on 8th February, formal pre-application advice was received from RBC (Ref: PREAPP/00116/22) dated 20th February 2023. A summary of key items and how they have been addressed is detailed in **Table 2** below.

Table 2 - Response to Pre-application Feedback

Comments Raised	Applicant's Response
Any future planning application would have to justify the loss of an existing employment site, but it is accepted that the site has a history of vacancy and planning permissions for change of use away from traditional employment uses, towards more residential oriented uses.	Please refer to Chapter 6 of this SPS and the submitted marketing letter prepared by BC Real Estate. Parkfield House has been extensively marketed between May 2019 to Q3 2022 with limited interest from commercial occupiers.
The demolition of Parkfield House would result in substantial harm to the Non Designated Heritage Asset through complete loss of the building. A balanced judgement will be required as to the scale of harm and the significance of the asset in order to justify the building's demolition.	Please refer to Chapter 6 of this SPS and the submitted Heritage Statement, prepared by Nexus Heritage.
Whilst it is appreciated that the portion of the site which falls within the G/3 Recreational Open Space designation does not interfere	Please refer to Chapter 6 of the SPS. The part of the application site that falls within the open space designation is scrub land which is

with the layout of the playing pitches, the site nonetheless is included within the designation and regard must therefore be had to the relevant parts of the NPPF and Core Strategy.	physically separated from Limefield Park by a fence. This part of the site is physically inaccessible to members of the public and has never served any recreational function. It does not form part of the recreational open space provision at Limefield Park and its loss will have no impact upon the quality, quantity or function of the existing playing fields.
It is not clear how easily the design language of the development could be appreciated or understood by passing members of the public, and the development may therefore serve as a greater juxtaposition to the otherwise coherent character of the Conservation Area than the existing Parkfield House.	Please refer to the submitted Design and Access Statement and Character Study. The proposal seeks to provide a continuation of the existing contrasting Parkfield House aesthetic. The visual appearance in terms of architectural style, detailing and tones of the scheme has sought to heavily reference a modern aesthetic. The use of brick draws reference from the Conservation Area as a whole.
The terrace containing plots 12-16 would have a poor relationship with the care home.	Please refer to street scenes at Section 5.03 of the Design and Access Statement which illustrates the relationship between the care home and these plots and shows that the offset fourth floor of the care home and comparative third floor roof heights ensure the townhouses are subservient to the care but are not overwhelmed.
The approach to landscaping across the scheme is generally welcomed. The space between plots 17-20 and the proposed care home however does not seem to read as having a clear ownership or purpose, and clarification over this part of the site will be required.	The scheme incorporates private green spaces for both the care home and townhouse residents to enhance opportunities for play, exercise and social cohesion. The open to the west of plots 17-20 will be communal amenity space associated with the townhouses.
The overall design language may not respond well to the character of the Conservation	Please refer to the submitted Design and Access Statement and Character Study. The

Area following the demolition of Parkfield House, where there is no physical or tangible link between past and present which can be appreciated.	proposal looks to maintain the site as a prominent modern feature of the Conservation Area taking reference from both Parkfield House and the wider area.
--	---

Summary

- 4.6 This chapter of the SPS demonstrates that meaningful consultation has been undertaken by the Applicant prior to submission of this reserved matters application. All feedback has been considered and where relevant amendments to the proposals have been made.

5 RELEVANT PLANNING POLICY FRAMEWORK

5.1 This chapter of the SPS sets out the key local and national planning policies and other material considerations which are relevant to the determination of the application.

The Development Plan

5.2 Section 38(6) of the Planning and Compulsory Purchase Act 2004 states that decisions should be made in accordance with the Development Plan, unless material considerations indicate otherwise.

5.3 The relevant adopted Development Plan comprises:

- Rochdale Core Strategy (2016);
- Saved Policies of the Rochdale Borough Unitary Development Plan ('UDP') (1996).

5.4 Other material considerations to be taken into account in the determination of this planning application include the National Planning Policy Framework ('NPPF') (2021), Planning Practice Guidance ('PPG'), Supplementary Planning Documents ('SPDs') and the Middleton Town Centre Masterplan (2022).

5.5 As defined by the UDP map, the majority of the site is identified as unallocated land within the Defined Urban Area. Immediately north and west of the site are areas of protected open recreational space in the form of Manchester Golf Course and Lime Field Leisure Park. A small part of the site to the north-east falls within the Lime Field Leisure Park open space designation however it serves no recreational function. The town centre boundary for Middleton is located approximately 350m to the east of the site.

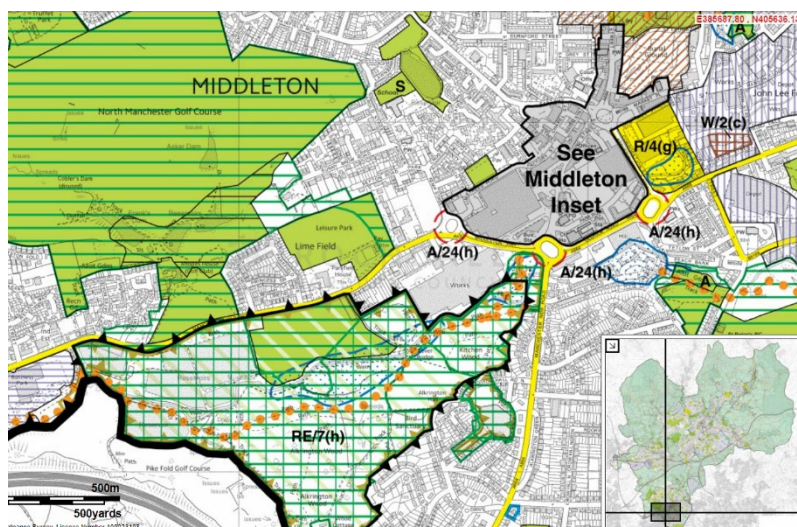


Figure 1 - UDP Policy Map Extract

Core Strategy

- 5.6 The Core Strategy sets out the long-term spatial strategy for future development of Rochdale Borough and was adopted in October 2016.
- 5.7 The key policies of the Core Strategy that are relevant to the determination of this planning application are set out below.
- 5.8 **Policy E2 'Increasing Jobs and Prosperity'** splits associated policies between the north and south of the Borough.
- 5.9 Non employment uses in the south of the Borough are allowed in employment zones or on existing large employment sites over (0.4ha) outside employment zones where:
- There is a proven lack of demand for the site for a suitable employment use, it's not suited in land use terms to any employment use and there is a satisfactory employment land supply in the area, and;
 - It would not impact on the ability of existing businesses to operate satisfactorily; and
 - It will enable high quality mixed use employment development on strategic corridors, close to centres or transport interchanges, or
 - It will help support the delivery of regeneration proposals in a priority regeneration area; or
 - Redevelopment of the site would enable reinvestment that will provide jobs in the Borough; or
 - Development would remove a severe environmental problem.
- 5.10 **Policy SP2 'The Spatial Strategy for the Borough'** notes that the majority of new housing and commercial development will be delivered within the Manchester fringe area, which includes towns such as Middleton.
- 5.11 **Policy SD1 'Delivering Sustainable Development'** states that the Council will take a positive approach to the presumption in favour of sustainable development, as detailed within National Policy. Applications that coincide with this without further material considerations will be approved without delay.
- 5.12 **Policy SP3/M 'The Strategy for Middleton'** note the priorities for Middleton over the plan period. Relevant to this application are the priorities to:

- The revitalisation of Middleton Town Centre, regenerating office and leisure uses, improving accessibility and exploring redevelopment opportunities around the immediate outskirts of the Town Centre.
- Promote local heritage and ensure that new development respects the local surroundings and improve linkages to the town centre.
- Improve open space and access to the countryside.

5.13 **Policy C1 ‘Delivering the right amount of housing in the right places’** notes a need to deliver at least 460 net dwellings per year to create a wide range of mixed communities across the Borough. This will be secured through ensuring a constant supply of five year housing land supply, and maximising the potential of previously developed sites to deliver 80% of housing on brownfield sites. Sites should be sustainable with good access to local services.

5.14 Housing delivery is to be focused on the south of the Borough, by focusing on sustainable locations and sites close to key growth corridors.

5.15 **Policy C2 ‘Focusing on regeneration areas and economic growth corridors /areas’** notes the Council will deliver good quality housing on brownfield sites, notably around Middleton Junction and Glen Cove, listed as a number of regeneration areas across the Borough. These areas will focus regeneration and the delivery of new homes.

5.16 **Policy C3 ‘Delivering the right type of housing’** notes that the right types of homes for the Borough should be built. To ensure this, the following requirements are set out:

- New development should provide housing types that take account of local needs and aspirations.
- The supply of larger and higher value housing across the Borough should be improved.
- Require a high standard of design and layout that produces attractive places and takes account of energy efficiency and climate change.
- Promote densities that make efficient use of land whilst delivering a range of housing to widen choice in the Borough and reflect local character.
- Support provision of housing on appropriate sites to meet the needs of specific groups including older people and other vulnerable groups.

- 5.17 With regard to the south of the Borough, the Council's focus is to widen housing choice and deliver housing that better suits the needs of existing and future residents. For Middleton specifically, higher density development will be prioritised.
- 5.18 **Policy C4 'Providing affordable homes'** notes a requirement on all proposals of 15 dwellings or more. A contribution of 7.5% will be sought of the development sales value of the overall scheme. Affordable housing should be:
- Provided on site using this contribution to deliver homes of a type, size and tenure agreed by the developer and the local authority based on local evidence and where appropriate delivered in partnership with an RP.
 - In exceptional circumstances, an off-site financial contribution can be provided in situations where the local authority considers that the site is not an appropriate location for affordable housing.
- 5.19 **Policy P1 'Improving Image'** requires high quality design in all new developments. This will be ensured through:
- Requiring design which demonstrates innovation and originality;
 - Working with developers of major developments to incorporate public art in the design of buildings;
 - Help to green the urban environment, by securing tree planting on sites;
 - Promoting the development and reuse of underutilised land and buildings and maximising the potential for heritage assets to provide a sense of place.
- 5.20 **Policy P2 'Protecting and enhancing character, landscape and heritage'** aims to protect and enhance the Borough's character; the distinctiveness of its town centres; housing areas and countryside; and, the qualities of its landscapes, by utilising the considerable potential of these assets in development and regeneration schemes. This is to be achieved by (amongst other things):
- Requiring new developments to integrate successfully with key natural features;
 - Requiring new developments to take opportunities to protect and open up important views;
 - Conserving and enhancing townscape character;

The Borough's heritage is to be protected by:

- Conserving, enhancing and promoting both statutory and non statutory key heritage assets, including listed buildings and conservation areas;
- Conserving, enhancing and utilising non statutory heritage assets of local interest;
- Using heritage assets positively and intelligently to strengthen identity and image and support the visitor economy, particularly in development and regeneration schemes;
- Prioritising the conservation of heritage assets at risk from decay, giving special attention to designated heritage assets in this regard.

5.21 **Policy P3 'Improving Design of New Development'** requires all new developments to adhere to high standards of design. The following design principles should be adhered too:

- Enhance the Borough's identity and sense of place, respecting positive context with regard to scale, density, massing, height, layout, landscape, materials and access of surrounding buildings;
- Ensuring development contributes positively to the townscape and are well proportioned;
- Incorporating measures that design out crime;
- Provide an appropriate mix of uses, considering the needs of all sections of society;
- Ensure a development is easy to move through and get around, especially for pedestrians, cyclists, public transport, disabled people and emergency service vehicles;
- Provide a hierarchy of routes, streets and spaces, relating positively to visual connections between the development and its surroundings;
- Ensure that the intended functions of buildings and spaces are easily understood, and their entrances appropriately located and visible;
- Ensure buildings can be easily adapted to meet future/alternative needs of occupants;

- Minimise impact upon the environment, and help adapt to the impacts of climate change, including by re-using existing buildings and materials (maximising the benefits of existing embodied energy) and utilising sustainable drainage;
- Design buildings and spaces so that quality and appearance can be maintained over time;
- Reduce the monotony and visual impact of car parking areas by using substantial and well-integrated landscaping.

5.22 **Policy G1 ‘Tackling and adapting to Climate Change’** requires new development to:

- Be zero Carbon as required by national targets and definitions;
- Follow the energy hierarchy for new developments;
- Reduce CO2 emissions through the use of renewable and low carbon decentralised energy technologies and networks;
- Incorporate appropriate and comprehensive adaptation measures.

5.23 **Policy G6 ‘Enhancing Green Infrastructure’** states that the Council will sustain and enhance a green network to support growth and regeneration in the Borough and provide a high-quality environment that meets the needs of the community and visitors to the Borough. We will protect and improve green spaces and water bodies and ensure that their value to sustainable development and regeneration is maximised.

5.24 **Policy G7 ‘Increasing the value of biodiversity and geodiversity’** states that opportunities for enhancing biodiversity and geodiversity, creating new sites and features of interest and improving opportunities for public enjoyment will be supported. No development should result in a net loss of biodiversity or geodiversity interest in the Borough and overall development in the Borough should result in a net gain.

5.25 **Policy G9 ‘Reducing the impact of pollution, contamination and land instability’** aims to reduce all forms of pollution, contamination and land instability in the Borough by:

- Focusing on measures that reduce air pollution, in Air Quality Management Areas and other areas of concern, particularly around motorways and main roads;
- Requiring that development does not have impacts that lead to an unacceptable increase in air, water, noise, light or other pollution;

- Ensuring sensitive new developments such as housing, schools and hospitals are not adversely affected by existing sources of pollution such as roads and certain types of industry;
- Requiring a Low Emissions Strategy (LES) where development requires a Transport Assessment, and in other circumstances as appropriate;
- Requiring that any risks arising from contaminated land or land instability, and appropriate actions to address these risks, are identified prior to any development taking place on that land and the identified actions taken;
- Requiring that any risk to surface water and ground water resources from the disturbance of contaminated land be ascertained and preventative measures devised and carried out;
- Using planning conditions or obligations to control pollution from new development, or the impact of pollution on new development.

5.26 **Policy DM1 'General Development Requirements'** requires all development proposals to demonstrate:

- They are of high quality design and take the opportunity to enhance the quality of the area;
- Are compatible with surrounding land uses;
- Do not adversely affect the amenity of residents or users through visual intrusion, overbearing impact, overshadowing or loss of privacy;
- Mitigate against any impact due to noise, air, dust, light and odour pollution, traffic generation or inadequate access;
- Provide satisfactory vehicular access with adequate parking, manoeuvring, and servicing arrangements taking into account of the proposed use and location;
- Do not have an adverse impact on health, through its impact or the effect of existing problems;
- Provide, or demonstrate the availability of, the service and community infrastructure necessary to meet local needs;

- Minimise opportunities for crime against people or property;
- Take account of ground conditions including unstable or contaminated land;
- Incorporate, where appropriate, high quality landscape schemes.

5.27 **Policy DM2 Delivering Planning Contributions and Infrastructure** requires residential development , unless on site / other provision is made to provide contributions for:

- Affordable Housing;
- Open space provision and maintenance;
- Health and well being;
- Education facilities; and/or,
- Community facilities.

5.28 **Policy T2 Improving Accessibility** requires applicants to work in partnership with the Council ensure that as far as possible, proposals are accessible for all. The maximum parking standards for cars, bicycles and two wheeled vehicles are as follows:

- Care / Nursing homes:
 - Cars: 1 space per 4 beds.
 - Bicycles: 1 space per 40 beds (minimum 2 spaces).
 - Two wheeled vehicles: 1 space per 160 beds (minimum 2 spaces);
- 2 or more bedroom housing:
 - Cars: 2 spaces per dwelling (not including a garage).
 - Bicycles and two wheeled vehicles: no standard.

Rochdale Unitary Development Plan

5.29 The majority of UDP policies were superseded on adoption of the Core Strategy. The key saved policies of the UDP that are relevant to the determination of this planning application are set out below.

5.30 **Policy BE16 Demolition of Buildings in Conservation Areas** notes that when considering proposals for the demolition of unlisted buildings in a Conservation Area, the desirability of preserving or enhancing the character or appearance of the Conservation Area in which the building is situated will be considered. Consent to demolish will only be granted where it can be demonstrated that the building cannot be beneficially used and all possible efforts have been made to find a use for the building. Where the demolition of an unlisted building is acceptable, there must be detailed plans for the development or appropriate treatment of the site and development must enhance the appearance of the Conservation Area.

5.31 **Policy BE17 New Development Affecting Conservation Areas** notes that development proposals will be permitted that preserve or enhance the character or appearance of a conservation area. The following principles will be taken into account:

- The relationship to existing buildings and sites and surroundings.
- Design, including elevations, roof form, materials, finishes and detailing.
- Retention, replacement and restoration of historic features and details of buildings.
- Design and siting of car parking and servicing facilities.

5.32 **Policy EM7 Development and Flood Risk** notes that development will not be permitted in areas of identified as flood plains or other areas where development could contribute to increased flood risk, unless an appropriate flood risk assessment has been carried out and all of the following criteria are met:

- It will not increase the risk of flooding within the flood plain or in adjoining areas by reducing flood storage capacity, increasing flows within a flood plain or through the additional discharge of surface water.
- It will not itself be at risk from flooding.
- Appropriate sustainable drainage systems are used.
- Adequate access adjacent to the water course for maintenance is provided.
- It would not result in extensive culverting.
- Flood defence works required as a consequence of development are provided at the developer's expense.

5.33 **Policy G/3 'Protection of Existing Recreational Open Space'** states that the development of public or private recreational open space for any other purpose will not be permitted unless one or more of the following exceptions applies:

- The development is for a non-commercial community use within a park or other outdoor recreation area, is ancillary to the recreational use of the area, would not lead to a deficiency in recreational open space in relation to present or future needs, and does not harm the recreational, townscape or nature conservation value of the remaining open space;
- Alternative provision is made of at least the equivalent quantity and quality of recreational open space, in a satisfactory location and taking account of local environmental and traffic considerations;
- The development funds improvements to existing outdoor sports facilities within the site or on another site, commensurate with the open space being lost; and
- The development comprises a built recreational facility of greater benefit to the wider community than the open space being lost and does not result in a serious deficiency in open space in the area.

Other Material Considerations

5.34 There are a series of other planning policy guidance documents at local and national levels that are relevant to the determination of this planning application comprising:

- The National Planning Policy Framework (2021);
- Planning Practice Guidance (2014);
- Supplementary Planning Documents and,
- The Middleton Town Centre Masterplan (2022).

National Planning Policy Framework (NPPF) 2021

5.35 The revised NPPF was published in July 2021. The NPPF sets out the Government's planning policies and guidance and how this is to be applied. The NPPF is a material consideration in the determination of planning applications.

5.36 **Paragraph 8** states that sustainable development must meet three overarching objectives:

1. **Economic** – 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;
 2. **Social** – 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,
 3. **Environmental** – 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.
- 5.37 **Paragraph 60** states that 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.
- 5.38 **Paragraph 99** sets out that open space should not be built on unless:
- a) an assessment has been undertaken which has clearly shown the open space, buildings or land to be surplus to requirements; or
 - b) the loss resulting from the proposed development would be replaced by equivalent or better provision in terms of quantity and quality in a suitable location; or
 - c) the development is for alternative sports and recreational provision, the benefits of which clearly outweigh the loss of the current or former use.
- 5.39 **Paragraph 111** states development 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.
- 5.40 **Paragraph 124** states that planning policies and 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.

5.41 **Paragraph 126** states the creation of high quality, beautiful and sustainable 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. So too is effective engagement between applicants, communities, local planning authorities and other interests throughout the process.

5.42 **Paragraph 131** states that trees make an important contribution to the character and quality of urban environments and can also help mitigate and adapt to climate change.

5.43 **Paragraph 159** states inappropriate development in areas at risk of flooding should be avoided by directing development away from areas at highest risk (whether existing or future). Where development is necessary in such areas, the development should be made safe for its lifetime without increasing flood risk elsewhere.

5.44 **Paragraph 180** states that if significant harm to biodiversity resulting from a development cannot be avoided (through locating on an alternative site with less harmful impacts), adequately mitigated, or, as a last resort, compensated for, then planning permission should be refused.

5.45 **Paragraph 196** states where there is evidence of deliberate neglect of, or damage to, a heritage asset, the deteriorated state of the heritage asset should not be taken into account in any decision.

5.46 **Paragraph 197** states in determining applications, local planning authorities should take account of:

- a) the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;

b) the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and

c) the desirability of new development making a positive contribution to local character and distinctiveness.

5.47 **Paragraph 198** states in considering any applications to remove or alter a historic statue, plaque, memorial or monument (whether listed or not), local planning authorities should have regard to the importance of their retention in situ and, where appropriate, of explaining their historic and social context rather than removal.

5.48 **Paragraph 199** states when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance.

5.49 **Paragraph 203** states the effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that directly or indirectly affect non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset.

5.50 **Paragraph 206** states local planning authorities should look for opportunities for new development within Conservation Areas and World Heritage Sites, and within the setting of heritage assets, to enhance or better reveal their significance. Proposals that preserve those elements of the setting that make a positive contribution to the asset (or which better reveal its significance) should be treated favourably.

Planning Practice Guidance (2014)

5.51 Planning Practice Guidance ('PPG') was introduced in March 2014. The PPG replaced a considerable amount of former guidance comprising Planning Policy Guidance Notes and Planning Policy Statements.

Supplementary Planning Documents and Guidance

5.52 The following SPDs are relevant to the proposed development:

Biodiversity and Development SPD

- 5.53 This SPD sets out advice to ensure that no net loss of ecological interest or assets occurs and that opportunities to enhance such interest are incorporated within development proposals where possible.

Climate Change Adaption SPD

- 5.54 This SPD outlines actions for developers to help climate change adaption in the area through providing new approaches to sustainable development.

Design and Planning Process: A Guide to Good Practice SPD

- 5.55 This SPD aims to assist all those involved in the process of designing and constructing buildings, streets and spaces to create good quality places.

Public Realm Design Guide SPD

- 5.56 This SPD aim is to provide clear guidance to everyone involved in designing and constructing streets and space (including architects, designers, public and private sector developers, house builders and engineers) on the quality of design expected in Rochdale. The SPD will also be used by local authority officers to help assess the quality of planning applications.

Oldham and Rochdale Urban Design Guide SPD

- 5.57 This SPD expands on local planning policies and sets design principles for all types of development with the Boroughs of Oldham and Rochdale. These principles identify what development should do to achieve design quality.

Guidelines and Standards for Residential Development SPD

- 5.58 This SPD sets out guidelines and standards for residential development across the Borough. For new residential development, the guidance states specific guidance with regard to space standards and distances between windows and habitable rooms of neighbouring properties.

Provision of Recreational Open Space in New Housing SPD

- 5.59 This SPD details the provision for open space in new housing within the Borough. Developments proposing less than 99 bedrooms, are not specifically required to make provision for recreational open space.

Affordable Housing SPD

- 5.60 The purpose of this SPD is to advise applicants on how the Council will apply affordable housing requirements.

The Middleton Town Centre Masterplan (2022)

- 5.61 The Middleton Town Centre Masterplan provides a framework for placemaking and regeneration in order to identify and maximise the present and future opportunities for the town. In February 2023, the Middleton Township Committee resolved that the Middleton Town Centre Masterplan be approved for publication, subject to amendments by the Director of Economy. It is expected to be adopted at a later date in 2023.
- 5.62 Within the Masterplan, six distinctive area of change are outlined under the development framework. The site is allocated under Limefield Park which is noted as an area focussed on open space and a location for lower density development and recreation.
- 5.63 The development objectives and themes for the area designated as Limefield Park are listed as follows:
- Potential to provide strong frontage and crossing points into Limefield Park along Manchester Old Road;
 - Renovation of existing office building;
 - Refurbishment of pavilion into health/ fitness centre;
 - Increase accessibility to recreational spaces for the local community;
 - Potential to provide residential dwellings along Manchester Old Road.
- 5.64 The application site sits to the western boundary of the Masterplan which covers the central area of Middleton. Parkfield House is identified as a 'building into use/regenerated', with the western section outlined as a development site, named 'new development at Limefield Park'. Specifically, Plot 6.1 to which the site relates is identified as a development site for mixed use, commercial and residential use.

Summary

- 5.65 This Chapter of the SPS has identified a series of Development Plan Documents and other material considerations to be taken into account in the determination of the planning application. The following chapter of this statement assesses the principle of residential and care development on the site.

6 PRINCIPLE OF RESIDENTIAL AND CARE DEVELOPMENT

- 6.1 This section of the SPS assesses the principle of residential and care development on the site.

Principle of Residential Development

- 6.2 This planning application proposes 20no. townhouses on the eastern part of the site which is currently occupied by a vacant car parking area associated with Parkfield House.
- 6.3 The majority of the site is located within the defined urban area however a small portion of the site to the north-eastern corner amounting to 850sqm falls within the Limefield Park recreational open space defined by Saved UDP Policy G/3.
- 6.4 Core Strategy Policy SP2 notes that the majority of new housing and commercial development will be delivered within the Manchester fringe area, which includes towns such as Middleton. Furthermore, Core Strategy Policy C1 sets out that the Council will seek to maximise the potential of previously developed sites within the urban area to achieve a target of 80% of new housing on Previously Developed Land. Policy C1 also emphasises that new housing sites must be sustainable, with good access to local services, facilities, green infrastructure, shops, jobs, schools and public transport.
- 6.5 Core Strategy Policy SP3/M sets out a range of priorities for Middleton which includes revitalising the town centre, promoting local heritage and exploring redevelopment opportunities around the immediate outskirts of the Town Centre. In addition, the Middleton Masterplan identifies the eastern part of the site as a development site for residential use.
- 6.6 The site is a previously developed, vacant brownfield site, the majority of which is located within the defined urban area. It occupies a prominent and highly sustainable location within walking distance of Middleton Town Centre which offers a wide range of services and amenities. The development will meet a need for housing and care, making use of a redundant site that is available for development and has no prospect of being retained in its current use. The development of the site for residential use will make efficient use of land and provide high-quality homes on the fringe of Middleton Town Centre whilst maintaining the area's prevailing character and setting in accordance with the Council's spatial priorities for the town and Paragraph 124 of the NPPF.
- 6.7 The proposals include built development on a small part of the site allocated as open space. Policy G/3 of the UDP and Paragraph 99 of the NPPF prohibit open space being

built on unless it is clearly demonstrated as being surplus to requirements or the loss resulting from the proposed development would be replaced by equivalent or better provision in terms of quantity and quality in a suitable location.

- 6.8 The part of the application site that falls within the open space designation is scrub land which is physically separated from Limefield Park by a fence. This part of the site is inaccessible to members of the public and has never served any recreational function. It does not form part of the recreational open space provision at Limefield Park and its 'loss' will have no impact upon the quality, quantity or function of the existing playing fields. Furthermore, whilst the proposals will result in the loss of 850sqm (0.085 hectares) of designated open space, this open space is of a poor quality with no recreational benefits. Conversely, the proposed development includes the provision of 3,700sqm (0.37 hectares) of high-quality, landscaped open space within the site including a retained tree belt and wildflower meadow and communal garden areas associated with both the dwellings and the care home.
- 6.9 Taking into account these considerations, the proposals for 20no. townhouses on the eastern part of the site are therefore in accordance with Core Strategy Policies SP2, SP3/M, and C1; Policy G/3 of the UDP; and paragraphs 99 and 124 of the NPPF and the Middleton Town Centre Masterplan.

Principle of Care Home Development

- 6.10 This planning application proposes the demolition of Parkfield House and the construction of a new, 80-bed care home facility on the western part of the site. The principle of care home development on this part of the site is subject to three key considerations as follows:
- Loss of Employment Use;
 - Heritage Matters (including harm to the significance of the Conservation Area and the loss of Parkfield House as a NDHA); and.
 - Need for a Care Home.
- 6.11 These are considered in turn below.

Loss of Employment Use

- 6.12 Parkfield House has been vacant since 2020 however was formerly in office use. Core Strategy Policy E2 relates to increasing jobs and prosperity and E2 1(g) provides guidance on proposals for non-employment uses on existing large employment (B1-B8) sites in the south of the Borough.
- 6.13 An assessment of the proposed development against the criteria of Policy E2(g) is set out below.

i) There is a proven lack of demand for the site for a suitable employment use, it's not suited in land use terms to any employment use and there is a satisfactory employment land supply in the area; and,

As detailed in the letter prepared by BR Real Estate, the site was extensively marketed for employment use between May 2019 and Q3 2022 via several means including boards, mailing and website listings. Despite the property being offered with flexibility for short or long term leases to be considered, the number of direct enquiries received for Parkfield House was very limited. There were no serious approaches from commercial developers throughout the course of marketing that showed an interest in keeping the property as an office building. The existing building was constructed in the 1960s and does not provide suitable high quality office accommodation suitable to meet the requirements of modern occupiers.

ii) It would not impact on the ability of existing businesses to operate satisfactorily;

There are no existing businesses at the site or in the vicinity of the site that would be affected by the proposed development. Parkfield House itself has been vacant since 2020.

iii) It will enable high-quality mixed-use employment development on strategic corridors, close to centres or transport interchanges;

This criteria is not directly applicable as the proposed development is not for employment use however the proposed development incorporates a mix of uses including a care home which is an employment generating use and is located in a highly sustainable and accessible location on the edge of Middleton Town Centre.

iv) It will help support the delivery of regeneration proposals in a priority regeneration area;

Middleton Town Centre is a priority regeneration area for RBC which is reflected in the Middleton Masterplan which seeks to create an attractive and cohesive town centre environment. The site occupies a prominent location with this key regeneration area and

its redevelopment for a high quality care home and residential development will complement and catalyse the wider regeneration of Middleton establishing a connected and characterful place with high value placed on Middleton's heritage and green assets.

v) Redevelopment of the site would enable reinvestment that will provide jobs in the Borough;

Whilst the proposed development is not for a traditional employment use, it includes the provision of an 80-bed care home which will provide a range of jobs within the Borough. As detailed in the Care Home and Residential Impact Assessment prepared by Kada, the development of the care home alone has the potential to generate 186 gross operational jobs (112 net jobs) comprised of 112 direct (68 net) and 74 indirect (45 net). Operational care home staff may include care home managers, registered nurses (RNs), care workers, activities coordinators, receptionists, cooks, cleaners, therapists and other healthcare professionals and maintenance staff working 24/7. The whole development (the care home and the 20 residential dwellings) has the potential to generate 171 gross temporary construction related jobs (89 net jobs) comprised of 129 direct jobs (67 net) and 42 indirect (22 net).

vi) Development would remove a severe environmental problem.

Whilst this criterion is not directly applicable, the proposals will bring a vacant, derelict, brownfield site back into meaningful use, making effective use of land in a sustainable location. Furthermore, as demonstrated in the submitted structural survey, the existing Parkfield House is in a poor state of repair and the presence of asbestos has been confirmed in the building. The proposed development will remove a building which is vacant, of a poor quality and is not suitable for office use. This will prevent the building falling into further disrepair and it will be replaced with a high-quality, contemporary development which will have a range of environmental benefits.

- 6.14 As demonstrated above, the proposed development does not conflict with any of the criteria of Policy E2 (g).
- 6.15 Furthermore, the site benefits from an extant prior approval for change of use of the building to 33 flats (Ref: 20/00699/PRA56). The site could therefore be removed as an existing employment site with no further planning permission required should the owner wish to implement this prior approval.

- 6.16 As acknowledged in RBC's pre-application feedback, the site has a history of vacancy and planning permissions for change of use away from traditional employment uses, towards more residential oriented uses.
- 6.17 In summary, there is a proven lack of demand for the site for a suitable employment use, the site will create jobs and help support the delivery of regeneration proposals in a priority regeneration area and will bring a vacant, derelict, brownfield site back into meaningful use. Furthermore, the principle of the loss of employment use on the site is supported by the prior approval for conversion of Parkfield House to residential use. The loss of Parkfield House is therefore wholly acceptable in accordance with Core Strategy Policies E2 and C2 and Paragraph 124 of the NPPF.

Heritage Matters – Loss of an NDHA and impact on the Conservation Area

- 6.18 A Heritage Statement has been prepared by Nexus Heritage in support of this planning application.
- 6.19 The Heritage Statement includes a Heritage Significance Statement describing the significance of the heritage asset(s) which would be affected by the proposed development and a Heritage Impact Assessment to provide an objective and robust assessment of the proposed development in terms of impacts on the significance of the heritage assets.
- 6.20 The site is within the Manchester Old Road Conservation Area. There are no listed buildings within the site however the site is adjacent to and within the setting of a listed building - War Memorial, Perimeter Walls and Loggia, Garden of Remembrance (NHE ref. 1415410).
- 6.21 The Council maintains a list of Non-Designated Heritage Assets (NDHA) which it believes have some significance to local heritage by making important contributions to local distinctiveness, settlement formation, traditional character or history of the borough but do not meet the criteria for designation. Assets are assigned non-designated status in line with selection criteria - architectural significance, historical significance, positive contribution and designed landscape. Parkfield House is included on the Council's list of NDHAs.
- 6.22 The proposed development will potentially have an impact on the two heritage assets – Parkfield House as an NDHA, and the Conservation Area which are considered in turn below.

Assessment of the Impact on the Significance of the Old Road Conservation Area

- 6.23 The Heritage Statement includes a detailed assessment of the significance of the relevant heritage assets and defines the Conservation Area as **Medium (Regional) Significance**.
- 6.24 The care home would be built, approximately, on the footprint of Parkfield House. In terms of massing a lower building (91.45m AoD to roof line) would replace a higher building (92.72m AoD to roof line). The reduction in the height of the built form, especially given the relationship with the War Memorial adjacent to the site can be considered to be a net betterment or least a neutral outcome.
- 6.25 The dwellings would represent an increase in built form however they would be erected in a place where, historically, there was residential built form. The proposed development could therefore be said to be re-introducing structure to an area in which there was structure from the early 19th century through until 1978. The principle of reintroducing built form on this part of the site is also supported by the Middleton Masterplan which identifies this part of the site for housing. In addition, the existing boundary wall to Manchester Old Road would be required to support another vehicle entrance as the location and character of the existing gateway is unsuitable. The creation of a vehicle entrance would lead to a direct impact to the boundary wall and therefore to the Conservation Area.
- 6.26 In light of the above, the degree of harm arising to the significance of the Conservation Area would be **less than substantial**. The less than substantial harm to the boundary wall would however be offset by the repair and consolidation of the wall, particularly at the location where an existing tree is causing deformation to and cracking of the wall and threatening its longevity.
- 6.27 The impact upon the Conservation Area relates to a designated heritage assets and therefore must be considered in the context of Paragraph 202 of the NPPF which notes that *"Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use."*
- 6.28 There are a series of compelling economic, social and environmental benefits of the proposed development that outweigh the less than substantial harm to the significance of the Old Road Conservation Area as follows:

- a) The creation of a high-quality care facility for the elderly to meet an identified quantitative and qualitative shortfall in the borough;
- b) The creation of 20no. new 2 and 4 bedroom homes to meet a variety of needs;
- c) The creation of a variety of jobs including 89 net construction jobs and 112 operational jobs associated with the care home (direct and indirect);
- d) Other fiscal benefits including circa £42,000 council tax per annum, £170,000 New Homes Bonus and £160,000 expenditure per annum of new residents;
- e) The redevelopment of a vacant, redundant and underutilised brownfield site in a key regeneration area which is highly sustainable and accessible;
- f) The removal of a derelict, vacant structure for which there is no demand for employment use and which has a range of issues that would prevent it from feasibly being converted including issues with drainage, ventilation, thermal efficiency and services;
- g) The provision of high- quality landscaped communal open spaces to promote health and wellbeing amongst residents;
- h) The delivery of new, high quality landscaping to achieve biodiversity enhancements including a 10% net gain;
- i) The consolidation of the stone-built boundary wall to Manchester Old Road and facility to link into a heritage route;
- j) The creation of improved pedestrian linkages throughout the site and a new accessible access to the Garden of Remembrance;
- k) Sustainable construction materials and techniques and provision of Electric Vehicle charging points is included within the parking design to minimise the impact upon climate change.

6.29 When the less than substantial harm to the significance of the Conservation Area is weighed against the significant public benefits detailed above, it can be concluded that the proposals accord with Paragraph 202 of the NPPF.

Assessment of the Impact on the Significance of Parkfield House as a NDHA

- 6.30 Parkfield House is defined in the Heritage Statement as a historic building of **Low (Local) Significance**. It is an incongruous, imposing four storey block and the style is 'brutal' in its lack of decoration and stark expression of material and often large amounts of concrete.
- 6.31 The degree of harm to Parkfield House would be defined as **substantial** due to the total loss of a NDHA.
- 6.32 The potential for a proposed development to harm heritage significance of NDHA's is catered for in Paragraph 203 of NPPF which states that *"The effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that directly or indirectly affect non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset."*
- 6.33 The harm in this case equates to the total loss of an asset. However, balanced against the low significance of that asset, the loss of Parkfield House could be mitigated by a programme of historic building recording (to an appropriate level as defined by Historic England). The loss of Parkfield House is also compensated for by the quality of the replacement structure which has been informed by a detailed Character Study and takes its design cues from Parkfield House and, as such, makes a positive contribution to the Conservation Area. The proposed wheelchair/mobility scooter-friendly access to the War Memorial Gardens is also an important public and heritage benefit. Taking a 'balanced judgement', in the context of Paragraph 203 of the NPPF, the loss of Parkfield House is acceptable from a heritage perspective. The proposed development accords with Core Strategy Policy C2; UDP Policies BE16 and BE17 and Paragraphs 199 and 203 of the NPPF.

Need for a Care Home

- 6.34 A Care Home Need Assessment prepared by Healthcare Property Consultants has been submitted with this application to assess the need for a care home facility in this location with reference to demographic data within the Borough.
- 6.35 Across the Borough the number of people over the age of 65 exceeds 37,000. The most elderly band of population (85 +) is forecast to increase in number between 2023 and 2035 by a staggering 45%. There is a national drive from the Government to provide appropriate accommodation for older people as the populations continues to age and put pressure on healthcare services.

- 6.36 Rochdale Borough is currently served by 44 registered care homes for the elderly – offering a mix of residential and nursing care (including care to clients with dementia). There are currently 1,537 registered beds serving the elderly population in total although this accommodation includes just 695 en-suite bedrooms. There is a substantial shortfall across the Borough, a scenario mirrored in the immediate locality of the site.
- 6.37 Furthermore, the existing stock in the Borough falls well short from a qualitative perspective and there is now a government requirement for newly registered facilities to restrict bedroom occupation to single occupancy and for all bedrooms to incorporate an en-suite facility. Whilst it is always appropriate to provide suitable accommodation for the elderly, the ongoing COVID-19 pandemic has highlighted the importance of environmental configuration – a subject explored in Section 8 to this report. There have (to date) been comfortably in excess of 100 fatalities within Rochdale care homes where death has been attributed to COVID-19. Converted and dated homes not only lack the ability to lockdown ‘mini units’ but facilitate cross infection through use of communal bathing facilities. It is therefore imperative that safe and well-designed purpose built facilities are delivered which provide a high quality living environment and limit viral risk. Furthermore, attrition across the Borough’s dated bed stock has continued apace to the point where beds lost through care home closure has comfortably exceeded new home provision over recent years.
- 6.38 The proposed 80 bed care home development will:
- 1) Assist in offsetting the significant existing statistical undersupply of appropriate accommodation across the Borough.
 - 2) Assist in offsetting the significant existing statistical undersupply of appropriate accommodation across the immediate locality.
 - 3) Create additional capacity purpose designed to facilitate nursing and / or dementia specific care in line with the Rochdale Adult Social Care strategy.
 - 4) Improve the overall environmental quality of the care home estate through development of modern accommodation designed for purpose. It will provide high quality accommodation including en-suite bedrooms, a range of facilities and secure communal gardens.
 - 5) Provide a care home facility in a highly sustainable and accessible location.

- 6) Help offset future care home closures as dated premises become either unviable or unfit for purpose in the face of changing/increased care needs
- 7) Reduce the impact risks of future pandemics and virus transmission through provision of environment specifically designed for purpose.

6.39 In summary, the part of the site where the care home is proposed is not allocated for a specific use and is located within the defined urban area of Middleton. There is a compelling quantitative and qualitative need for care accommodation in the Borough which this development will make an important contribution towards. The principle of a care home development on the site is therefore acceptable in accordance with Core Strategy Policies C1 and DM1.

Overall Summary on the Principle of Development

- 6.40 The site is a previously developed, vacant brownfield site, the majority of which is located within the defined urban area. It occupies a prominent and highly sustainable location within walking distance of Middleton Town Centre which offers a wide range of services and amenities. The development of the site for residential use will make efficient use of land and provide high-quality homes on the fringe of Middleton Town Centre.
- 6.41 A small part of the application site falls within an open space designation however this part of the site is inaccessible to members of the public and has never served any recreational function. It does not form part of the recreational open space provision at Limefield Park and its 'loss' will have no impact upon the quality, quantity or function of the existing playing fields. The proposed development includes the provision of high-quality landscaped communal open spaces of a greater quantity and quality to the part of the site that is designated as open space.
- 6.42 There is a proven lack of demand for the site for a suitable employment use which has been evidenced through an extensive marketing exercise. The existing building was constructed in the 1960s and does not provide suitable high quality office accommodation suitable to meet the requirements of modern occupiers. The proposed development will create jobs and help support the delivery of regeneration proposals in a priority regeneration area and will bring a vacant, derelict, brownfield site back into meaningful use. Furthermore, the principle of the loss of employment use on the site is supported by the extant prior approval for conversion of Parkfield House to residential use.

- 6.43 There are a series of compelling economic, social and environmental benefits of the proposed development that outweigh the less than substantial harm to the significance of the Old Road Conservation Area. Furthermore, taking a balanced judgement the loss of Parkfield House as a NDHA of low significance is acceptable from a heritage perspective.
- 6.44 There is a compelling quantitative and qualitative need for care accommodation in the Borough which this development will make an important contribution towards.
- 6.45 In summary the principle of residential and care development on the site is acceptable.

7 OTHER KEY CONSIDERATIONS

7.1 This Section of the SPS assesses the planning application proposals in the context of the following other key technical considerations:

- Design and Character Analysis;
- Amenity;
- Highways and Access;
- Flood Risk and Drainage;
- Ecology;
- Trees;
- Noise;
- Air Quality;
- Archaeology;
- Ground Conditions;
- Energy/Sustainability; and,
- Crime Impact.

Design and Character Analysis

7.2 As part of this planning application, Archi-Scape have prepared a detailed character study to examine the character of the Manchester Old Road Conservation Area and immediate adjoining neighbourhoods in order to gain a comprehensive understanding of the local vernacular, character traits and qualities of the area. This study and subsequent understanding of the local character has inform and helped to shape design proposals for the application.

7.3 The Conservation Area overwhelmingly embodies a linear settlement pattern along Manchester Old Road. Buildings together with their respective principle elevations, are orientated towards and accessed from the street.

- 7.4 A variety of settlement patterns are evident within the surrounding areas, often linked to the date of which the relevant buildings were constructed as the area has development over time. This has resulted in eclectic mix of urban grain plan forms. Evidence of poorly defined zones, as infill development has taken place on an adhoc basis, has diluted some of the sense of place within the vicinity, particularly within the approach from the east.
- 7.5 The most prominent facade material is brick. Other materials such as stone and render are also present. The existing Parkfield House Building contrasts with the other buildings within the Conservation Area by being the only building to exhibit concrete façades.
- 7.6 A detailed assessment of how the design has been informed by the Character Study is contained within the Design and Access Statement which should be read in conjunction with this SPS, however is summarised in **Table 3** below.

Table 3 – Character Justification

Character Study Observation	Design Response
Land Use	
The Conservation Area is sandwiched between substantial green spaces in the form of Limefield Leisure park and Alkrington Woods and Nature Reserve.	The development has been structured to provide an attractive and active facade towards these areas through building orientations, upper balconies and soft landscaping.
Building Use	
The Conservation Area comprises a range of uses though is predominantly residential.	The proposal exhibits the same uses which are more appropriate and will improve the harmony of the Conservation Area compared to the existing office use.
Route Hierarchy & Pedestrian Permeability	
Manchester Old Road is an incredibly prominent aspect of the Conservation	The proposal will retain the vast majority of the stone wall and repair where necessary to prolong and maintain its contribution. Many

defined by the existing mature trees and stone wall.	of the existing trees have been retained and will be enhanced with additional soft landscaping. The scheme will improve the visual interest of Manchester Old Road provide an attractive contemporary, backdrop to as a significant improvement to the existing hard standing areas.
The former coach road	The former coach road has been reinstated as a pedestrianised shared surface for public use. This route will offer an improvement to the pedestrian experience of the conservation area in terms of being safer and offering alternative views of the immediate vicinity and Alkrington Hall.
Access to the Garden of Remembrance is currently only available to the public via a stepped access from Manchester Old Road.	The proposal has incorporated a ramped and step free access to improve the accessibility for the general public.
Public Realm & Open Spaces	
The immediately adjacent play area, sensory garden and outdoor gym provide good opportunities for exercise and social interaction.	The scheme incorporates private green spaces for both the care home and townhouse residents to further enhance opportunities for play, exercise and social cohesion.
Designated & Non-Designated Heritage Assets	
The Grade II Listed Garden of Remembrance is currently visually dominated by Parkfield House.	The proposal seeks to improve this outlook from the Garden of Remembrance by lowering the building height, breaking down the massing, offsetting the fourth floor and

	providing additional soft landscape screening.
Parkfield House's modern, Brutalist aesthetic.	The modern influence Parkfield House has upon the Conservation Area has been recognised. The overarching rationale with regards to the appearance of the proposal is to continue this contemporary aesthetic through both the care home and townhouse appearance. This is achieved through design of the buildings, material selection and architectural detailing references.
Alterations	
The site has been heavily fragmented and abandoned which has distorted its identity.	First and foremost the development will bring a prominent part of the Conservation Area back into use, as opposed to an abandoned decaying building with expansive areas of unused, unsightly hard standing. The residential buildings (care and townhouses) will restore the site's original intended use. Moreover, the incorporation of focal green spaces will evoke the historic gardens of the former Parkfield House building.
Scale & Massing	
Buildings in the Conservation Area are predominantly 2 and 2.5 storey with the exception of Parkfield House which 4 storey.	The development respects the scale and massing of the Conservation Area with the proposed townhouses being comparable to the adjacent historic dwellings at 3 storey with flat roofs. The care home has a scale which is in keeping while still retaining presence. The overall height is lower and at

	a scale which can be read in harmony within the surrounding context.
Materiality & Architectural Detailing	
The most prominent façade material is brick. Other materials such as stone and render are also present. The materials and detailing of Parkfield House contrast with the Conservation Area.	The proposal seeks to provide a continuation of the existing contrasting Parkfield House aesthetic. Therefore, the visual appearance in terms of architectural style, detailing and tones of the scheme has sought to heavily reference a modern aesthetic. The use of brick, albeit in differing colours, does draw comparisons with the Conservation Area as a whole.
Prominent Contributors	
Parkfield House was identified as being one of if not the most prominent building within the Conservation Area and a notable exception to the rest of the Conservation Area.	The proposal looks to maintain the site as a prominent modern feature of the Conservation Area and therefore in effect a continuation of the existing influence.
Negative Contributors	
The unoccupied and deteriorating nature of Parkfield House was recognised as having a negative effect upon the Conservation Area.	The redevelopment of the site will provide multiple benefits to the community and restore the site back to being a unique positive contributor to the character of the Conservation Area and a vibrant, well-used site.
Settlement Patterns	
The Conservation Area overwhelmingly embodies a linear settlement pattern	The linear, rigid arrange of the townhouses is a direct and prominent reference to the

along Manchester Old Road. Buildings, together with their respective principle elevations, are orientated towards and accessed from the street.	existing settlement pattern and consistent build lines of the Conservation Area. Buildings are principally elevated to the street or open space to which they face, again in a similar vein to the Conservation Area.
Setting, Gateways & Views	
Two gateways recognised, one to the west and one from the east as one travels along Manchester Old Road.	The western gateway into the Conservation Area will continue to be defined by the entrance to the Garden of Remembrance and mature trees. The view will be less impacted by the care home than the existing Parkfield House. The proposal does not alter the eastern gateway.

- 7.7 In summary, the design and layout of the development has been informed by a detailed Character Study to facilitate a sensitive design solution which makes a positive contribution to the Conservation Area in accordance with Core Strategy Policies P1, P2, P3, C3, DM1, and NPPF Paragraph 126.

Amenity

- 7.8 The development will create a place that is safe, inclusive and accessible and which promote health and well-being with a high standard of amenity for existing and future users.
- 7.9 The site doesn't have any immediate properties to its boundaries therefore will not adversely affect the amenity of residents or users through visual intrusion, overbearing impact, overshadowing or loss of privacy. The streetscape sections contained within the Design and Access Statement demonstrate the relationship the care home will have with the internal streets, amenity space and Manchester Old Road to show that there are adequate separation distances within the site.
- 7.10 The proposed development is therefore in accordance with Core Strategy Policies DM1 and P3.

Highways and Access

- 7.11 A Transport Statement has been prepared by Eddisons incorporating Croft to support the planning application. A summary of the findings is set out below.
- 7.12 The proposed development benefits from being highly accessible on foot with the existing pedestrian infrastructure providing access to a wide range of local amenities. The area surrounding the site is relatively flat making it highly conducive to cycling as a sustainable mode of travel.
- 7.13 The proposed development is highly accessible by bus with the existing stops located within 350 metres of the site providing access to destinations including Bolton, Bury, Radcliffe and Blackrod.
- 7.14 The proposed care home will be accessed via the existing one-way entrance off Manchester Old Road, with a link to the residential access providing egress. Access to the residential site is proposed via a new priority junction, located approximately 75 metres to the east of the existing access and is deemed acceptable to serve the development.
- 7.15 The use of the existing junction further to the east has been considered but discounted, due to road safety reasons and lack of pedestrian infrastructure.
- 7.16 The TRICS assessment has confirmed that the proposals are forecast to generate significantly fewer trips than those associated with the previous office use and as such, the impact of the proposals would be negligible.
- 7.17 The proposed car parking and cycle parking provision complies with RBC's current car parking standards.
- 7.18 The swept path analysis has demonstrated that both sites can be serviced in a safe and efficient manner and will not give rise to any road safety issues.
- 7.19 In summary, the proposals will provide a sustainable development in transport terms and a suitable access can be achieved in accordance with Core Strategy Policy T2.

Flood Risk and Drainage

- 7.20 A Flood Risk Assessment and Drainage Management Strategy has been prepared by Betts Hydro to support the planning application. A summary of the findings is set out below.

Flood Risk

- 7.21 This report has reviewed all sources of flood risk both to and resulting from the proposed development. Consultation with the Environment Agency, United Utilities and Rochdale Borough Council has not identified any historical flooding at the site or within the wider area.
- 7.22 The online flood risk datasets have also identified the site to be at low risk from fluvial/tidal flooding. The site is also shown to be at low risk of surface water flooding in general, given the existing land-use on the site and presence of existing hardstanding. This surface water flood risk will be reduced and sustainably managed post-development, following the implementation of mitigation measures including implementing a sustainable surface water management regime and considering appropriate levels design throughout.

Drainage Strategy

- 7.23 The surface water run-off management options for the site have been assessed in accordance with the sustainable drainage hierarchy, which is to discharge to ground, followed by a waterbody or finally the public sewer.
- 7.24 As infiltration is unlikely to offer a full viable means of discharging surface water run-off generated by the proposals (based on the ground conditions published online and the previous drainage regime), this assessment has considered the alternative drainage options. The next discharge option in the hierarchy should be to discharge to a watercourse/waterbody. There are however no watercourses suitable for outfall within proximity of the site.
- 7.25 The alternative drainage method should infiltration not offer a full means of dealing with run-off would be to discharge surface water into the nearest surface water sewer network. It is proposed that surface water connects into the public surface water sewer within Alkrington Park Road to the south of the site. This sewer discharges into the River Irk downstream.
- 7.26 The proposals seek to utilise permeable surface in external areas even if a full infiltration solution is not viable, the permeable surface will be lined with a connection to the proposed main drainage serving the new development. The presence of the permeable surfaces will still allow the first 5mm of rainfall to be dealt with at source as identified in the SuDS Manual (CIRIA 753).
- 7.27 The discharge rate for the site is 11.5l/s as requested by United Utilities.

- 7.28 The restricted discharge rate will generate a stormwater storage requirement during the extreme storm events. Detailed design will determine with accuracy the attenuation requirements at the proper time. The proposed onsite surface water drainage system will need to be sized to contain the 1 in 30yr return period event below ground with exceedance from storm events up to and including the 1 in 100yr return period storm event with an allowance for climate change being contained onsite.
- 7.29 The submitted Flood Risk Assessment and Drainage Management Strategy has demonstrated that the proposals are acceptable in flood risk and drainage terms in accordance with Core Strategy Policy EM7.

Ecology (including Biodiversity Net Gain)

- 7.30 An Updated Ecological Survey and Assessment (Including a Licensed Bat Survey) and a Biodiversity Net Gain Report have been prepared by ERAP and is submitted with this application. A summary of the findings are set out below.
- 7.31 The proposals will have no adverse direct or indirect effect on statutory or non-statutory designated sites for nature conservation. The building was assessed to be of 'negligible' suitability for use by roosting bats. No further surveys are required to determine the presence or absence of roosting bats at the building within the site.
- 7.32 It is possible to implement reasonable actions for the protection and long-term conservation of fauna such as nesting birds and commuting / foraging bats associated with the site.
- 7.33 Development at the site will provide an opportunity to secure ecological enhancement for fauna typically associated with suburban areas such as breeding birds and roosting bats.
- 7.34 A BNG Assessment has been undertaken which provides an assessment of the biodiversity value of the baseline habitats within the site and an assessment of the value of post-development habitats based on the site proposals and landscape strategy to quantify the BNG that can be achieved. This assessment demonstrates a 10.39% net gain in habitat units and 21.68% net gain in hedgerow units.
- 7.35 The assessment demonstrates that the proposed development at the site is feasible and acceptable in ecology terms and will achieve a net gain which exceeds the requirements of Core Strategy Policies G6 and G7.

Trees

- 7.36 A Tree Survey Report and Arboricultural Impact Report has been prepared by Trevor Bridge Associates Ltd and is submitted with this application. A summary of the findings is set out below.
- 7.37 53 individual trees and 16 vegetation groups were identified both on site and adjacent. While some of the trees are to be removed for development purposes, many are in poor condition or dead as existing. Furthermore, there is an existing tree in proximity to the boundary wall which is causing deformation to and cracking of the wall and threatening its longevity. To protect the trees that are remaining, a Tree Protection Plan is submitted which outlines the suitable measures to be installed prior to construction and includes such methods as barrier fencing.
- 7.38 In summary, alongside the protection measures and landscaping additions proposed, the development is considered to be acceptable in arboricultural terms in accordance with Core Strategy Policy G6.

Noise

- 7.39 A Noise Impact Assessment has been prepared by Apex Acoustic and is submitted with this application. A summary of the findings is set out below.
- 7.40 Barriers of 2.4 m height are required to reduce garden noise levels to be below the guideline upper limit of 55 dB LAeq, 16 hr, and to mitigate against noise from the adjacent skatepark. The report sets out glazing and ventilation requirements to be implemented to achieve the indoor noise level targets.
- 7.41 In summary, based on the existing noise risks and mitigation details outlined in the report, the site is considered suitable for residential development in accordance with Core Strategy Policies G9 and DM1.

Air Quality

- 7.42 An Air Quality Assessment has been prepared by Redmore Environmental in support of the application. A summary of the findings is set out below.
- 7.43 Potential construction phase air quality impacts from fugitive dust emissions were assessed as a result of demolition, earthworks, construction and trackout activities. It is considered that the use of good practice control measures would provide suitable

mitigation for a development of this size and nature and reduce potential impacts to an acceptable level.

- 7.44 During the operational phase of the development there is the potential for the exposure of future occupants to elevated pollution levels. Dispersion modelling was therefore undertaken in order to predict concentrations across the proposed site as a result of emissions from the highway network. Results were subsequently verified using local monitoring data.
- 7.45 The results of the dispersion modelling assessment indicated that predicted pollutant levels were below the relevant criteria across the development. As such, the site is considered suitable for the proposed end use from an air quality perspective and mitigation is not required.
- 7.46 During the operational phase of the development there is also the potential for air quality impacts as a result of traffic exhaust emissions associated with vehicles travelling to and from the site. These were assessed using standard screening criteria. Due to the limited number of anticipated vehicle trips associated with the proposals, road traffic exhaust impacts were not predicted to be significant.
- 7.47 In summary, air quality factors are not considered a constraint to development in accordance with Core Strategy Policies G9 and DM1.

Archaeology

- 7.48 An Archaeology Desk Based Assessment (January 2023) has been prepared by Nexus Heritage and is submitted with this application.
- 7.49 The assessment notes that there are no registered World Heritage Sites, Scheduled Monuments, Registered Parks/Gardens or Registered Battlefields wholly or partly within the site. The site does not contain designated heritage assets of archaeological interest for which there would be a presumption in favour of preservation in situ.
- 7.50 The changes to the environment represented by the proposed development would not be in conflict with any national or local policy provision for archaeological monuments.
- 7.51 In summary, there are no archaeological constraints to the proposed development in accordance with Core Strategy Policy P2.

Ground Conditions

- 7.52 A Phase I Preliminary Risk Assessment has been prepared by BEK Enviro and is submitted with this application. A summary of the findings is set out below.
- 7.53 Potential risks associated with contamination have been identified with respect to the proposed change of use to residential.
- 7.54 Risks have been identified to human health and property (including services) and controlled waters. Additional site investigation is required to determine shallow ground conditions and quantify the potential risks identified.
- 7.55 Site investigation is also recommended to assess ground conditions to provide recommendations for foundation design and to assess the potential risks associated with contamination and ground gas at the site.
- 7.56 In summary, there are no ground conditions constraints to the proposed development subject to appropriate further investigations and mitigation in accordance with Core Strategy Policies G9 and DM1.

Energy and Sustainability

- 7.57 As set out in further detail in the submitted Design and Access Statement, the proposal will address the need to reduce energy use through implementing passive design principles, considering building orientation and apply Modern Methods of Construction (MMC) such as Structurally Insulated Panels (SIPs) or Insulated Concrete Formwork (ICF). This will be supported by a reduction in energy demand through the installation of efficient building services and controls within the dwellings.
- 7.58 Similarly, the development will introduce low and zero carbon technologies including a district heating network based off solar power and an Air source heat pump (ASHP) making use of conventional energy sources. The development will also encourage sustainable living through the accommodation of recycle waste storage, bicycle and EV parking.
- 7.59 In summary, the proposals will be energy efficient and address climate change and energy consumption in accordance with Core Strategy Policy G1.

Crime

- 7.60 A Crime Impact Assessment (January 2023) has been prepared by Greater Manchester Police and is submitted with this planning application. The submitted report assesses the

proposals against the principles of the 'Crime Prevention Through Environmental Design' and finds that the development is considered acceptable. The report raises further considerations with regard to the security of the care home and residential units.

- 7.61 In summary, the proposals incorporate design measures that design out crime and ensure developments and spaces are safe to use and access in accordance with Core Strategy Policy P3.

Summary

- 7.62 In summary, a suite of technical reports have been submitted in support of this planning application and the development is acceptable in relation to design and character; amenity; highways and access; flood risk and drainage; ecology; trees; noise; air quality; archaeology; ground conditions; energy/sustainability; and crime.

8 AFFORDABLE HOUSING STATEMENT

- 8.1 Core Strategy Policy C4 'Providing affordable homes' notes a requirement for affordable housing on all proposals of 15 dwellings or more. A contribution of 7.5% will be sought of the development sales value of the overall scheme. This is also reflected in the Affordable Housing SPD.
- 8.2 It is proposed that an off-site contribution to affordable housing as part of the residential element of the scheme will be secured as part of the proposed development, the principle of which was agreed with Officers through pre-application discussions.
- 8.3 This is an appropriate mechanism to secure affordable housing because due to the modest size of development, it is not practical to deliver and properly manage an element of affordable housing on the site.

9 DRAFT SECTION 106 HEADS OF TERMS

9.1 It is proposed that the Section 106 agreement will include the following:

- A commuted sum towards affordable housing.

9.2 The exact contents of the Section 106 will be confirmed with Officers during the determination of the planning application.

10 SUMMARY AND CONCLUSIONS

10.1 This SPS has been prepared by Asteer Planning on behalf of the Muller Property Group in support of an application for full planning permission at land at Parkfield house, Middleton.

10.2 The description of development is as follows:

“Full planning application proposing the demolition of Parkfield House and the erection of a residential development (Use Class C3) and care home development (Use Class C2) with associated access, car parking, landscaping, open space and other associated works.”

10.3 The layout of the site is a direct response to the site’s unique setting and constraints, and carefully considers planning history; historical massing; high quality design; and the existing Parkfield House as a precedent for scale and architectural features. Archi-Scape have prepared a detailed character study to examine the character of the Manchester Old Road Conservation Area and immediate adjoining neighbourhoods in order to gain a comprehensive understanding of the local vernacular, character traits and qualities of the area. This study and subsequent understanding of the local character has inform and helped to shape design proposals for the application.

10.4 The site is a previously developed, vacant brownfield site, the majority of which is located within the defined urban area. It occupies a prominent and highly sustainable location within walking distance of Middleton Town Centre which offers a wide range of services and amenities. The development of the site for residential and care use will make efficient use of land and provide high-quality homes and a car home on the fringe of Middleton Town Centre which is a key regeneration priority for the Council.

10.5 A small part of the application site falls within an open space designation however this part of the site is inaccessible to members of the public and has never served any recreational function. It does not form part of the recreational open space provision at Limefield Park and its ‘loss’ will have no impact upon the quality, quantity or function of the existing playing fields. The proposed development includes the provision of high-quality landscaped communal open spaces of a greater quantity and quality to the part of the site that is designated as open space.

10.6 There is a proven lack of demand for the site for employment use which has been evidenced through an extensive marketing exercise. The existing building was constructed in the 1960s and does not provide suitable high quality office

accommodation suitable to meet the requirements of modern occupiers. The proposed development will create jobs and help support the delivery of regeneration proposals in a priority regeneration area and will bring a vacant, derelict, brownfield site back into meaningful use. Furthermore, the principle of the loss of employment use on the site is supported by the extant prior approval for conversion of Parkfield House to residential use.

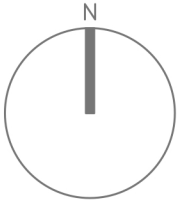
- 10.7 There are a series of economic, social and environmental benefits of the proposed development that outweigh the less than substantial harm to the significance of the Old Road Conservation Area. Furthermore, taking a balanced judgement the loss of Parkfield House as a NDHA of low significance is acceptable from a heritage perspective.
- 10.8 There is a compelling quantitative and qualitative need for care accommodation in the Borough which this development will make an important contribution towards.
- 10.9 A suite of technical reports have been submitted in support of this planning application and the development is acceptable in relation to design and character; amenity; highways and access; flood risk and drainage; ecology; trees; noise; air quality; archaeology; ground conditions; energy/sustainability; and crime.
- 10.10 It is therefore requested that planning permission is granted without delay.

APPENDIX 1 – SCHEDULE OF SUPPORTING PLANS AND DOCUMENTS

Title	Date / Reference	Author
Drawings		
Location Plan	MPG.PH.LP.01	Archiscape
Location Plan (Aerial View)	MPG.PH.LP.01	Archiscape
Detailed Site Layout	MPG.PH.DSL.01	Archiscape
Coloured Detailed Site Layout	MPG.PH.CDSL.01	Archiscape
Demolition Plan	MPG.PH.DP.01	Archiscape
Existing Site Sections	MPG.PH.ESS.01	Archiscape
Proposed Site Sections	MPG.PH.PSS.01	Archiscape
Boundary Treatment Plan	MPG.PH.BTP.01	Archiscape
Hard Landscape Plan	MPG.PH.HLP.01	Archiscape
Storey Heights Plan	MPG.PH.SHP.01	Archiscape
Waste Management & Cycle Storage Plan	MPG.PH.WMCS.01	Archiscape
Accommodation Schedule	MPG.PH.AS.01	Archiscape
Tree Retention Plan	MPG.PH.TR.01	Archiscape
Housetype Pack	March 2023	Archiscape
Landscape Proposals (Sheet 1)	7082.01 Rev E	Trevor Bridge Associates
Landscape Proposals (Sheet 2)	7082.02 Rev E	Trevor Bridge Associates
Tree Survey – Stage 1 Removal & Demolition	7082.04 Rev C	Trevor Bridge Associates
Tree Survey – Stage 2 Construction	7082.05 Rev C	Trevor Bridge Associates
Documents		
Application Form	March 2023	Asteer Planning
Covering Letter	March 2023	Asteer Planning
Supporting Planning Statement	March 2023	Asteer Planning
Design and Access Statement	MPG.PH.DAS.01	Archiscape
Character Study	MPG.PH.CS.01	Archiscape
Air Quality Assessment	March 2023	Redmore
Ecological Survey and Assessment (Including a Licensed Bat Survey)	March 2023	ERAP
Assessment of Biodiversity Net Gain	March 2023	ERAP
Arboricultural Impact Assessment and Method Statement	March 2023	Trevor Bridge Associates
Heritage Statement	March 2023	Nexus Heritage
Archaeology Desk-Based Assessment	March 2023	Nexus Heritage
Care Home Needs Assessment	January 2023	HPC
Care Home and Residential Impact Assessment	March 2023	Kada
Economic Impact Summary	March 2023	Kada
Crime Impact Assessment	March 2023	Greater Manchester Police
Marketing Letter	March 2023	BC Real Estate
Flood Risk Assessment and Drainage Strategy	March 2023	Betts

Structural Survey – Parkfield House	January 2023	Betts
Structural Survey – Boundary Wall	January 2023	Betts
Noise Impact Assessment	March 2023	Apex Acoustics
Transport Statement	March 2023	Eddisons
Phase 1 Preliminary Risk Assessment	December 2022	BEK

APPENDIX 2 – SITE LOCATION PLAN



LEGEND

 Denotes Application Site Boundary
1.1ha 2.76ac



Client:

MÜLLER
PROPERTY GROUP

Project Name:
Parkfield House

Project Number:
01-123 - 0012

Project Status:
Stage 3 - Spatial Coordination

Project Address:
Parkfield House,
Manchester old road,
Middleton

Date:
07.03.2023

Drawing Title:
Location Plan

Drawing Number:
MGP.PH.LP.01

Drawn By: JD	Scale: NTS @A3	Rev: -
-----------------	----------------------	-----------






Winington Hall,
Winington Lane, Northwich,
Cheshire, CW8 4DU
01606 654983
07884401777
www.archi-landscape.net



MÜLLER